



Juvenile Justice Budget Presentation

House Appropriations Subcommittee on Capital Outlay

Virginia Department of Juvenile Justice
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Two Administrations' Assessments and Findings



Separate consultant reports to the previous and current Administrations recommended replacing the outdated juvenile correctional centers (JCCs) with smaller, safer, and more cost-effective facilities. Findings included:

- **JCC's are too big, too old, too distant, and too expensive.**
- **JCC programming and operational model is ineffective.**
- **No continuum of placements (one size fits all).**
- **The rate of success is low.**
- **Inconsistent reentry planning and services, and uneven local practices and treatment alternatives.**
- **Inadequate family engagement.**

CONCLUSION: VIRGINIA NEEDS TO REPLACE BEAUMONT AND BON AIR.

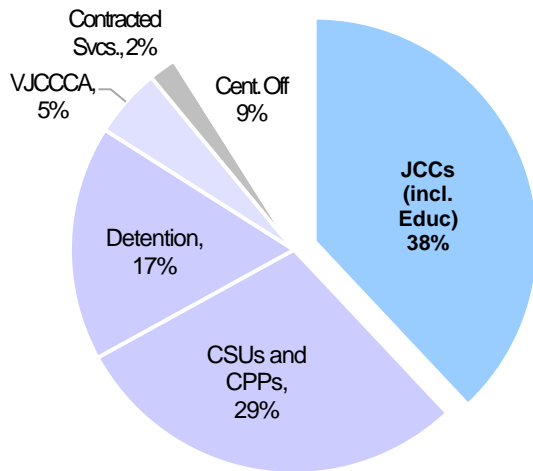


Negative Return on Investment

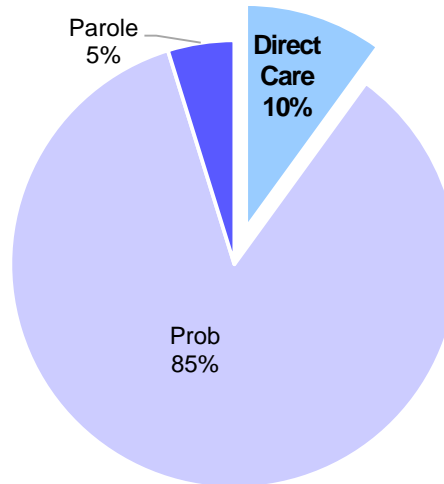


38% of our General Fund Budget is used to confine less than 10% of the youth we serve, of whom 75% are rearrested within 3 years of release from commitment.

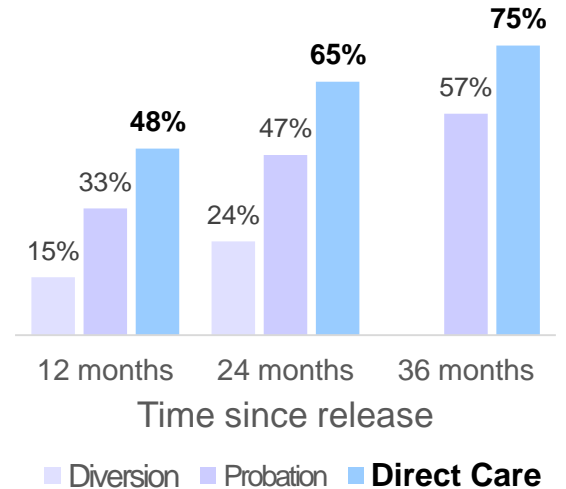
DJJ Budget



DJJ Population



Recidivism



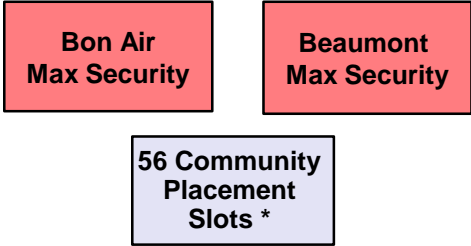
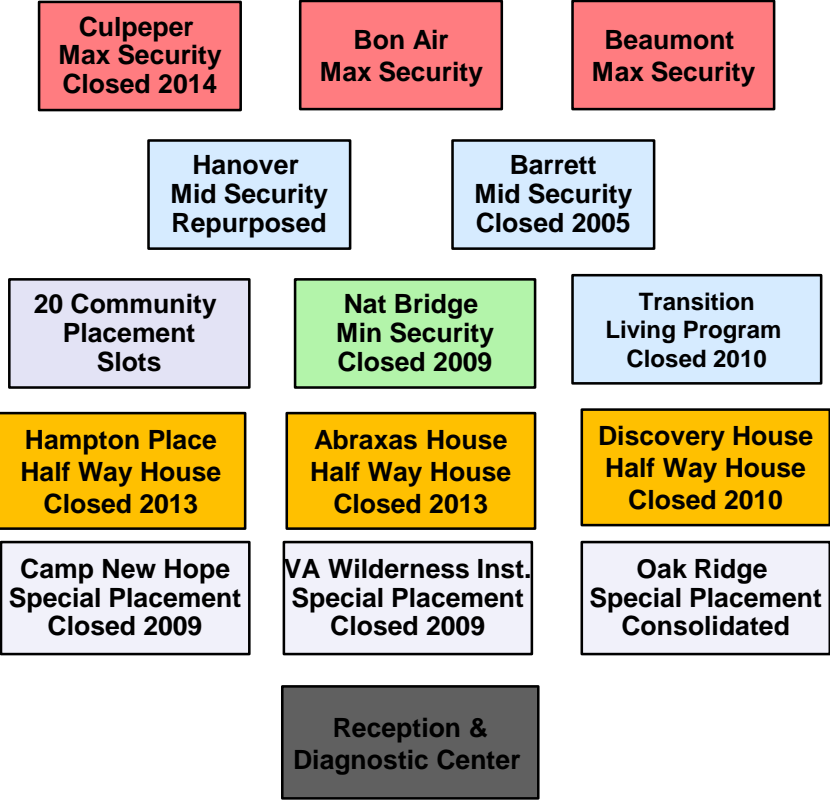


Budget Cuts Eliminated the Continuum of Alternatives



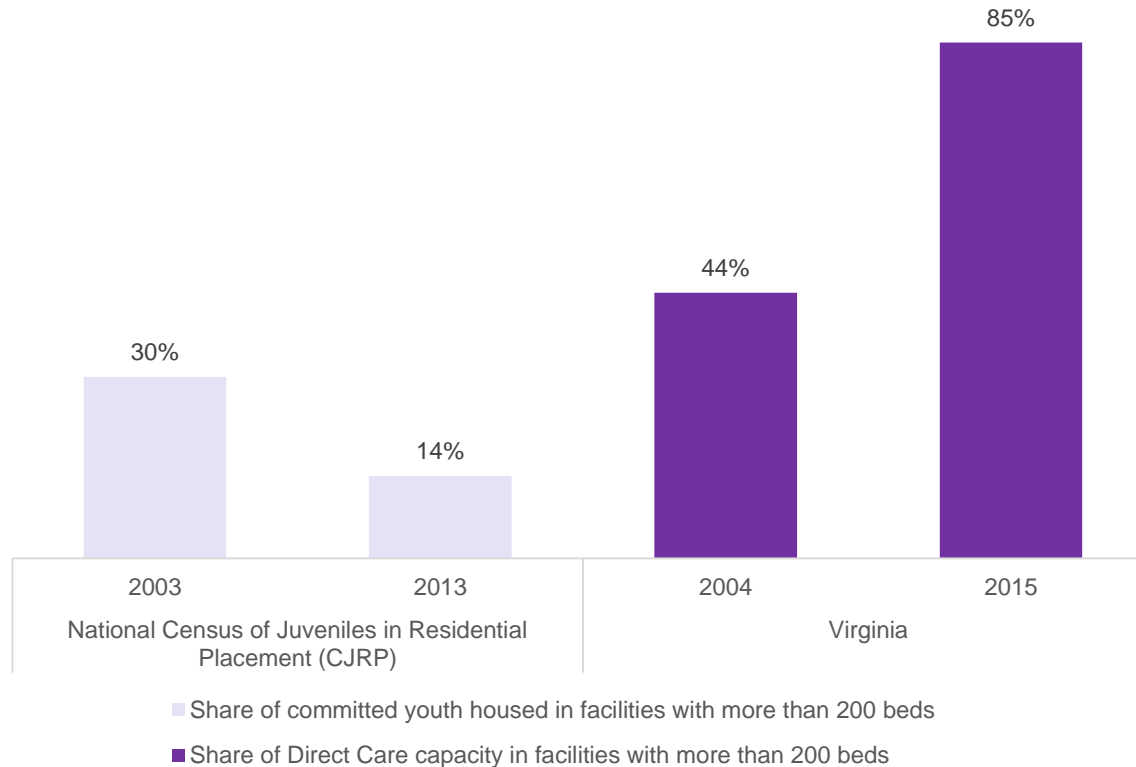
Virginia 2005

Virginia 2015





Large Facilities: Virginia is National Outlier



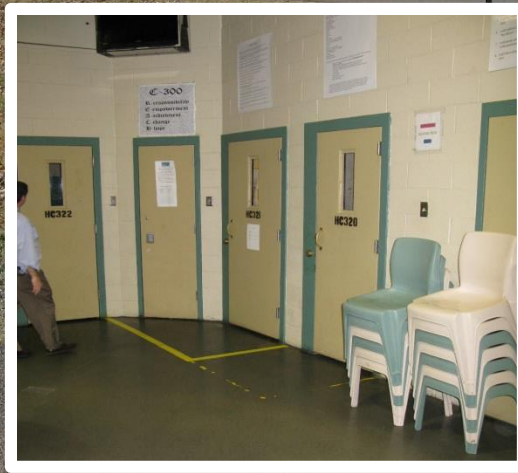
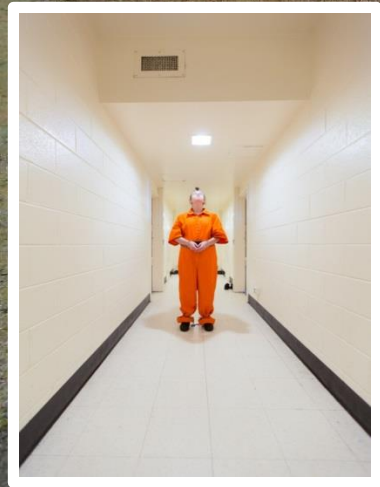
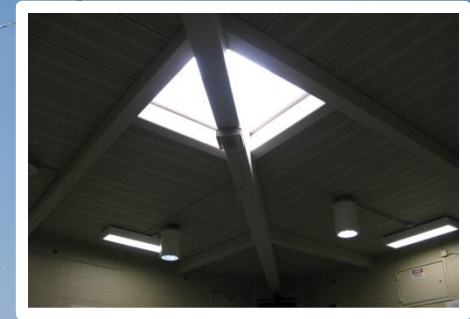
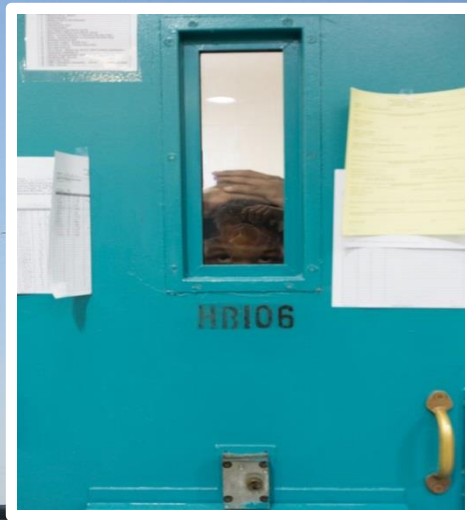
Nationally, the use of large facilities is declining; but use had gone up in Virginia.



Oversized, Inefficient JCCs



- **200 empty beds**
- **Approximately 950,000 square feet of buildings**
- **154 stand alone structures**
- **Average structure built date: 1966**
- **Land value Beaumont Campus: \$38,371,200 (672 acres)**
- **Land value Bon Air Campus: \$11,266,500 (406 acres)**



Beaumont and Bon air



Appropriations Requests



- **Authorized reinvestment of savings**
 - To build, statewide continuum of community-based placements and evidence-based programs across Commonwealth
- **New capital funding**
 - To build two smaller, treatment-oriented and geographically appropriate facilities



Governor's Capital Recommendations



- **Capital Budget:**
 - \$90.5 million to build two new, smaller JCCs in Central Virginia and Chesapeake to replace Beaumont and Bon Air JCCs
 - Repurpose \$16.8 million in current projects
 - 152 new JCC beds to replace existing 550 state beds



Housing Design Principles



- **Smaller Overall Size, and Smaller unit Size**
- **Conformance with U.S. Department of Justice PREA Staffing Ratio Standards:**
 - 1:8 during Waking Hours; and
 - 1:16 during Sleeping Hours
- **Single Level Housing Units (8 or 16 Residents) to Improve Classification, Safety, and Management:**
 - Simplicity of Organization with Clear Zoning of Functions;
 - Unobstructed Staff Views into Youth Occupied Spaces;
 - Attached Secure Outdoor Recreation;
 - Environment that Encourages Staff and Youth Interaction;
 - Appropriate Space for Treatment and Family Visits;
 - Space for Juvenile Activities and Special Programming.



Costs Comparison for Construction



Comparing DJJ & the Department of Behavioral Health and Developmental Services

| | # of Beds | Estimated Construction Costs | Estimated Cost/Bed |
|--|-----------|------------------------------|--------------------|
| DJJ Current Request: Two New Facilities | 200 | \$90,500,000 | \$452,500 |
| DBHDS Current Request: Western State Hospital Additional Expansion | 56 | \$20,100,000 | \$358,929 |
| DBHDS Current Request: Sexual Predator Unit Expansion | 254 | \$114,000,000 | \$448,819 |
| DBHDS Current Request: Western State Hospital Expansion | 246 | \$140,000,000 | \$569,106 |
| DBHDS Current Request: Southeast Virginia Training Center Community Dorms | 75 | \$23,000,000 | \$306,667 |



What about local Juvenile Detention Centers (JDC's)?



PART OF THE SOLUTION:

- The existing Community Placement Program is a flexible, cost effective, and efficient use of JDC space for lower risk offenders.
- Chesapeake location presented unique opportunity to partner with locality to build smaller, regional, JCC.

BUT REAL LIMITATIONS FOR YOUTH WITH LONG SENTENCES:

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



The Proposal is Realistic



- **Projected completion of construction: late 2018/early 2019**
- **Projected Average Daily Population by 2019:** Approximately 300 (total committed population)
- **Continuum:** At least 150 community-based alternatives (secure and non-secure) will be in place by then.
- **Detention Utilization:** 56 community placement beds are in place, with more alternatives in development.



Capital Proposal Will Improve Public Safety



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



Capital Proposal will Benefit Taxpayers



| PROJECTED ANNUAL SAVINGS AFTER TRANSFORMATION | |
|---|------------------------|
| EXPENSE | RUNNING BALANCE |
| Total Cost to Operate Current Facilities | \$50,433,361 |
| Estimated Annual Reception & Diagnostic Center Savings | \$4,300,000 |
| Estimated Cost to Operate the new Facilities | (\$31,491,057) |
| Estimated Annual Cost for Services | (\$15,693,714) |
| Administrative Costs | (\$926,650) |
| Balance | \$6,621,940 |



Different Options Have Capital Costs



DJJ evaluated numerous different capital options including:

- **Proposed: Build two smaller JCCs (88 beds and 64 beds) to replace both current JCC's.**
 - Projected Construction Cost: **\$90.5 million**
 - Repurpose: \$16.8 million
 - Projected Annual Operational Savings: **\$6.6 million**
- **Keep Bon Air JCC open for 5 years and reduce the operational size to 96 beds, and build one new smaller JCC (64 beds) to replace Beaumont. Phase in construction of second JCC in Central Virginia.**
 - Bon Air Renovation: **\$47.0 million** (deferred maintenance and renovations) **plus**
 - Currently Funded Projects at Bon Air: **\$16.8 million** (new school, infirmary) **plus**
 - Projected Construction Cost: **\$43.8 million** (Hampton Roads) **plus later facility**
 - Projected Annual Operational Savings: **\$6.8 million**
- **Renovate and keep Bon Air JCC open, consolidate with Beaumont, and no new construction.**
 - Bon Air Renovation: **\$47.0 million** (deferred maintenance and renovations) **plus**
 - Currently Funded Projects at Bon Air (new school and infirmary): **\$16.8 million**
 - Projected Annual Savings: **\$11.4 million**
 - But too **big** and too **far**



Failing to Act has Costs



- **Continued maintenance and repair of aging infrastructure**
- **Postponing inevitable and costlier replacement**
- **Ongoing harm to youth, families, and communities to which they return**



Conclusion



- **Getting better outcomes for committed youth requires the right mix of program, location, and setting.**
- **The juvenile justice budget proposals build on DJJ's ongoing program improvements by providing the right locations and the right kinds of facilities.**
- **If approved, these proposals will produce better public safety for Virginia communities and long-term savings for Virginia taxpayers.**