



**FINAL REPORT OF THE  
VIRGINIA COMMISSION ON YOUTH**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**

**Evaluating the Effectiveness and  
Efficiency of Virginia's Juvenile  
Detention Centers**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
2022**



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Tara A. Durant  
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Anne Ferrell H. Tata

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**Commission on Youth Staff**

Amy M. Atkinson, Executive Director  
Will Egen, Senior Policy Analyst  
Elizabeth Spinney, Policy Analyst  
Darren Ray, Law Intern

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## **I. Authority for Study**

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Section 30-174 of the *Code of Virginia* establishes the Commission on Youth and directs it to “study and provide recommendations addressing the needs of and services to the Commonwealth’s youth and their families.” This section also directs the Commission to “encourage the development of uniform policies and services to youth across the Commonwealth and provide a forum for continuing review and study of such services.” Section 30-175 of the *Code of Virginia* outlines the powers and duties of the Commission on Youth and directs it to “undertake studies and to gather information and data ... and to formulate and report its recommendations to the General Assembly and the Governor.”

As a result of several factors, including Virginia’s recent juvenile justice reform efforts and decreases in juvenile arrests and referrals to juvenile court, the average daily population in local detention centers has decreased dramatically. However, detention costs, which are covered by both state and local funding sources, have not decreased. Due to these factors, at its December 15, 2021, meeting, the Commission on Youth adopted a recommendation to study this topic further. At its April 19, 2022, meeting, the Commission on Youth approved a study plan to investigate issues related to the effectiveness and efficiency of Virginia’s juvenile detention center system. The mandate for the study stated as follows:

- Establish an advisory committee to evaluate the effectiveness and efficiency of our current detention center system, evaluating the intersection of public safety and the rehabilitation of youth.

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## **II. Members Appointed to Serve**

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The Commission on Youth is a standing legislative commission of the Virginia General Assembly. The Commission is comprised of twelve members: three Senators, six Delegates, and three citizens appointed by the Governor.

2022 membership of the Virginia Commission on Youth is listed below.

Delegate Emily M. Brewer, Isle of Wight, Chair  
Delegate Carrie E. Coyner, Chesterfield  
Delegate Tara A. Durant, Stafford  
Delegate Karrie K. Delaney, Fairfax  
Delegate Irene Shin, Fairfax  
Delegate Anne Ferrell H. Tata, Virginia Beach  
Senator Barbara A. Favola, Arlington, Vice-Chair  
Senator David W. “Dave” Marsden, Fairfax  
Senator David R. Suetterlein, Roanoke County

Avi D. Hopkins, Chesterfield  
Jessica Jones-Healey, Smithfield  
Christian “Chris” Rehak, Radford

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### **III. Executive Summary**

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As a result of several factors, including Virginia’s recent juvenile justice reform efforts and decreases in juvenile arrests and referrals to juvenile court, the average daily population in local detention centers has decreased dramatically. However, detention costs, which are covered by both state and local funding sources, have not decreased. Due to these factors, at its December 15, 2021, meeting, the Commission on Youth adopted a recommendation to study this topic further. At its April 19, 2022, meeting, the Commission on Youth approved a study plan to investigate issues related to the effectiveness and efficiency of Virginia’s juvenile detention center system. The mandate for the study stated as follows:

- Establish an advisory committee to evaluate the effectiveness and efficiency of our current detention center system, evaluating the intersection of public safety and the rehabilitation of youth.

Following the adoption of the study plan, the Commission on Youth conducted a study on the effectiveness and efficiency of local and regional juvenile detention centers. The Commission convened an Advisory Group of stakeholders and held three meetings across the Commonwealth. The Advisory Group was unable to reach consensus on any recommendations to move forward with. At its September 21, 2022, meeting, staff presented draft recommendations based on the direction and input of some Commission on Youth members. These draft study findings and recommendations were presented at the Commission’s September 21, 2022, meeting. The Commission received written public comment through October 14, 2022. After receiving public comment at the October 19, 2022, meeting, the Commission on Youth approved the following recommendation:

#### **Recommendation:**

Request that the Secretary of Public Safety & Homeland Security, the Secretary of Education, the Secretary of Health and Human Resources, Virginia Association of Counties, Virginia Municipal League, and affected localities conduct an assessment of needs regarding juvenile detention centers. This assessment shall take into consideration the cost savings that could occur with consolidation or repurposing and discuss ways to reinvest in places or programs for youth who are in or at risk of becoming part of the juvenile justice system. Further, request that this review assess and consider alternative delivery models of education services. This group shall report its progress and timeline to determine any potential cost savings and ways to invest in community needs, to the

Commission on Youth by July 1, 2023. This group shall complete its report and provide recommendations to the Commission on Youth by December 1, 2023.

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## **IV. Study Goals and Objectives**

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In response to Virginia's decreasing population in local and regional detention centers, the Commission on Youth at its April 19, 2022, meeting approved a study plan to investigate issues related to efficiency and effectiveness in local detention centers. The mandate for this study is stated as follows:

- Establish an advisory committee to evaluate the effectiveness and efficiency of our current detention center system, evaluating the intersection of public safety and the rehabilitation of youth.

### **A. IDENTIFIED ISSUES**

- There are 24 juvenile detention centers (JDCs) in the Commonwealth, each operated by local governments or multi-jurisdictional commissions.
- Juvenile detention centers are funded by state and local dollars.
- Juvenile detention provides a temporary placement for juveniles with delinquency and criminal charges who require a secure environment to ensure public safety for the community or to provide protection of the juvenile's own well-being.
- JDCs provide temporary care for youth under secure custody pending a court appearance (Pre-D) and those help after disposition (Post-D). Most of the total detainments in 2021 were for Pre-D detention, and Pre-D juveniles constitute a majority of the population within a detention center.
- Sixty-six percent of Pre-D juveniles had a length of stay of 21 days or less in 2021. Twenty-nine percent had a length of stay of 3 days or less.
- The number of juvenile intake cases has declined significantly since 2012, with a decrease of 65.5 percent. Overall, the JDC average daily population declined by 53.3% between 2012 (750 detainees) and 2021 (350 detainees). The Department of Juvenile Justice (DJJ) forecasts that the JDC population will continue to decrease through 2022 and then level off at around 321 detainees for the remainder of their forecast through 2027.
- The Department of Juvenile Justice (DJJ) partners with nine local detention centers to provide Community Placement Programs (CPPs). CPPs are highly structured and disciplined residential programs for committed juveniles. Also, committed juveniles are served in JDCs for admission and evaluation and for detention reentry.
- Current state regulations prioritizes state funding for new JDCs that are operated regionally, but no difference in funding exists for state support of existing detention centers.

- In their 2021 report, *Virginia's Juvenile Justice System*, the Joint Legislative Audit and Review Commission identified an estimated \$7 to \$14 million in state funds that could be saved through consolidating facilities.
- In addition to population decline other potential issues to consider in evaluating JDCs include, but are not limited to, each facility's age, remodeling needs, distance from youths' home communities, staff turnover rates, quality of treatment programming, and availability of treatment space.

## **B. STUDY ACTIVITIES**

The Commission's approved study plan includes the following activities:

- Provide an overview of Virginia's Juvenile Detention Center system.
- Convene an Advisory Group with representatives from the following agencies and groups:
  - Commission on Youth members
  - Commonwealth's Attorneys
  - Court Improvement Program, Office of the Executive Secretary, Supreme Court of Virginia
  - Court Service Units
  - Office of the Attorney General
  - Public Defenders
  - Secretary of Public Safety And Homeland Security
  - Senate Finance and Appropriations Committee
  - Virginia Association of Counties (VACO)
  - Virginia Court Judge
  - Virginia Department of Education
  - Virginia Department of Juvenile Justice
  - Virginia Department of Planning and Budget
  - Virginia House Appropriations Committee
  - Virginia Juvenile Detention Association
  - Virginia Municipal League (VML)
  - Virginia Sheriffs' Association
  - Youth Advocates
- Conduct site visits and interviews at juvenile detention centers.
- Develop and conduct surveys for Virginia's local and regional detention centers.
- Map and analyze current juvenile detention centers.
- Consider suggestions for revising teacher staffing ratios and qualifications.
- Research state and federal laws and regulations.
- Develop recommendations as needed.
- Present findings and recommendations to the Commission on Youth.



- Receive public comment.
- Prepare final report.

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## **V. Methodology**

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The findings of this study are based on several distinct activities conducted by the Commission on Youth.

### **A. ADVISORY GROUP**

To accomplish the work of this study, the Commission on Youth formed an Advisory Group to further review operations of local and regional detention centers. The Advisory Group was chaired by Senator Dave Marsden. The Advisory Group met on the following dates:

- May 19, 2022
- July 26, 2022
- August 16, 2022

The Advisory Group consisted of representatives from the following organizations and groups:

- Commission on Youth members
- Commonwealth's Attorney, Prince George County
- Court Improvement Program, Office of the Executive Secretary, Supreme Court of Virginia
- Court Service Unit, Chesapeake
- Former Probation/Pretrial Supervisor, Prince William County
- Legal Aid Justice Center
- Office of the Attorney General
- Secretary of Public Safety And Homeland Security
- Senate Finance and Appropriations Committee
- Virginia Association of Counties (VACO)
- Virginia Department of Criminal Justice Services
- Virginia Department of Education
- Virginia Department of Juvenile Justice
- Virginia Department of Planning and Budget
- Virginia General District Court Judge, 5th Judicial District
- Virginia House Appropriations Committee
- Virginia Indigent Defense Commission
- Virginia Juvenile Detention Association
- Virginia Municipal League (VML)

- Virginia Sheriffs' Association

A list of the Advisory Group members can be found in Appendix A.

Each meeting of the Advisory Group featured different presentations and included a roundtable discussion. The Advisory Group heard different perspectives from detention home directors, directors of a Department of Social Services licensed residential facility, and family members of system-involved youths, as well as presentations from Commission on Youth staff. The Advisory Group received information on the average daily population (ADP) in the detention centers, changes in detainments and ADP over time, average length of stay (LOS), detention costs, distances between courts and detention homes, and repurposing options.

## **B. SITE VISITS**

The Commission conducted six site visits:

- Henrico Juvenile Detention Center (May 19, 2022)
- Chesterfield Juvenile Detention Center (May 19, 2022)
- Roanoke Valley Juvenile Detention Center (July 26, 2022)
- The Lampstand facility (July 26, 2022)
- Northern Virginia Juvenile Detention Center (August 5, 2022)
- Fairfax Juvenile Detention Center (August 16, 2022)

### Henrico Juvenile Detention Center (May 19, 2022)

The tour of the Henrico JDC was led by Superintendent Edward O. Martin. Henrico JDC is operated by Henrico County and has a certified capacity of 20. It provides care for Pre-D youth and Post-D youth without services but does not serve youth assigned to Post-D with services or any youth in the direct care population (i.e., committed youth in CPP programs, detention reentry, or admission and evaluation). In 2021, Henrico JDC had 237 juvenile detainments and an average daily population of 10. The facility has an open design that allows for viewing all areas with ease and limited obstructed views. The JDC provides programming such as arts and crafts, interdenominational religious programming, exercise and athletics such as football and basketball, life skills development, and conflict resolution activities. Henrico JDC processes all youth detained in the county who then remain at this detention home based on factors such as medical and mental health needs, co-defendants, safety, and security. JDC teachers are provided by Henrico County and funded through Virginia's State Operated Programs.

### Chesterfield Juvenile Detention Center (May 19, 2022)

The tour of the Chesterfield Detention Center was led by Superintendent Marilyn Brown, Director of Juvenile Services. Chesterfield JDC has a certified capacity of 90 beds. It is operated by Chesterfield County. In 2021, this detention home had 158 detainments with an average daily

population of 13. The detention home generally operates 5-6 of its 9 housing units. Chesterfield JDC provides care for Pre-D youth, Pre-D youth with services, Pre-D youth without programs, and youth in the DJJ committed population in CPP programs and going through admissions and evaluation. Post-D and CPP youth are on separate housing units located on a separate pod from Pre-D youth. Pre-D youth are classified by educational level and gender, unless there are other factors to consider (e.g., co-defendants). Chesterfield JDC provides many programming opportunities as well as treatment programs such as Moral Reconciliation Therapy® (MRT), Aggression Replacement Training® (ART), substance abuse treatment, individual counseling, and family therapy. School faculty and staff are Chesterfield County Public School employees and funded through Virginia's State Operated Programs.

#### Roanoke Valley Juvenile Detention Center (July 26, 2022)

Bryan Henry, Superintendent, led a tour of the Roanoke Valley Juvenile Detention Center (RVJDC). The Roanoke Valley JDC is an 81-bed secure detention facility operated under the authority granted by the Roanoke Valley Detention Commission consisting of the member jurisdictions of the counties of Franklin, Botetourt, and Roanoke and the cities of Roanoke and Salem. They serve Pre-D youth, Post-D youth with and without services, and youth in the direct care population during their admission and evaluation process. In 2021, the RVJDC had 163 detainments and an average daily population of 7 detained youth. Roanoke Valley JDC offers programming such as arts and crafts, athletics, religious activities, life skills, substance misuse treatment individual counseling, and family counseling.

#### The Lampstand facility (July 26, 2022)

The Lampstand is a Department of Social Services licensed residential program providing a safe space and comprehensive trauma-informed care for girls who have experienced sexual exploitation. The safe home became fully licensed and opened in Roanoke in March 2022. Their 12-month program provides a safe space and comprehensive trauma-informed care for girls ages 12-17 years old. Girls are referred to the program from the Department of Social Services, foster care agencies, court orders, parents and guardians, detention centers, law enforcement, or self-referrals. There are 8 bedrooms, a kitchen, dining room to share meals together, living area, salon for haircuts and nails, a classroom, and boutique with personal care items, jewelry, clothing, shoes, and accessories. To meet their educational needs, girls are enrolled in an online curriculum and receive support from staff and tutors.<sup>1</sup> This program has expressed interested into using a repurposed wing of the Roanoke Valley Juvenile Detention Center for an assessment center and has had prior discussions with the Roanoke Valley JDC.

#### Northern Virginia Juvenile Detention Center (August 5, 2022)

The tour of the Northern Virginia Juvenile Detention Center (NVJDC) was led by Executive Director Johnitha McNair. The NVJDC is located in Alexandria, Virginia, and is operated by the

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<sup>1</sup> The Lampstand, Retrieved from: <https://thelampstandva.org/safehome/>.

Northern Virginia Juvenile Detention Commission. The NVJDC was dedicated in 1961 and underwent renovations in the 1980s which brought its rated capacity to 70 beds. It is comprised of five distinct housing units (one 10-bed unit, two 14-bed units and two 16-bed units), a full-service school operated by the Alexandria City Public Schools (ACPS), an indoor gymnasium, cafeteria, medical clinic, and outside recreation areas featuring a basketball court and soccer field.<sup>2</sup> The facility cares for youth Pre-D youth and Post-D youth with and without services. In 2021, the NVJDC had a total of 87 detainments and an average daily population of 10 detained youth. The NVJDC also has the capacity to serve 8 youth in CPP programs. In 2021, they had an average daily population of 6 youth in their CPP program, though there were no CPP youth at the NVJDC at the time of the visit.

Director McNair also provided a tour of the non-secure youth shelter, which is in a separate building next to the detention center. The shelter program is also operated by the Juvenile Detention Commission of Northern Virginia, but all services and programming are implemented separately from detained youth. The program is certified by the Virginia DJJ and is funded by the Commonwealth of Virginia and the City of Alexandria. Adolescents are referred from juvenile court or social services agencies. Youth receive counseling, educational and instructional workshops, and the opportunity to participate in a variety of regional educational and recreational opportunities, including community service. Their onsite school program is staffed by ACPS and funded through Virginia's State Operated Programs.<sup>3</sup>

#### Fairfax Juvenile Detention Center (August 16, 2022)

Jason Houtz, Superintendent, led the tour of the Fairfax County Juvenile Detention Center. The detention center is located in Fairfax, Virginia. It was built in 1982 and renovated in 1997. This building has the capacity to hold 121 juveniles, but it currently has the operational capacity to hold 55 juveniles. In 2021, there Fairfax received 269 detainments and had an average daily population of 21. The detention home has 11 living units. Five of these 11 units are currently operational for living purposes. There are two Pre-D units and three units dedicated to the Post-D program. The Post-D youth operate on a separate schedule than the Pre-D youth, are provided a higher level of academic programming, and eat meals separately from the Pre-D youth. The Post-D section of the facility is separate and is designed with a more therapeutic look and feel than the Pre-D areas. The other six units are used for Covid-19 quarantine and isolation, storage, meeting/training space, and offices. There are many programs, services, and treatment options offered, including arts and crafts, exercise and athletics, religious programming, life skills, Aggression Replacement Training® (ART), substance abuse treatment, Dialectical Behavior Therapy (DBT), cognitive behavioral therapy (CBT), individual counseling, family counseling, CBT, Victim Impact Counseling, Eye Movement Desensitization and Reprocessing (EMDR) to address trauma, and sand tray therapy. Teachers and other education staff are from Fairfax County Public Schools and funded through Virginia's State Operated Programs.

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<sup>2</sup> Northern Virginia Juvenile Detention Center, Retrieved from: <https://www.jdcnv.org/>.

<sup>3</sup> Sheltercare Program of Northern Virginia, Retrieved from: <https://www.jdcnv.org/copy-of-about>.

## C. RESEARCH AND ANALYSIS

The Advisory Group received several presentations at its meetings. The purpose of the presentations was to give Advisory Group members foundational knowledge of Virginia's juvenile detention system and a base for discussion. Commission staff also analyzed Department of Juvenile Justice data, explored repurposing options from other states, administered a survey to detention home directors, and conducted interviews of key stakeholders.

### Meeting Presentations

May 19, 2022

- **Elizabeth Spinney, Policy Analyst, Commission on Youth**, provided an overview of juvenile detention centers in Virginia as compared to nationwide. In this presentation, Ms. Spinney discussed the goal and plan for the study by the Commission as well as recent studies, including the 2021 Joint Legislative Audit and Review Commission (JLARC) study on *Virginia's Juvenile Justice System*. The presentation also covered trends in the use of juvenile detention centers, including the average daily population and costs. Ms. Spinney then gave an overview of what juvenile detention is, as well as the types of juvenile detention used in Virginia's juvenile detention centers. The trends that Ms. Spinney discussed showed that juvenile detention usage has dropped drastically in both Virginia and the United States as a whole, while the costs of these detention centers are not decreasing. Ms. Spinney illustrated this point by showing a variety of graphs and maps. Ms. Spinney then transitioned to talking about JLARC's report and policy options. Finally, Ms. Spinney finished the presentation by discussing what the Advisory Group still needs to ascertain in order to have a successful study.
- **Marilyn Brown, Superintendent, Chesterfield Juvenile Detention Home and President of the Virginia Juvenile Detention Association, Jason Houtz, Superintendent, Fairfax County Juvenile Detention Center, and Carla White, Superintendent, Rappahannock Juvenile Detention Center**, presented an overview of Virginia's juvenile detention centers. Ms. Brown started with the point that any changes to detention in Virginia should be organic and locally driven. In her portion of the panel, Ms. Brown focused on the fact that there are a lot of different populations in the placement groups, even within individual placement groups such as Pre-D. Ms. Brown also discussed that juvenile detention centers must comply with more than 500 regulations and are deeply connected to partner agencies and localities. Mr. Houtz then emphasized the importance of measuring juvenile detention centers by indicators other than simply counting the number of beds and kids, saying that this overlooks important considerations. He highlighted that it was important to think about detention as space and how best to manage that space. Additionally, Mr. Houtz pointed to Covid-19 as an additional concern to keep in mind. Ms. White then discussed the challenges associated with running juvenile detention centers.

There were four categories for these challenges: (1) behavioral, (2) mental health, (3) educational, and (4) medical. Mr. Houtz, speaking again, proposed that success should not be measured simply by recidivism and that the Advisory Group should look at other factors and measures of success. Finally, Mr. Houtz discussed why economic factors have increased the operating costs of detention centers. This presentation may be found in Appendix B.

July 26, 2022

- **Elizabeth Spinney** presented the preliminary results from the detention home director survey and interviews. In this survey, it was found that some facilities have a lower operational capacity than the overall capacity. However, the average daily population for these facilities was still lower. The survey additionally showed that detention home directors feel proud of the work they are doing and that they are more focused on therapeutic programming and mental health needs than punitive approaches. The directors emphasized the importance of family engagement, and 58% of the respondents said that there is not a difference between family engagement based on distance to the facility (This is based on current distance of facilities). The survey also collected data regarding use of community-based groups, individual volunteers, and group volunteers. Transportation to and from detention homes was also surveyed. The survey found that some youth are placed in detention homes that could be better served in an alternative to detention. Ms. Spinney pointed to the following areas as areas in which additional data gathering and analysis was needed: transportation costs, more analysis of survey responses, youth home zip codes, and the best practices and lessons learned from other states. Ms. Spinney also summarized the perspectives of detention home directors from the June 2022, Virginia Juvenile Detention Association (VJDA) meeting. During the VJDA meeting, the directors referred to a few key points: overestimates made by JLARC as to cost saving that could result from consolidation, issues with metrics used, consequences of consolidation, and increased needs of the youth.
- **Keith Farmer, Founder and Director of Straight Street**, and **Kathleen Arnold, Director and CAO of The Lampstand**, provided an overview of two organizations: Straight Street and The Lampstand. Straight Street is a student center for middle and high school youth. The Lampstand is a safe home for trafficking victims. Staff at The Lampstand are specifically trained to deal with these in-need youth. During the presentation, Ms. Arnold discussed a potential collaboration with the Roanoke Valley Juvenile Detention Center to establish an assessment center at a wing of that JDC for sex trafficking victims.
- The Advisory Group was also given a presentation by Commission on Youth staff on the current laws and regulations regarding detention centers and their potential repurposing. During this presentation, staff discussed three documents: “Relevant Laws and Regulations

Related to Juvenile Detention Centers,” “Relevant Federal Laws and Regulations Related to Juvenile Detention, and Repurposing,” and other types of licensing examples. One of the key points of this presentation was the need for interdepartmental communication.

### **Virginia Juvenile Detention Administrators Meeting**

The Virginia Juvenile Detention Association (VJDA) invited Policy Analyst Elizabeth Spinney to its June 2, 2022, meeting in Virginia Beach. The purpose of her 1.5-hour presentation was to: 1) discuss the planned activities for the Commission’s study and 2) listen to VJDA members’ concerns, feedback, and things they would like considered as we move forward with the study.

### **Surveys**

On June 29, 2022, Commission staff sent a survey to each of the 24 JDC directors. Marilyn Brown, President of the Virginia Juvenile Detention Association, helped to distribute the survey. The survey had questions related to physical building information, youth’s proximity to home, programming, facility design and space, transportation, community involvement, family engagement, and meeting youth’s unaddressed needs. Most questions were multiple choice with additional space for comments. Individuals could complete the survey electronically through Google Forms or by phone with Commission staff. Preliminary findings were presented at the July 26, 2022, Advisory Group meeting. Directors from 23 of the 24 JDCs completed the survey.<sup>4</sup>

### **Interviews**

Commission staff interviewed twelve stakeholders. Stakeholders included six juvenile detention home directors, four Juvenile and Domestic Relations Court judges, the Staff Attorney for the Virginia Sheriff’s Association, and the Director of Court Services for the Fairfax County Juvenile and Domestic Relations District Court.<sup>5</sup>

### **Analysis of Data from the Virginia Department of Juvenile Justice (DJJ)**

Commission staff requested data from DJJ to assess the proximity of youth’s home addresses to detention homes. We received this data on August 8, 2022, and used it to create the map shown in Figure 9. Detainments by Zip Code, 2019–2022.

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<sup>4</sup> Throughout this report, we refer to JDC directors and superintendents as “directors.”

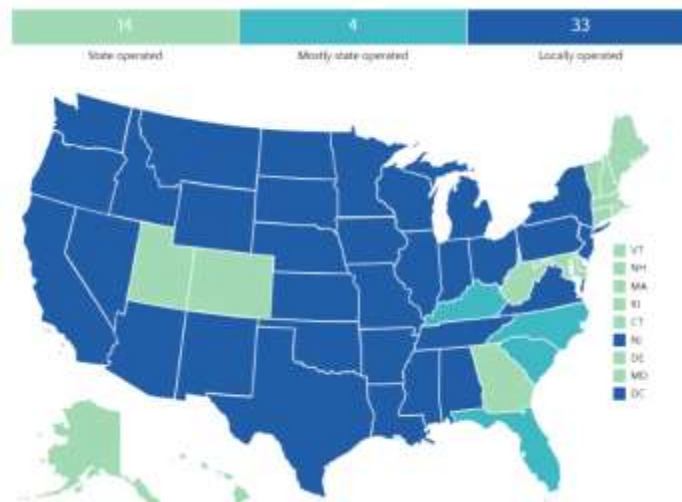
<sup>5</sup> Three stakeholders from the Fairfax County Juvenile and Domestic Relations Court participated in one group interviews. The other interviews were individual.

## VI. Background

### A. JUVENILE DETENTION

Juvenile detention centers (JDCs) are short-term facilities that provides temporary care in a physically restricting environment for juveniles in custody pending court adjudication, disposition, placement, or transport to another court. Also, in more than half of states, including Virginia, youth are placed in detention centers as part of their disposition.<sup>6</sup>

**Figure 1. Operation of Juvenile Detention by State**



Source: Juvenile Justice Geography, Policy, Practice & Statistics. Online. Retrieved from: <https://www.jjgps.org/juvenile-justice-services>.

Some states operate juvenile detention fully or mostly from the state level while other states, including Virginia, operate detention services locally (See Figure 1).

According to the National Institute of Corrections, critical components of juvenile detention include:

- Assessment to determine the proper level of custody, supervision, and placement.
- Screening to ensure appropriate use of detention.
- Policies that promote the safety, security, and well-being of juveniles and staff.<sup>7</sup>

<sup>6</sup> Puzzanchera, C., Hockenberry, S., Sladky, T.J., and Kang, W. 2020. "Juvenile Residential Facility Census Databook." Retrieved from: <https://www.ojjdp.gov/ojstatbb/jrfcdb/>; Clark, Pam. 2014. "Ch. 2. Types of Facilities." in *Desktop Guide to Quality Practice for Working with Youth in Confinement*. National Partnership for Juvenile Services and Office of Juvenile Justice and Delinquency Prevention. <https://info.nicic.gov/dtg/node/4>; Development Services Group, Inc. 2019. "Juvenile Residential Programs." Literature review. Washington, DC: Office of Juvenile Justice and Delinquency Prevention. <https://www.ojjdp.gov/mpg/litreviews/Residential.pdf>

<sup>7</sup> Clark, 2014.



The American Correctional Association (ACA) Juvenile Detention Committee developed seven essential characteristics of Pre-Dispositional juvenile detention: 1) temporary custody, 2) safe custody 3) restricted environment, 4) community protection, 5) pending legal action, 6) helpful services, and 7) clinical observation and assessment.<sup>8</sup>

The number of detained youth has decreased substantially in the United States during the past two decades (See Figure 2).

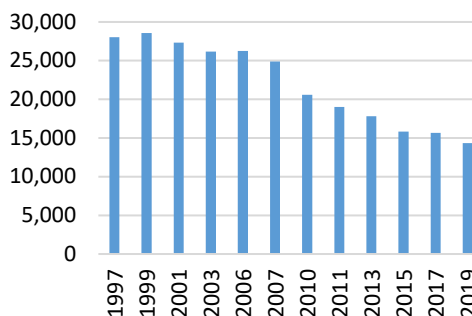
## B. JUVENILE DETENTION IN VIRGINIA

The Commonwealth of Virginia defines juvenile detention centers (JDCs) as local or regional secure residential facilities with construction fixtures designed to prevent escape and to restrict the movement and activities of youth held in lawful custody.<sup>9</sup> A detainment is either Pre-Dispositional (Pre-D) or Post-Dispositional (Post-D). Pre-D youth are held in detention homes while awaiting a dispositional or adjudicatory hearing. Post-D youth are ordered by a judge to a JDC (with or without programs) as a disposition. Some JDCs also serve youth who are committed to DJJ. These committed youth are housed in JDCs while they participate in community placement programs (CPPs), detention reentry, or completing the admissions and evaluation process (See Table 1).

In 2021, there were 3,632 juvenile detainments, resulting in an average daily population (ADP) of 350 youths.<sup>10</sup> Most of these youth were Pre-D status. In 2021, Pre-D youth comprised 85 percent of total detainments and 80 percent of the average daily population in JDCs. During the past ten years, the ADP of youth in detention (not including youth in the direct care population) decreased by 53 percent (from 750 to 350). The number of detainments has decreased even more – from 10,630 in 2012 to 3,632 in 2021, representing a 66 percent decreases (See Figure 3).

Additionally, Virginia JDCs house some youth who have been adjudicated and committed to DJJ (i.e., part of the “direct care” population). Nineteen of the 24 JDCs serve direct care youth through admission and evaluation, nine serve direct care youth through community placement programs, and nine have reentry programs. Youth in a CPP are housed in separate units from the JDC population. The purpose of CPPs is to provide youth with programs and services close to their home communities in order to improve outcomes and reduce recidivism. Although youth in direct

**Figure 2. Detained Youth in Residential Placement in United States, 1997–2019**



Sickmund, M., Sladky, T.J., Puzanchera, C., & Kang, W. (2022). Easy Access to the Census of Juveniles in Residential Placement."

<sup>8</sup> Ibid.

<sup>9</sup> Virginia Department of Juvenile Justice. *Virginia Department of Juvenile Justice Data Resource Guide, Fiscal Year 2021*. Richmond, VA.

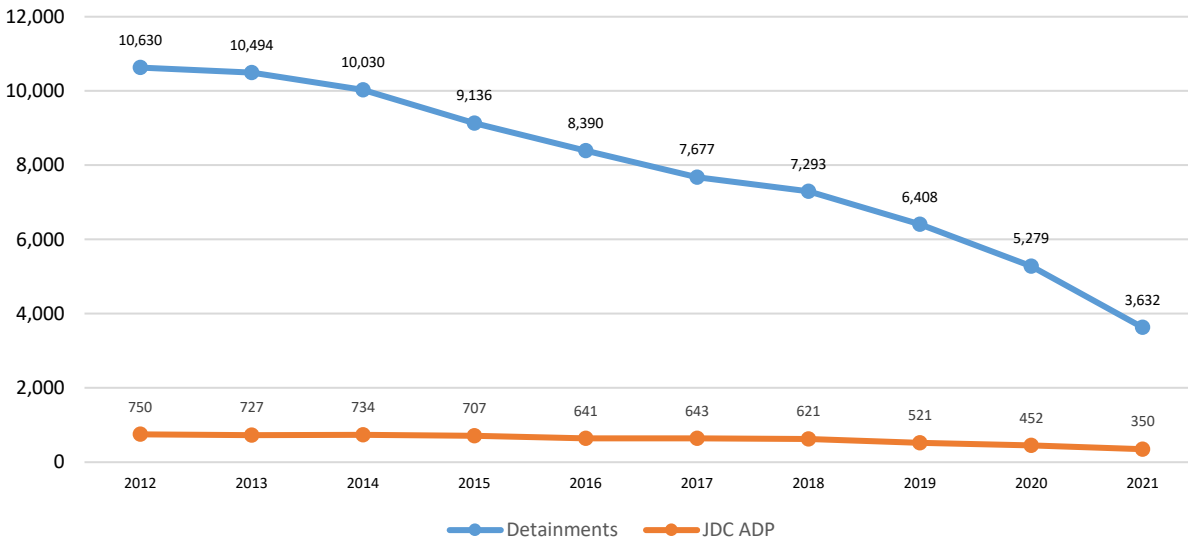
<sup>10</sup> This does not include DJJ-committed youth (e.g., CPP program, detention reentry, admissions and evaluation).

care are housed in JDCs, they are counted in the direct care population (and not in the detention population). In FY 2021, the direct care ADP in JDC facilities was 96 youth.

**Table 1. Designation of Juvenile Residents in Detention**

<b>Detained Youth (Local Responsibility)</b>	<b>Committed Youth (Care Population)* (State Responsibility)</b>
<p><b>Pre-Dispositional (Pre-D):</b> Juveniles who are awaiting a dispositional or adjudicatory hearing or other court action or placement. Generally, there must be probable cause establishing that the youth committed an offense that would be a felony or Class 1 misdemeanor offense if committed by an adult, violated the terms of probation or parole for such an offense, or knowingly and intentionally possessed or transported a firearm. Also, the youth must be a clear and substantial threat to another person, the property of others, or to self; have threatened to abscond from the court’s jurisdiction; or have willfully failed to appear at a court hearing within the last year. See §§ 16.1-248.1 and 16.1-249 of the <i>Code of Virginia</i>.</p> <p><b>Post-Dispositional (Post-D):</b> Juveniles who have been ordered by a judge to a JDC as a disposition. To be eligible for Post-D detention, a youth must be 14 years of age or older and found to have committed a non-violent juvenile felony or a Class 1 or Class 2 misdemeanor offense that is punishable by confinement in a state or local secure facility. <b>Post-D without Programs</b> juveniles have been ordered by a judge to remain in detention for up to 30 days as a disposition without special programs provided. <b>Post-D with Programs</b> juveniles remain in detention for up to six months (or twelve months with felony or misdemeanor offenses resulting in death) as a disposition with structured programs of treatment and services. See §§ 16.1-278.8(A)(16), 16.1-284.1(B), §§ 16.1-284.1, 16.1-291, and 16.1-292 of the <i>Code of Virginia</i>.</p>	<p><b>Community Placement Program (CPP):</b> Juveniles committed to the Department of Juvenile Justice (DJJ) who have been ordered by a judge to participate in a CPP. CPPs are direct care residential programs within juvenile detention centers. CPPs focus on addressing specific treatment needs and risk factors and developing competency in the areas of education, job readiness, and life and social skills. CPPs allow residents to be placed closer to their home communities with the goal of reducing recidivism and improving outcomes.</p> <p><b>Detention Reentry:</b> Some JDCs provide detention reentry programs for youth in direct care, allowing them to begin transitioning back to the community 30 to 120 days before their scheduled release date. Like CPPs, these programs facilitate parole planning services with the assigned probation officers and allow for increased visitation with families and community involvement.</p> <p><b>DJJ Admission and Evaluation:</b> DJJ-committed youth also may be housed in participating JDCs for admission and evaluation services.</p> <p><i>*Commitment is the court-ordered disposition placing a youth in the custody of DJJ. To be eligible for commitment, a youth must be 14 years of age or older and adjudicated delinquent or convicted of a felony offense, a Class 1 misdemeanor and a prior felony, or four Class 1 misdemeanors that were not part of a common act, transaction, or scheme; or be 11 years of age or older and adjudicated delinquent of a violent juvenile felony. See § 16.1-278.8 of the Code of Virginia. Even if they are in a detention home, these youth are counted in the direct care population and not in the detained population.</i></p>

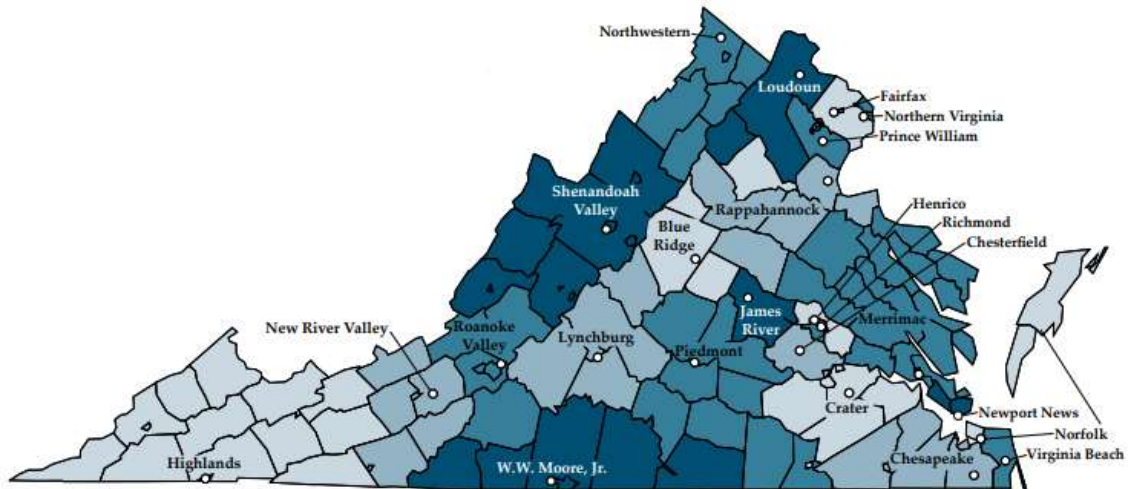
**Figure 3. Detainments and JDC Average Daily Population (ADP), 2012–2021**



Virginia has 24 Juvenile Detention Centers (JDCs), which are listed below. JDCs are operated by local governments or multi-jurisdictional commissions. Figure 4 depicts Virginia’s JDCs by area served. Some localities utilize multiple JDCs.

- |                 |                       |                       |
|-----------------|-----------------------|-----------------------|
| 1. Blue Ridge   | 9. Loudoun            | 17. Piedmont          |
| 2. Chesapeake   | 10. Lynchburg         | 18. Prince William    |
| 3. Chesterfield | 11. Merrimac          | 19. Rappahannock      |
| 4. Crater       | 12. New River Valley  | 20. Richmond          |
| 5. Fairfax      | 13. Newport News      | 21. Roanoke Valley    |
| 6. Henrico      | 14. Norfolk           | 22. Shenandoah Valley |
| 7. Highlands    | 15. Northern Virginia | 23. Virginia Beach    |
| 8. James River  | 16. Northwestern      | 24. W.W. Moore        |

Figure 4. Juvenile Detention Centers by Area Served <sup>11</sup>



All JDCs provide Pre-D detention and Post-D without programs. Table 2 lists Virginia’s 24 JDCs and notes whether the JDC offers Post-D with Programs and whether they serve the direct care (or committed) population.

#### Detention Center Capacity vs. Average Daily Population

JDCs consistently operate below capacity. This is due in some part to the necessity of accommodating a fluctuating daily and seasonal population. However, due to juvenile justice reforms in Virginia, decreases in arrests and referrals to court, and other factors, the average daily population (ADP) in juvenile detention centers has declined significantly. In 2005, the total capacity of JDCs in Virginia peaked at 1,456 certified beds, and the ADP of those JDCs was 1,047 residents. In contrast, in 2021, the total capacity of JDCs remained at 2005 levels, while the ADP of those JDCs decreased to 350 residents (See Figure 5).

<sup>11</sup> Virginia Department of Juvenile Justice, *Data Resource Guide, Fiscal Year 2019*. Retrieved from: [http://www.djj.virginia.gov/pdf/about-djj/DRG/FY19\\_DRG.pdf](http://www.djj.virginia.gov/pdf/about-djj/DRG/FY19_DRG.pdf).

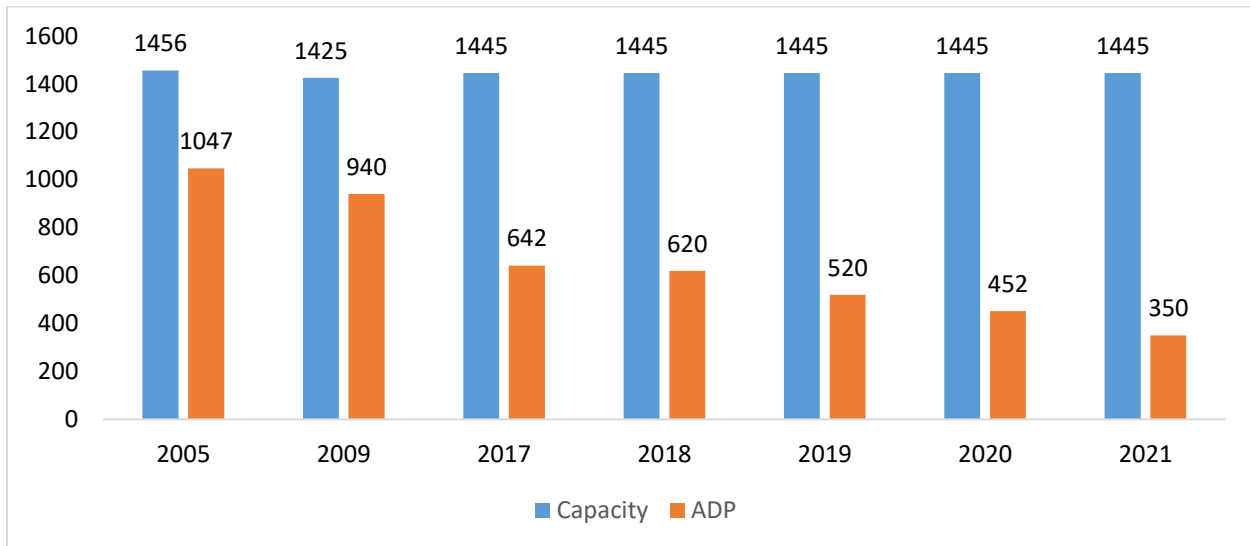
**Table 2: JDC Programs FY 2021** <sup>12</sup>

JDC	Post-D with Programs	Direct Care		
		Admission and Evaluation	CPP	Detention Reentry
Blue Ridge	X	X	X	X
Chesapeake	X			
Chesterfield	X	X	X	
Crater		X		X
Fairfax	X			
Henrico				
Highlands	X			
James River	X	X		X
Loudoun	X	X		
Lynchburg	X	X	X	
Merrimac	X	X	X	X
New River Valley	X			
Newport News	X	X		
Norfolk	X	X		X
Northern Virginia	X	X	X	
Northwestern	X	X		
Piedmont		X		
Prince William		X	X	
Rappahannock	X	X	X	X
Richmond	X	X		X
Roanoke Valley	X	X		
Shenandoah Valley		X	X	X
Virginia Beach	X	X	X	X
W.W. Moore	X	X		
<b>Total</b>	<b>19</b>	<b>19</b>	<b>9</b>	<b>9</b>

*Note:* All JDCs offer Pre-D detention, Post-D detention without programs, and other routine detention services. Offerings are determined on the last day of FY 2021.

<sup>12</sup> Adapted from Virginia Department of Juvenile Justice, *Data Resource Guide, Fiscal Year 2019*.

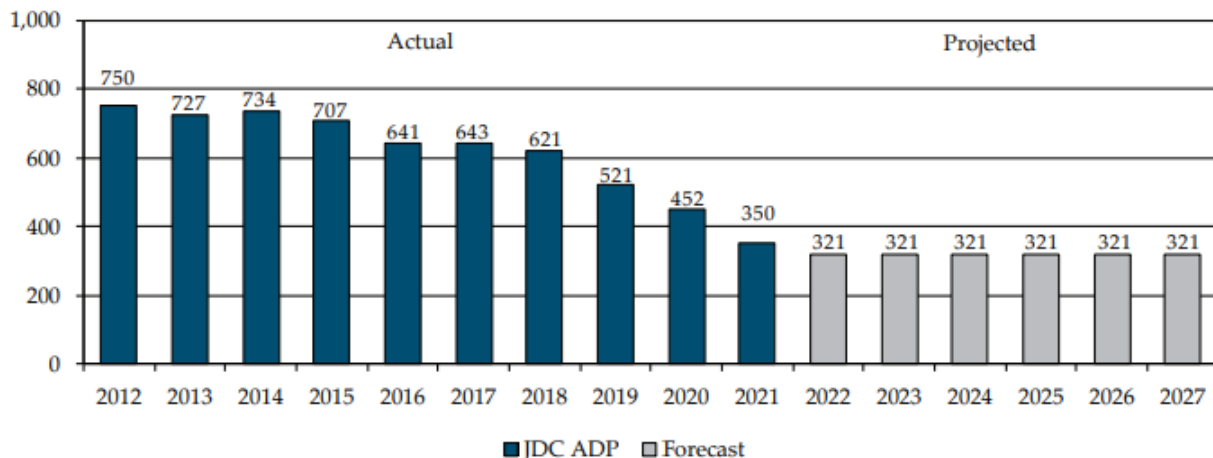
**Figure 5: JDC Capacity vs. Average Daily Population (ADP), 2002–2021<sup>13</sup>**



*Note:* The number of certified beds may not represent the number of “operational” or “staffed” beds, which may be significantly lower.

The Office of the Secretary of Public Safety and Homeland Security forecasts the juvenile detention population will remain flat for FY2023 through FY2027.<sup>14</sup> Figure 6 depicts the approved detention center population forecast.

**Figure 6: JDC Average Daily Population and Forecast, FY 2012 – 2027<sup>15</sup>**



The overall capacity, operational capacity, ADP, and total number of detainments varies substantially by detention center (see Table 3). For example, in 2021, Newport News JDC had an operational capacity of 110 while Piedmont JDC has an operational capacity of 20. Total

<sup>13</sup> Virginia Department of Juvenile Justice, *Data Resource Guide, Fiscal Year 2021*.

<sup>14</sup> Office of the Secretary of Public Safety and Homeland Security. 2021, Oct. 15. *Report on the Offender Population Forecasts (FY2022 to FY2027)*.

<sup>15</sup> *Ibid.*

detainments ranged from 28 in James River JDC to 287 in Newport News. ADP ranged from 4 in Loudoun to 34 in Chesapeake. Fairfax County JDC had the highest overall capacity while Henrico and Piedmont had the lowest.

**Table 3. JDC Capacity, Average Daily Population (ADP), and Detainments, 2021**

Detention Center	Overall Capacity	2021 Operational Capacity*	2021 ADP	2021 Detainments
Blue Ridge	40	40	9	63
Chesapeake	100	100	34	248
Chesterfield	90	48	13	158
Crater	22	22	7	67
Fairfax	121	55	21	269
Henrico	20	20	10	237
Highlands	35	34	8	117
James River	60	60	19	28
Loudoun	24	24	4	62
Lynchburg	48	41	12	136
New River Valley	24	16	7	60
Newport News	110	110	29	287
Norfolk	80	80	28	187
Northern Virginia	70	70	10	87
Northwestern	32	32	9	195
Piedmont	20	20	6	43
Prince William	72	72	9	125
Rappahannock	80	60	13	179
Roanoke Valley	81	81	7	163
Shenandoah Valley	58	44	10	170
Virginia Beach	90	90	29	209
W.W. Moore, Jr.	60	60	14	132

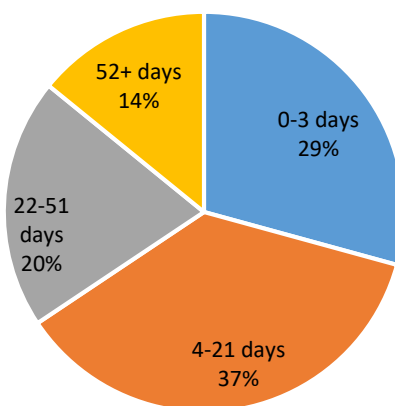
Sources. Overall Capacity, ADP, and Total detainments from Virginia Department of Juvenile Justice. *Virginia Department of Juvenile Justice Data Resource Guide, Fiscal Year 2021*.

\*Operational capacity information from the 2022 Detention Home Directors Survey.

## Length of Stay for Juveniles Residing in JDCs

Length of stay for detained juveniles varies by dispositional status. In 2021, the average length of stay for Pre-D youth was 27.8 days, average length of stay for Post-D youth (no programs) was 12.2 days, and Post-D youth (programs) had an average length of stay of 153.7 days. Among the 3,196 Pre-D releases in 2021, almost two thirds had a length of stay between 0 and 21 days.

**Figure 7. Length of Stay for Pre-D Residents in JDCs, 2021**



Adapted from data from Virginia Department of Juvenile Justice. *Virginia Department of Juvenile Justice Data Resource Guide, Fiscal Year 2021*, p. 40.

Figure 7 illustrates the length of stay for juveniles in Pre-D detention in 2021.<sup>16</sup> During this period, 29 percent of Pre-D youth had a length of stay of 3 days or fewer, and two-thirds were in detention for 21 days or fewer. Twenty percent of the Pre-D youth were in detention for 22–51 days, and 14 percent were in detention for 52 days or more.

## Demographics

Racial and gender disparities can be found in every stage of Virginia’s juvenile justice system, including juvenile detention. In FY 2021, 54.1 percent of juveniles in detention were black and 37.6 percent were white (See Figure 8). In comparison, about one quarter of the youth population in Virginia is black and about two-thirds is white.<sup>17</sup>

<sup>16</sup> Does not include youth in the Post-D detention population or youth the care population housed in detention centers through CPP, detention reentry, or admissions and evaluation.

<sup>17</sup> Puzanchera, C., Sladky, A. and Kang, W. (2021). Easy Access to Juvenile Populations: 1990-2020. Online. Retrieved from: <https://www.ojjdp.gov/ojstatbb/ezapop/>; Virginia Department of Juvenile Justice, *Data Resource Guide, Fiscal Year 2021*.



In FY 2021:

- 54.1% of detained juveniles were black, 37.6% were white, 0.8% were Asian, and 7.5 had other or unknown races. This varied slightly by status, mostly when comparing Pre-D and Post-D with programs to Post-D without programs.
- 73.1% of detained juveniles were non-Hispanic and 12.5% were Hispanic (14.4% were missing ethnicity information).
- 77.3% of detained juveniles were male and 22.7% were female.
- The average age of detained juveniles was 16.2 years old.
- 61.3% of juvenile detainees were 16 or 17 years old.

### Risk Level

One way to determine the need for secure detention is by using a detention assessment instrument (DAI), which indicates whether a youth should be released, sent to a detention alternative program, or sent to secure detention. These instruments are important resources for juvenile justice system decision-making to reduce unnecessary or inappropriate secure detention, reduce crowding in detention homes, encourage development of non-secure alternatives to secure detention, and to discourage failures to appear in court.<sup>18</sup> Virginia’s DAI includes seven items that assess the youth and provide guidance in detention decisions

using standardized, objective criteria. The items include: 1) most serious alleged offense, 2) additional charges in the referral, 3) prior adjudications, 4) petitions pending adjudication or disposition, 5) supervision status (e.g., parole, probation), 6) history of failure to appear, and 7) history of escape or runaway. A score of 15 or greater indicates that secure detention is recommended. However, there are two options for overrides of the DAI recommendation. First, a mandatory override happens in cases where there is a firearm used in the current offense, where a youth was an escapee from another facility, or where it is local court policy. Second, discretionary

**Figure 8. Detainment Demographics, FY 2021**

Demographics	Pre-D	Post-D (No Programs)	Post-D (Programs)	Total Detainments
<b>Race</b>				
Asian	0.8%	0.2%	0.9%	0.8%
Black	56.3%	36.6%	61.6%	54.1%
White	35.4%	54.1%	33.0%	37.6%
Other/Unknown	7.4%	9.1%	4.5%	7.5%
<b>Ethnicity</b>				
Hispanic	12.9%	9.1%	9.8%	12.5%
Non-Hispanic	73.7%	70.4%	80.4%	73.1%
Unknown/Missing	13.4%	20.5%	9.8%	14.4%
<b>Sex</b>				
Female	22.6%	24.5%	12.5%	22.7%
Male	77.4%	75.5%	87.5%	77.3%
<b>Age</b>				
8-12	2.4%	0.8%	0.0%	2.2%
13	5.0%	1.9%	0.0%	4.5%
14	12.1%	9.7%	13.4%	11.8%
15	20.3%	16.3%	21.4%	19.7%
16	27.3%	32.3%	30.4%	27.8%
17	32.8%	38.7%	34.8%	33.5%
18	0.2%	0.2%	0.0%	0.5%
Missing	0.0%	0.0%	0.0%	0.0%
<b>Total</b>	<b>3,212</b>	<b>473</b>	<b>112</b>	<b>3,632</b>

Source: Virginia Department of Juvenile Justice, *Data Resource Guide, Fiscal Year 2021*, p. 38.

<sup>18</sup> Steinhart, D. 2006. *Juvenile Detention Risk Assessment*. A Practice Guide to Juvenile Justice Reform. Baltimore, MD: The Annie E. Casey Foundation.

overrides are allowed when there are aggravating factors, mitigating factors, or approved local graduated sanctions.

Of the 2,645 youth who were detained in non-judge-ordered Pre-D detention in 2021, 57.3% had a DAI score indicating secure detention. Of the youth who were detained in non-judge-ordered Pre-D detention and received a DAI score of less than 15, 48.5% had mandatory overrides. Table 4 shows that while fewer youths are being detained, there is a lot of override discretion.

**Table 4. Risk Levels of Youth in Detention, 2021**

JDC	Detainments	DAI Scores at Detainment (Pre-D Non-Judge-Ordered Only)				Total
		0-9 (Release)	10-14 (Def. Alt.)	15+ (Secure)	Missing	
Blue Ridge	63	8.3%	11.7%	68.3%	11.7%	60
Chesapeake	248	7.5%	9.2%	80.5%	2.9%	174
Chesterfield	158	19.6%	14.4%	64.9%	1.0%	97
Crater	67	15.9%	15.9%	61.4%	6.8%	44
Fairfax	269	6.3%	28.1%	63.6%	2.0%	253
Henrico	237	25.0%	17.9%	49.4%	7.7%	168
Highlands	117	17.5%	12.7%	52.4%	17.5%	63
James River	28	14.3%	14.3%	71.4%	0.0%	21
Loudoun	62	14.8%	24.1%	57.4%	3.7%	54
Lynchburg	136	28.2%	11.8%	60.0%	0.0%	85
Merrimac	199	24.1%	17.9%	54.5%	3.4%	145
New River Valley	60	17.9%	28.2%	48.7%	5.1%	39
Newport News	287	15.4%	21.5%	60.7%	2.3%	214
Norfolk	187	20.7%	18.6%	55.0%	5.7%	140
Northern Virginia	87	12.3%	16.0%	58.0%	13.6%	81
Northwestern	195	15.1%	31.9%	48.7%	4.2%	119
Piedmont	43	8.8%	32.4%	55.9%	2.9%	34
Prince William	125	16.7%	19.4%	61.1%	2.8%	108
Rappahannock	179	33.8%	18.5%	38.9%	8.9%	157
Richmond	211	23.7%	27.8%	47.9%	0.6%	169
Roanoke Valley	163	18.6%	23.3%	54.7%	3.5%	86
Shenandoah Valley	170	21.9%	33.3%	41.0%	3.8%	105
Virginia Beach	209	17.8%	14.4%	67.8%	0.0%	146
W. W. Moore, Jr.	132	13.3%	30.1%	54.2%	2.4%	83
<i>Total Detainments</i>	<i>3,632</i>	<i>17.8%</i>	<i>20.7%</i>	<i>57.3%</i>	<i>4.2%</i>	<i>2,645</i>

Source: Virginia Department of Juvenile Justice. *Virginia Department of Juvenile Justice Data Resource Guide, Fiscal Year 2021*, p. 41.

## Mapping

Commission staff calculated the distances between county seats and JDCs (See Appendix C) to estimate distances to each of the 24 JDCs for youth and families in those counties. Commission staff also calculated the distances between each JDC and the three closest JDCs to them (See Appendix D).

- ***JDCs that are close to each other.*** The detention homes that are closest to each other are Henrico JDC and Richmond JDC (9.2 miles) followed by Virginia Beach JDC and Norfolk

JDC (12.3 miles). Also, Fairfax JDC and Northern Virginia JDC are 13.5 miles apart, Chesapeake JDC and Virginia Beach JDC are 14.3 miles apart, Chesapeake JDC and Norfolk JDC are 15.3 miles apart, and Chesterfield JDC and Richmond JDC are 16.7 miles apart. Also, JDCs that are between 20.0 and 25.9 miles away from each other include Chesterfield JDC and Henrico JDC, James River JDC and Henrico JDC, Loudoun JDC and Fairfax JDC, Merrimac JDC and Newport News JDC, Prince William JDC and Rappahannock JDC, and Prince William JDC and Fairfax JDC (See Appendix D).

- ***JDCs that are not close to other JDCs.*** The two detention homes farthest away from other detention homes are Highlands JDC, which is 113 miles away from New River Valley JDC, and W.W. Moore JDC, which is 69.7 miles away from Lynchburg JDC.

To get a spatial view of where detained youth live compared to where JDCs are located, maps were created using detained youth's home zip codes from 2019 to 2022 (See Figure 9). Data was provided by DJJ through a special request to the Research Unit and mapped by Commission staff. The zip codes with the highest numbers of detainments were 23223 (Richmond City/Henrico County), 23224 (Richmond City), 23504 (Norfolk), 23434 (Suffolk), 24501 (Lynchburg), 23607 (Newport News), 23234 (Chesterfield County/Richmond City), 24017 (Roanoke City), 23222 (Richmond City), 23462 (Virginia Beach), 23666 (Hampton), 23231 (Henrico County), and 23669 (Hampton). The preceding zip codes had between 200 and 568 detainments in the four-year period between FY 2019 and 2022.

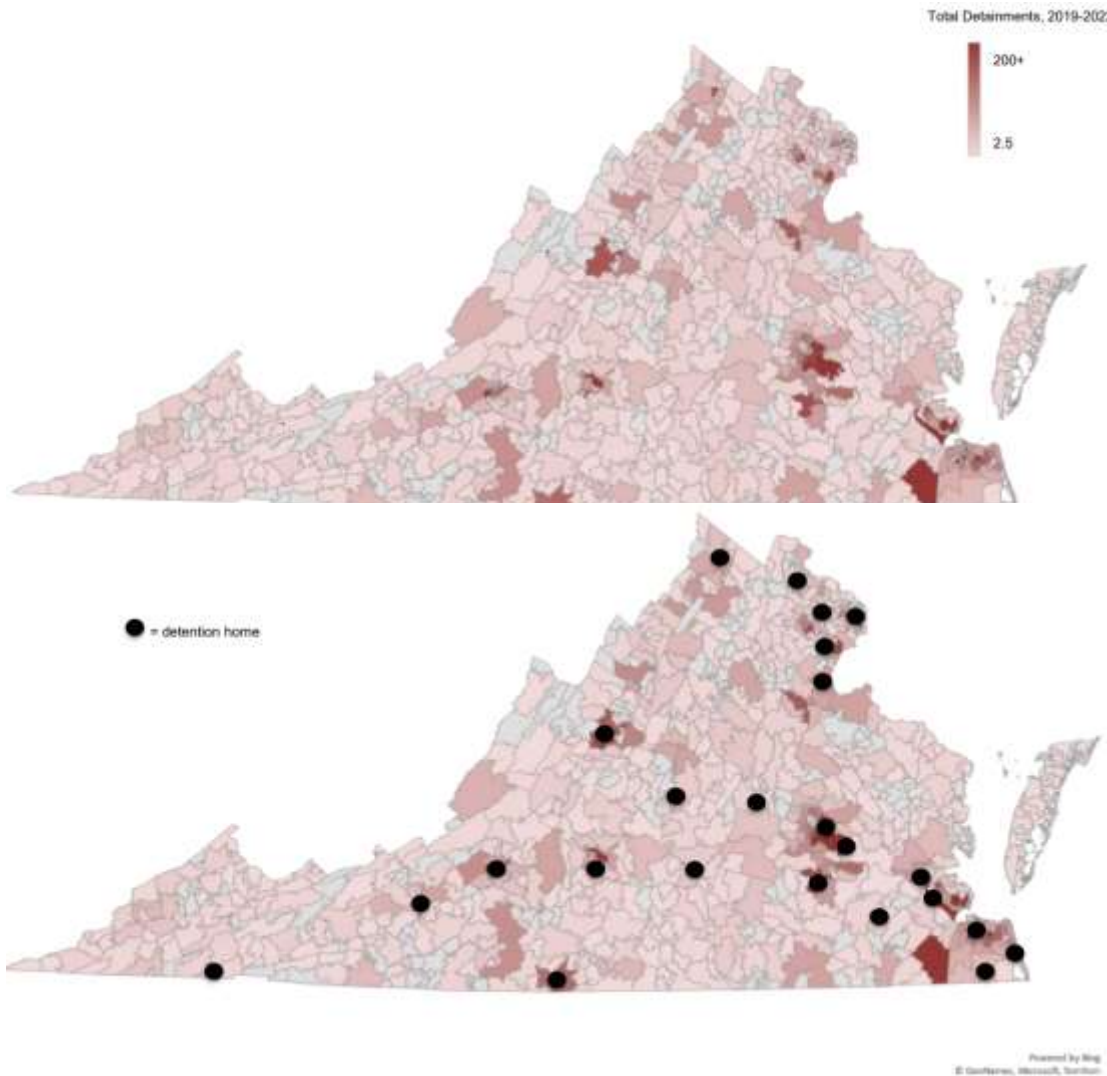
### **Differences by Facility**

Facilities across the state are very different on several indicators, including number of detainments, average daily population, overall capacity and operational capacity, total operating expenditures, average costs per day, the percent of cost covered by DJJ, DAI scores, and distances to the next closest JDC. They also vary by the services they provide. All facilities provide Pre-D detention and Post-D detention without services, but facilities vary by whether they also provide Post-D detention with programs and whether they serve the direct care population (admission and evaluation, CPP, detention reentry). Some examples of differences include:

- The number of detainments in 2021 ranged from 28 in James River JDC to 287 in Newport News JDC (See Table 3).
- Average daily population ranged from 4 in Loudoun JDC to 34 in Chesapeake JDC (See Table 3).
- The portion of Pre-D youth with a DAI score of 15+ (indicating the highest risk) ranged from 41% in Shenandoah Valley JDC to 80.5% in Chesapeake JDC (see Table 4).
- Total operating expenditures ranged from \$1.2 million in New River Valley JDC to \$11.9 million in Fairfax JDC (See Table 6).
- Average cost per day ranged from \$425 in Richmond JDC to \$1,823 in Loudoun JDC (See Figure 11).

- Total school year expenditures ranged from \$311,909 in Piedmont to \$2,397,871 in Fairfax (See Table 6).
- Distance to the next closest JDC ranged from 9.2 miles for Henrico JDC and Richmond JDC to 113 miles for Highlands JDC (See Appendix D).

**Figure 9. Detainments by Zip Code, 2019–2022**



Adapted from data from Virginia Department of Juvenile Justice, received August 2022, and from Virginia Department of Juvenile Justice, *Data Resource Guide, Fiscal Year 2021*. Detention home locations are approximate. Detainment data was truncated at 200 for mapping. However, the following zip codes had more than 200 detainments: 23223 had 568 detainments; 23224 had 363 detainments; 23504 had 269 detainments; 23434 had 264 detainments; 24501 had 259 detainments; 23607 had 246 detainments; 23234 had 237 detainments; 24017 had 219 detainments; 23222 had 215 detainments; 23462 had 212 detainments; 23666 had 211 detainments; 23231 had 205 detainments; 23669 had 204 detainments. For several zip codes in several years, the dataset indicated that there were “<5” detainments in a year. This means there were 1, 2, 3, or 4 detainments. We replaced zip code yearly total detainments of “<5” to 2.5 for mapping.

## C. EDUCATION IN DETENTION

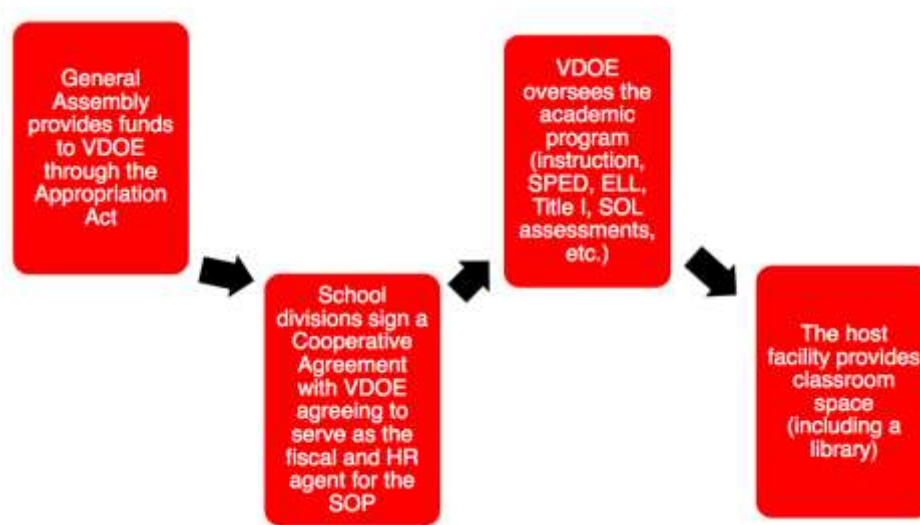
When a juvenile is placed in the custody of a juvenile detention center (JDC), that juvenile is transferred from his or her home school district and is enrolled in the State Operated Programs (SOP) academic program at the JDC. Juveniles in JDCs are required to receive educational services within 24 hours of admittance or by the following school day.

State Operated Programs (SOP) is the division within the Virginia Department of Education that has the responsibility to educate children in residential and custodial institutions, such as adult or juvenile correctional facilities, specialized hospitals, state mental health facilities, and JDCs (8 VAC 20-81-10). Authorization for SOP may be found in the *Code of Virginia* (§§ 22.1-209.2, 22.1-214.2, and 22.1-7). Section 22.1-7 of the *Code of Virginia* addresses this educational responsibility:

Each state board, state agency, and state institution having children in residence or in custody shall have responsibility for providing for the education and training to such children which is at least comparable to that which would be provided to such children in the public school system.

Section 22.1-7 of the *Code of Virginia* requires a minimum of 5½ hours per day or 27½ hours per week of instructional time is for each student. Figure 10 illustrates the shared responsibilities of education in detention.

**Figure 10. Shared Responsibilities of Education in Juvenile Detention<sup>19</sup>**



<sup>19</sup> Adapted from “State Operated Programs.” Presentation to the Commission on Youth by DOE SOP, June 17, 2020.

State Operated Programs is required to deliver educational services within 24 hours of admittance to a JDC or by the following school day. Instruction at detention centers is typically delivered in a multiple-grade-level, single-room classroom setting based on subject matter. This usually means that students from different grade levels and from multiple home schools and school districts are grouped together in the same classroom. Students receive individualized, one-on-one instruction as needed, both inside and outside of the classroom. The SOP is required to follow all applicable federal and state laws, regulations, and requirements pertaining to education. This includes performing all necessary assessments related to students with disabilities who have an individual education program (IEP), including mental health screenings.

The SOP within each JDC tests all new students in reading and math within 72 hours of admission to establish a baseline of academic ability in these areas. Staff then work with the student's home school to acquire assignments that the student will miss while in detention and to further assess the student's current educational needs. The initial goal for all students upon entry is to make every effort to keep students aligned with their current classes so they do not fall behind. If a student is later remanded to a detention center by the court (Post-D and CPP students), staff develop an education plan with graduation as a goal.

During the 2020/21 school year, about 231 education staff members (teaching and administrative) were employed in full- and part-time positions in SOP academic programs in JDCs. Table 5 provides information about personnel by JDC.

SOP academic programs in JDCs employ certified teachers in all content areas. Although teachers often carry endorsements in more than one content area, due to scheduling restrictions, course loads, and other factors, teachers typically are not able to teach multiple content areas.<sup>20</sup> In addition to the teaching staff, the Virginia Department of Education requires that each detention center academic program have a principal or lead teacher onsite to oversee the program. These leaders have many of the same responsibilities as traditional public school principals. Finally, each program employs an administrative assistant. In six of the smaller facilities, the administrative assistant position is a part-time position.<sup>21</sup>

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<sup>20</sup> Ibid.

<sup>21</sup> Information provided by the Virginia Department of Education, State Operated Programs, via email on June 29, 2020.



**Table 5: JDC Academic Program Personnel – 2020-21** <sup>22</sup>

JDC	Academic Personnel	Average Daily Population	Student to Academic Personnel Ratio
Blue Ridge	8.5	9	1.1
Chesapeake	14.0	34	2.4
Chesterfield	11.0	13	1.2
Crater	5.0	7	1.4
Fairfax	13.0	21	1.6
Henrico/James River*	14.0	29	2.1
Highlands	8.0	8	1.0
Loudoun	4.5	4	0.9
Lynchburg	10.0	12	1.2
Merrimac	10.0	17	1.7
New River Valley	6.3	7	1.1
Newport News	16.0	29	1.8
Norfolk	12.0	28	2.3
Northern Virginia	11.0	10	0.9
Northwestern	6.5	9	1.4
Piedmont	4.5	6	1.3
Prince William	13.0	9	0.7
Rappahannock	12.0	13	1.1
Richmond	13.0	23	1.8
Roanoke Valley	7.5	7	0.9
Shenandoah Valley	9.25	10	1.1
Virginia Beach	12.0	29	2.4
W.W. Moore	10.0	14	1.4
<b>Total</b>	231.05	350	1.5

\*SOP teachers employed by Henrico County rotate between Henrico and James River JDCs. ADPs are rounded.

<sup>22</sup> Adapted from “Fiscal Year 2021 Local Juvenile Detention Center Expenditures” provided by Senate Finance and Appropriations Staff.

## D. LAWS AND REGULATIONS

JDCs must comply with hundreds of state and federal regulations. A few examples are provided in this section. Laws and regulations related to education specifically can be found in the 2021 Commission on Youth report, *Education in Local Detention Centers*.

### Federal Regulations Governing Juvenile Detention

JDCs must comply with federal staffing ratios for the protection and safety of juveniles and staff. The Prison Rape Elimination Act (PREA) of 2003 was passed by Congress to address sexual misconduct in juvenile facilities, jails, and prisons. The Prison Rape Elimination Act establishes a 1:8 staff to resident ratio during the day and a 1:16 ratio during resident sleeping hours, except during limited circumstances, which shall be fully documented.<sup>23</sup>

Also, to be eligible to receive a state formula grant under the Juvenile Justice and Delinquency Prevention Act (JJDP) Title II, Part B Formula Grants Program, states must comply with core requirements, including:

- *Deinstitutionalization of status offenders.* Youths charged with status offenses, and/or abused and neglected youths, shall not be placed in secure detention or locked confinement unless there is a valid court order exception. This requirement reinforces the idea that status offenders should be dealt with differently than juvenile delinquents, and should not be placed in secure detention or correctional facilities. 34 U.S.C. 11133 (a) (11).
- *Separation of juveniles from adult inmates.* Children cannot be housed next to adult cells, share dining halls, recreation areas, or any other common spaces with adults, or be placed in any circumstance that could expose them to threats or abuse from adult offenders. 34 U.S.C. 11133 (a) (12).
- *Removal of juveniles from adult jails and lockups.* Youth may not be detained in adult jails and lock-ups except for limited times before or after a court hearing (6 hours), in rural areas (24 hours plus weekends and holidays), or in unsafe travel conditions. 34 U.S.C. 11133 (a) (13).

### State Regulations Governing Juvenile Detention

State regulations for juvenile detention are governed by 6 VAC 35-101, Regulation Governing Juvenile Secure Detention Centers. Juvenile detention facilities are monitored and audited by the Department and Board of Juvenile Justice under 6 VAC 35-20, Regulation Governing the Monitoring, Approval, and Certification of Juvenile Justice Programs and Facilities.

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<sup>23</sup> Prison Rape Elimination Act Juvenile Facility Standards. Retrieved from: <https://bja.ojp.gov/sites/g/files/xyckuh186/files/media/document/PREA-Juvenile-Facility-Standards.pdf>.



Accordingly, state regulations that govern juvenile detention centers include directives for structured daily schedules for juveniles, including education, recreation, evidence-based treatment services (Community Placement Program and Post-Dispositional), volunteer programs, and other creative ways in which to engage youth.<sup>24</sup> Regulations also include health and safety related items such as health care procedures, suicide prevention, and medication. Finally, regulations lay out behavior management and the disciplinary process procedures applicable in juvenile detention centers.

## **E. DETENTION CENTER FUNDING AND EXPENDITURES**

The 24 JDCs in Virginia are locally or regionally operated and funded with both state and local sources. Funding is generally categorized by source and function and includes total operating expenditures, DJJ Block Grant payments, VDOE payments to school divisions for JDC services, state payments to Community Services Boards (CSBs) for JDC services, and DJJ payments to facilities for juveniles in DJJ direct care.

In 2021, the total annual JDC operating cost was \$108.9 million (See Table 6 and Appendix E), which represents \$311,200 per youth and \$110,078 per funded bed. The DJJ Block Grant payments represent 31.9% of total JDC operating expenditures on average, or conversely 68.1% of operating expenditures come from local or regional dollars. Also, the 2021 school year expenditures were \$26.4 million. Additionally, around \$2.3 million of state dollars were allocated to CSBs for JDC services.<sup>25</sup> These costs are in addition to the operating costs. Finally, DJJ payments for CPP services was \$10,609,705, which means the average annual DJJ payment per community placement program (CPP) bed was \$106,539, which was less than half as much as the juvenile correctional center (JCC) in Bon Air.<sup>26</sup>

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<sup>24</sup> “Virginia’s Juvenile Detention Centers.” Presentation to the Commission on Youth by VJDA, June 17, 2020. Retrieved from: <http://vcoy.virginia.gov/Overview%20of%20Juvenile%20Detention%20in%20Virginia-1.pdf>.

<sup>25</sup> \$2.3 million figure is based off of Fiscal Year 2022 DBHDS Payments to Community Services Board for Services to Local Juvenile Detention Centers.

<sup>26</sup> Non-educational expenditures per capita for JCC Division of Residential Services were \$284,640 in 2021 (Virginia Department of Juvenile Justice. *Virginia Department of Juvenile Justice Data Resource Guide, Fiscal Year 2021*, p. 92).

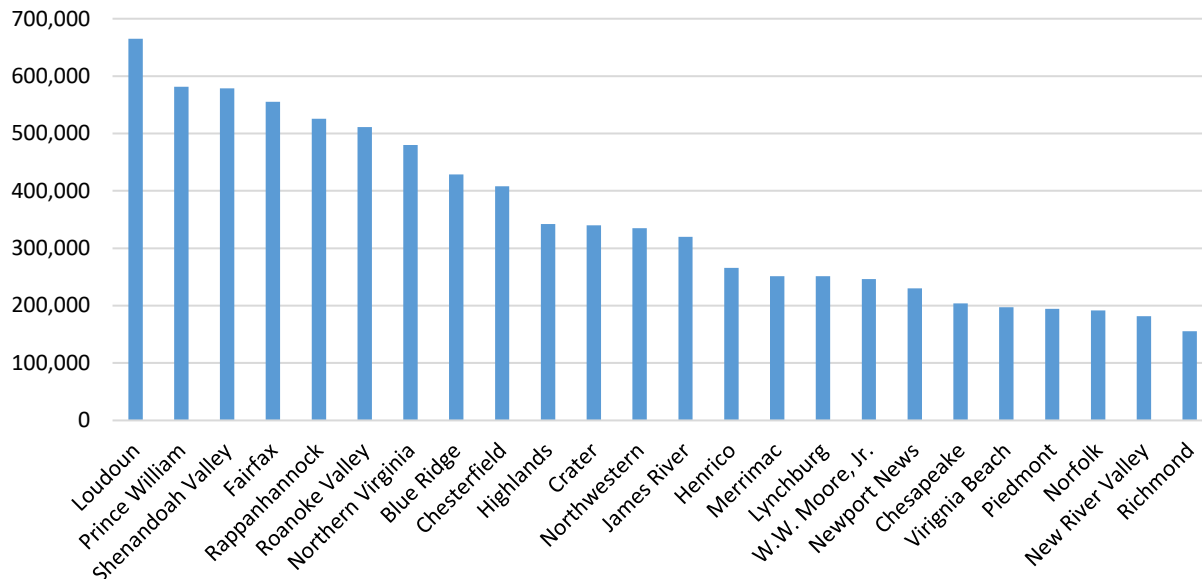
**Table 6. JDC Expenditures, 2021**

Fiscal Year 2021 Local Juvenile Detention Center Expenditures										
FACILITY	Juvenile Detention Center (JDC) Facility Information			Department of Juvenile Justice (DJJ) Block Grant Payments to JDC Facilities		Virginia Department of Education (VDDE) Payments to School Divisions for JDC Services		DJJ Payments to Facilities for Juveniles in DJJ Care		
	FY21 Licensed Capacity	FY21 JDC Average Daily Population (ADP)	FY21 Total Operating Expenditures <sup>1,2</sup>	FY21 DJJ Funded Capacity	FY21 DJJ Block Grant Revenue <sup>2,3</sup>	# of Education Personnel	20/21 School Year Expenditures <sup>4</sup>	FY 21 DJJ State Ward Per Diem Payments	FY21 Community Placement Program (CPP) Payments	CPP Capacity
BLUE RIDGE	40	9.14	\$3,918,013.00	22	\$921,097.76	8.5	\$888,204	\$1,550.00	\$870,195	8
CHESAPEAKE	100	34.04	\$6,949,902.00	67	\$2,297,642.48	14	\$1,613,786	\$19,000.00	\$275,520	0
CHESTERFIELD	90	12.98	\$5,296,906.00	55	\$1,832,184.37	11	\$1,190,601	\$2,550.00	\$823,850	8
CRATER	22	7.02	\$2,386,772.00	22	\$725,048.33	5	\$569,367	\$2,650.00		
FAIRFAX	121	21.35	\$11,852,169.63	58	\$2,338,513.49	13	\$2,397,871	\$1,550.00		
HENRICO	20	9.68	\$2,574,677.00	20	\$678,903.88			\$900.00		
JAMES RIVER	60	18.66	\$5,966,651.00	59	\$1,643,866.02	14	\$1,426,989	\$3,100.00		
HIGHLANDS	35	7.85	\$2,687,174.00	28	\$860,572.13	8	\$1,057,178	\$1,350.00		
LOUDOUN	24	4.46	\$2,865,677.04	22	\$727,413.94	4.5	\$693,684	\$0.00		
LYNCHBURG	48	12.21	\$3,067,837.00	32	\$1,039,786.40	10	\$848,434	\$1,400.00	\$817,600	8
MERRIMAC	48	17.47	\$4,392,464.00	46	\$1,301,917.23	10	\$1,150,766	\$1,550.00	\$1,485,315	13
NEW RIV. VALLEY	24	6.66	\$1,211,484.00	22	\$727,413.94	6.3	\$514,320	\$0.00		
NEWPORT NEWS	110	28.82	\$8,639,303.00	89	\$3,079,128.74	16	\$1,562,424	\$8,450.00		
NORFOLK	80	28.30	\$5,421,326.58	63	\$2,213,549.53	12	\$1,439,359	\$13,000.00		
NORTHERN VA	70	10.27	\$4,929,751.00	47	\$1,437,168.19	11	\$1,680,594	\$3,250.00	\$984,565	8
NORTHWESTERN	32	9.40	\$3,146,339.00	24	\$824,254.35	6.5	\$671,810	\$1,750.00		
PIEDMONT	20	5.99	\$1,165,509.00	20	\$678,992.24	4.5	\$311,909	\$1,150.00		
PRINCE WM	72	8.54	\$4,867,172.00	46	\$1,898,262.76	13	\$1,664,557	\$250.00	\$817,600	8
RAPPAHANNOCK	80	13.42	\$7,054,236.00	51	\$1,623,752.16	12	\$1,115,637	\$800.00	\$1,674,060	16
RICHMOND	60	22.87	\$3,549,459.00	41	\$1,643,777.47	13	\$1,509,889	\$6,500.00		
ROANOKE	81	6.86	\$3,505,553.00	40	\$1,592,171.62	7.5	\$1,201,653	\$1,150.00		
SHENAN. VALLEY	58	10.25	\$5,928,809.00	22	\$1,138,992.43	9.25	\$904,028	\$1,450.00	\$817,600	8
VIRGINIA BEACH	90	29.32	\$5,776,385.00	55	\$2,006,937.25	12	\$1,160,275	\$8,250.00	\$2,043,400	20
W. W. MOORE	60	14.25	\$3,513,611.00	38	\$1,447,179.35	10	\$864,951	\$2,150.00		
<b>TOTALS</b>	<b>1445</b>	<b>349.83</b>	<b>\$108,867,180.25</b>	<b>989</b>	<b>\$34,678,525.86</b>	<b>231.05</b>	<b>\$26,438,286</b>	<b>\$83,750.00</b>	<b>\$10,609,705</b>	<b>97</b>

Source. Document prepared by Senate Finance and Appropriations Committee staff. Table notes. 1. Excludes debt service and construction-related expenses, depreciation, separate USDA expenses, one-time expenses, and expenses with no explanation and not listed in operational. Four facilities reported \$2.1 million in debt service expenditures. 2. Excludes USDA funding, state ward reimbursement, and any other DJJ funding. 3. Do not reflect Aid-to-Locality Reductions. 4. Education expenses for Fairfax, Crater, Highlands, and Roanoke also include SOP services to state behavioral health facilities. 5. Average CPP cost per youth excludes the Chesapeake CPP, which closed October 2020.

Costs vary substantially by facility. For example, operational costs per bed (based on ADP) in 2021 ranged from \$155,202 in Richmond to \$664,950 in Loudoun (See Figure 11). These costs do not include SOP education costs or state payments to Community Services Boards for JDC services.

**Figure 11. JDC Operational Cost per Bed (Based on ADP), 2021**



### Education SOP Funding for All Academic Programs

State Operated Programs are funded through the Virginia Department of Education, Item 145 of the Appropriations Act. During the 2020/21 school year, VDOE payments to school divisions for JDC services was \$26,438,286, which represents about 70 percent of all SOP allocations. Table 6 illustrates the wide range of educational costs per occupied seat in each of Virginia’s 24 JDCs.

Of the \$26.4 million spent on education in detention provided by SOP, 94.3 percent goes to personnel services. Non personnel services include funding for additional education supplies and needs. The JDC’s SOP provides all of the instructional material and technology needed to operate the detention center’s academic program. In addition to these indirect costs, throughout the course of the year, if the detention center identifies additional costs or savings, a cooperative agreement is signed to make those adjustments. These costs include items such as salary adjustments, salary bonuses, technology purchases, and administrative equipment.

### F. JLARC Policy Options

Starting in November 2020, staff from the Joint Legislative Audit and Review Commission (JLARC) reviewed various aspects of Virginia’s juvenile justice system, including funding for juvenile detention centers and future facility needs. They analyzed DJJ data, regional data, and national data; conducted structured interviews with directors and Post-Dispositional managers in 13 of the 24 JDCs; and surveyed juvenile detention directors and Post-Dispositional program managers, receiving at least one response from each of the 24 detention centers. They also visited 3 JDCs and analyzed educational staffing and spending. Finally, they identified consolidation opportunities for detention centers using Google Maps and detention utilization data. JLARC

published a report on *Virginia's Juvenile Justice System* in December 2021. They made several key findings, including:

- Youth in JDCs are in a relatively safe and secure environment, in compliance with state laws and regulations.
- However, given the large reductions in the numbers of youth in the juvenile justice system overall, and in JDCs specifically, JDCs have far too much capacity.
- Though JDCs are local or regional facilities (not state facilities), the state pays about one-third of JDC operation and maintenance costs and 100 percent of JDC education costs. State spending on JDCs totaled about \$74 million in FY20 and was the largest state juvenile justice expenditure that year. The state spent \$25 million on education at JDCs, resulting in spending per student ranging from \$23,000 to \$88,000.
- Between July 2018 and September 2021, none of the five DJJ regions came close to reaching their maximum juvenile detention center capacities.
- Compared with nine nearby states, Virginia has both the most juvenile detention centers and highest statewide juvenile detention capacity (i.e., number of beds per 1,000 youth).
- The educational model used by Virginia uses more teachers than other states, and many JDCs are not fully implementing potential efficiency strategies. JDCs have not reduced their capacity as the number of youth in the system has declined, and most have not implemented strategies to provide education more efficiently.

The report had several policy options, including,

- Establish a two-tiered reimbursement rate in the Appropriation Act for the construction and operation of juvenile detention centers. Juvenile detention centers that are operated regionally could receive higher reimbursement rates than those operated by a single jurisdiction (policy option 10).
- Include language in the Appropriation Act directing DJJ and the Virginia Department of Education to provide lower funding for juvenile detention centers that are consistently operating under a certain capacity, such as 50 percent, and are located within a certain distance, such as a 45-minute drive, of other facilities that are also operating under capacity (policy option 11).
- Include language in the Appropriation Act directing DJJ to implement a process to identify specific juvenile detention centers that should be closed or consolidated to better align facility capacities with regional needs. DJJ could be directed to report to the General Assembly on the results of the process and specific facilities identified for closure or consolidation (policy option 12).
- Include language in the Appropriation Act directing DJJ to evaluate the costs, benefits, and feasibility of transitioning JDCs to either specialize in (i) short-term detention or (ii) longer-term rehabilitative programming. The Virginia Department of Education could be

required to develop a plan to align the educational programming to meet the different needs of youth in the two types of facilities (policy option 13).

The Virginia Juvenile Detention Association (VJDA) responded to JLARC's findings, recommendations, and policy options with several talking points, including the following:

- While there may be cost savings to regionalization, there would be both financial and systemic costs that outweigh any savings.
- Most JDCs are staffed based on ADPs, and not licensed capacity.
- Analyses need to take into consideration proximity to family and continuity of services.
- A key component of population management is classification and separation of youth.
- How does the closure of facilities, creating long drives for sheriff's deputies, attorneys, social workers, probation officers, and the many other professional visitors that need and want access to their clients make the system fairer and better for our kids?
- DJJ's overall budget was not reduced despite the closure of multiple facilities in the past.
- Detention centers are the provider of last resort after other systems have also failed our children (social services, mental health, schools).

The VJDA response also identified Virginia's lack of residential mental health facilities for kids, especially those who are juvenile justice-involved, as an issue. Commonwealth Center for Children and Adolescents is the only state-operated facility, and with their limited capacity and short-term crisis stabilization model, there are no secure forensic mental health beds. Although they were not designed to serve children with significant mental health issues, detention centers end up having these children for long periods of time.

## **G. REPURPOSING: LESSONS LEARNED AND BEST PRACTICES**

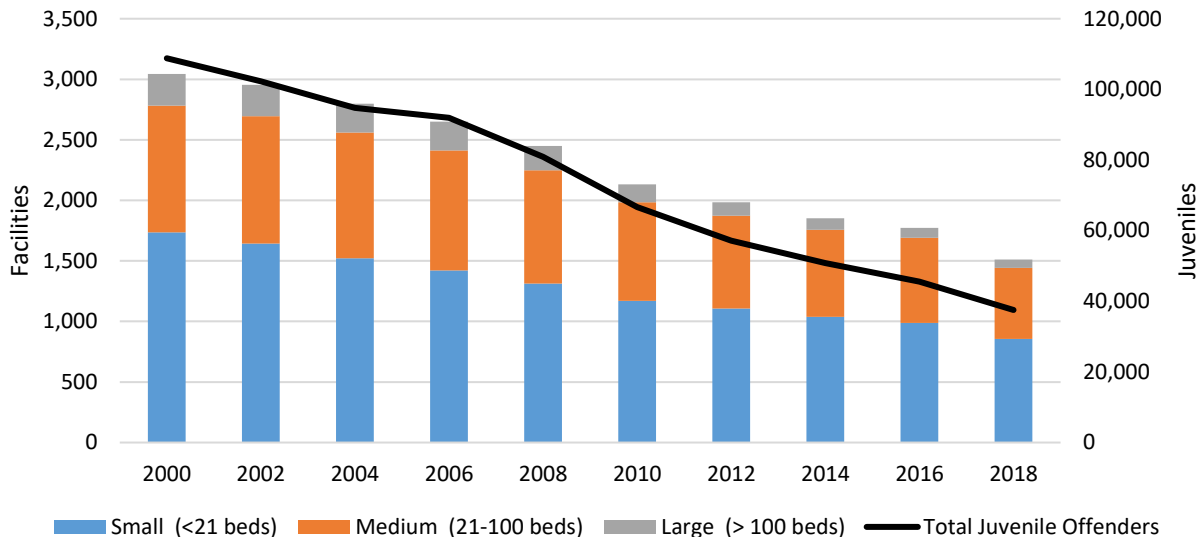
The number of residential facilities in the United States housing youth in the juvenile justice system has declined steadily and substantially since 2000. In 2018, there were half as many facilities as there were in 2000, with the largest decreases in facilities holding 100 youths or more (See Figure 12). During this time, the number of juveniles held in these facilities declined by two thirds.<sup>27</sup> Also during this time, the percent of facilities reporting that they were over capacity decreased from 8 percent to 1 percent and the percent of facilities reporting that they were under capacity increased from 57 percent to 82 percent.<sup>28</sup>

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<sup>27</sup> Puzzanchera, C., Hockenberry, S., Sladky, T.J., and Kang, W. 2020. "Juvenile Residential Facility Census Databook." Retrieved from: <https://www.ojjdp.gov/ojstatbb/jrfcdb/>

<sup>28</sup> A facility that has more standard beds than residents on the census date (i.e. empty beds), is operating "under capacity." "Over-capacity" occurs when a facility reports having more residents than standard beds on the census date. A facility that uses makeshift beds on the census date is operating over their capacity.

**Figure 12. National Trends in Youth Facilities and Juvenile Populations**



Source. Puzanchera, C., Hockenberry, S., Sladky, T.J., and Kang, W. 2020. "Juvenile Residential Facility Census Databook." Retrieved from: <https://www.ojjdp.gov/ojstatbb/jrfcdb/>.

Though access to publications identifying best practices and evidence-based approaches to closing and repurposing juvenile residential facilities is limited, several publications have attempted to gather information from jurisdictions who have closed and/or repurposed their own juvenile justice facilities. These publications recommend that when closing or consolidating residential programs, it is important to consider:

- The needs of youth, families, public safety, detention home staff, and other stakeholders to minimize disruption.
- Ways to take advantage of changes to improve care and practice.
- Strategies to preserve resources to meet youth needs outside of secure detention homes.<sup>29</sup>

Some jurisdictions have developed unique plans to repurpose closed juvenile justice facilities and the land surrounding them. These included repurposing into teen community centers, hubs for

<sup>29</sup> Council of Juvenile Correctional Administrators. 2018. *CJCA Toolkit: Facility Closure and Strategic Downsizing of Juvenile Justice Systems*. Hingham, MA; Harvell, S., Warnberg, C., Matei, A., & Mensing, E. 2020. *Closing Youth Prisons: Lessons from Agency Administrators*. Washington, DC: Urban Institute; Harvell, S., Warnberg, C., Sakala, L., & Hull, C. *Promoting a New Direction for Youth Justice*. 2019. Washington, DC: Urban Institute.

social services, mixed income housing, technology parks, affordable housing and open space, and large-scale development projects.<sup>30</sup>

Virginia also has experience with juvenile facility closures as a result of the Virginia Department of Juvenile Justice “Reduce, Reform, and Replace” reform strategy, which endeavored to reduce the number of youth in large, secure correctional environments.<sup>31</sup> Also, the creation of the Community Placement Programs (CPPs) in detention homes can be considered a type of repurposing, since detention homes were not built to serve this DJJ-committed population.

Repurposing options were discussed by the Advisory Group. During the July 26, 2022, Advisory Group meeting, The Lampstand, a residential program providing comprehensive trauma-informed care for girls who have experienced sexual exploitation, discussed its interest in moving into a repurposed wing of the Roanoke Valley Juvenile Detention Center. For more information (See Section V. Methodology).

There were several comments submitted during the public comment period related to repurposing. Representatives from the City of Alexandria wrote:

We support the recommendations that provide support for jurisdictions to repurpose portions of detention facilities to meet community behavioral health needs. We recognize that localities and regions have unmet substance use and mental health needs that, if met, would reduce the need for congregate care, including detention.

The Virginia Association of Community Services Boards (VACSB) Child and Family Council wrote:

We support the recommendations that provide support for jurisdictions to repurpose portions of detention facilities to meet community behavioral health needs. The C&F recognizes that localities and regions have unmet substance use and mental health needs that, if met, would reduce the need for congregate care, including detention. We have concerns that the opportunity to receive this support would be limited to a small number of jurisdictions and recommend extending the resources to all who are able to justify need.

However, other public commenters opposed using parts of existing secure detention centers to serve non-juvenile justice populations. These commenters included Legal Aid Justice Center, Rise for Youth, Kehoe Correctional Consulting, LLC. They felt the perception of the community, family, and individual youth of the facility will remain as detention and punishment whether there are locked doors or not. Responding specifically to the idea of repurposing a wing of the Roanoke

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<sup>30</sup> Love, H., Harvell, S., Warnberg, C., & Durnan, J. 2018. *Transforming Closed Youth Prisons*. Washington, DC: Urban Institute.

<sup>31</sup> Virginia Department of Juvenile Justice. 2021. *Transformation Plan 2021 Update*. Richmond, VA.

JDC for Lampstand program, some felt it would not be a best practice to serve youth who were detained for delinquent offenses in the same facility as victims of sexual exploitation.

Repurposing whole facilities may be a more realistic option than repurposing certain pieces of facilities, given the many state and federal laws regulating residential programs that serve children and youth. Several interviewees and commenters felt that the state should not be in charge of deciding about facility repurposing. The Virginia Association of Counties stated:

While there may be opportunities for repurposing some excess capacity in juvenile detention centers, any decisions regarding consolidation should be made by the affected local governments so that the full spectrum of community needs can be considered, to include opportunities for the reinvestment of savings into the provision of additional services, as well as potential drawbacks, such as housing youth farther from their families and communities.

## H. KEY STAKEHOLDER FEEDBACK

Information was gathered from Advisory Group members and meeting participants, detention home directors,<sup>32</sup> and judges. Data collection methods included surveys, interviews, roundtable discussions and feedback at Advisory Group meetings, and participation in a discussion at the Virginia Juvenile Detention Association Meeting.

### Findings from Discussion at VJDA Meeting

At the June 2, 2022, Virginia Juvenile Detention Association (VJDA), Policy Analyst Elizabeth Spinney gave an overview of the study's planned activities, using many of the same slides as were used during the first Advisory Group meeting. She explained that the Advisory Group has reviewed information from several sources (e.g., JLARC, VDJJ, Moss Group, Senate Finance and Appropriations Committee), but that they need additional information to make informed recommendations to the Commission on Youth for potential changes to the operation of local and regional juvenile detention centers (as it relates to state spending) to accommodate for the documented population decline. Ms. Spinney expressed that the Advisory Group understands how complex and difficult this situation is and that it wants to do the best thing by the Commonwealth's voters, children, youth, and their families.

Ms. Spinney asked the group what additional information they would like the Advisory Group to know. Some of the main themes that emerged from the discussion were:

- ***Overestimation of money to be saved from consolidation.*** The members felt that the amount of money Joint Legislative Audit and Review Commission (JLARC) calculated

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<sup>32</sup> Facility directors have several different titles, such as "superintendent" or "executive director." All are referred to as "directors" in this report.



that could be saved from closing and consolidating facilities was an overestimate. They felt that JLARC had not properly accounted for several important factors, such as transportation costs, the increased needs of the youth in their care (specifically the mental health needs), classification needs, CSA services, and the resources required for remote hearings and visits.

- ***Some of the metrics being used to define the problem are not relevant.***
  - Members felt that the ADP-to-beds comparison is not a useful comparison.
  - They felt that the comparison should be ADP to operational capacity.
  - Peaks in numbers need to be accounted for (not just ADP). The trend of decreasing numbers in detention may reverse.
  - JLARC didn't account for youth's home zip codes when determining that there could be consolidation.
  
- ***There may be unintended consequences for consolidation.***
  - Potential consequences related to transportation included increased burden on sheriffs, increased time of youth being shackled and transported with law enforcement officers who are not trained to meet the youth's needs, and increased staffing for the transportation process.
  - The members felt that having youth close to their families was important and that online visits were not sufficient.
  - They shared that closeness to home schools and community-based services were important to maintain continuity between home and detention facility and that CSBs don't want to serve youth outside of their area.
  - They stated that meeting in person with attorneys was important and would be more difficult with longer distances for them to drive.
  - Changing dynamics in facility with youth from different regions.
  - Less space for classification. One facility director mentioned that they had five classifications: Post-D with services, female unit, older larger male, younger unit, hybrid unit mix of older, and younger youth. Facilities also try to separate co-defendants and often have to consider gang affiliations, education levels, and history between youths.
  - Remote hearings also have certain drawbacks (though members also mentioned the risks of having youth shackled during transportation).
  
- ***Needs of youth have increased over time.*** There is an increase in the severity of mental health challenges that need to be addressed. Also, there are classification needs which require extra space.

- *The number of facilities is not a problem.* Most members did not feel the number of facilities was a problem.

## Findings from Survey

Survey questions were developed to answer questions that remained after analysis of data and review of previous reports and to answer questions that arose in meetings. On June 29, 2022, the survey was sent by email to all detention home directors. The survey included questions related to when the facilities were built, operational capacity, programming, family visits, transportation, appropriateness of detention placements, alternatives to detention, and potential additional uses for detention homes. The Commission received responses from 23 of the 24 detention homes. The survey results revealed both similarities and differences between the detention homes, which are briefly summarized below.

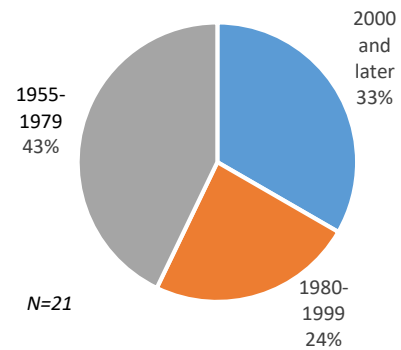
### Physical Plant Information and Needs

The survey asked, “In what year was the facility built?” Twenty-one facility directors answered this question. More than half of the respondents indicated that their facility was built after 1980 (12 of 21), with one third indicating that their facility was built in 2000 or later (See Figure 13). None of the respondents indicated that their facility was built earlier than 1955.

The survey then asked, “When was the last major renovation (in other words, a renovation that substantially changed the facility’s building, programming, or capacity)?” Among the respondents who indicated that their facility was built before 1985, all had at least one major renovation between 1996 and 2008, which included adding wings, adding a gym, discontinuing shelters, and updating storage spaces for files and supplies.

Finally, the survey asked, “What are the current (and deferred) maintenance and improvement needs?” We received 22 replies. Respondents identified several needs, with HVAC (8 respondents) and security related needs (e.g., security system, door locking system, camera system, intercom, central control panel, 8 respondents) being the most common. Roofing needs were identified by 6 JDCs, and plumbing/sewer needs were identified by 4 JDCs. Four respondents stated that their JDC had no maintenance needs. One commented, “We maintain our building on an on-going basis. Projects are identified and completed as needed.” Another commented that their commission “has purposefully supported extensive preventative maintenance and replacement of major systems by end of life expectancy to avoid critical system failures and /or costly repairs.” Some were in the process of addressing identified maintenance and improvement needs.

**Figure 13. Year JDCs Were Built**



Finally, the survey asked about operational capacity and whether it was different from overall building capacity, as noted in official documents. One of the points that the VJDA made was that the operational capacity of many of the facilities was different from the overall capacity and that it was unfair to compare official capacity to ADP, since that is not how the detention homes are actually staff. Only four of 23 JDCs responding to the survey indicated that their operational capacity was different from their overall capacity (See Table 3). Chesterfield JDC has an overall capacity of 90 but an operational capacity of 48. In 2021, their ADP was 13 with 158 total detainments. Fairfax JDC has an overall capacity of 121 but an operational capacity of 55. In 2021, their average daily population was 21, and they had 269 total detainments. Lynchburg JDC has an overall capacity of 48 and an operational capacity of 41. In 2021, their ADP was 12, with 136 total detainments. Finally, Shenandoah Valley has an overall capacity of 58 with an operational capacity of 44. In 2021, their ADP was 10 with 170 total detainments.

### Transportation

Given the concern about increased transportation costs in the case of JDC consolidation, the survey asked about each JDC transportation arrangement. These arrangements are created by each of the JDCs individually, and each one seems to be slightly different. However, most respondents indicated that police and sheriffs have the primary responsibility for transporting the youth after arrest. Sheriffs (and sometimes police) have primary responsibility to transport youth to and from court (except in the case where the court is attached to the detention home, when detention staff can play this role). Detention staff are generally responsible for transportation to and from community-based services such as dentist or doctor appointments, but a few facilities use sheriffs or other officers for this task.

### Per Diem Rates

In a follow-up email to the survey, Commission staff asked detention home directors about the per diem rates charged via contract with various localities and the rates charged to non-participating jurisdictions without contractual rate. Thirteen directors replied. Reported per diem rates averaged \$201 and ranged from \$91 in Henrico JDC to \$309 for non-contracted counties in Loudoun JDC.

### Detention Home Programming

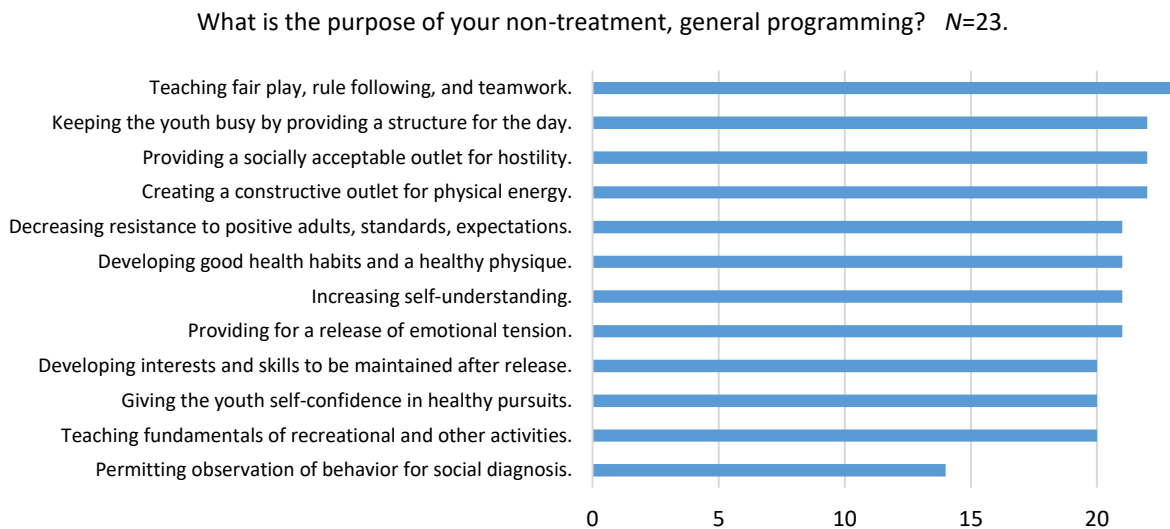
According to the *National Institute of Corrections (NIC) Desktop Guide to Quality Practice for Working with Youth in Confinement*, to ensure healthy development and support positive outcomes for youth, program activities must be goal oriented. For every type of activity, goals should be established that participating youth can achieve. Such goals should be inherent in almost every activity that staff and youth engage in. If they are not, the purpose of the activity is questionable.

The NIC identified 12 goals:

- 1) Providing for a release of emotional tension,
- 2) Creating a constructive outlet for physical energy,
- 3) Teaching fundamentals of recreational and other activities,
- 4) Giving the youth self-confidence in healthy pursuits,
- 5) Teaching fair play, rule following, and teamwork,
- 6) Providing a socially acceptable outlet for hostility,
- 7) Giving the youth a better understanding of himself or herself,
- 8) Developing new interests and skills to be continued after release,
- 9) Keeping the youth busy by providing a structure for the day,
- 10) Developing good health habits and a healthy physique,
- 11) Breaking down resistance to adults and adult standards and expectations, and
- 12) Permitting observation of the youth's behavior, which aids in social diagnosis.

The survey asked JDC directors about the purpose of their non-treatment, general programming. All respondents indicated that programming in their facilities was intended to teach fair play, rule following, and teamwork. All indicated that the programming in their facility was designed to achieve the goals identified by NIC (See Figure 14).

**Figure 14. Programming Goals in Virginia Detention Homes, Number of Homes Indicating Each of NIC's Goals for their own Facility**



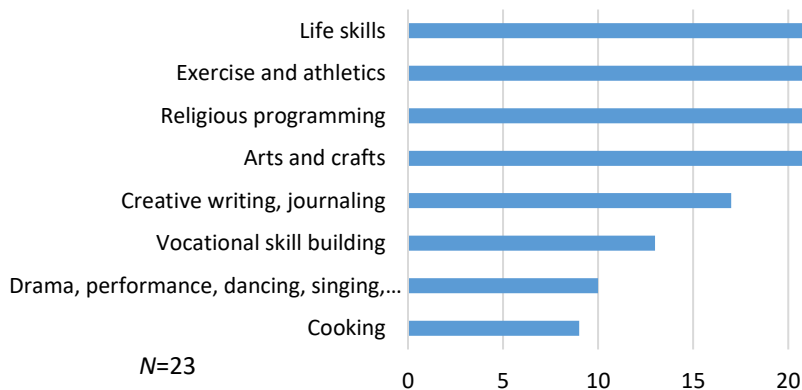
Best practices for Post-D youth in residential settings includes using interventions that have been demonstrated to reduce recidivism. For JDCs with Post-D programs, the Board of Juvenile Justice

requires that Post-D programming be different than what is provided to youth in Pre-D detention.<sup>33</sup> Thus, the survey asked, “What treatment programming is used for youth with a disposition (Post-D with services, CPP, etc.)?” Twenty of the respondents served this population and answered this question. Most indicated that they provide individual counseling, Aggression Replacement Training® (ART), and substance use treatment. About one third of the respondents indicated that their JDCs provided Moral Reconciliation Therapy® (MRT), family counseling, and Dialectical Behavior Therapy (DBT). Several other treatment interventions were mentioned by one, two, or three of the respondents, including Cognitive Behavioral Therapy (CBT), Eye Movement Desensitization and Reprocessing (EMDR) psychotherapy treatment, and Girls Circle.

The survey also asked about non-treatment programming that was available for the youth in their programs. All 23 respondents answered this question. According to these results, most JDCs provide the opportunity for youth to participate in life skills development, exercise and athletics, religious activities, arts and crafts, writing, and vocational skills building (See Figure 15). Several other opportunities were also available, such as cooking, music, and animal care, depending on the program.

At the VJDA meeting, some members commented that one of the benefits of having so many detention homes across the state is that youth can be served near their homes and that there is continuity of services. The survey asked about involvement of community-based services in the detention homes. Fourteen of the 23 JDCs responded that there were programs in their facilities that were run by community groups. We then asked these 14 respondents about the percentage of the youth who continue to receive services from these same providers when they return to the community. Six of the 14 JDCs estimated that between 1 and 10 percent of the youth continue receiving services when they return to their communities, four JDCs reported that between

**Figure 15. Non-treatment Programming, by JDC**



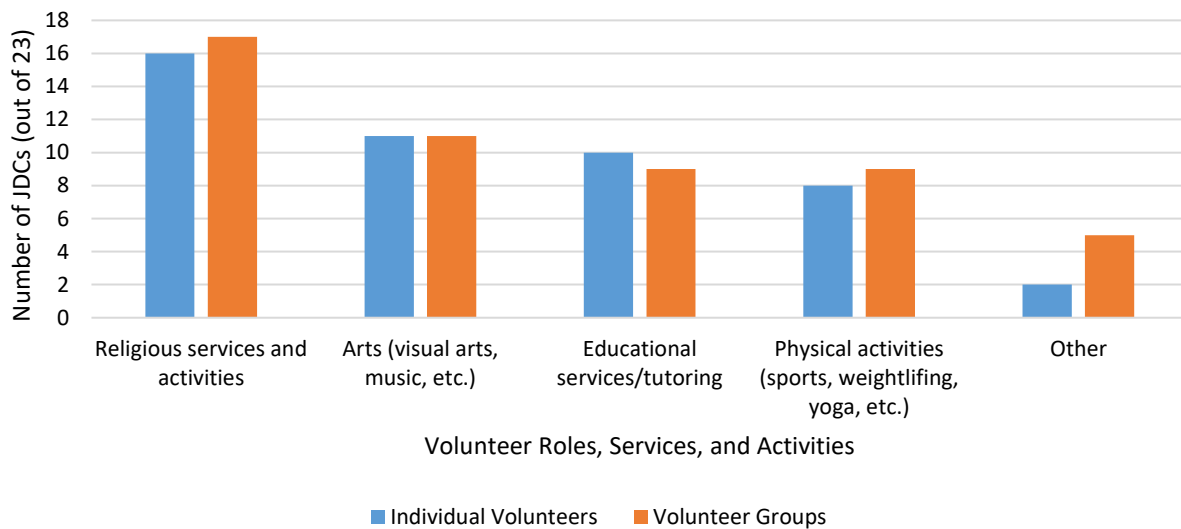
11% and half have this continuity, one JDC said between 61 and 75 percent had this continuity, one said none of the youth had this continuity, and two were unsure.

Commission staff also asked about individual and group volunteers from the community. During the VJDA meeting, some of the participants mentioned that having detention homes near the

<sup>33</sup> According to the JLARC report, *Virginia’s Juvenile Justice System*, the Code of Virginia directs the Board of Juvenile Justice to establish rehabilitative programming requirements, but the board never did (2021, p. 67).

youth’s homes increases the likelihood of community engagement and volunteering. Commission staff asked whether each of the JDCs had individual and/or group volunteers. All 23 respondents answered these questions, and most indicated that they had both individual and group volunteers. It is unclear how many of the respondents who indicated that they did not have volunteers would have them when Covid-19 restrictions were over. Among those who said they did have volunteers, most of the individuals and groups provided religious services and activities, arts-related supports, education services and tutoring, or assistance with physical activities such as sports, weightlifting and yoga (See Figure 16). Other roles for volunteers included pet therapy dogs, barbers, mentoring, Alcoholics Anonymous, and Narcotics Anonymous.

**Figure 16. Individual and Community Volunteers**



### Family Engagement

Family engagement is important for youth in detention. Research has found that maintaining relationships with family through in-person visits, virtual visits and phone calls, and other methods can help minimize stress and isolation, improve mental health, and improve behavior and school performance.<sup>34</sup> Family engagement and visitation policies varied among the 23 JDCs responding to the survey but all encouraged family engagement to some level while in detention. One of the directors wrote, “We are committed to meeting our families where they are. We work to eliminate any obstacles or barriers our families may be challenged with when it comes to engagement and connection.” Another director wrote, “We have graduation ceremonies, and parents/families are invited to attend those in-person events. For that, we are very proud.”

<sup>34</sup> Development Services Group, Inc. 2018. “Family Engagement in Juvenile Justice.” Washington, DC: Office of Juvenile Justice and Delinquency Prevention. Retrieved from: <https://www.ojjdp.gov/mpg/litreviews/FamilyEngagement-in-Juvenile-Justice.pdf>; Decker, T 2019. *A Roadmap to the Ideal Juvenile Justice System*. Washington, DC: Georgetown University Center for Juvenile Justice Reform.

Directors made several comments related to Covid-19 and how they addressed the additional challenges related to housing youth during a pandemic. One of the directors wrote, “Parents have appreciated our flexibility during this pandemic time. We always update our website with any changes, and we also call parents when there are significant changes.”

Twenty two of the 23 respondents indicated that they provided the opportunity for remote visits through tools such as Zoom, Microsoft Teams, Google Meet, Google Hangout, GoToMeeting, Webex, Skype, FaceTime, and CIDNET/Encartele Video calls. One respondent said their facility was currently setting up for video visitation. Most respondents also mentioned that the use can contact family through phone calls. Though the virtual visits make it easier for families to connect with their children, some of the directors worried that sometimes families choose virtual visits over in-person visits. This director wrote:

The addition of virtual visitation options have increased the amount of "visits" our youth are receiving overall. However we are starting to see a trend that families would rather visit virtually rather than come in person. We continue to encourage in person visits as much as possible.

### Appropriateness of Detention Placement

Secure detention is an important part of the juvenile justice systems.<sup>35</sup> However, research suggests that detention can also interrupt positive family, peer, and school relationships, and have a negative impact on a youth’s mental and physical well-being, education, and future employment. Research has also shown that detention placement can result in youth going deeper into the juvenile justice system.<sup>36</sup> Thus, it is important to ensure that the youth being sent to secure detention are appropriate for that placement. Virginia’s DAI helps with this decision, but the DAI recommendation is not always followed (See Table 4).

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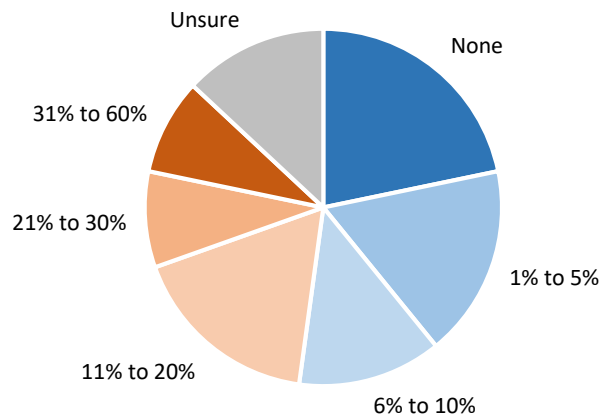
<sup>35</sup> Clark, Pam. 2014. “Types of Facilities.” in *Desktop Guide to Quality Practice for Working with Youth in Confinement*. National Partnership for Juvenile Services and Office of Juvenile Justice and Delinquency Prevention. Retrieved from: <https://info.nicic.gov/dtg/node/4#types-of-02>.

<sup>36</sup> Development Services Group, Inc. 2019. “Juvenile Residential Programs.” Washington, DC: Office of Juvenile Justice and Delinquency Prevention. Retrieved from: <https://www.ojjdp.gov/mpg/litreviews/Residential.pdf>; Abram, K.M., Teplin, L.A., Charles, D.R., Longworth, S.L., McClelland, G.M., and Dulcan, M.K. 2004. “Posttraumatic stress disorder and trauma in youth in juvenile detention.” *Archives of General Psychiatry* 61(4):403–410; Mendel, R.A. 2014. *Juvenile Detention Alternatives Initiative Progress Report 2014*. Baltimore, MD: The Annie E. Casey Foundation; Caudill, J.W., Morris, R G., Sayed, S.E., Yun, M., and DeLisi, M. 2013. “Pathways through the juvenile justice system: Predictors of formal disposition.” *Youth Violence and Juvenile Justice* 11(3):183–195.

Detention home directors were asked a few questions about the appropriateness of their facility for the youth sent there. First, the survey asked, “Are there youth placed in your facilities that are not public safety risks but instead in need of mental health or other services and placed in your facility for reasons other than public safety or a flight risk for appearing in juvenile or criminal court?” All 23 respondents answered this question: 48 percent indicated that this “sometimes” happens at their facility, 17 percent indicated that is “frequently” happens, and 26 percent indicated that this “never” happens (9 percent had other answers).

**Figure 17. Appropriateness of Placements**

What percentage of youth in your facility would be better served somewhere else? *N*=23



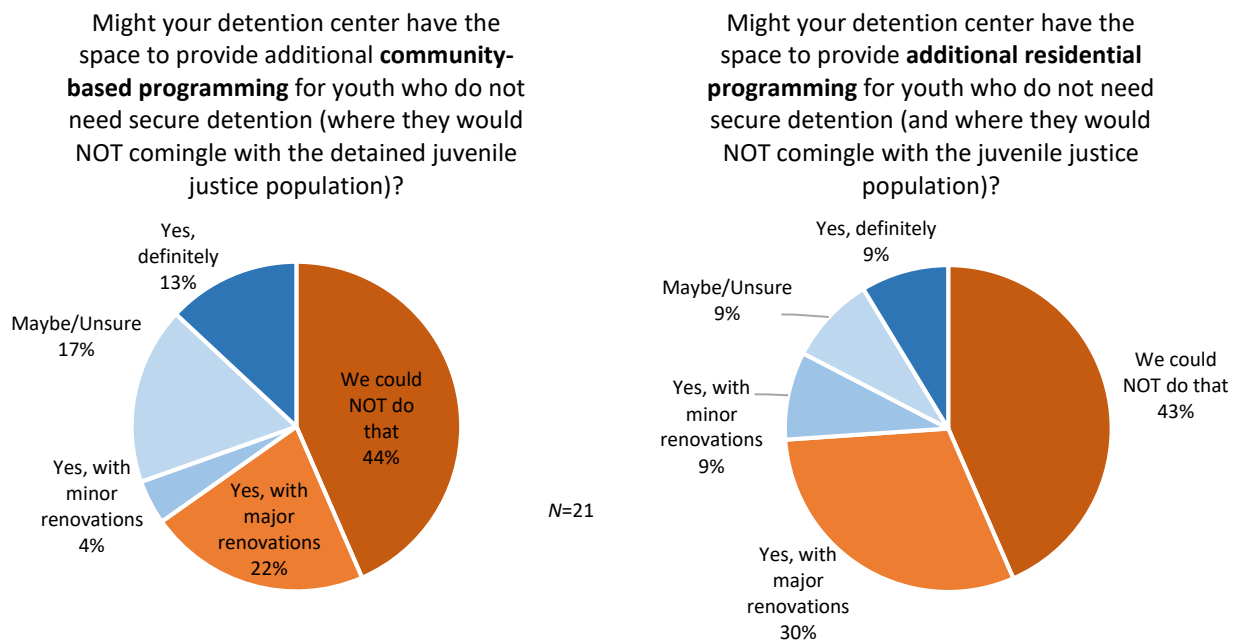
The Commission’s survey then asked what percentage of the youth in their detention home would be better served somewhere else. More than half of the respondents indicated that 10 percent of fewer of the youth sent to their facility would be served better elsewhere (See Figure 17). About one quarter of respondents felt that somewhere between 11 and 30 percent of the youth would be better served elsewhere. The survey then asked where these youth would be better served. More than half (13 of 23) indicated that at least some of these youth would be better served in a residential program specializing in mental health, 9 respondents indicated that some of these youth would be better served in a residential program specializing in substance use, and 8 indicated that some of these youth would be better served in a community-based programs.

### Repurposing

Given the substantial amount of unused space in many of the detention homes, Commission staff asked whether it was possible to use that space to either provide community-based programming or to provide residential program to youth who are not part of the secure detention population. Twenty one detention home directors answered these questions. Most respondents indicated that they either could not provide these additional services or that they could provide these services only with major renovations. Seven of the twenty one respondents (or 33 percent) said they may be able to provide additional community-based programming, with or without minor renovations; five of the twenty one respondents said they may be able to provide additional residential programming with or without minor renovations (See Figure 18).



**Figure 18. Repurposing Options**



### Findings from Interviews, Advisory Group Meeting Roundtable Discussions, and Public Comments

Commission staff conducted several interviews of key stakeholders, including six juvenile detention home directors, four Juvenile and Domestic Relations Court judges, the Staff Attorney for the Virginia Sheriff’s Association, and the Director of Court Services for the Fairfax County Juvenile and Domestic Relations District Court. The purpose of these stakeholder interviews was to gather more detailed information related to the points that were made during meetings and to follow-up on some of the findings from the survey. Because of the small number of individuals from each stakeholder type, the findings and major themes that emerged are presented together in this section. Also, points made during Advisory Group meeting roundtable discussions and from the public comment period are included when relevant.<sup>37</sup>

***Detention is a placement of last resort.*** Many of the interviewees mentioned that the court first tries to find other means (like electronic monitoring or house arrest) for handling youth and that they always consider alternatives to detention. Most mentioned the importance of using the least restrictive options, which is a best practice in juvenile justice,<sup>38</sup> and were proud of the improvements in the system that have led to fewer detainments. They acknowledged the potential risks in placing a youth in a secure facility away from family and community, and expressed that

<sup>37</sup> Comments from the public comment period are also included in Section G. REPURPOSING: LESSONS LEARNED AND BEST PRACTICES Learned and Best Practices.

<sup>38</sup> National Research Council. 2013. *Reforming Juvenile Justice: A Developmental Approach*. Washington, DC: The National Academies Press.

they only use detention when other options are not available or appropriate. One of the interviewees said, “Back in the day, it was about locking everyone up. I’m glad the philosophy has changed.”

Another interviewee:

We don’t want youth to penetrate the system more than required. We want to use funding for the highest risk youth. We have a system of robust diversion before court involvement and after court involvement. We have great programming in the community.

Often, detention is used for youth needing highly intensive services who were not successful in less secure settings. When other options were not successful, many of the interviewees felt detention was the only option remaining.

Some interviewees also mentioned that lack of availability of appropriate alternatives to detention in certain communities and lack of specialized mental health treatment beds as reasons for many of the detainments. Some commented that these high-need youth were involved in many of the DAI overrides and placements in detention.

***Detention homes have become less punitive, more therapeutic, and are worth the investment.***

Many of the interviewees rejected the framing of extra space in detention homes as a problem. They felt that the way detention homes operated in the past was much different from the way they operate now. They shared that the lower staff to youth ratio was a positive change. Stakeholders seemed to embrace best practices in juvenile justice such as implementing therapeutic or rehabilitative approaches rather than punitive approaches. Many expressed that they felt proud of the work the detention homes were doing in the community. One of the interviewees said:

We used to be a warehouse with incorrigible kids. We were just holding kids, and we averaged much higher numbers. There were no mental health services or anything therapeutic. It was just about keeping them safe and getting them to court. Now we have professional staff and therapeutic programming.

**“Back in the day, it was about locking everyone up. I’m glad the philosophy has changed.”**

*Detention Home Director*

Interviewees consistently mentioned the number of programs and services they provide to their youth. One detention home director said, “We help them get the services they need.” Another said, “I’m proud of the work we do across the state.” One of the judges said, “Our detention center does a great job. Our kids do pretty well there. The staff does a good job of treating them like kids while they are there. I have nothing negative to say about once they get in.”

Many also mentioned that the state only pays a small part of their operational costs and that since the localities want to invest resources in them, the state should not care. Some mentioned the 2021 JLARC report and shared that they disagreed with the finding that spending on JDCs could be substantially lowered through consolidating some facilities. One JDC director said, “The state doesn’t foot the bill for any building improvement. I don’t see where there would be a cost savings to the state for changing the way it’s done now.”

***Youth have mental health needs that are being met in detention homes.*** Juvenile justice system involved youths tend to have greater mental health needs than youths in the general population.<sup>39</sup> Often, these needs are not met in their home communities. Interviewees consistently noted that there was an increase in the mental health needs of the youth in detention homes. One of the respondents said, “We’re seeing more anxiety disorders and greater mental health needs.” For some youth, respondents felt

**“Their mental health needs are not being addressed in the community. They are finally being addressed here.”**

*Detention Home Director*

that detention homes did a good job of meeting mental health needs. One interviewee said, “Their mental health needs are not being addressed in the community. They are finally being addressed here.” They were proud of the therapeutic environment they provided, the access to counseling for the youth in their care, and the opportunities for youth to participate in groups.

***It is valuable to have detention homes near youth’s families and communities.*** Almost all interviewees emphasized the importance of keeping detention homes close to the youths’ families and communities. Many were concerned that if youth are placed in detention homes away from their communities there would be additional barriers to getting services in place for when they return back home. They emphasized the importance of maintaining relationships with family and creating a seamless process of service delivery. One of interviewees mentioned that when youth are detained close to home, their families are more likely to come visit. This interviewee said:

There is some change of heart in juveniles when they get detained. They then need the family support. For some, when they have their first brush with detention, they are ready to make a change and they need access to their families. Even if they aren’t ready, they still need that support.

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<sup>39</sup> Development Services Group, Inc. 2017. “Intersection Between Mental Health and the Juvenile Justice System.” Literature review. Washington, DC: Office of Juvenile Justice and Delinquency Prevention. Retrieved from: <https://www.ojjdp.gov/mpg/litreviews/Intersection-Mental-Health-Juvenile-Justice.pdf>; Seiter, L. 2017. “Mental health and juvenile justice: A review of prevalence, promising practices, and areas for improvement.” Washington, DC: National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth.

Research has found that youths in residential facilities who have more positive family visits and other involvement are less likely to become depressed and exhibited greater behavior, school performance, and overall emotional well-being.<sup>40</sup> Though remote visits have been a valued addition to the family engagement options, one of the interviewees said, “Visiting parents by video is not the same as a hug from your mom.”

One of the Advisory Group members said, “The distance between youth and their families, as well as youth and their communities, is a very real cost that must be weighed in the decision-process and mitigated by the state.” During the public comment period, several of the commenters shared that keeping youth near their communities allows for greater collaboration with community and faith-based resources, access to families and support systems, and important access to their lawyer.

***It is valuable to have detention homes near court.***

Most interviewees mentioned the importance of detention homes being near the youth’s court. The first reason for this was an easier transportation process and better access to lawyers and other professionals involved in their case. One of the interviewees said, “I have a concern with the legal representation of the kids. Attorneys only get \$125 per case. If the kids are moved, the face-to-face meetings will likely stop.” Another interviewee said that the detention center and the court are “part of the same fabric” and that they were “not separate and apart.” This interviewee felt that this relationship benefits the youth by increasing knowledge about the youth’s background and needs and by better coordinating services. However, others mentioned that their court does not send many youth to secure detention and that a longer distance may not make much of a difference.

**“The distance between youth and their families, as well as youth and their communities, is a very real cost that must be weighed in the decision-process and mitigated by the state.”**

*Advisory Group Member*

Some mentioned the excessive time staff, sheriffs, and others must dedicate to the transportation of youth to and from court and how this will increase if facilities are consolidated. Each of the facilities has its own arrangement when it comes to transportation. Some are located adjacent to

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<sup>40</sup> Agudelo, S.V. 2013. “The Impact of Family Visitation on Incarcerated Youths’ Behavior and School Performance.” Issue Brief. New York N.Y.: Vera Institute of Justice; Caldwell, R.M., Silverman, J., Lefforge, N., and Silver, N.C. 2004. “Adjudicated Mexican American Adolescents: The Effects of Familial Emotional Support on Self-Esteem, Emotional Well-being, and Delinquency.” *The American Journal of Family Therapy* 32(1):55–69.; Monahan, K.C., Goldweber, A., and Cauffman, E. 2011. “The Effects of Visitation on Incarcerated Juvenile Offenders: How Contact with the Outside Impacts Adjustment on the Inside.” *Law and Human Behavior* 35(2):143–51; Stice, E., Ragan, J., and Randall, P. 2004. “Prospective Relations Between Social Support and Depression: Differential Direction of Effects for Parent and Peer Support?” *Journal of Abnormal Psychology* 113(1):155.

the courthouses, which is viewed as a benefit. Most are not. In response to draft recommendations that there should be consolidation of some of the existing detention homes, during the public comments period the Virginia Sheriffs' Association shared, "The costs are not merely financial. The additional time spent transporting youth in detention directly impacts the number of law enforcement officers available to patrol the community and keep it safe."

Interviewees also mentioned how the secure transport of youth can be traumatizing for them. One of the interviewees said, "We need to minimize the number of times they are in shackles. It doesn't do the heart good."

***There are benefits and challenges to virtual court hearings.*** During the Covid-19 pandemic, detention homes had to make several substantial changes to processes. One change was the increased use of virtual court hearings. Thus, most of the detention homes have experience with virtual court hearings. Both benefits and challenges related to virtual court hearings were mentioned in interviews, mostly as they related to the potential increased use of virtual hearings if there is consolidation of facilities.

Some felt that remote hearings were fine, especially detention review hearings or continuation hearings. One of the interviewees said, "We haven't had a problem with remote detention review hearings. We did this prior to the pandemic. It's not really an issue for us." Some mentioned that virtual hearings are better for parents. Others mentioned that since these virtual hearings were relatively new, there was potential to get better at them.

Some interviewees felt that certain hearings, such as disposition hearings, are better done in person, explaining that when youth are not in the courtroom, they "don't understand the impact" of the hearing. They commented that the formality of the courtroom gives youth a different type of environment, which is important given the repercussions of the hearing. They also have an easier time speaking with their attorneys and probation officers when they are present in court.

Finally, some of the interviewees mentioned legal challenges that arise when a youth is released during a virtual hearing but no parent is available to pick them up. They expressed concern that in those cases, they may be holding the youth illegally.

***Local and regional JDCs are often a better option than commitment to the state juvenile correctional center.*** Some of the interviewees emphasized the benefits of having youth closer to home. In contrast, when youth are sent to the state juvenile correctional center (JCC) in Bon Air, many are very far from home. Alternatives to placement at the JCC in Bon Air include detention with programs or DJJ commitment to a CPP. One of the judges said:

Pretty often we have juveniles with serious crimes. Rather than being committed, they are allowed to participate in the Post-D rehabilitative program. This incorporates schooling

and counseling and rehabilitative services that they may not be about to get outside of the detention home...It is a good alternative.

Another interviewee said, “The smaller regional facilities do a better job than Bon Air. I think part of the rehabilitation process is that families can come visit them.”

Another interviewee mentioned the importance of having a broad system of services for youth to prevent movement into the adult system, saying:

When considering the transfer question in court, they ask whether all juvenile options have been exhausted first. They can automatically transfer them if they want. We need commitment to detention programs as an option to prevent transfer to adult court. If there aren't more options for juveniles with severe cases, they will get transferred to the adult system. This is starting to happen in other states.

***Education costs might be too high, but youth get a great education.*** Many of the interviewees emphasize the educational success that the youth experience when staying in their detention home. Some mentioned an “incredible working relationship” with their local public school and called their education staff “phenomenal.” Many others notes that it is often the first time some of the juveniles have succeeded in school. One of the interviewees said, “Our education is even better than the local school.” Another said, “We do good work with kids who are otherwise forgotten.” Justifying the disproportionate use of resources for detention education programs compared to other education programs, one of the detention home directors said, “For many kids, it’s the only time they have succeeded in school. You need the space to conduct the education. There needs to be flexibility.” Another said:

**“We do good work with kids who are otherwise forgotten.”**

*Detention home director*

They are constantly in trouble and feel stupid in the regular school. They are always told they are not good and not smart, but when they come here, they become readers. They can use their imagination through reading. They’ve never been exposed to reading on the outside.

Many of the public comments were also related to education. Several commenters were wary of consolidation that would increase the number of students in facilities. They felt that the instruction that students currently receive is tailored to meet the individual needs of each student and that a lot of the focus is on forming relationships with students that would not be possible in a larger, traditional classroom. They also noted that students in JDCs historically have major gaps in their learning that require carefully designed instruction by education staff who are trained to teach and support this diverse population of students; they did not want these youths taught by education staff that lack the training skills necessary to target the various needs of students housed in detention centers.

When considering consolidation, some interviewees worried that if personnel have to interact with several different public school districts, it would become more difficult to have the same level of cooperation. However, several detention homes already do this. Also, some of the interviewees acknowledged that the costs for education were too high but that they were unsure how to address them. One said, “I totally agree that it looks like we’re overstaffed for teachers, but I don’t know how else you can do it.”

***There is a need for additional residential placements for youth with acute behavioral challenges and acute mental health needs (regardless of juvenile justice system involvement).*** Several interviewees mentioned the importance of improving access to appropriate residential placements for youth with several behavioral challenges and mental health needs, regardless of juvenile justice system involvement. Others mentioned the need for more therapeutic education beds. One interviewee said, “We have quite a few juveniles involuntarily committed because of mental health issues, but there is nowhere to house them. We have serious need for juvenile mental health beds.” They mentioned situations where youth were held in emergency rooms for long periods of time, which some called “extremely counter-productive and not ideal.” They expressed concern that there were no good alternatives for juvenile justice system involved youth who had acute mental health needs.

Many felt that many youth end up in the juvenile justice system because of unaddressed mental health and behavioral needs that would be better addressed elsewhere. Additionally, when youth are already in the juvenile justice system and have acute needs, it is challenging to effectively serve them. They require specialized programming, services, and settings.

***Special considerations in rural communities.*** Some interviewees mentioned the challenges of serving youth in rural communities that have fewer resources and longer distances to travel. A few mentioned the negative economic impact of closing a facility in a rural community, which may not have the same detrimental effect in an urban or suburban community, while others mentioned that there may be fewer alternatives to detention and other community-based services for youth in rural areas.

***Cost-savings from consolidation, if re-invested into prevention and community-based services, as well as specialized programming, may outweigh the downsides of closing facilities.*** Some stakeholders identified the benefits of reinvesting some of the funds currently used for operating 24 JDCs for more preventative and community-based services. They felt that there were many community-serving programs and services that need funding. One Advisory Group member said:

Reinvestment into community-based services and grants for localities to help divert youth from the justice system is an essential and yet still unfulfilled component of the reforms to DJJ that have taken place over the past decade.



However, it is difficult to guarantee that any cost savings will be reinvested in youth. Many of the public comments were related to this point. For example, the Virginia Municipal League expressed concern that any state funding saved from closing local and regional facilities would not necessarily be reallocated to address increased costs for transportation and services. The Legal Aid Justice Center and Rise for Youth writes, “Reinvestment in the same community and in a continuum of community-based programming is essential to justifying consolidation and closure of JDCs.”

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## VII. Recommendation

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After presenting findings and recommendations at the Commission on Youth’s October 19, 2022, meeting and receipt of public comment, the Commission approved the following recommendation:

**Recommendation:** Request that the Secretary of Public Safety & Homeland Security, the Secretary of Education, the Secretary of Health and Human Resources, Virginia Association of Counties, Virginia Municipal League, and affected localities conduct an assessment of needs regarding juvenile detention centers. This assessment shall take into consideration the cost savings that could occur with consolidation or repurposing and discuss ways to reinvest in places or programs for youth who are in or at risk of becoming part of the juvenile justice system. Further, request that this review assess and consider alternative delivery models of education services. This group shall report its progress and timeline to determine any potential cost savings and ways to invest in community needs, to the Commission on Youth by July 1, 2023. This group shall complete its report and provide recommendations to the Commission on Youth by December 1, 2023.

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## VIII. Acknowledgments

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- Jason Houtz, Superintendent Fairfax County Juvenile Detention Center, for coordinating the site visit and tour of the Fairfax County Juvenile Detention Center and presenting to the Commission.



- Carla White, Superintendent, Rappahannock Juvenile Detention Center, for presenting to the Commission.
- Bryan Henry, Superintendent, Roanoke Valley Juvenile Detention Center, and Russell Pittman, Deputy Superintendent, RVJDC, for coordinating site visit and tour of the Roanoke Valley Juvenile Detention Center.
- Johnitha McNair, Executive Director, Northern Virginia Juvenile Detention Center, for coordinating a site visit and tour of the Northern Virginia Juvenile Detention Center and for sharing her perspective through an individual interview.
- Edward O. Martin, Superintendent, Henrico Juvenile Detention Home, for coordinating a site visit and a tour of the Henrico Juvenile Detention Home.
- The Honorable Melissa Cupp, Judge, Fauquier Juvenile and Domestic Relations District Court, for sharing her perspectives through an individual interview.
- The Honorable Thomas Sotelo, Judge, Fairfax County Juvenile and Domestic Relations Court for sharing his perspectives through an individual interview.
- The Honorable David Whitted, Judge, Chesapeake Juvenile and Domestic Relations Court for sharing his perspectives through an individual interview.
- The Honorable Barbara G. Lowe, Albemarle/Charlottesville Juvenile and Domestic Relations Court, for sharing her perspectives through individual an interview.
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- Jack Scott, Executive Directors, Crater Juvenile Detention Home, for sharing his perspectives through an individual interview.
- Joseph W. Young, Superintendent, New River Valley Juvenile Detention Home, for sharing his perspectives through an individual interview.

## Evaluating the Effectiveness and Efficiency of Virginia's Juvenile Detention Centers

### Advisory Group

The Honorable Dave Marsden, Senator, Chair  
Senate of Virginia

W. Rice Lilley, Former Probation/Pretrial Supervisor  
Prince William County

The Honorable Carrie Coyner, Delegate  
Virginia House of Delegates

Dean Lynch, Executive Director  
Virginia Association of Counties (VACO)

Janet Areson, Director of Policy Development  
Virginia Municipal League (VML)

Jennifer Newman, Staff Attorney  
Court Improvement Program, Office of the Executive  
Secretary, Supreme Court of Virginia

The Honorable Nicole Belote, General District Court  
Judge  
5th Judicial District

Alison Powers, Training and Advocacy Attorney  
Virginia Indigent Defense Commission

Marilyn Brown, Director  
Chesterfield Juvenile Justice Services

David Reynolds, Legislative Fiscal Analyst  
Virginia House Appropriations Committee

J. Kevin Curling, Director  
Chesapeake Court Service Unit

Catie Robertson, Associate Legislative Fiscal Analyst  
Senate Finance and Appropriations Committee

Michael Favale, Policy and Legislation Director  
Virginia Department of Juvenile Justice

Renaë Vanderveldt, Senior Budget and Policy Analyst  
Public Safety Division, Virginia Department of Planning  
and Budget

Susan O'Prandy Fierro, Commonwealth's Attorney  
Prince George County

Amy Walters, Senior Attorney  
Legal Aid Justice Center

Amy Floriano, Director  
Virginia Department of Juvenile Justice

M. Nicole Wittmann, Deputy Attorney General  
Criminal Division, Office of the Attorney General

Elizabeth Hobbs, Staff Attorney  
Virginia Sheriffs' Association

#### Commission on Youth Staff:

Samantha Hollins, Ph.D., Assistant Superintendent  
Virginia Department of Education

Amy Atkinson  
Will Egen  
Darren Ray  
Elizabeth Spinney

Avi Hopkins, Citizen Member  
Virginia Commission on Youth

Greg Hopkins, Juvenile Justice Program Coordinator  
Virginia Department of Criminal Justice Services

# Overview of Virginia's Juvenile Detention Centers

PRESENTATION TO VIRGINIA COMMISSION ON YOUTH  
MAY 19, 2022

## Juvenile Detention: What is it ?

*Often called homes or centers, secure detention facilities are community-based, locally-operated residential facilities that provide temporary care for youth requiring secure custody pending court disposition or placement, or who are placed in the facility by the court as a sanction once found guilty of an offense. Detainees participate in structured programs including school, recreational activities, counseling and, in some facilities therapeutic programming.*



## Juvenile Detention's Complex Population

### Pre-Dispositional Placements:

- Majority of population going through court process BUT also:
  - Restoration of mental competency
  - Juvenile tried as adults (Circuit Court)
  - Juveniles appealing sentence (Circuit Court)
  - Awaiting residential placements
  - Committed Juveniles awaiting transfer

### Post-Dispositional Placements:

- Program placements (30 days or 6 months in accordance with Code of VA Section 16.1-284.1)
- Short Term Sanction (Up to 7 days in accordance with the Code of VA Section 16.1-292)

### DJJ-Contracted Placements:

- Community Placement Programs
- CAP Holds
- Re-Entry Placements

## Juvenile Detention: What is it?



Structured program of care focusing on stabilization, normalization and establishing routine in the resident's life.

- ▶ Highly Structured daily routine filled with activities designed to enrich and promote personal growth;
  - ▶ Meet residents' physical, educational and emotional needs
  - ▶ Provide protection, guidance, and supervision
  - ▶ Ensure delivery of program services – Individual and Group.
  - ▶ Meet the objectives of any individualized service plan
  - ▶ Delivered by appropriately educated, trained, and diverse staff (direct care staff, medical staff, food services staff, mental health staff, teachers, and numerous support and administrative staff.

## Virginia's Juvenile Detention Centers Where are they?



There are 24 Detention Homes located around the State of Virginia.

## Virginia's Juvenile Detention Centers Who do they work for and who do they work with?

### Oversight

- ▶ Local governing authority
- ▶ Commission Board
- ▶ Department of Juvenile Justice – Regulatory / Funding
- ▶ Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP)
- ▶ Judiciary and Court Service Units
- ▶ State Department of Education (detention school programs)
- ▶ United States Department of Agriculture (breakfast and lunch program)
- ▶ Federal Department of Justice Prison Rape Elimination Act (PREA)

### Partners

- ▶ Local Law Enforcement – Police and Sheriff
- ▶ Judiciary and Court Services Units
- ▶ Local Mental Health Agencies (CSBs)
- ▶ Local School Department(s)
- ▶ Local Health Care Providers
- ▶ Department of Family and/or Social Services
- ▶ Shelter Care and Community-Based Programs
- ▶ Local Libraries
- ▶ Faith-Based Community and Volunteers

## Challenges Posed by Juveniles in Detention

- ▶ Children come into to detention any day and at any time with little to no information and often present with:

Behavioral Challenges

Mental Health Challenges

Educational Challenges

Medical Challenges

## Behavioral Challenges

### Challenge

Residents enter the JDC programs defiant and unaccepting of an environment that requires rule compliance and structure due to:

- ▶ Little to no parameters around behavior in the home environment
- ▶ History of Trauma
- ▶ Lack of structure – no positive life activities or routine.
- ▶ Negative peer group
- ▶ Gang members or affiliates

### Program Service Response

Highly structured program of care that includes:

- ▶ Trauma-informed and trauma-responsive interventions
- ▶ Utilization of mental health clinicians and case managers
- ▶ Well-designed and enforced Behavior Management Program, focusing on incentives for pro-social behavior
- ▶ Family Engagement



## Mental Health Challenges

### Challenge

An estimated 50-60% of youth entering JDCs suffer from some level of diagnosed or undiagnosed MH disorder. With 10-20% of those after assessment requiring formal contact with MH staff while in detention for management of disorder.

- ▶ Often enter with inconsistent or no treatment
- ▶ Often arrive wanting to self-isolate, threatening self-harm
- ▶ Inconsistent use of prescription medication and inability to acquire without seeing a doctor
- ▶ Lack of state-available beds when child is in crisis and is in need of a TDO
- ▶ Lack of emotional regulation

### Program Service Response

Depending on the detention facility's resources:

- ▶ Partnership with CSBs for mental health staff in detention – crisis stabilization and supportive counseling
- ▶ Suicide prevention and intervention program developed in consultation with a medical or mental health professional – all direct care staff trained in it
- ▶ 1:1 supervision
- ▶ Individualized Counseling and Services
- ▶ Psychiatric Medication Management
- ▶ Work to make connections for continuity upon release.
- ▶ Family Counseling

## Educational Challenges

### Challenge

- ▶ Educational Lapses- Often youth have been inconsistent or no longer attend school.
- ▶ Resistant or unmotivated regarding Education.
- ▶ Regionally many non English speakers.
- ▶ Often Low level readers and rarely or never read for pleasure.
- ▶ In need of specialized services with outdated plans
- ▶ Heavy reliance on social media.

### Program Service Response



## Medical Challenges

### Challenge

Many residents enter the facilities with injuries or untreated medical conditions and/or poor nutritional and sleeping habits:

- ▶ Injuries sustained from arrest.
- ▶ Injuries from abuse, sexual abuse or neglect.
- ▶ Vision and Dental care has been limited.
- ▶ Inconsistent use of prescription medication. Unregulated medication – diabetes.
- ▶ Not eating well balanced meals.
- ▶ Diets consist of highly processed foods high sugar and fats.
- ▶ Lack of exercise and recreation at home – little to no team sports or opportunities for structured recreational activities
- ▶ Poor sleeping habits and dysregulated sleep

### Program Service Response

Detention centers have physicians and nurses who oversee medical services for detained youth (required by regulations):

- ▶ Medical screenings, assessments, physicals
- ▶ Daily Sick Calls
- ▶ Medication Management
- ▶ Obtaining outside medical appointments and obligation to transport in accordance with Section 16.1-254 of the Code of Virginia
- ▶ Implementation of special diets
- ▶ Obtaining dental appointments and eye appointments
- ▶ Sleep studies
- ▶ Continuity of services with existing medical providers

## Detention is more than Licensed Capacities and ADPs

- ▶ Detention is much more than a Ratio of Dollar Spent : Bed-Used Analysis
  - ▶ History of Construction and Transformation Efforts
- ▶ Admissions versus Average Daily Population
  - ▶ Intake and Release Process
  - ▶ Transportation to Court
- ▶ Classification
  - ▶ Protection of Vulnerable Youth
  - ▶ Separation of Co-Defendants
  - ▶ Court Status (Awaiting Court or Actively Serving Sentence and Receiving Services?)
  - ▶ Quarantine ability in the age of COVID



## Adapting to Change: Repurposing Space



Living Units converted into a Training Room and a Post-D staff Office

## Adapting to Change: Repurposing Space



A Classroom converted into indoor recreation space and a locker room converted into a Mental Health Clinician Office.

## Adapting to Change: Repurposing Space



A Classroom converted into a Library and a living Unit converted into Therapeutic Programming Space.

## Adapting to Change: Repurposing Space



Many programs convert cells for much needed storage and Office Space



## Adapting to Change: Repurposing Space

## Detention as a Process Not a Place: The Argument for Keeping Kids Local

Juvenile Detention Centers are Embedded in their Local Systems of Care:

- ▶ CSB
- ▶ Schools
- ▶ Local Law Enforcement
- ▶ Community Based Programs
- ▶ Shelter Care
- ▶ Legal Representation
- ▶ Social Services



## What we learned from COVID and other Natural Disasters

- ▶ Space is essential; Personnel are essential!
- ▶ There is a long history of Detention Centers relying on available bed space at other facilities to house populations as a result of facility shut downs or incapacity due to natural disasters, staffing problems or operational problems with the physical plant.
- ▶ COVID and the Post-COVID concerns with impact on youth – Trends with more significant crimes; Dysregulation of youth while out of school; Significant impact on youth behavioral and mental health



## Why does it cost more to operate a Detention Center today?

- ▶ According to the Bureau of Labor and Statistics CPI Inflation Calculator the U.S. dollar has decreased in buying power by almost 30% in the past 10 years.
- ▶ The Block Grant Funding for Detention has increased from \$32,049,864.05 (FY13) to \$34,130,463.39 (FY23). This is a \$2,080,599.34 increase less than 6.5% increase over ten years.
- ▶ The Block Grant Funding only represents 32% of the actual cost to operate all of the Detention Facilities (DJJ FY19 Annual Expenditure Report). The remaining 68% of costs are funded by the localities.
- ▶ Average starting salaries of different detention homes have increased anywhere between \$10,000 - \$15,000 annually (This does not account for Fringe Benefit Increases) yet retention and hiring continue to be a challenge.





Thank you! Please feel free to tour our facilities or contact us:

Marilyn Brown, [brownmag@chesterfield.gov](mailto:brownmag@chesterfield.gov)  
Jason Houtz, [Jason.Houtz@fairfaxcounty.gov](mailto:Jason.Houtz@fairfaxcounty.gov)  
Carla White, [cwhite@rjdc-va.com](mailto:cwhite@rjdc-va.com)

**Distance to Detention Facilities**

Blue Ridge Juvenile Detention			
County	County Seat	Distance (Miles)	Distance (Time)
Albemarle	Charlottesville	10.7	17 minutes
City of Charlottesville	Charlottesville	2.3	7 minutes
Culpeper	Culpeper	47.6	1 hour, 5 minutes
Fluvanna	Palmyra	23.1	29 minutes
Greene	Stanardsville	25.2	43 minutes
Chesapeake Juvenile Services			
County	County Seat	Distance (Miles)	Distance (Time)
Isle of Wight	Isle of Wight	38.1	46 minutes
Southampton	Courtland	56.0	1 hour, 2 minutes
City of Chesapeake	Chesapeake	6.6	12 minutes
City of Portsmouth	Portsmouth	12.4	19 minutes
City of Franklin	Franklin	47.0	53 minutes
City of Suffolk	Suffolk	23.9	30 minutes
Chesterfield Juvenile Detention Home			
County	County Seat	Distance (Miles)	Distance (Time)
Chesterfield	Chesterfield	0.5	2 minutes
City of Colonial Heights	Colonial Heights	12.2	22 minutes
Crater Youth Care Commission			
County	County Seat	Distance (Miles)	Distance (Time)
Prince George	Prince George	6.3	10 minutes
Dinwiddie	Dinwiddie	26.6	29 minutes
Sussex	Sussex	22.2	28 minutes
Surry	Surry	31.5	41 minutes
Greensville	Emporia	51.1	47 minutes
City of Petersburg	Petersburg	9.3	14 minutes
City of Emporia	Emporia	41.7	41 minutes
City of Hopewell	Hopewell	15.4	21 minutes
Fairfax County Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
Fairfax	Fairfax	7.9	20 minutes
Henrico Juvenile Detention Home			
County	County Seat	Distance (Miles)	Distance (Time)
Henrico	(none)	17.8	25 minutes
Highlands Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
Wise	Wise	67.0	1 hour, 19 minutes
Dickenson	Clintwood	70.4	1 hour, 27 minutes
Buchanan	Grundy	73.4	1 hour, 34 minutes
Tazewell	Tazewell	69.3	1 hour, 19 minutes
Smyth	Marion	41.3	42 minutes
Washington	Abingdon	13.6	18 minutes

Russell	Lebanon	31.7	40 minutes
Scott	Gate City	30.3	41 minutes
Lee	Jonesville	66.1	1 hour, 18 minutes
City of Norton	Norton	61.0	1 hour, 12 minutes
City of Bristol	Bristol	2.7	8 minutes
James River Juvenile Detention Center			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
Henrico	(none)	41.9	46 minutes
Goochland	Goochland	2.7	5 minutes
Powhatan	Powhatan	10.7	15 minutes
Loudoun Juvenile Detention Center			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
Loudoun	Leesburg	3.6	8 minutes
Fauquier	Warrenton	33.8	50 minutes
Rappahannock	Washington	55.7	1 hour, 14 minutes
Lynchburg Regional Juvenile Detention Center			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
Amherst	Amherst	18.4	19 minutes
Appomattox	Appomattox	19.8	23 minutes
Bedford	Bedford	26.0	30 minutes
Campbell	Rustburg	9.4	12 minutes
Charlotte	Charlotte Court House	47.9	52 minutes
Nelson	Lovingston	34.6	35 minutes
City of Lynchburg	Lynchburg	1.9	5 minutes
City of Bedford	Bedford	26.0	30 minutes
Merrimac Center			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
Caroline	Bowling Green	85.8	1 hour, 23 minutes
Essex	Tappahannock	64.7	1 hour, 11 minutes
Hanover	Hanover	65.9	1 hour, 1 minute
Lancaster	Lancaster	55.2	1 hour, 11 minutes
Northumberland	Heathsville	66.9	1 hour, 24 minutes
Richmond	Warsaw	71.6	1 hour, 20 minutes
Westmoreland	Montross	82.3	1 hour, 33 minutes
Charles City	Charles City	30.0	37 minutes
Gloucester	Gloucester	20.7	30 minutes
James City	Williamsburg	14.9	23 minutes
King and Queen	King and Queen Court House	47.7	49 minutes
King William	King William	47.9	49 minutes
Mathews	Mathews	35.5	45 minutes
Middlesex	Saluda	36.4	45 minutes
New Kent	New Kent	32.5	31 minutes
York	Yorktown	6.8	11 minutes
City of Williamsburg	Williamsburg	7.8	13 minutes
City of Poquoson	Poquoson	19.0	25 minutes

New River Valley Juvenile Detention Home			
County	County Seat	Distance (Miles)	Distance (Time)
Giles	Pearisburg	32.3	35 minutes
Montgomery	Christiansburg	1.3	4 minutes
Pulaski	Pulaski	25.9	30 minutes
City of Radford	Radford	10.2	17 minutes
Newport News Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
City of Newport News	Newport News	12	15 minutes
City of Hampton	Hampton	7.1	10 minutes
Norfolk Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
City of Norfolk	Norfolk	6.7	12 minutes
Northern Virginia Juvenile Detention Home			
County	County Seat	Distance (Miles)	Distance (Time)
Arlington	Arlington	8.8	16 minutes
City of Alexandria	Alexandria	5.5	18 minutes
City of Falls Church	Falls Church	7.2	21 minutes
Northwestern Regional Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
Clarke	Berryville	10.8	19 minutes
Frederick	Winchester	10.6	15 minutes
Page	Luray	51.3	59 minutes
Shenandoah	Woodstock	36.0	39 minutes
Warren	Front Royal	27.4	32 minutes
City of Winchester	Winchester	1.7	4 minutes
Piedmont Regional Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
Amelia	Amelia Court House	28.1	33 minutes
Buckingham	Buckingham	23.5	27 minutes
Cumberland	Cumberland	20.6	26 minutes
Lunenburg	Lunenburg	37.1	44 minutes
Nottoway	Nottoway	26.7	32 minutes
Prince Edward	Farmville	2.9	6 minutes
Prince William County Juvenile Detention Home			
County	County Seat	Distance (Miles)	Distance (Time)
Prince William	Manassas	15.7	24 minutes
City of Manassas	Manassas	10.1	17 minutes
City of Manassas Park	Manassas Park	13.3	23 minutes
Richmond Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
City of Richmond	Richmond	1.3	4 minutes
13 <sup>th</sup> Court Service Unit	Richmond	1.3	4 minutes
Roanoke Valley Juvenile Detention Center			
County	County Seat	Distance (Miles)	Distance (Time)
Franklin	Rocky Mount	32.0	45 minutes



Botetourt	Fincastle	15.2	22 minutes
Roanoke	Salem	23.3	34 minutes
City of Roanoke	Roanoke	7.7	15 minutes
City of Salem	Salem	17.3	24 minutes
<b>Shenandoah Valley Juvenile Detention Home</b>			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
Augusta	Staunton	16.7	23 minutes
Rockbridge	Lexington	48.6	48 minutes
Rockingham	Harrisonburg	33.4	41 minutes
City of Harrisonburg	Harrisonburg	22.3	26 minutes
City of Lexington	Lexington	40.3	40 minutes
City of Staunton	Staunton	4.9	9 minutes
City of Waynesboro	Waynesboro	14.5	20 minutes
<b>Virginia Beach Juvenile Detention Center</b>			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
City of Virginia Beach	Virginia Beach	10.1	19 minutes
<b>W. W. Moore, Jr. Detention Home</b>			
<b>County</b>	<b>County Seat</b>	<b>Distance (Miles)</b>	<b>Distance (Time)</b>
Halifax	Halifax	33.6	44 minutes
Henry	Martinsville	39.7	46 minutes
Mecklenburg	Boydton	62.0	1 hour, 7 minutes
Patrick	Stuart	57.8	1 hour, 4 minutes
Pittsylvania	Chatham	20.7	23 minutes
City of Danville	Danville	0.6	2 minutes
City of Martinsville	Martinsville	30.0	38 minutes

## Appendix D

### Distances Between Detention Centers

<b><u>Detention Center</u></b>	<b><u>1<sup>st</sup> Closest</u></b>	<b><u>2<sup>nd</sup> Closest</u></b>	<b><u>3<sup>rd</sup> Closest</u></b>
<b>Blue Ridge Juvenile Detention</b>	Shenandoah Valley Juvenile Detention Home- 41 miles 44 minutes	James River Juvenile Detention Center- 51 miles 55 minutes	Piedmont Regional Juvenile Detention Center- 57.6 miles 1 hour, 10 minutes
<b>Chesapeake Juvenile Services</b>	Virginia Beach Juvenile Detention Center- 14.3 miles 26 minutes	Norfolk Juvenile Detention Center- 15.3 miles 23 minutes	Newport News Juvenile Detention Center- 29.5 miles 40 minutes
<b>Chesterfield Juvenile Detention Home</b>	Richmond Juvenile Detention Center- 16.7 miles 25 minutes	Henrico Juvenile Detention Home- 22.6 miles 33 minutes	Crater Youth Care Commission- 27.5 miles 32 minutes
<b>Crater Youth Care Commission</b>	Chesterfield Juvenile Detention Home- 27.5 miles 32 minutes	Richmond Juvenile Detention Center- 32.7 miles 37 minutes	Henrico Juvenile Detention Home- 40.3 miles 49 minutes
<b>Fairfax County Juvenile Detention Center</b>	Northern Virginia Juvenile Detention Home- 13.5 miles 29 minutes	Prince William County Juvenile Detention Home- 23.9 miles 49 minutes	Loudoun Juvenile Detention Center- 24.8 miles 37 minutes
<b>Henrico Juvenile Detention Home</b>	Richmond Juvenile Detention Center- 9.2 miles 16 minutes	Chesterfield Juvenile Detention Home- 22.6 miles 33 minutes	James River Juvenile Detention Center- 25.7 miles 34 minutes
<b>Highlands Juvenile Detention Center</b>	New River Valley Juvenile Detention Home- 113 miles 1 hour, 48 minutes	Roanoke Valley Juvenile Detention Center- 154 miles 2 hours, 26 minutes	W.W. Moore, Jr. Detention Home- 191 miles 3 hours, 19 minutes
<b>James River Juvenile Detention Center</b>	Henrico Juvenile Detention Home- 25.7 miles 34 minutes	Richmond Juvenile Detention Center- 33.1 miles 39 minutes	Chesterfield Juvenile Detention Home- 38.9 miles 43 minutes
<b>Loudoun Juvenile Detention Center</b>	Fairfax County Juvenile Detention Center- 24.8 miles 37 minutes	Northern Virginia Juvenile Detention Home- 39.5 miles 53 minutes	Northwestern Regional Juvenile Detention Center- 39.6 miles 51 minutes
<b>Lynchburg Regional Juvenile Detention Center</b>	Piedmont Regional Juvenile Detention Center- 47.2 miles 52 minutes	Roanoke Valley Juvenile Detention Center- 47.9 miles 52 minutes	Blue Ridge Juvenile Detention- 67 miles 1 hour, 11 minutes
<b>Merrimac Center</b>	Newport News Juvenile Detention Center- 23.8 miles 23 minutes	Norfolk Juvenile Detention Center- 36.7 miles 52 minutes	Virginia Beach Juvenile Detention Center- 50.2 miles 1 hour, 13 minutes
<b>New River Valley Juvenile Detention Home</b>	Roanoke Valley Juvenile Detention Center- 44.9 miles 50 minutes	Lynchburg Regional Juvenile Detention Center- 91.3 miles 1 hour, 36 minutes	W.W. Moore, Jr. Detention Home- 99.7 miles 2 hours, 7 minutes
<b>Newport News Juvenile Detention Center</b>	Merrimac Center- 23.8 miles 23 minutes	Norfolk Juvenile Detention Center- 26.9 miles 37 minutes	Chesapeake Juvenile Services- 29.5 miles 40 minutes

<b><u>Detention Center</u></b>	<b><u>1<sup>st</sup> Closest</u></b>	<b><u>2<sup>nd</sup> Closest</u></b>	<b><u>3<sup>rd</sup> Closest</u></b>
<b>Norfolk Juvenile Detention Center</b>	Virginia Beach Juvenile Detention Center- 12.3 miles 26 minutes	Chesapeake Juvenile Services- 15.3 miles 23 minutes	Newport News Juvenile Detention Center- 26.9 miles 37 minutes
<b>Northern Virginia Juvenile Detention Home</b>	Fairfax County Juvenile Detention Center- 13.5 miles 29 minutes	Prince William County Juvenile Detention Home- 27.9 miles 44 minutes	Rappahannock Juvenile Center- 34.9 miles 1 hour, 6 minutes
<b>Northwestern Regional Juvenile Detention Center</b>	Loudoun Juvenile Detention Center- 39.6 miles 51 minutes	Fairfax County Juvenile Detention Center- 62.9 miles 1 hour, 19 minutes	Prince William County Juvenile Detention Home- 65.3 miles 1 hour, 22 minutes
<b>Piedmont Regional Juvenile Detention Center</b>	Lynchburg Regional Juvenile Detention Center- 47.2 miles 52 minutes	James River Juvenile Detention Center- 47.6 miles 59 minutes	Blue Ridge Juvenile Detention- 57.6 miles 1 hour, 10 minutes
<b>Prince William County Juvenile Detention Home</b>	Rappahannock Juvenile Center- 20.4 miles 39 minutes	Fairfax County Juvenile Detention Center- 23.9 miles 49 minutes	Northern Virginia Juvenile Detention Home- 27.9 miles 44 minutes
<b>Rappahannock Juvenile Center</b>	Prince William County Juvenile Detention Home- 20.4 miles 39 minutes	Northern Virginia Juvenile Detention Home- 34.9 miles 1 hour, 6 minutes	Fairfax County Juvenile Detention Center- 35.7 miles 1 hour, 16 minutes
<b>Richmond Juvenile Detention Center</b>	Henrico Juvenile Detention Home- 9.2 miles 16 minutes	Chesterfield Juvenile Detention Home- 16.7 miles 25 minutes	James River Juvenile Detention Center- 33.1 miles 39 minutes
<b>Roanoke Valley Juvenile Detention Center</b>	New River Valley Juvenile Detention Home- 44.9 miles 50 minutes	Lynchburg Regional Juvenile Detention Center- 47.9 miles 52 minutes	Shenandoah Valley Juvenile Detention Home- 84.7 miles 1 hour, 26 minutes
<b>Shenandoah Valley Juvenile Detention Home</b>	Blue Ridge Juvenile Detention- 41 miles 44 minutes	Lynchburg Regional Juvenile Detention Center- 79.1 miles 1 hour, 27 minutes	Roanoke Valley Juvenile Detention Center- 84.7 miles 1 hour, 26 minutes
<b>Virginia Beach Juvenile Detention Center</b>	Norfolk Juvenile Detention Center- 12.3 miles 26 minutes	Chesapeake Juvenile Services- 14.3 miles 26 minutes	Newport News Juvenile Detention Center- 36.5 miles 1 hour, 5 minutes
<b>W.W. Moore, Jr. Detention Home</b>	Lynchburg Regional Juvenile Detention Center- 69.7 miles 1 hour, 10 minutes	Roanoke Valley Juvenile Detention Center- 90.7 miles 1 hour, 37 minutes	Piedmont Regional Juvenile Detention Center- 94.1 miles 1 hour, 46 minutes

Fiscal Year 2021 Local Juvenile Detention Center Expenditures*										
FACILITY	Juvenile Detention Center (JDC) Facility Information			Department of Juvenile Justice (DJJ) Block Grant Payments to JDC Facilities		Virginia Department of Education (VDOE) Payments to School Divisions for JDC Services		DJJ Payments to Facilities for Juveniles in DJJ Care		
	FY21 Licensed Capacity	FY21 JDC Average Daily Population (ADP)	FY21 Total Operating Expenditures <sup>1,3</sup>	FY21 DJJ Funded Capacity	FY21 DJJ Block Grant Revenue <sup>2,3</sup>	# of Personnel	20/21 School Year Expenditures <sup>4</sup>	FY 21 DJJ State Ward Per Diem Payments	FY21 Community Placement Program (CPP) Payments	CPP Capacity
BLUE RIDGE	40	9.14	\$3,918,013.00	22	\$921,097.76	8.5	\$888,204	\$1,550.00	\$870,195	8
CHESAPEAKE	100	34.04	\$6,949,902.00	67	\$2,297,642.48	14	\$1,613,786	\$19,000.00	\$275,520	0
CHESTERFIELD	90	12.98	\$5,296,906.00	55	\$1,832,184.37	11	\$1,190,601	\$2,550.00	\$823,850	8
CRATER	22	7.02	\$2,386,772.00	22	\$725,048.33	5	\$569,367	\$2,650.00		
FAIRFAX	121	21.35	\$11,852,169.63	58	\$2,338,513.49	13	\$2,397,871	\$1,550.00		
HENRICO	20	9.68	\$2,574,677.00	20	\$678,903.68	14	\$1,426,989	\$900.00		
JAMES RIVER	60	18.66	\$5,966,651.00	59	\$1,643,866.02			\$3,100.00		
HIGHLANDS	35	7.85	\$2,687,174.00	28	\$860,572.13	8	\$1,057,178	\$1,350.00		
LOUDOUN	24	4.46	\$2,965,677.04	22	\$727,413.94	4.5	\$693,684	\$0.00		
LYNCHBURG	48	12.21	\$3,067,837.00	32	\$1,039,786.40	10	\$848,434	\$1,400.00	\$817,600	8
MERRIMAC	48	17.47	\$4,392,464.00	46	\$1,301,917.23	10	\$1,150,766	\$1,550.00	\$1,485,315	13
NEW RIV. VALLEY	24	6.66	\$1,211,484.00	22	\$727,413.94	6.3	\$514,320	\$0.00		
NEWPORT NEWS	110	28.82	\$6,639,303.00	89	\$3,079,128.74	16	\$1,562,424	\$8,450.00		
NORFOLK	80	28.30	\$5,421,326.58	63	\$2,213,549.53	12	\$1,439,359	\$13,000.00		
NORTHERN VA	70	10.27	\$4,929,751.00	47	\$1,437,168.19	11	\$1,680,594	\$3,250.00	\$984,565	8
NORTHWESTERN	32	9.40	\$3,146,339.00	24	\$824,254.35	6.5	\$671,810	\$1,750.00		
PIEDMONT	20	5.99	\$1,165,509.00	20	\$678,992.24	4.5	\$311,909	\$1,150.00		
PRINCE WM	72	8.54	\$4,967,172.00	46	\$1,898,262.76	13	\$1,664,557	\$250.00	\$817,600	8
RAPPAHANNOCK	80	13.42	\$7,054,236.00	51	\$1,623,752.16	12	\$1,115,637	\$800.00	\$1,674,060	16
RICHMOND	60	22.87	\$3,549,459.00	41	\$1,643,777.47	13	\$1,509,889	\$6,500.00		
ROANOKE	81	6.86	\$3,505,553.00	40	\$1,592,171.62	7.5	\$1,201,653	\$1,150.00		
SHENAN. VALLEY	58	10.25	\$5,928,809.00	22	\$1,138,992.43	9.25	\$904,028	\$1,450.00	\$817,600	8
VIRGINIA BEACH	90	29.32	\$5,776,385.00	55	\$2,006,937.25	12	\$1,160,275	\$8,250.00	\$2,043,400	20
W. W. MOORE	60	14.25	\$3,513,611.00	38	\$1,447,179.35	10	\$864,951	\$2,150.00		
<b>TOTALS</b>	<b>1445</b>	<b>349.83</b>	<b>\$108,867,180.25</b>	<b>989</b>	<b>\$34,678,525.86</b>	<b>231.05</b>	<b>\$26,438,286</b>	<b>\$83,750.00</b>	<b>\$10,609,705</b>	<b>97</b>

Document prepared by Senate Finance and Appropriations Committee Staff

Sources: Department of Juvenile Justice (DJJ) &amp; Virginia Department of Education (VDOE)

\*Notes and footnotes on the back.

- The average annual JDC operating cost is \$311,200 per youth and \$110,078 per funded bed.
- The DJJ Block Grant payments represent 31.9% of total JDC operating expenditures on average.
- 94.3% of VDOE expenses for JDC services are for personnel.
- The average annual DJJ payment per CPP bed is \$106,538.<sup>5</sup>
- \$2.3 million in state payments to Community Services Boards for JDC services are shown on a separate spreadsheet.

Footnotes:

1. Excludes debt service and construction-related expenses, depreciation, separate USDA expenses, one-time expenses, and expenses with no explanation and not listed in operational. Four facilities reported \$2.1 million in debt service expenditures.
2. Excludes USDA funding, state ward reimbursement, and any other DJJ funding.
3. Do not reflect Aid-to-Locality Reductions.
4. Education expenses for Fairfax, Crater, Highlands, and Roanoke also include SOP services to state behavioral health facilities.
5. Average CPP cost per youth excludes the Chesapeake CPP, which closed October 2020.