



COMMONWEALTH OF VIRGINIA

Commission on Youth



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

September 21, 2022

Elizabeth Spinney



- The 24 juvenile detention centers (JDCs) in Virginia are secure residential facilities for youth held in lawful custody. They are locally operated and supported with both state and local funds.
- There have been large decreases in the use of secure juvenile detention nationally and across the Commonwealth of Virginia.
- In Virginia, physical capacity and costs have not decreased in response to these decreases in need.
- Several recommendations and policy options related to secure detention have been developed from:
 - VCOY's Education in Detention Advisory Group
 - Joint Legislative Audit and Review Commission (JLARC)
 - Virginia Department of Education (VDOE)
- The *Evaluating the Effectiveness and Efficiency of Virginia's Juvenile Detention Centers* was formed to identify potential changes to the operation of local and regional juvenile detention centers to accommodate the population decline.



- In November 2020, staff from the Joint Legislative Audit and Review Commission (JLARC) reviewed various aspects of Virginia’s juvenile justice system, including juvenile detention centers.
- They identified four policy options that the General Assembly could consider related to overall operational factors for reducing state costs:
 - (1) Establish a two-tiered reimbursement rate in the Appropriation Act for the construction and operation of juvenile detention centers.
 - (2) Include language in the Appropriation Act directing DJJ and the VDOE 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.
 - (3) 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.
 - (4) 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.

Recommendations for Appropriate Staffing and Funding Levels Necessary for State Operated Programs (SOPs) in Regional and Local Detention Centers



- Increase state staffing through the VDOE and oversight to ensure oversight, efficiencies, and implementation of the workgroup recommendations for the SOP programs.
- Require that VDOE staff meet with school division supervisors this fall to review the responsibilities of each agency and, although the local school divisions do not have oversight of the academic programs or budgetary decisions related to the state operated programs, to solicit their input on how to share staff across school divisions or in developing regional programs and the impact that such changes might have on them from an HR and fiscal agent perspective.
- Consider developing “regional” models moving multiple facilities to one school division under cooperative agreement so that staff can be shared/better utilized with efficiency and compliance in mind.
- Examine the feasibility of building administrators providing leadership/supervision across multiple facilities.
- Consider sharing staff between mental health and JDC facilities or between JDCs.
- Explore the creation of a “pool” of staff which could serve as needed based on JDC population and other demographics (special education, ELL, etc.).
- Consider using “lead teacher” positions instead of a principal position at certain facilities.
- Where possible, consider the use of enhanced online/asynchronous instructional options; such as Virtual Virginia, Edgenuity, etc.
- When possible, provide incentives for teachers to obtain multiple endorsements, share staff within the cooperating school division, and/or cut middle school program staff due to low numbers.
- Continue study to develop an alternative to the statutorily required 1:12 teacher to student staffing ratio.



- There has been a substantial decline in the number of children admitted to or detained in juvenile detention centers in the Commonwealth. Because it is anticipated that the number of children sent to juvenile detention centers will continue to decline, a study should be conducted to identify potential changes to the operation of local and regional juvenile detention centers to accommodate to the population decline. Therefore, the Virginia Commission on Youth shall:
 - **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.**



- Virginia Municipal League
- 5th Judicial District Judge
- Chesterfield Juvenile Justice Services
- Chesapeake Court Service Unit
- Department of Juvenile Justice
- Commonwealth's Attorney, Prince George County
- Virginia Sheriffs' Association
- Department of Education
- Commission on Youth
- Department of Criminal Justice Services
- Former Probation/Pretrial Supervisor, Prince William County
- Virginia Association of Counties
- Youth Justice Program, Legal Aid Justice Center
- Supreme Court of Virginia
- Indigent Defense Commission
- House Appropriations Committee
- Senate Finance and Appropriations Committee
- Department of Planning and Budget
- Office of the Attorney General

Advisory Group Meetings



- Chaired by Senator Dave Marsden
- Advisory Group on Education in Juvenile Detention Centers met:
 - May 19, 2022
 - July 26, 2022
 - August 16, 2022
- The Advisory Group heard presentations from Juvenile Detention Center Superintendents, Directors of Community Organizations, and Commission Staff.
- The Advisory Group discussed the following topics:
 - How detention work in Virginia and nationally.
 - Data trends and differences between the 24 detention homes.
 - Costs.
 - Repurposing options.



- Site visits
 - Henrico Juvenile Detention Center on May 19, 2022.
 - Chesterfield Juvenile Detention Center on May 19, 2022
 - Roanoke Valley Juvenile Detention Center on July 26, 2022
 - The Lampstand facility on July 26, 2022
 - Northern Virginia Detention Center on August 5, 2022
 - Fairfax Juvenile Detention Center on August 16, 2022
- Survey of detention home directors (23 of 24 responded)
- Interviews
 - 4 detention home directors
 - 4 juvenile court judges
 - Virginia Sheriffs' Association staff attorney
- Analysis of DJJ data and financial data
- Review of state and federal policies
- Review of repurposing in other jurisdictions



Detention

Detention – Background

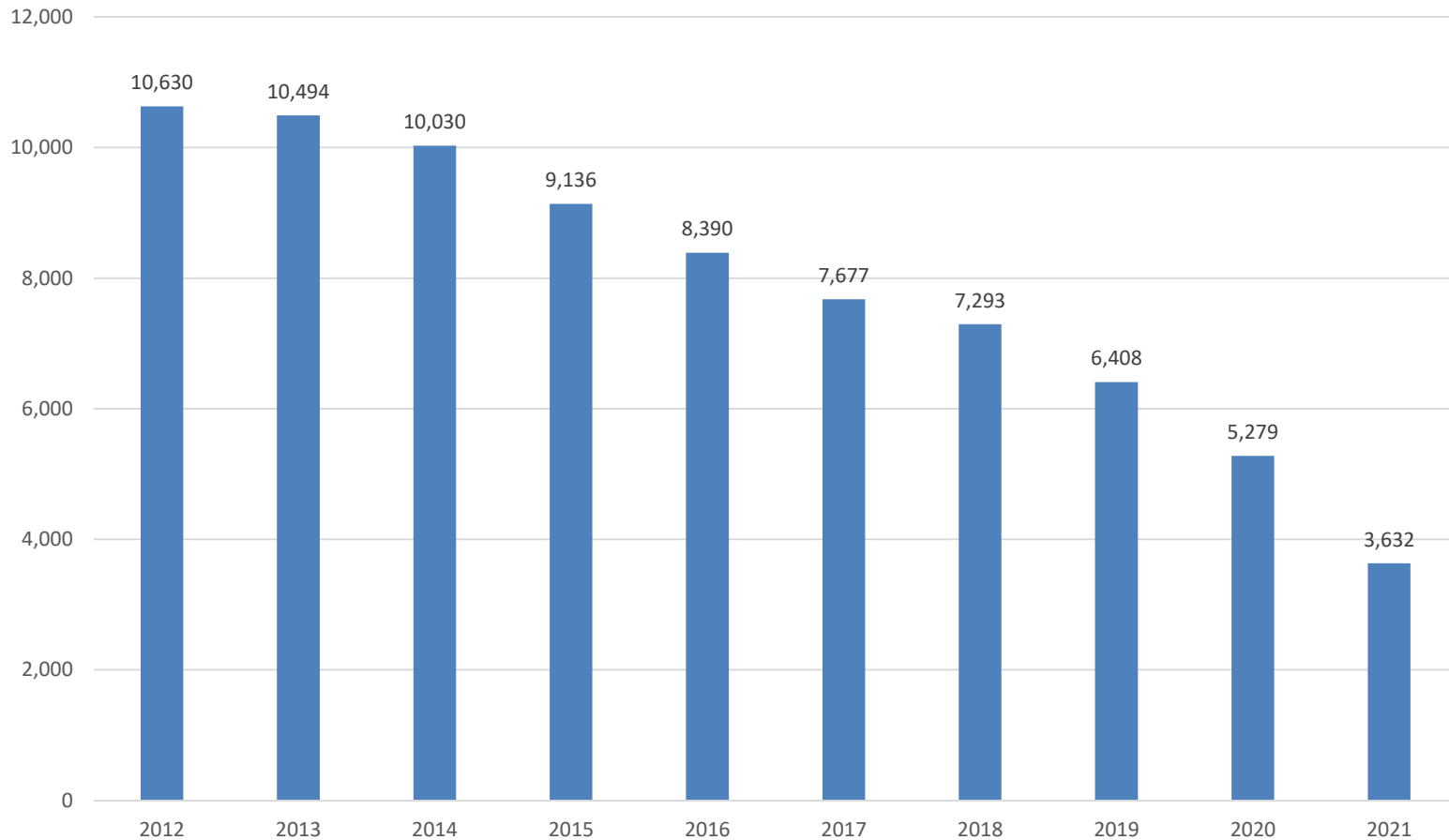


- Juvenile Detention Centers (JDCs) provides temporary care for juveniles under secure custody.
- Juveniles in Virginia’s detention centers have the following designations:
 - **Pre-Dispositional (Pre-D):** Juveniles awaiting a dispositional or adjudicatory hearing.
 - **Post-Dispositional (Post-D) with Programs:** Juveniles who have been ordered by a judge to remain in detention for up to six months (or twelve months with felony or misdemeanor offenses resulting in death) with structured programs of treatment and services.
 - **Post-D without Programs:** Juveniles who have been ordered by a judge to remain in detention for up to 30 days without special programs provided.
 - **Community Placement Program (CPP):** Juveniles committed to the Department of Juvenile Justice who are participating in a CPP. CPPs are direct care residential programs within juvenile detention centers. The goal of CPPs is to place residents closer to their home communities. 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. These youth are not considered “detained.”

Detention – Background



Total Detainments, 2012 - 2021

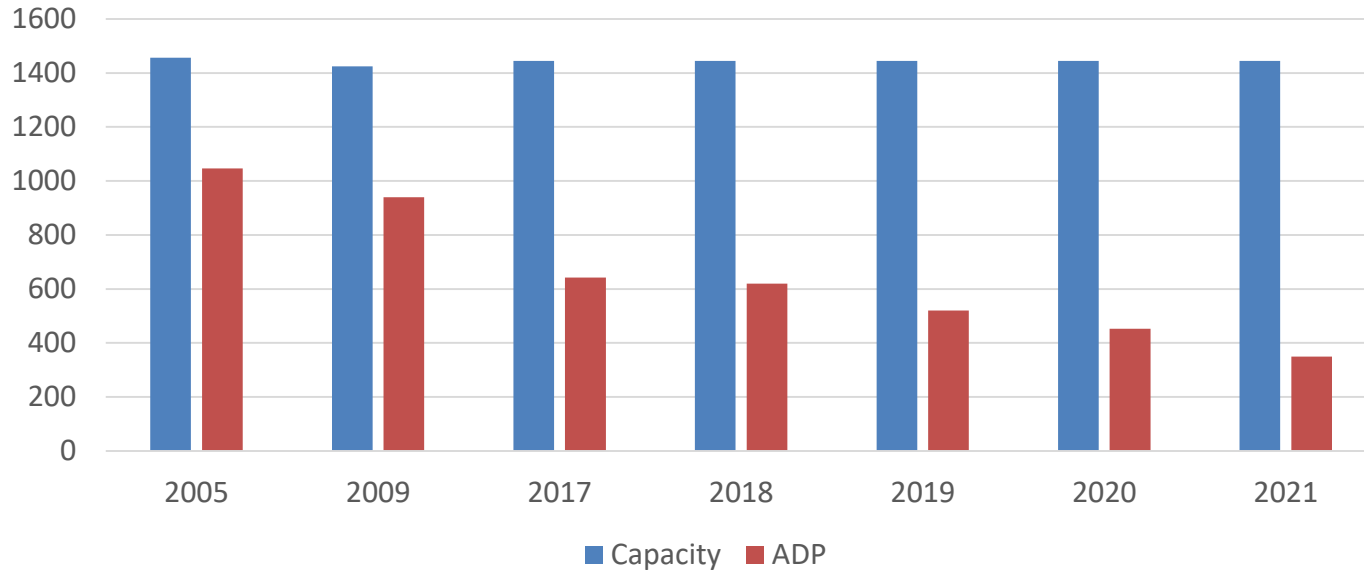


Source: Virginia Department of Juvenile Justice, Data Resource Guide, Fiscal Year 2021, p. 72.

Detention Capacity and ADP



Capacity and Average Daily Population (ADP)

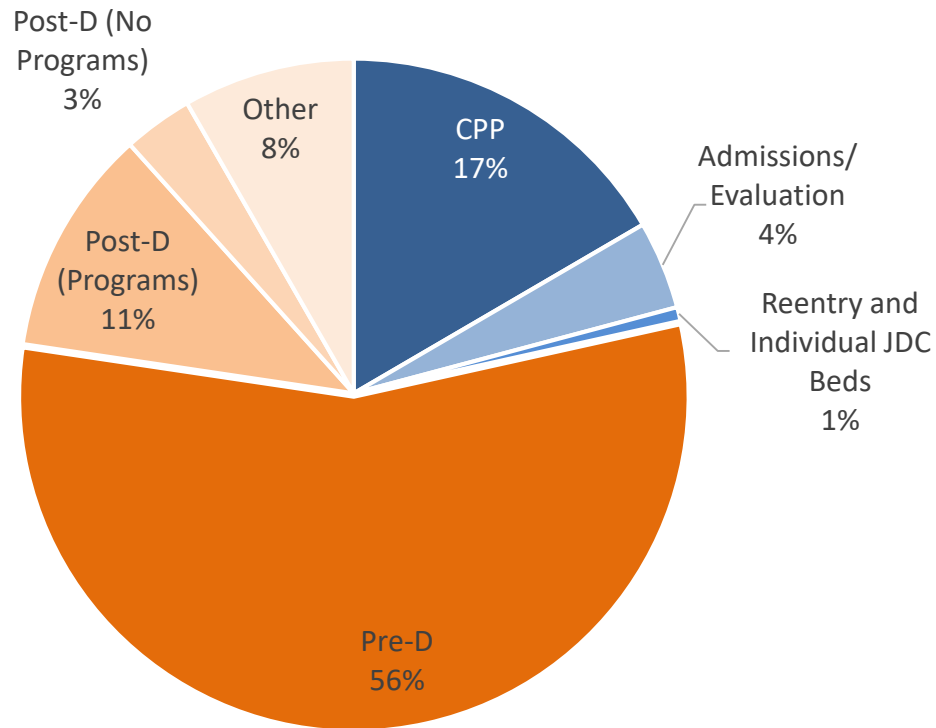


	2005	2009	2017	2018	2019	2020	2021
CAPACITY*	1456	1425	1445	1445	1445	1445	1445
ADP	1047	940	642	620	520	452	350

*Capacities are determined on the last day of the FY and represent the number of certified beds; they may not represent the number of “operational” or “staffed” beds, which may be significantly lower.

Adapted from *Virginia Department of Juvenile Justice, Data Resource Guide, Fiscal Year 2019* and *Virginia Department of Juvenile Justice, Data Resource Guide, Fiscal year 2021*

Detention – Average Daily Population



Detained Youth (orange)
Youth in Care/ Committed to DJJ (blue)

Detention Demographics



In FY 2021:

- **55.2%** of detained juveniles* were black, and **36.3%** were white.
- **73.1%** of detained juveniles were non-Hispanic, and **12.3%** 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 of age.
- **Over half** (61.3%) of juveniles detained **were 16 or 17 years of age.**

*A detainment is counted as the first admission of a continuous detention stay. A new detainment is not counted if a juvenile is transferred to another JDC (e.g., for a court hearing in another jurisdiction) or has a change in dispositional status (e.g., from pre-D detention to post-D detention with programs) before being released.

Detention Demographics – Details



Detention Demographics, FY 2021*

Demographics	Pre-D	Post-D (No Programs)	Post-D (Programs)	Total Detainments
Race				
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%
Ethnicity				
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%
Sex				
Female	22.6%	24.5%	12.5%	22.7%
Male	77.4%	75.5%	87.5%	77.3%
Age				
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%
Total	3,212	473	112	3,632

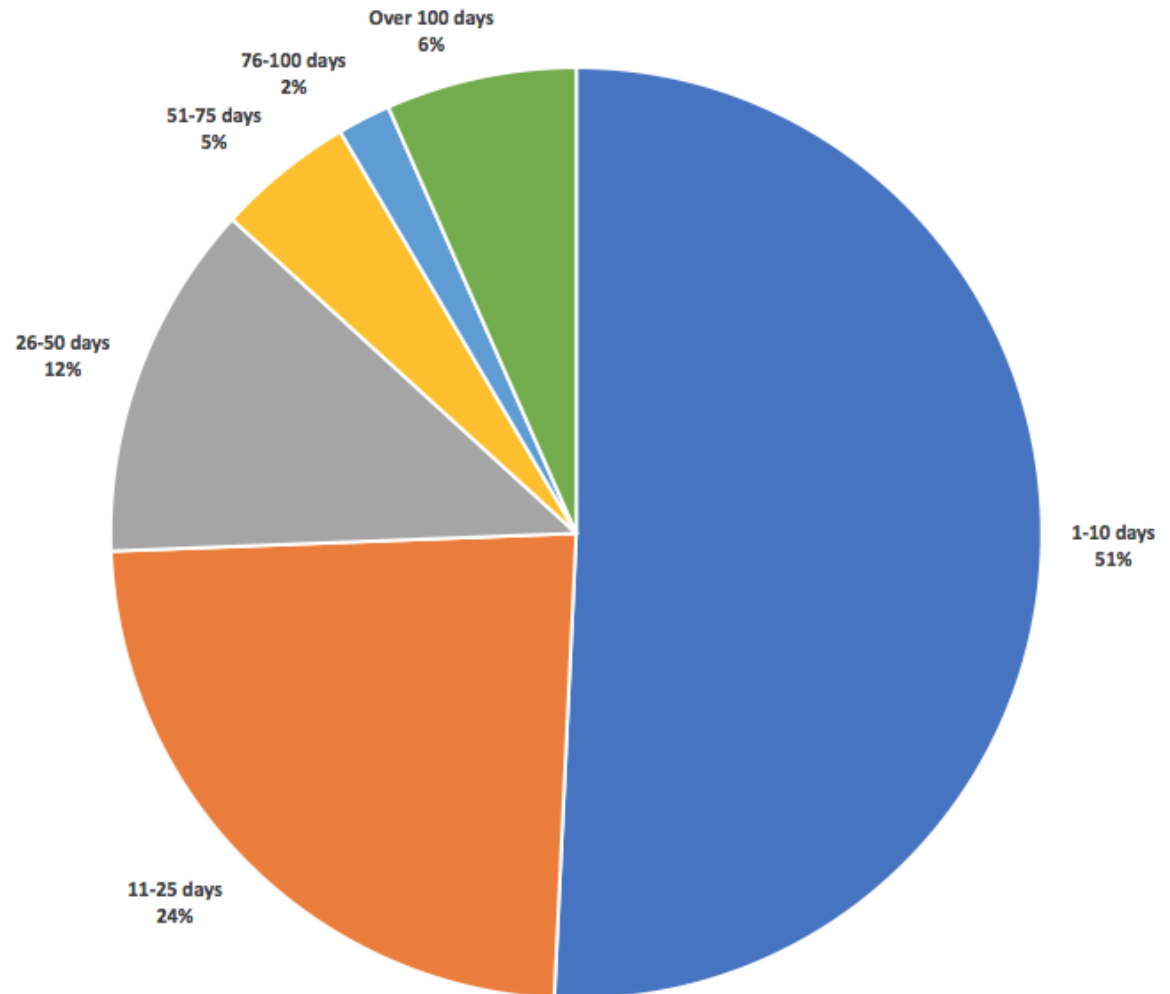
* One detainment may include multiple dispositional statuses, including "other" statuses; therefore, the sum of the statuses may not equal the total detainments.

Detention – Length of Stay



Length of Stay in Virginia Juvenile Detention Centers

7/1/2019 through 6/30/2020

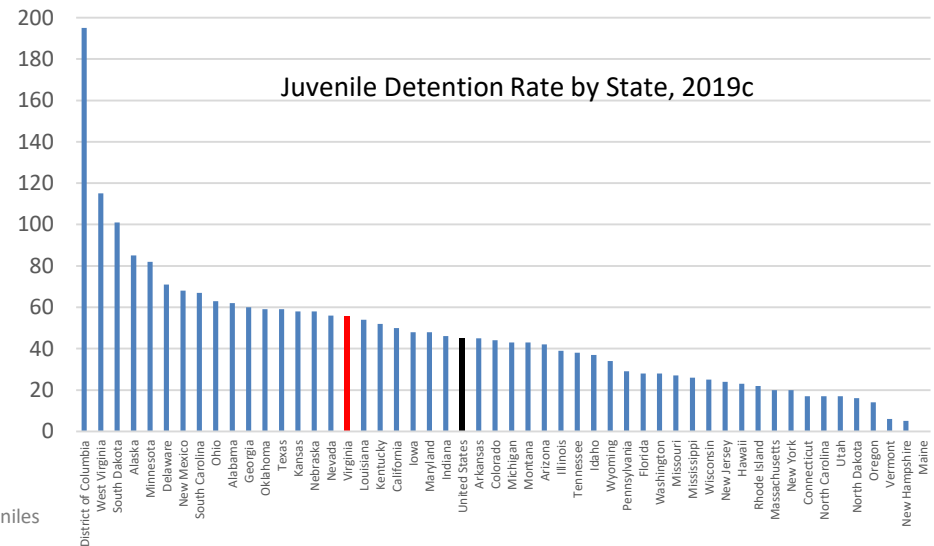
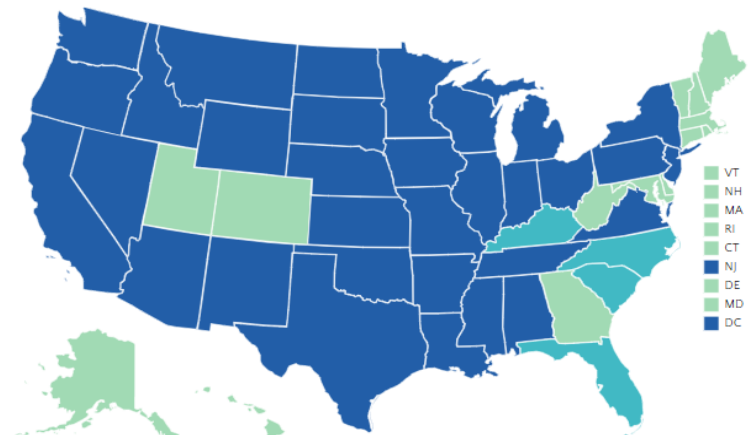


Detention – National Information



- Juvenile detention is locally operated in two thirds of states and state operated in fewer than one third of the states (2017 data).
- There are substantial differences in the use of secure juvenile detention by state. Virginia’s use is about average.
- Detention is a place where youth are held while they await resolution of their cases (awaiting adjudication, awaiting disposition, awaiting placement after disposition).
- More than half of U.S. states, including Virginia, also allow for the “sentencing” of youth to local juvenile detention facilities (after disposition), rather than committing them to a state correctional facility or using other private placements.

Operation of Juvenile Detention Services Operation, 2017



Sources: Sickmund, M., Sladky, T.J., Puzanchera, C., & Kang, W. (2022). "Easy Access to the Census of Juveniles in Residential Placement." Available: <https://www.ojjdp.gov/ojstatbb/ezacjrp/> Juvenile Justice Geography, Policy, Practice & Statistics. Online. Available: <http://www.jjgps.org/juvenile-justice-services#basic-services?filter=overall>. Developed by the National Center for Juvenile Justice (NCJJ), with funding from the John D. and Catherine T. MacArthur Foundation.

Summary of FY 2021 Financial Data



- FY21 total operating expenditures was \$108.9 million
- The 2021 School year expenditures were \$26.4 million. 94.3% of VDOE expenses for JDC services are for personnel.
- The DJJ Block Grant payments represent 31.9% of total JDC operating expenditures on average.
- The average annual JDC operating cost is \$311,200 per youth and \$110,078 per funded bed.
- In 2021, there were \$2.3 million in state payments to Community Services Boards for JDC services.
- The average annual DJJ payment per community placement program (CPP) bed is \$106,539, which is less than half as much as the JCC in Bon Air.

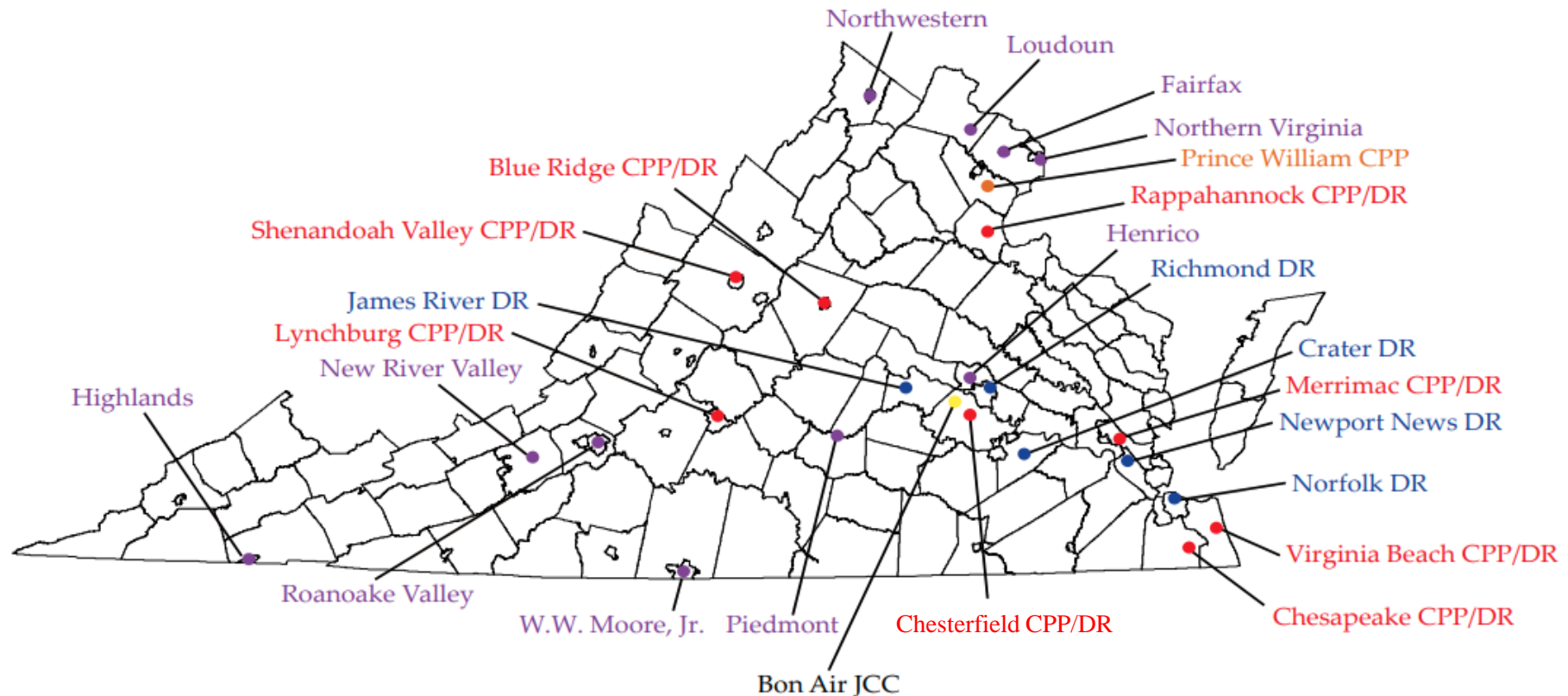


Differences Among the 24 Juvenile Detention Centers in Virginia

Juvenile Detention Centers



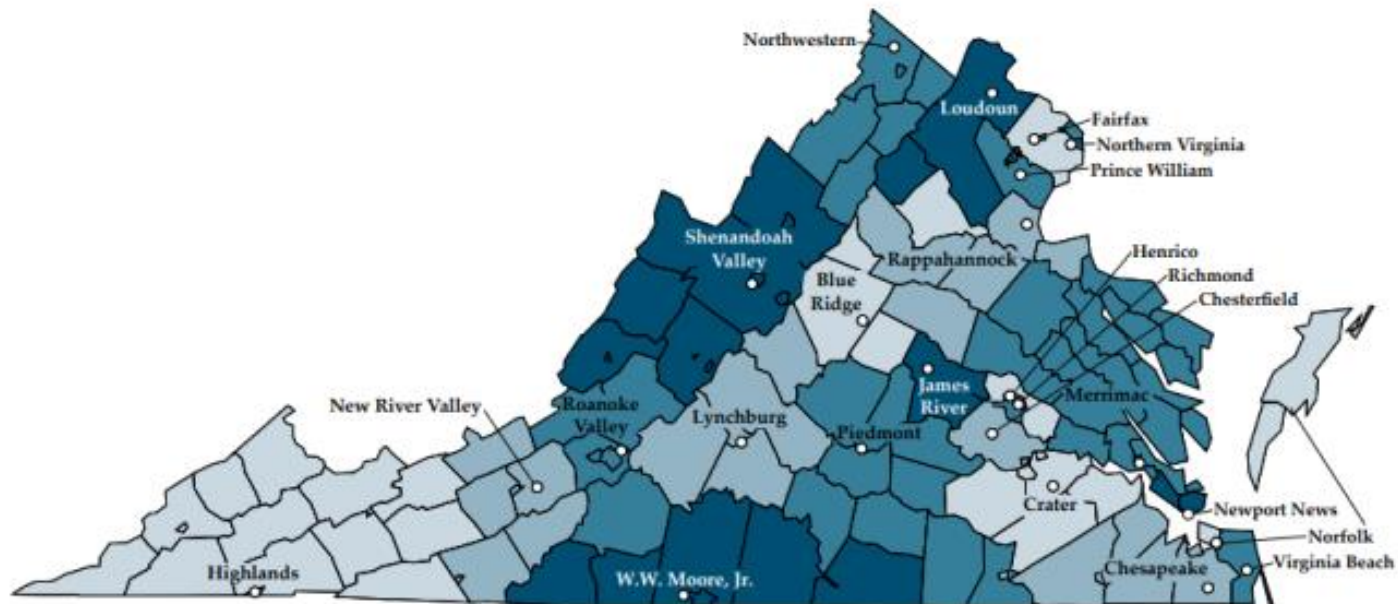
- There are 24 Juvenile Detention Centers and one Juvenile Correctional Center (Bon Air) in Virginia.



JDCs by Area Served



- The map below depicts JDCs by area served. Some localities utilize multiple JDCs.



Detention – Background



Operated by Localities	Operated by Commissions
<ol style="list-style-type: none">1. Chesapeake Juvenile Services2. Chesterfield Juvenile Detention Home3. Fairfax County Juvenile Detention Home4. Henrico Juvenile Detention Home5. Loudoun Juvenile Detention Center6. Lynchburg Regional Juvenile Detention Center7. Newport News Juvenile Detention Center8. Norfolk Juvenile Detention Center9. Prince William County Juvenile Detention Home10. Richmond Juvenile Detention Center11. Virginia Beach Juvenile Detention Center12. W.W. Moore, Jr., Detention Home	<ol style="list-style-type: none">1. Blue Ridge Juvenile Detention2. Crater Youth Care Commissions3. Highlands Juvenile Detention Center4. James River Juvenile Detention Center5. Merrimac Center6. New River Valley Juvenile Detention Home7. Northern Virginia Juvenile Detention Home8. Northwestern Regional Juvenile Detention Center9. Piedmont Regional Juvenile Detention Center10. Rappahannock Juvenile Center11. Roanoke Valley Juvenile Detention Center12. Shenandoah Valley Juvenile Detention Home

Detention Offerings, FY 2021*



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, Jr.	X	X		
<i>Total</i>	<i>19</i>	<i>19</i>	<i>9</i>	<i>9</i>

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

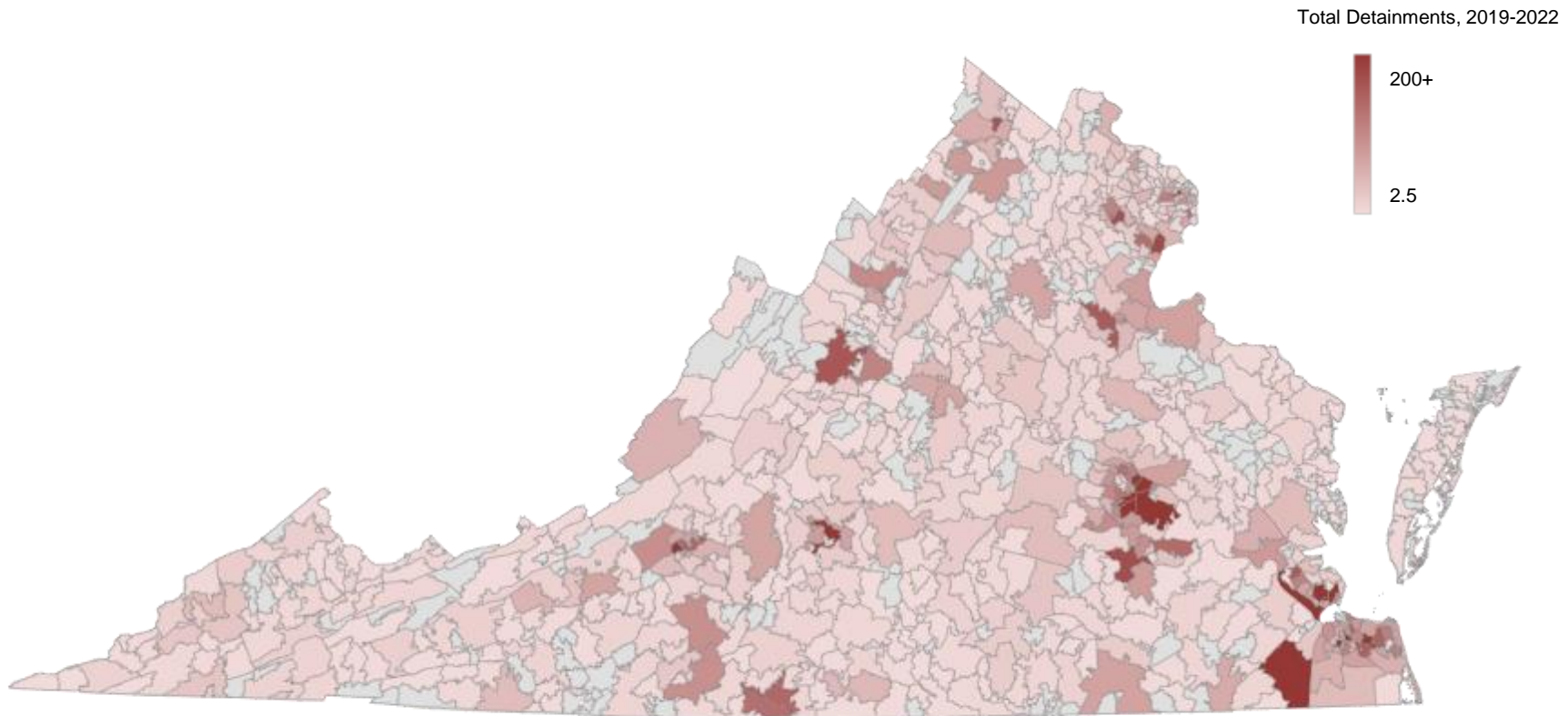
*All JDCs offer pre-D detention, post-D detention without programs, and other routine detention services.

*Offerings are determined on the last day of FY 2021.

JDCs by Area Served



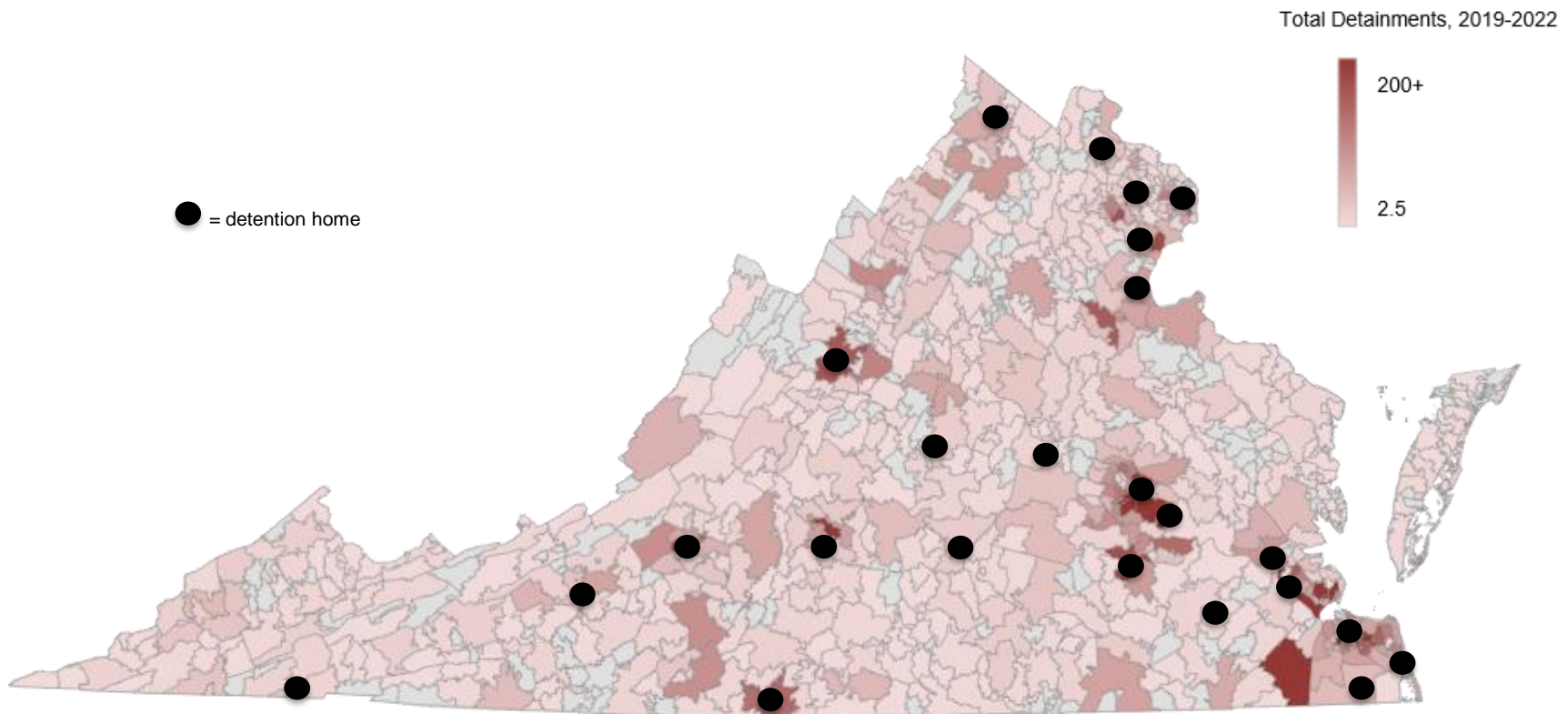
- Use of juvenile detention by zip code, FY 2019–2022.



JDCs by Area Served



- Use of juvenile detention by zip code, FY 2019–2022.

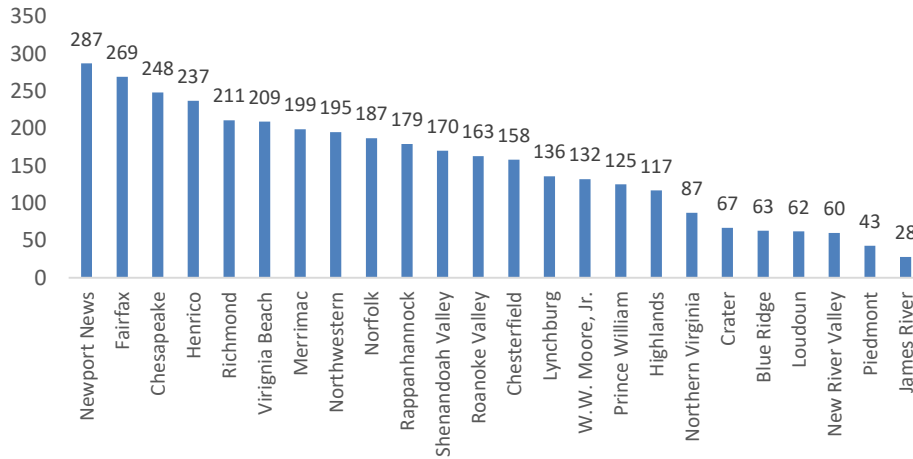


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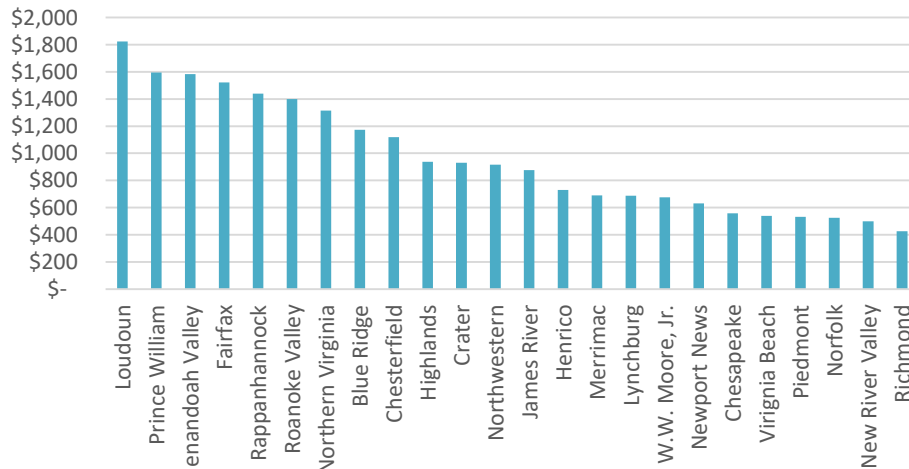
Differences by Facilities



Number of Detainments by Detention Home, 2021



Average Cost per Day by Detention Home, 2021



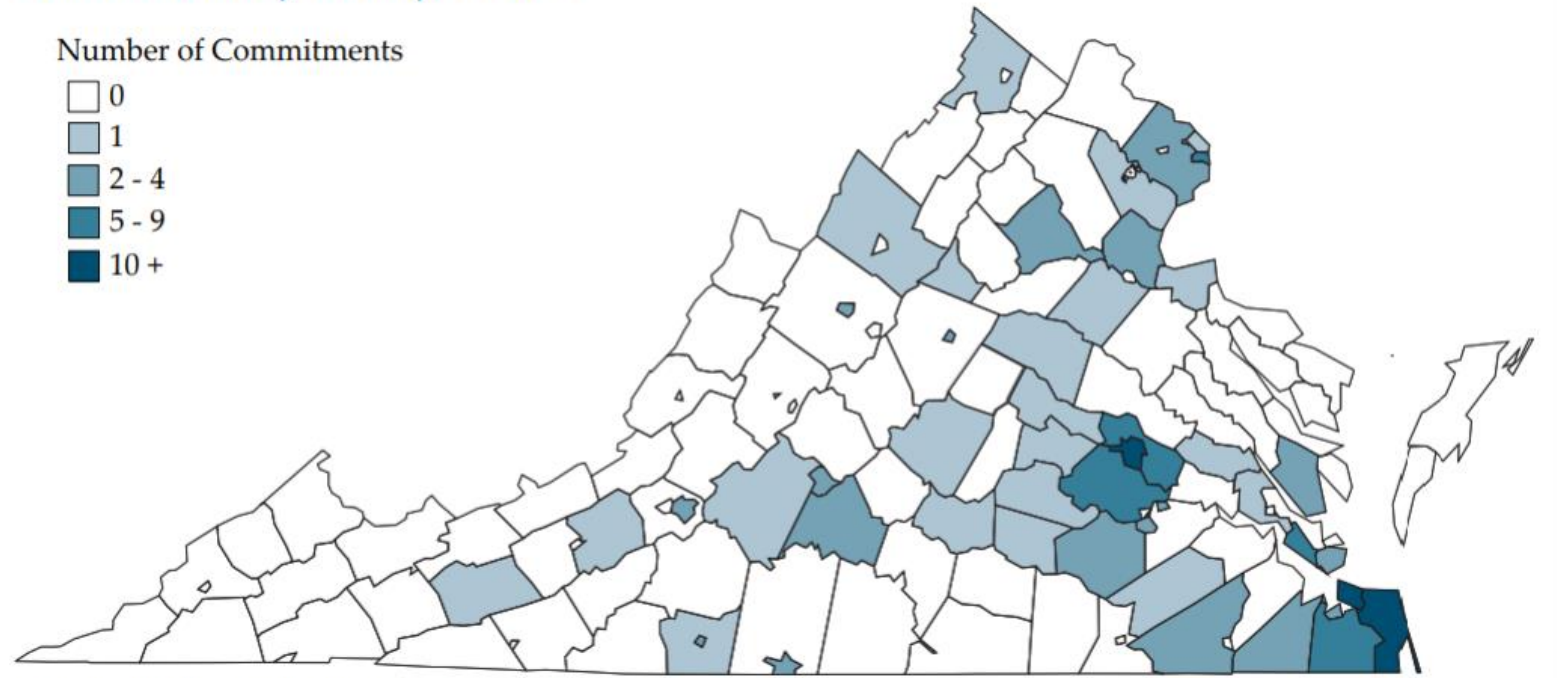
- Number of detainments in 2021 ranged from 28 in James River to 287 in Newport News.
- Average daily population ranged from 4 in Loudoun to 34 in Chesapeake.
- Percent of youth with a DAI score of 15+ (indicating the highest risk) ranged from 41% in Shenandoah Valley to 80.5% in Chesapeake.
- Total operating expenditures ranged from \$1.2 million in New River Valley to \$11.9 million in Fairfax.
- Average cost per day ranged from \$425 in Richmond to \$1,823 in Loudoun.
- Total school year expenditures ranged from \$311,909 in Piedmont to \$2,397,871 in Fairfax.

Adapted from data from the Department of Juvenile Justice (DJJ), Virginia Department of Education (VDOE), and Senate Finance 26 and Appropriations Committee Staff.

Differences by Facilities



Commitments by Locality, FY 2021*

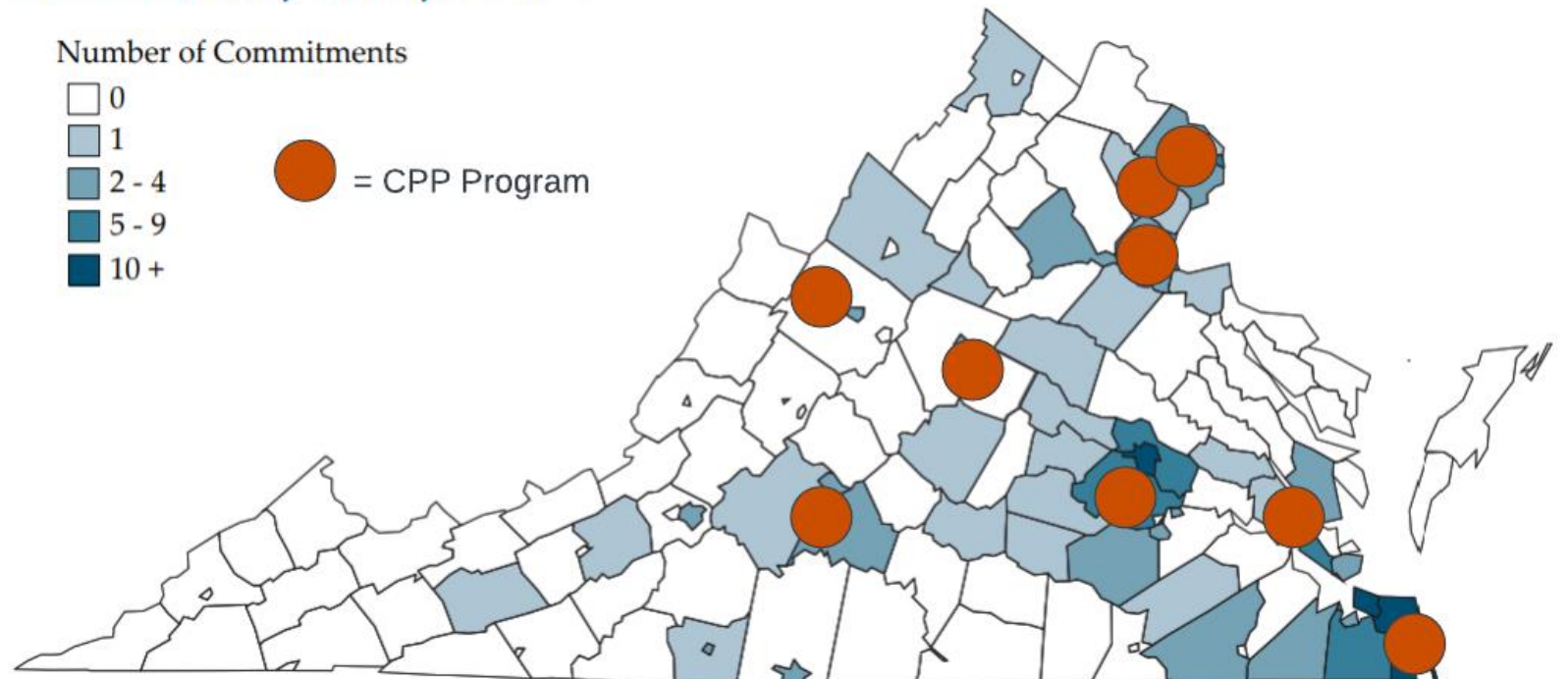


* Subsequent commitments are excluded. Chesterfield County had two subsequent commitments.

Differences by Facilities



Commitments by Locality, FY 2021*



* Subsequent commitments are excluded. Chesterfield County had two subsequent commitments.

Fiscal Year 2021 Local JDC expenditures



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 ^{1,3}	FY21 DJJ Funded Capacity	FY21 DJJ Block Grant Revenue ^{2,3}	# of Education Personnel	20/21 School Year Expenditures ⁴	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		
TOTALS	1445	349.83	\$108,867,180.25	989	\$34,678,525.86	231.05	\$26,438,286	\$83,750.00	\$10,609,705	97

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



Juvenile Detention Center Laws and Regulations



2022 Appropriation Act, (Item 426, paragraph A):

“From July 1, 2022 to June 30, 2024, the Board of Juvenile Justice shall not approve or commit additional funds for the state share of the cost of construction, enlargement or renovation of local or regional detention centers, group homes or related facilities.”

- § 16.1-284.1: Allowing a juvenile to be placed in a juvenile detention center.
- § 16.1-309.9: The State Board of Juvenile Justice shall promulgate standards for the development, implementation, operation and evaluation of community-based programs, services, and facilities.
- § 16.1-315: Allowing the creation of a juvenile detention home commission by three or more subdivisions.
- § 16.1-318: The commissions are subject to supervision by the Director of DJJ.
- § 16.1-322.1: DJJ oversees the appropriation of state funds to these facilities.
- § 16.1-322.7: The State Board shall adopt regulations governing private operation and management of detention homes.
- § 66-3: DJJ has no authority over the operation and security of detention homes not specified in any other provision of law.

Virginia Regulations



- 6VAC35-101-10: "Detention center" means a local, regional, or state, publicly or privately operated secure custody facility that houses individuals who are ordered to be detained pursuant to the Code of Virginia.
- 6VAC35-101-40: Requiring Juvenile Detention Centers to be certified, which means the Centers must comply with standards and regulations.
- 6VAC35-20-69: Process for a new facility to request/obtain certification from the DJJ.
- 6VAC35-20-85: Detailing what constitutes sufficient compliance with regulatory requirements.
- 6VAC35-20-92: Process for a facility to request variance.
- 6VAC35-20-120: What happens when a facility loses its certification.

The image shows the cover and table of contents of a manual titled "REGULATION GOVERNING COMPLIANCE MANUAL COMPLYING WITH THE REGULATION GOVERNING JUVENILE SECURE DETENTION CENTERS 6VAC35-101". The cover includes the Department of Juvenile Justice logo and the text "Department of Juvenile Justice Guidance Document". The table of contents lists various sections and their corresponding page numbers.

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6VAC35-101-170 (A), (B), (C), & (D). Employee and volunteer background checks	26
6VAC35-101-180 (A), (B), & (C). Required initial orientation	27
6VAC35-101-190 (A), (B), (C), (D), (E), (F), (G), & (H). Required initial training	29
6VAC35-101-200 (A), (B), (C), (D), (E), (F), (G), & (H). Retraining	29
Article 3 Employee Orientation and Training	29
6VAC35-101-210. Written personnel procedures	31
6VAC35-101-220. Code of ethics	38
6VAC35-101-240. Notification of change in driver's license status	39
6VAC35-101-250. Political activity	39
6VAC35-101-260. Physical or mental health of personnel	40



34 USCS 11133:

- Juveniles cannot have sight or sound contact with adult inmates.

Prison Rape Elimination Act of 2003:

- 34 USCS §§ 30301-30309
- Purpose:
 - To provide for analysis for the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations, and funding to protect individuals from prison rape.
- National Standards:
 - 28 CFR §§ 115.311-15.405

OJJDP Grant Programs:

- 28 CFR 31.303
 - Substantive requirements of the Juvenile Justice Act
- 28 CFR 31.500
 - Purposes of federal Juvenile Accountability Incentive Block Grants



Potential Repurposing



What is “repurposing?”

- Repurposing is the possibility of converting all or part of an existing juvenile detention center into a space that can be used for other purposes.

Possible other purposes:

- Department of Social Services licensed Children Residential Facilities
- Department of Behavioral Health and Developmental Services licensed Children Residential Facilities

Existing Barriers:

- Licensing*
- Lack of support from community

*DSS Licensing: <https://www.dss.virginia.gov/facility/crf.cgi>

DBHDS Licensing: <https://dbhds.virginia.gov/quality-management/licensing-childrens-residential-providers/>

Given large decreases in juvenile detention populations, a CJJA toolkit stated:

“The question, therefore, is not whether states are going to close facilities, but how best to manage those closures when they occur, as well as how to redirect facility operational funds to other parts of the system.”



A possible repurposing opportunity for Roanoke:

- The Lampstand is a safehouse for young girls who have been victims of sex trafficking.
- The Lampstand could use a wing of the Roanoke Valley Detention Center as an assessment center before taking the girls to the safehouse.

Similar situation in Georgia with Wellspring Living:

- Some Juvenile Detention Centers in Georgia were repurposed for facilities used by Wellspring Living, which is a nonprofit that provides domestic violence and sex trafficking victims with specialized care and programs.



The number of residential facilities housing youth in the juvenile justice system in the United States declined by one third between 2006 and 2016 and continues to decline.

When consolidating residential programs, it is important to consider:

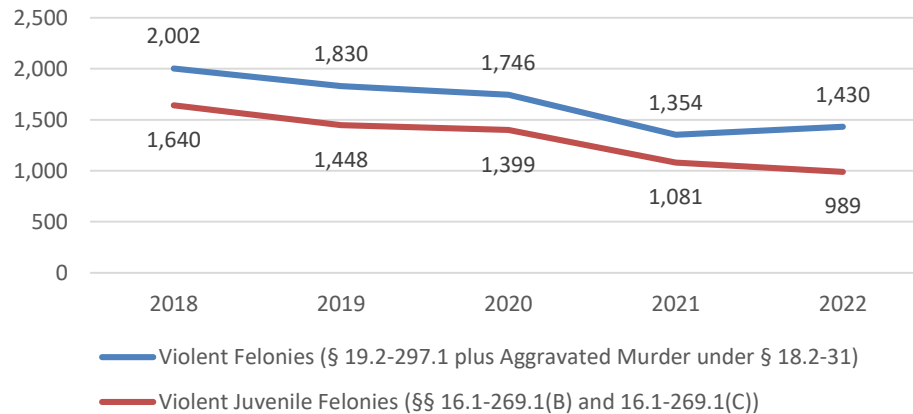
- The needs of youth, families, public safety, detention home staff, and other stakeholders to minimize disruption.
- Ways to take advantage of changes to improve care and practice.
- Strategies to preserve resources to meet youth needs outside of secure detention homes.

Sources: Council of Juvenile Correctional Administrators. (2018). CJCA Toolkit: Facility Closure and Strategic Downsizing of Juvenile Justice Systems Retrieved from <http://www.cjca.net>
Samantha Harvell, Chloe Warnberg, Andreea Matei, & Eli Mensing, *Closing Youth Prisons: Lessons from Agency Administrators* (2020), https://www.urban.org/sites/default/files/publication/101917/closing-youth-prisons-lessons-from-agency-administrators_1.pdf; Samantha Harvell, Chloe Warnberg, Leah Sakala, & Constance Hull, *Promoting a New Direction for Youth Justice* (2019), https://www.urban.org/sites/default/files/publication/100013/innovative_strategies_for_investing_in_youth_justice_1.pdf; Hanna Love, Samantha Harvell, Chloe Warnberg, & Julia Durnan, *Transforming Closed Youth Prisons* (2018), https://www.urban.org/sites/default/files/publication/98628/transforming_closed_youth_prisons.pdf.

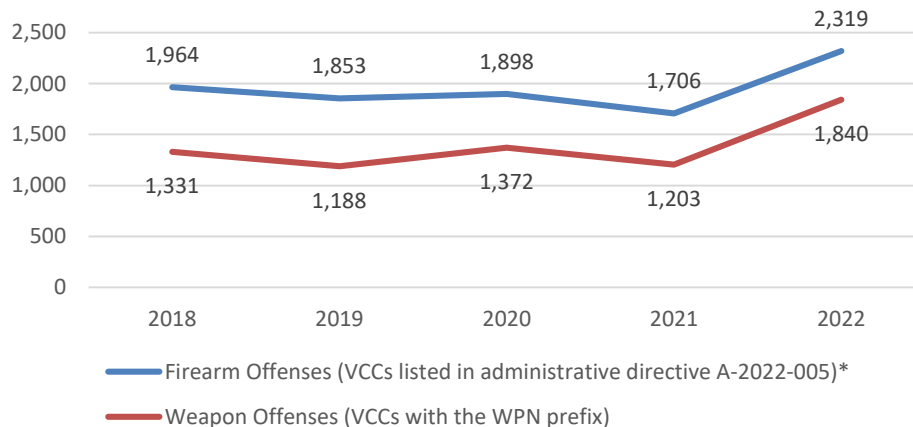
Juvenile Court Trends



Juvenile Violent Intake Complaint Trends,
FY 2018-2022



Juvenile Firearm/Weapon Intake Complaints,
FY 2018-2022



Between FY 2018 and FY 2022,

- Juvenile intake complaints for violent felonies and violent juvenile felonies **decreased** 28.6% and 39.7%, respectively.
- Juvenile intake complaints for firearm offenses and weapon offenses **increased** by 28.6% and 39.7%, respectively.

FY 2021 and FY 2022,

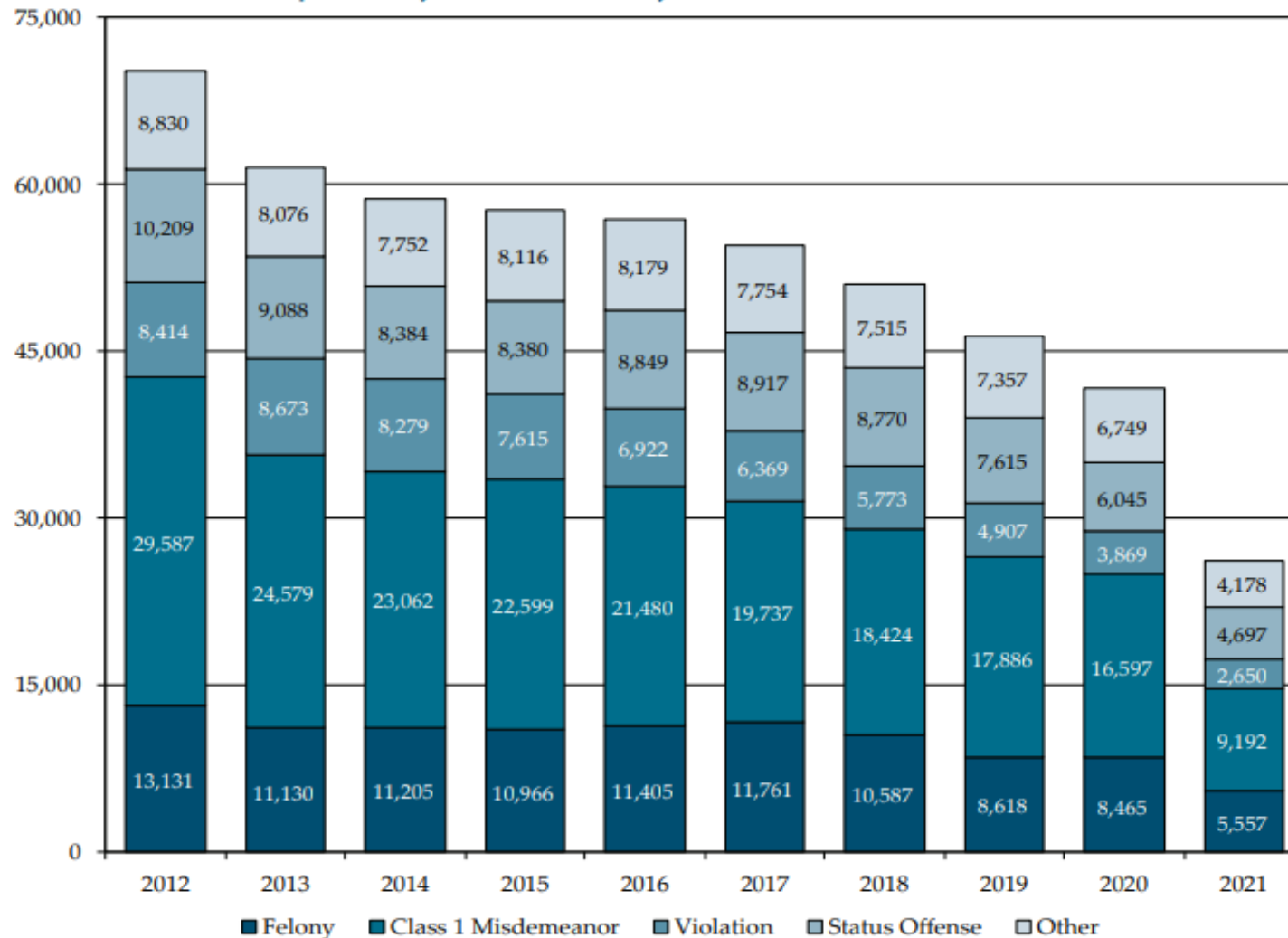
- Juvenile intake complaints for violent felonies increased 5.6%, and juvenile intake complaints for violent juvenile felonies decreased 8.5%. FY 2022 counts remained lower than pre-pandemic levels for both.
- The most substantial increase in intake complaints for firearm offenses and weapons offenses occurred between FY 2021 and FY 2022, with firearm offenses increasing 35.9% and weapon offenses increasing 53.0%.

Juvenile Court Trends



10-Year Trends

Juvenile Intake Complaints by Offense Severity, FY 2012-2021*



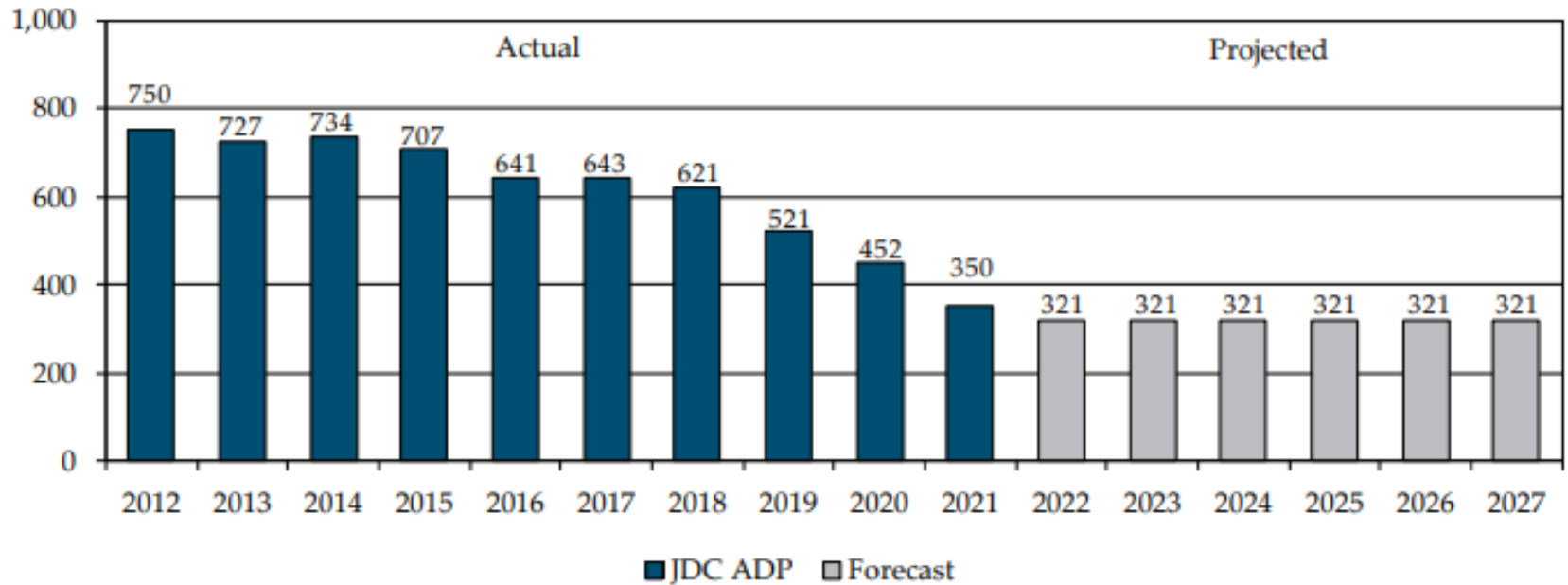
Source: Virginia Department of Juvenile Justice, Data Resource Guide, Fiscal Year 2021, p. 69.

* Violations consist of probation, parole, and court order violations.

Detention Projections



JDC ADP and Forecast, FY 2012-2027*



* Data may not match the values presented in other sections of the DRG because of different data download dates.

- » Given the uncertainty surrounding future admissions and LOS for the JDC population, a flat forecast was selected based on the forecast set in 2019.
- » The average JDC ADP is projected to remain at 321 from FY 2022 through FY 2027.



Detention Home Director Survey

Survey Overview



- On June 29th, the Virginia Commission on Youth sent out a survey to Detention Home Directors.
- The survey included questions about:
 - When the facilities were built
 - Operational capacity and average daily population
 - Programming, including programs ran by community-based groups and volunteers
 - Family Visits
 - Transportation
 - Appropriateness of detention placements
 - Alternatives to detention
 - Potential additional uses for detention homes
- 23 responses were received

Survey Results- Operational Capacity vs. ADP



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
Merrimac	48	48	17	199
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
Rappanhannock	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: JDC Director Survey Results (2022) and Virginia Department of Juvenile Justice, Data Resource Guide, Fiscal Year 2021.



Transportation

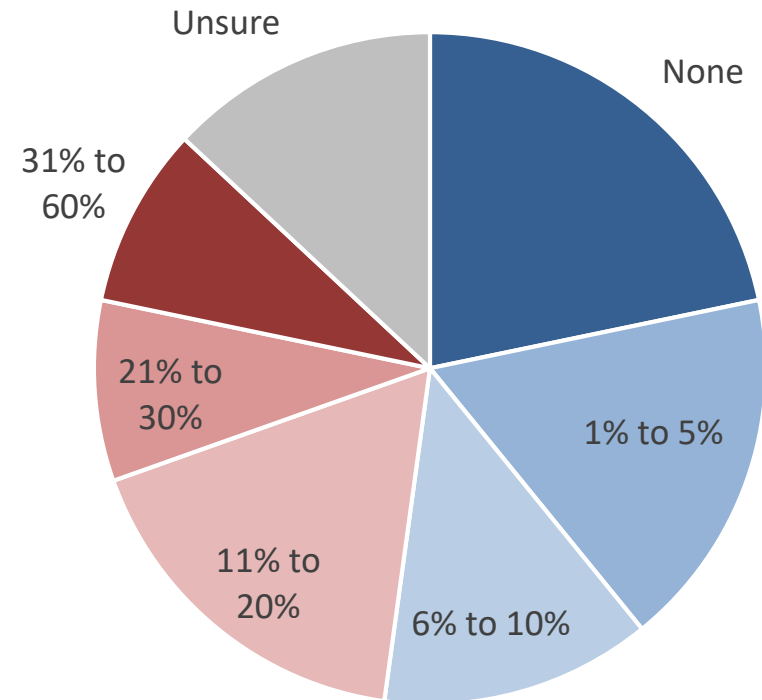
- **Police** had the majority of the transportation responsibility after arrest, while **sheriffs** had the majority of the transportation responsibility to and from court. **Detention staff** did most of the transportation to and from community-based services.

Appropriateness of Detainments

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?

- Never: 26%
- Sometimes: 48%
- Frequently: 17%
- Other: 9%

What percentage of youth in your facility would be better served somewhere else?

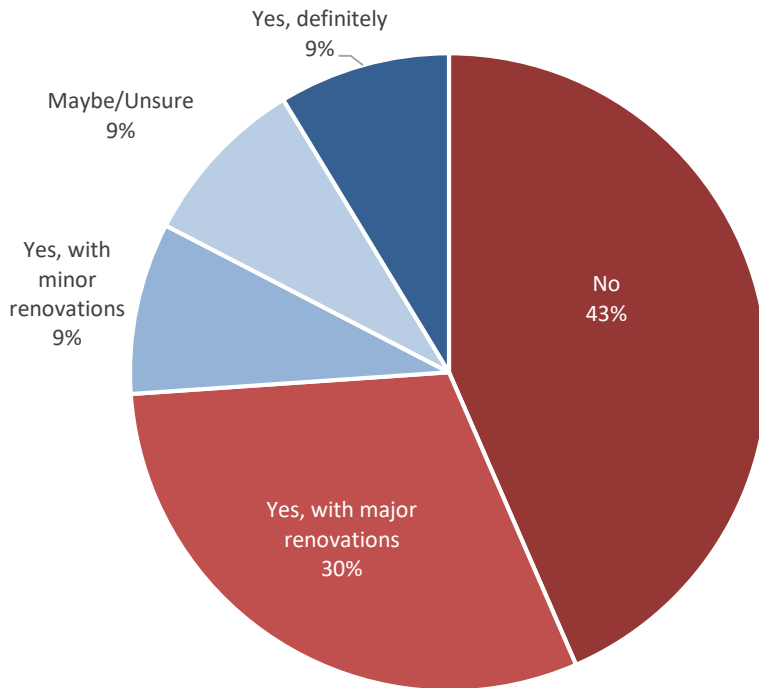


N=23

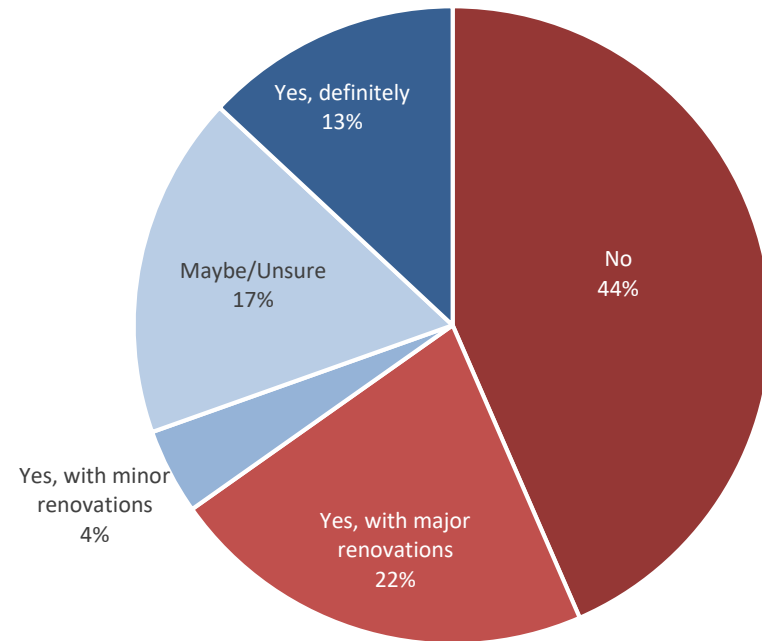
Survey Results- Additional Uses



Might your detention center have the space to provide **additional residential programming** for youth who do not need secure detention (and where they would NOT come together with the juvenile justice population)?



Might your detention center have the space to provide additional **community-based programming** for youth who do not need secure detention (where they would NOT come together with the detained juvenile justice population)?





Study Findings



1. As a result of several different factors, there have been large declines in the use of secure detention. The 24 detention homes in Virginia were designed to (and have a physical capacity to) house 1,445 youth. However, the 2021 average daily detention population was 350 per day.
2. The declines in populations have not resulted in decreases in costs.
3. Detention centers today offer more services and are less punitive than in the past. They are valued by many in the community.
4. Detention homes in Virginia vary considerably in terms of populations, costs, youth risk levels, and services provided.
5. There are several cost saving options, including closing and repurposing some of the existing detention homes. However, increasing distance between youth and their families, communities, and courts creates consequences that must be weighed in the decision-making process, including increases in travel for sheriffs.
6. Cost savings from consolidation, if reinvested into prevention, supervision, community-based services, and specialized programming for this at-risk population, should outweigh the inconveniences of closing facilities.



Public Comment

Written public comment must be
received by 5:00 p.m.
on October 14.

Submission instructions are available
online (<http://vcoy.virginia.gov>)