THE MOSS GROUP, INC.

Experienced Practitioners Committed to Excellence in Correctional Practice

City of Alexandria, Arlington County, and City of Falls Church

Cost Benefit Analysis of the Use of Northern Virginia Juvenile Detention Center and Alternatives, RFP 803

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Historical Review and Compilation of Documents

September 2019

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Introduction and Purpose

In December 2018, the City of Alexandria requested proposals from professional organizations for a cost-benefit analysis of the Northern Virginia Juvenile Detention Center (the Center) and alternatives and its operations. In June 2019, the City of Alexandria accepted a proposal from The Moss Group, Inc. (TMG) to perform this important work. TMG is a correctional management consulting firm based in Washington, DC, that works extensively with federal, state, and local adult correctional and juvenile justice agencies and facilities of all sizes and types to assess, support, and provide recommendations in a variety of areas, such as staffing, budgeting, security, training, programs, and general operations. This project and its cost benefit analysis is multi-faceted and therefore was broken into six components for ease of review, with the first being a historical review of the Center. This report is one of six completed for the analysis; readers should review all six reports for proper context.

The purpose of this first report is to provide a historical perspective on the Center and its governing body, the Commission. This report will provide a foundation for subsequent reports that will address the external and internal influences that impact the Center's operations and finances to include a cost-benefit analysis of the use of the Center. This report examines the following:

- History of the Center
- Management of the Center
- Ownership and Control of Assets
- Funding Sources
- Infrastructure
- Operations

Based upon the historical information and relevant documents reviewed for this report, it is apparent that over the years the Center has experienced numerous challenges, the most recent being the escalating cost of operating the facility driven by a reduction in the number of youth requiring detention services. This decline is a national trend as well,

driven by improvements in intake and screening procedures, the addition of validated and more effective risk/need assessments, fewer juvenile arrests overall, and more options in detention alternatives. There have also been internal challenges within the Commission's history, which impacted the way the Center is used, including Fairfax County opting out of the interjurisdictional agreement between the City of Alexandria, City of Falls Church, and Arlington County in 1994. During all of this, the facility continues to age and need repairs and maintenance to operate effectively. Overall, however, the Commission has taken a productive and active role in the oversight of the Center, convening monthly meetings with the Center leadership and personnel and other stakeholders that appears to facilitate communication and engagement of the participants, especially around the issue of a declining youth population and its effects on operations, programs, and costs. Information contained in Commission reports indicates that the infrastructure and operations of the facility have improved over the past few years with the implementation of positively focused and helpful programs for youth, but that those programs and their financial efficacy are impacted by the population decline, highlighting the need for this study to gain more insight into the next steps for the Center.

A. History of the Center

The Center is in Alexandria, Virginia, and is currently one of 24 juvenile detention centers in the Commonwealth. The Center, which was opened in 1958, is a secure facility that serves juvenile offenders, both pre- and post-disposition. One of the motivating factors for building this facility in the mid-1950s was to address the concerns of housing youth in the same facilities as adults.[1] The Center serves youth ages 11 to 18 who have committed a wide range of offenses from parole and probation violations to misdemeanor and felony offenses.

In 1956, prior to the opening the Center, the Commission was established. The Commission was created to oversee the operations and the upkeep of the Center, including ensuring

[1] E., Burske & R. Piantadosi (May 2, 1981). Virginia Youth Found Hanging from Cell at Detention Center. *The Washington Post,* pp. B1.

that the Center abides by all local and state laws and regulations. Initially there were four participating jurisdictions: Arlington County (17th judicial district), the City of Falls Church (17th judicial district), Fairfax County (19th judicial district) and, the City of Alexandria (18th judicial district).[2] Between 1956 and 1994, the Commission was composed of seven representatives drawn from each of the participating jurisdictions, two from Alexandria, two from Arlington, two from Fairfax, and one from Falls Church. In 1994, Fairfax County ended its financial support of the Center and as a result, the seven-member Commission was reduced to five.

The withdrawal of Fairfax County was dependent upon a number of factors. First, Fairfax County had built its own juvenile detention center, which opened in 1982. By the early 1990s, there were discussions among Fairfax County officials about expanding the detention center. Second, at the same time that Fairfax County was in discussions to expand its juvenile detention center, the Center, which by the early 1990s had been open for more than three decades, had physically deteriorated and was in need of significant renovations and new construction. Based on these two major factors, Fairfax County officials withdrew from the interjurisdictional agreement in July 1994.

The Center was originally built as a 30-bed facility at a cost of $170,000. The four jurisdictions each contributed to the cost of construction: Arlington County contributed 40 percent, Fairfax County 37 percent, City of Alexandria 20 percent and City of Falls Church three percent. The center was substantially renovated in the mid 1990s and witnessed a steady increase in the juvenile population between 1995 and 2006. Virginia's increase in juvenile detention and incarceration mirrored the larger national trend, and like many other juvenile detention centers, crowding became a significant concern. During this time many juvenile detention centers, including the Center, struggled with the challenges and safety concerns that came with overcrowding, however, as juvenile crime began to decrease, so did the number of youth being housed in detention centers across the country, including decreases at the Center.

[2] The Commission also oversees Sheltercare of Northern Virginia, a 14-bed non-secure facility.

Based on the information available, the Center's detained population has been decreasing since fiscal year 2006 (FY2006), perhaps earlier. For example, in examining the change from FY2006 to FY2017, the Center's average daily population (ADP) significantly decreased in comparison to the overall ADP in Virginia's 24 juvenile detention centers (JDCs) – 54 percent and 36 percent respectively. This decline can also be seen across all three jurisdictions it serves. During this same time period, Center utilization (as measured by childcare days) decreased by varying amounts in the three jurisdictions it serves. For example, between FY2006 and FY2017, Center utilization decreased by 48 percent for the City of Alexandria and decreased 66 percent for the County of Arlington. The greatest percent change occurred in the City of Falls Church with an 89 percent decrease in the number of childcare days from FY2006 to FY2017 (See Table 1). It also has been projected that the JDC population will continue to decrease, with predictions that it will decrease an average of 2.2 percent annually over the next six years.[3]

Table 1. Child Care Days Utilized by Jurisdictions[4]

	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY 17
Alexandria	8,615	6,180	5,599	5,438	5,628	5,569	4,429	3,663	4,638	3,074	3,574	4,496
Arlington	10,979	10,435	9,110	10,482	10,435	8,244	6,067	6,101	5,425	5,704	5,549	3,780
Falls Church	498	783	481	418	397	172	240	265	41	93	105	54
Total	20,092	17,398	15,190	16,338	16,469	13,985	10,736	10,029	10,104	8,871	9,228	8,330

Currently the Center is faced with consistently low childcare days, which prompted the Center to reduce the number of beds it offers from 70 to 46 in 2016. These low numbers

[3]Virginia Department of Juvenile Justice. (December 2018). Data Resource Guide: Fiscal Year 2018. Alexandria, VA. Retrieved from: http://www.djj.virginia.gov/pages/about-djj/drg.htm.

[4] Table is reproduced from - Request for Proposals NO. 803. Cost/Benefit Analysis of the Use of Northern Virginia Regional Juvenile Detention Center & Alternatives. City of Alexandria, Virginia.

are the result of several factors, including the reduction in juvenile arrest rates and the increase in diversion and community-based programs. Another factor impacting the use of the Center was the end of contracts with the Federal Government. This funding relationship was first established with the U.S. Marshal Service in 2005 with a contract to hold youth for 72 hours and ended in August/September 2019. The Center also had a contract with the United States' Office of Refugee Resettlement/Division of Children's Services (ORR/DCS) to house Unaccompanied Alien Children (UAC) at the Center. While the number of UAC housed at the Center under ORR/DCS varied year by year and even month by month, the greatest number of UAC housed at one time reached 12 in 2018.

Youth often enter the juvenile justice system with numerous needs requiring a range of services, including mental health and substance abuse programs, education programs, and job skills training. Over the years, the Center has expanded and improved the services and programs offered to juveniles. Within the last two decades, there has been an effort at the state level to improve the intake and assessment process and increase the use of evidence-based policies and programs to benefit youth and these efforts have directly affected the Center and its population.

For example, in 2000, as directed by the Virginia General Assembly, the Department of Juvenile Justice (DJJ) established a working group of stakeholders (e.g., prosecutors, law enforcement, court services unit directors, judges, and intake officers) to develop a risk assessment instrument that could be used for guiding and improving detention decisions in order to address concerns regarding overcrowding, disproportionate minority contact (DMC), equity, and prevention of justice by geography. Once field-tested and finalized, the Detention Assessment Initiative (DAI) was implemented by Court Services Units across the Commonwealth including those jurisdictions placing youth at the Center, in December 2002.

While the collection of the personal and social histories of the youth has been a component of the screening process, in 2008, the Court Services Units within the Commonwealth introduced the Youth Assessment Risk Instrument (YASI), an empirically validated tool.

The YASI is a comprehensive risk, need, and protective factor assessment instrument developed specifically for the juvenile population and is designed to provide a classification of an individual's recidivism risk by assessing static and dynamic risk and protective factors in ten domains (legal history, family, school, community/peers, alcohol/drugs, mental health, aggression, attitudes, skills, employment/free time). This tool is used to help determine appropriate levels of supervision for juveniles based on risk classification; it also helps staff identify needs and match juveniles to the appropriate services (e.g., substance abuse treatment). The Court Services Unit and detention staff use the YASI to inform cases involving youth.

In addition to benefitting from the use of validated risk assessment instruments administered by CSU's, the Center has implemented more and more evidence-based trainings for staff and programs for juveniles. For example, in 2017 and 2018, staff participated in the following evidence-based trainings: Aggression Responsive Training, Behavior Management Program, Implementation Treatment Team Process, and Handle with Care. During this same period, juveniles participated in the following evidence-based programs: Girls Circle Facilitation, Counsel for Boys and Young Men, the Challenge Program, and Capital Youth Empowerment program.

Though the improvements in programming were welcomed, the reduction in the number of juveniles in the Center receiving treatment created new challenges. For example, New Beginnings (NB) is a program designed to provide specialized and focused services to juveniles who have been unsuccessful in past programs. This program is intended to help youth avoid state facility placement. Youth who participate in NB are offered a range of services, including weekly psycho-educational and therapeutic groups that address coping skills, substance abuse education, goal setting, social and assertive communication skills, independent living skills, developing personal integrity, identifying cognitive distortions, and college and career planning. However, the number of youth in the program has fallen to very low levels. In 2018, the number of youth in NB ranged from just one to six. Such low participation makes service provision and staff training very costly.

This example is just one that illustrates the challenges of improving services for youth in a declining population environment. Over the years, the Commission has closely monitored the number of juveniles in the Center and the supervision, education, program, and treatment needs of this population. In recognition of the issues facing the Center as its population decreases, and in considering the best interests of the youth and the community, the Commission began discussing alternative ways to use the Center in or before 2005 in its contract discussions with the Federal Government agencies cited above and continuing until the present. Further reports that will follow will address this, to include a cost-benefit analysis in an effort to understand the national, state, and local context in which the Center is currently operating and also recommendations around operational and cost efficiencies that will support best practices in detention programs and services.

B. Management of the Center

The Commission was established in 1956 to oversee the operations and the upkeep of the Center, including ensuring that the Center abided by all local and state laws and regulations.[5] The Commission is composed of five representatives drawn from each of the participating jurisdictions, two from Alexandria, two from Arlington, and one from Falls Church.

The Commission is a public body corporate created by the participating jurisdictions with the structure, purpose, authority, and all related functions and activities of the Commission defined in the by-laws. Two versions of by-laws were provided for review: the original by-laws and a 2006 revised version. The original by-laws set out the roles and responsibilities for different members of the Commission and supporting staff and is broken into six articles: name; purpose, powers, and scope of the Commission; qualifications of its members; officers, duties, elections; meanings; and, committees. Under Article IV, the

[5] The Commission also operates and oversees the Sheltercare Program of Northern Virginia that serves juveniles in need of custodial and supportive serves. Sheltercare is run in a separate facility and was built with funds from the City of Alexandria.

Commission establishes voting policies (every January) and under Article 5, it outlines meeting policies. Meeting policies include the requirement that the Commission meet every third Monday of the month and that agendas are provided and minutes from prior meetings are sent to each Commissioner. As a decision-making body, any decisions must be voted on with at least a majority of the members present. Article 6 establishes standing committees, including finance and budget, personnel, program, plant and operation, and public relations. Each of these committees is required to have no fewer than three members and the document outlines report content and format for Committee reports and how Committee members should prepare and submit resolutions.

The 2006 revised version of the By-Laws follows a slightly different format with eight articles that include legislative authority and name; purpose, powers, and oversight; membership, compensation, officers, and committees; meetings (procedures, notices, materials, and minutes); administration; finances; indemnity, personal liability, and exemptions; and, amendments and seals. One notable difference between the two documents is the absence of Fairfax County from the 2006 version. As mentioned previously, Fairfax County exited from the interjurisdictional agreement in 1994.

The revised By-Laws also state that the Commission generally holds monthly meetings and that it should meet, at a minimum, at least four times a year. The Commission also has the authority to hold an executive session to address matters pertaining to specific detainees, personnel matters pertaining to identified staff, security problems, leases and other commercial transactions, litigation, and communications with legal counsel. The Commission must also remain in compliance with the Virginia Freedom of Information Act.

In regard to Article 5, Administration, the Commission can provide policy guidance and direction to the Center; review performance of senior staff and set compensation; employ the executive director; and employ a person to manage Sheltercare. Article 6 addresses finances and states that the Commission will rely upon appropriations from creating jurisdictions, appropriation of state funds, and revenues from other referring agencies. This section also identifies the people authorized to disperse or obligate funds, which include

the executive director, other directors, and the treasurer. Article 7 addresses liability. According to state law, the commissioners are not personally liable for any indebtedness, obligation, or other liability of the Commission apart from willful misconduct. Article 8 addresses amendments and seals and states that commissioners may amend the by-laws at any regular meeting provided that the amendment was included as an agenda item.

In an effort to better understand the Commission's oversight of the Center, TMG was provided with 20 Commission meeting minutes and associated documents from 2017 and 2018 (ten for each year). Each document followed a similar standard: A call to order; approval of the meeting minutes from the prior month; an opportunity to hear public comments; then each of the commissioners had an opportunity to report on the activities/issues of the past month or continue discussions that were brought up in prior meetings.

Reports by each of the departments included reports by the executive director, the deputy director, the director of program services, sheltercare director, Center principal, human resource manager, and accounting manager. Other reports presented to the Commission during monthly meetings included those presented by the court services unit directors and the attorney for the Center. Finally, the meetings are usually closed with the discussion of old and new business.

A review of these documents, specifically the department reports, provides insight into the daily functions of the Center. These documents, in conjunction with the minutes, also helped to provide further context into some of the concerns, challenges, and successes experienced in the two-year period analyzed. Reports highlighted budget issues, training issues, needed or planned repairs, administrative needs like updating manuals (such as the employee manual) and updating policies (e.g., suicide policy, mental health policy), upcoming audits, and corrective actions. Reports also described the staff trainings and the programs and activities in which youth participated.

During the meetings, the Commission had the opportunity to ask questions of the various departments and some questions or issues came up more frequently than others. For example, youth do attend school while at the Center and this service is provided by the Alexandria school district. The Center also provided immigrant youth who were residing in in the Center under the ORR/DCS an opportunity to take education classes. Between 2017 and 2018, the largest number of ORR/DCS youth in the Center at one time was 12, and prior to the end of the contract, there was just one ORR/DCS youth at the Center. Besides the regular reports summarizing the number of youth in the program and the associated activities, Commission discussions on the subject revolved around funding questions and the end of the contract to house unaccompanied immigrant youth.

The New Beginnings Program was another subject that came up in meeting discussions. As previously discussed, there were eventually a small number of youth involved in the program due to population decreases overall. These youth are housed separately from general population youth and are considered higher risk and higher need and receive specialized programs and treatment services as part of the NB program. Over the course of two years between 2017 and 2018, the number of participants ranged from one to six. Due to the number and range of services offered to these youth, as the number of juveniles involved in the program shrinks, the cost to maintain the program increases. As a result, there were discussions among Commission members regarding the proposal to merge the NB juveniles with the general population. There was also the discussion of expanding the programs and services offered to NB juveniles to other juveniles. One of the challenges the Center faces with this program is that the youth who are eligible for the program are determined by legislation and until the law is amended, its ability to make adjustments is limited.

Staff training also came up regularly in discussion. Staff receive a large amount of training and some of this is around evidence-based programs that are offered to youth. Depending on the type of training, it can be expensive to train staff, and as mentioned above, as the number of youth decrease, the costs of training staff and implementing a program increase. One example of this was the discussion of training staff in the NB program Responsibility

Training for Girls. At the time of this Commission discussion, there were only two girls in the program and only one was thought to benefit from the training. As a result, there was a hesitancy to support the training of staff to continue the program.

Over the course of two years, the Center did have some serious incidents as is expected in juvenile facilities, such as an accusation of abuse and neglect, a sexual abuse allegation, and an escape. During this time, the documents reflected effective communication and engagement about the incidents between the Commission, directors, and other staff connected to incidents and daily life at the Center, a critical awareness of the low utilization of resources at the Center, and the best way to serve youth in the future.

C. Ownership and Control of Assets

Inter-jurisdictional documents provided to TMG assisted in providing an understanding of how the jurisdictions came together to form the Commission and effectively open and operate the Center. Historical documents provided to TMG indicated that the Commission was established in 1956 and was responsible for planning and building the Center, which was dedicated in 1961. The Center was subsequently fully renovated in the late 1980s. A review of these documents also revealed the cost of building the Center to be approximately $170,000 with funding contributed in the following manner: Arlington County $68,595; Fairfax County $62,557; City of Alexandria $34,748; and City of Falls Church $4,080. Historical documents also noted the details of the purchase of the property. A "Deed of Dedication and Bargain and Sale," dated and signed in the City of Alexandria on April 17, 1958, shows the Commission bought the land upon which the Center would be constructed from Charles H. Taylor and Georgia A. Taylor for the sum of $23,224.40. However, documentation provided to TMG did not identify how the Commission funded the purchase of the property. In addition, a review of the historical documents submitted did not reveal the specific procedures of disbursing assets or proceeds from a sale of the property and building that would be implemented should the Commission be dissolved, or the Center sold.

While the early documents indicated that Fairfax County was an original member of the Commission, in July 1994 it removed itself from the inter-jurisdictional agreement and decided instead to build and operate its own juvenile detention facility. Fairfax County built a 121-bed facility, which is also experiencing underutilization and currently operating at a reduced operational capacity of 55 beds. A review of the Commission reports for 2017 and 2018 suggests that the remaining members of the Commission representing the City of Alexandria, City of Falls Church, and Arlington County work well together for the betterment of the Center organization and its residents.

A review of the historical documents presents a description of how the ownership and control of assets are managed for the Center. These appear to be relatively unique in the national field of juvenile detention but seem to work in Northern Virginia. According to the Request for Proposals 803, the Commission is a political subdivision of the Commonwealth of Virginia and is responsible for managing the Center. The Commission owns the Center building, the land it sits upon, and its assets. The Commission also operates the Sheltercare facility pursuant to a services contract with the City of Alexandria. The Sheltercare facility is a separate structure that was built with City of Alexandria funds on land leased by the Commission to the City for $1.00 per year. [6]

D. Funding Sources

The Center has received funding through the Commission from a variety of sources over the years. Revenues primarily are provided through contributions from the three jurisdictions represented on the Commission. The Commission is composed of representatives from the City of Alexandria, City of Falls Church, and Arlington County; each jurisdiction's contribution share is determined by deducting state and other sources of revenue from total estimated operating expenses and based upon the jurisdiction's average use of the facility measured by child care days for a previous three-year period. In addition to local funding, the Commonwealth of Virginia DJJ also provides a significant amount of funding for the Center operations on an annual basis. Finally, federal funds have

[6] Previous versions of this report erroneously indicated the land was leased from the City of Alexandria.

been used in the past to detain youth through separate contracts with the ORR/DCS and the U.S. Marshals Service. In July 2019, the United States Department of Health and Human Services approached the City of Alexandria regarding an "exploratory assessment" for the construction of a permanent shelter to house Unaccompanied Alien Children. The request was denied by the City of Alexandria's mayor.[7]

On May 24, 2019, the Virginia DJJ entered into a supplemental agreement with the Commission and Center to contract for a block of eight beds at $335.00 per bed/per day for a total of $978,200 annually for a period of two years to provide services for youth in the Community Placement Program (CPP). In addition, DJJ agreed to pay $175.00 per day/per resident in the intake phase of commitment, otherwise known as the Central Admission and Placement (CAP) Program. This agreement provides additional revenue for the facility and provides for increased utilization of available bed space.

Based upon a review of available and relevant documents, it is apparent that the Cities of Alexandria and Falls Church and Arlington County have, over many years, provided consistent and adequate funding for the Center. In addition, the Commonwealth of Virginia has also provided necessary funding for the operation of the Center.

E. Infrastructure

Based upon a review of the available and relevant documents, the basic infrastructure of the Center, which includes its physical plant and personnel allocation, appears to be satisfactory. The Center's organizational structure document (July 2019) was reviewed and was descriptive enough to provide satisfactory information regarding the allocation of personnel within the facility. Historical documents reviewed indicate that regrettable but understandable reductions in staff numbers have been taken in response to decreases in resident populations. The Center was able to close two pods and continue to operate the

[7] Domen, J. (August 9, 2019). Alexandria has 'no interest' in shelter for unaccompanied migrant kids. *The Washington Post*. Retrieved from: https://wtop.com/alexandria/2019/08/alexandria-has-no-interest-in-shelter-for-unaccompanied-migrant-kids/

three remaining pods, thereby reducing its operational capacity from 70 beds to 46 beds and reducing the number of direct care staff from 82 to 62 staff. A review of Commission reports for 2017 and 2018 revealed frequent requests for necessary repairs and prior significant renovations in the mid-1990s to the facility, which is not uncommon especially for an aging facility. The responses to these requests by the Commission were generally very supportive and responsive to the maintenance and repair needs of the facility. It should be noted that a review of the Commission reports indicated that the monthly meetings provided a good venue for ongoing communication between the Commission and Center leadership and personnel.

F. Operations

Regarding facility staffing, as noted in the previous section, the Center's organizational structure document describes the staffing at the facility, and a review of Commission reports from 2017 and 2018 revealed periods when concerns were expressed by Commissioners, as well as Center representatives, regarding staff recruiting, selection, and retention challenges. These challenges are not unusual within the juvenile detention field and the newly hired executive director was noted as taking steps to address these challenges by changing recruiting and selection processes and attempting to develop a more positive organizational climate. A review of facility position descriptions found them to be satisfactory in describing the basic functions of the positions but could be further developed to be more specific.

A review of documents providing an overview of programs at the Center indicated that there have been a variety of helpful programs and services offered to residents who are in both pre-dispositional and post-dispositional phases. The emphasis on positive behavior management programming, with less reliance on room confinement, appears to have increased in recent years. The role of security in the Center operations has remained an appropriate high priority over the years. A review of Commission reports for 2017 and 2018 revealed regular discussions and updates of security-related issues by the Commissioners and Center leadership and personnel. The processing of a resident escape

from the facility in July 2018 was noted in the Commissioner meeting minutes in which the executive director and commissioners productively discussed ways to address and correct the identified deficiencies in facility security. Other security issues noted during a review of the Commission reports included reports of staff being off-duty on worker's compensation for injuries sustained during use of restraints, previous reliance on room confinement to manage youth behavior, and the connection between positive behavior management of youth resulting in less in-room time and fewer staff injuries.

Conclusion

Based upon the information provided for this report, it is apparent that the Commission and Center have experienced great success working collaboratively for the benefit of the youth they serve. These successes have been impacted by a variety of challenges over the years, with the underutilization of detention bed space and, as a result, escalating costs for each local jurisdiction being perhaps the most challenging issue. While the reduction in the number of youth requiring detention services is a positive outcome, funding authorities have a fiduciary responsibility to their constituents to spend taxpayer money wisely. The Commission and Center have historically implemented some effective cost saving and revenue generating initiatives but are still faced with the reality that more needs to be accomplished in the future. A review of the information provided in the Commission reports suggests that the Commission provides quality leadership to, and is very supportive of, the Center, encouraging engagement and meaningful communication between the two entities.

Future areas of this study and cost/benefit analysis will build upon this historical perspective and provide an evaluation of options to effectively address the current organizational and fiscal challenges facing the local jurisdictions, the Commission, and the Center.

Appendices

1. **List of Requested Documents – July 19, 2019**
2. **List of Requested Documents – August 16, 2019**
3. **Index of Documents Reviewed**

Appendix 1 – List of Requested Documents – July 19, 2019

The Moss Group, Inc.
Request for Documents
City of Alexandria
Cost Benefit Analysis of the Use of Northern Virginia
Juvenile Detention Center and Alternatives
July 19, 2019

The following items will assist The Moss Group (TMG) project team in compiling and reviewing historical documents, conducting a literature review, and identifying documents on operational practices of the Center prior to the Project Kickoff meeting scheduled for July 29, 2019.

Please email materials electronically, if possible, to Stevyn Fogg at sfogg@mossgroup.us prior to the meeting or provide during the meeting in hard copy or on a USB drive. Please note any materials that must be reviewed on site. Thank you for this effort!

LIST OF REQUESTED DOCUMENTS

1. Foundational documents (e.g., philosophy and design over time)
2. Inter-jurisdictional agreements and other implementation documents (e.g., MOUs, contracts)
3. Resolutions and actions by coordinating government entities
4. Center budgets between 7/1/2009-6/30/2019 and funding sources (federal, state, local)
5. Management of the Center by the Commission
6. Ownership and control of assets
7. Infrastructure and operations
    a. Description and structure of the Commission
    b. Organizational charts for each jurisdiction of positions having impact on management of the Center
    c. Organizational charts for the Center
    d. Staff roles and relevant job description for positions impacting the Center
8. Relevant policies, if any
    a. State and local policies for managing juvenile detention facilities (i.e., usage, programs, staffing, etc.)
    b. State and local standards for the Center

c. Practice manuals for managing detention facilities within the Commonwealth of Virginia, for each jurisdiction represented, and for the Center specifically

9. Any previous operational or cost studies conducted

Appendix 2 – List of Requested Documents – August 16, 2019

The Moss Group, Inc.
Request for Additional Documents
City of Alexandria, Arlington County, and City of Falls Church
Cost Benefit Analysis of the Use of Northern Virginia
Juvenile Detention Center and Alternatives
August 16, 2019

The following items will assist The Moss Group (TMG) project team in performing tasks associated with reviewing historical documents, conducting a literature review, and identifying documents on operational practices of the Center.

Please email materials electronically, add to the previously established Dropbox, request TMG staff obtain in person, or mail to Stevyn Fogg at sfogg@mossgroup.us, TMG 1312 Pennsylvania Avenue SE, Washington, DC 20003 by **August 26, 2019**. Please note any materials that must be reviewed on site. Thank you for this effort!

LIST OF REQUESTED DOCUMENTS

1. Additional background information, or individuals who may be contacted regarding the withdrawal of Fairfax County from the NVJDC agreement and the decision to establish its own facility.
2. Date that the NVJDH (NVJDC) was constructed/opened and the dates of any subsequent **major** renovations, expansions, or modifications of the facility.
3. Description of the original staffing, programs, services offered when the facility opened and changes that have occurred since that time.
4. Average daily population statistics for the facility from 1989 – 2019.
5. Any documentation which describes the degree to which the facility experienced overcrowding during the above-mentioned time period and the strategies implemented to address the situation.
6. Documentation of any incidents at the facility that significantly affected operations, practices, or policies over the past 10 years.
7. Documentation of personnel-related decisions taken in response to resident population decreases (position freezes, overtime, layoffs, unfilled vacancies, etc.).
8. Minutes/recommendations from the 3-29-17 and 4-4-18 Budget Work Sessions.
9. Current program and activities schedule.
10. Daily assignment rosters for all shifts for a one-week period.

11. Critical incidents (assaults, escapes, sexual assaults etc.) for the last two fiscal years: FY17 and FY18.
12. Staffing cost data, including regular salaries, overtime, and benefit costs by employee.
13. Overtime expenditures by month for the last two fiscal years: FY17 and FY18.
14. Current work schedules and relief factors calculations.
15. Transportation logs including location, length of trip, number of escorting staff, etc. for the last three months.
16. Documentation of benefit time rules (i.e., vacation, sick, comp, etc.).
17. Separations and new hires for the last two fiscal years: FY17 and FY18.
18. Documentation of hours of absence by all custody staff for past twelve months by category of absence (e.g., sick time, vacation, etc.).
19. Documentation and policies relating to selection and hiring practices, as well as recruitment practices.
20. Staff training requirements and documentation of all training provided to staff for the past year (August 1, 2018 – July 31, 2019).
21. Position descriptions for Executive Director and Shelter Care Director.

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Inter-jurisdictional Agreements

Resolution Creating Juvenile Detention Commission of Northern Virginia, August 4, 1956

City of Alexandria, City Attorney Opinion, Northern Virginia Juvenile Detention Home, June 10, 1985

County of Fairfax, Virginia, Letter to Alexandria City Manager, Re: Proposed Interjurisdictional Agreement, July 9, 1985

Juvenile Detention Commission for Northern Virginia, Letter from Commission Chairman to Arlington County Deputy County Executive for Human Services, July 18, 1985

City of Alexandria, Virginia, Memorandum – Northern Virginia Juvenile Detention Home, Cooperative Agreement, September 20, 1985

City Council of Alexandria, Virginia - Meeting Minutes, September 26, 1985

City of Alexandria, Virginia, Letter from Deputy City Manager to Arlington County Manager, Re: Northern Virginia Juvenile Detention Home Cooperation Agreement, October10, 1985

Draft Amendment to Concurrent Resolution Between the Counties of Arlington and Fairfax and the Cities of Alexandria and Falls Church Pertaining to the Juvenile Detention Commission for Northern Virginia, May 6, 1993

Foundational Documents

Juvenile Detention Commission for Northern Virginia, Original By-Laws (undated)

Juvenile Detention Commission for Northern Virginia (Arlington County and Cities of Alexandria and Falls Church), Revised By–Laws, February 21, 2006

Resolutions and Actions, Coordinating Government Entities

Commission Report, January 2017

Commission Report, February 2017

Commission Report, April 2017

Commission Report, May 2017

Commission Report, June 2017

Commission Report, July 2017

Commission Report, August 2017

Commission Report, September 2017

Commission Report, October 2017

Commission Report, November 2017

Commission Report, January 2018

Commission Report, March 2018

Commission Report, May 2018

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Commission Report, July 2018

Commission Report, August 2018

Commission Report, September 2018

Commission Report, October 2018

Commission Report, November 2018

Commission Report, December 2018

Other Documents Reviewed

Contract Modification Agreement MOA-19-021, May 24, 2019

News story: https://wtop.com/alexandria/2019/08/alexandria-has-no-interest-in-shelter-for-unaccompanied-migrant-kids/

Northern Virginia Juvenile Detention Center Organizational Structure, July 2019

Budget Documents 2009 – 2019

Financial reports

Virginia Department of Juvenile Justice Compliance Manual – Regulation Governing Juvenile Detention Centers, 6VAC35-101, February 19, 2014

Virginia Department of Juvenile Justice Data Resource Guide, Fiscal Year 2018, December 2018

Code of Virginia, Title 16.1 Courts Not of Record, Article 13. Facilities for Detention and Other Residential Care

Original Sales Contract, March 18, 1958

City of Alexandria, Deed of Dedication and Bargain and Sale, Book 468 pages 78-79, April 17, 1958

Original Title Insurance, April 18, 1958

THE MOSS GROUP, INC.

Experienced Practitioners Committed to Excellence in Correctional Practice

City of Alexandria, Arlington County, and City of Falls Church

Cost Benefit Analysis of the Use of Northern Virginia Juvenile Detention Center and Alternatives, RFP 803

Analysis of National, State, and Local Best Practices Related to Juvenile Justice and Incarceration

October 2019

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Introduction

As a part of the current project around the cost-benefit analysis of the Northern Virginia Juvenile Detention Center (the Center) and alternatives, The Moss Group, Inc. (TMG) submits this second report on evidence-based and best practices in juvenile detention as support for further work on the Center's population decline challenges, its operations, and benefits versus costs. This report is one of six completed for the analysis; readers should review all six reports for proper context. As part of this task, TMG addressed the following four questions:

1. What are the best practices and evidence-based programming for juvenile detention facilities?
2. What are the best practices in cost-effective detention programming?
3. What are the best practices for communities facing similar decreases in the use of incarceration?
4. What identified practices are relevant to Arlington, Alexandria, Falls Church, and others, such as Fairfax County?

To answer these questions, TMG has made every effort to include various evidence-based and promising or best practices in detention within this report for comparison. We spent time creating standard and specific interview protocols and interviewed various national experts and practitioners for their views on population declines and practices they might suggest addressing this challenge. Many of these practitioners had similar population declines and faced similar challenges. We reviewed current Center practices and best practices and conducted a gap analysis in order to understand the current situation. Throughout the report, TMG focused on the most current literature and publications where possible and ensured a comprehensive view of detention services and programs.

It is important to note that youth in detention nationally are often only in residence a short time, making treatment programs and long-term programming difficult. Though TMG included longer-term best practice programs in this report, it is not practical to assume that all could be implemented at the Center for shorter-term youth. We will address this in the gap analysis later in the report when we compare Center offerings and programs with best practices in juvenile detention.

The Growth of Evidence-based Research in Criminal Justice

The contemporary evidence-based movement in the criminal justice system began in the 1980s but has its roots in the 1880s with the field of medicine. In the mid-1800s, there was a rising interest in safety and efficacy of medical treatment; this coincided with an increased use of scientific methods and statistical analysis. At the intersection of these interests and new practice was the identification of effective and ineffective treatments based on patient outcomes.[1] While the seeds of evidence-based practice were planted in the medical field in the mid-1800s, it took over a century for these concepts and practices to find their way into the criminal justice system[2] and events in the 1970s can be seen as creating an environment, for better or worse, that helped usher a new era for the criminal justice system, one that needed and demanded a better understanding of what works in adult and juvenile justice.

The early 1970s were a time when the criminal justice system began to be led by a rehabilitation perspective and community-based programs, diversion, and deinstitutionalization were considered the "banners of juvenile justice policy."[3] However, the 1970s were also a time of increasing crime rates, for both adults and juveniles. Within this context, Robert Martinson released his influential article in which he presented the findings from his synthesis of the extant corrections research on offender rehabilitation (1945-1967) and concluded that "nothing works."[4] With his use of science and technical language, he purported to show that correctional treatment "had no appreciative effect."[5] What followed was a significant decline in support for the rehabilitation perspective in adult and juvenile justice. Martinson's article, while widely influential, cannot take all the credit for this decline of the rehabilitation perspective, as numerous factors came together to change the public and stakeholder's views of the criminal justice system. However, Martinson is seen by some scholars has having "nailed the door shut on rehabilitation's coffin."[6] As pessimistic as this sounds,

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[1] Office of Technology Assessment (1976). *Assessing the Efficacy and Safety of Medical Technologies.* Washington, DC.; Orchowsky, S. (April 2014). *An Introduction to Evidence-Based Practices*." Washington: DC: Justice Research and Statistics Association.

[2] Even though the EBPs started in the medical field, it was a slow movement to adopt these practices in the medical field, taking almost a century. EBPs were not a commonly accepted concept until the mid-1950s in the medical field.

[3] Office of Juvenile Justice and Delinquency Prevention. *Juvenile Justice: A Century of Change*, *1999 National Report* (NCJ 178257), December 1999, Washington, DC: U.S. Department of justice, Office of Justice Programs.

[4] Martinson, R. (1974). What Works? – Questions and answers about prison reform. *The public Interest* 35(1974): 22-54.

[5] Cullen, F.T. (2013) Rehabilitation: Beyond Nothing Works. *Crime and Justice: Review of Research*, 42: 299-376; Martinson, What Works.

[6] Cullen, "Rehabilitation", p.329

Cullen purports that the dramatic shift in perspective was the factor that motivated researchers to conduct new research and evaluations to counter the "nothing works" argument.[7]

In the shadow of Martinson's article and during this time of increasing juvenile crime and critical views of diversion and community-based programming, researchers in the 1980s and into the 1990s undertook reviewing the extant research on the effectiveness of rehabilitation and alternatives to incarceration. These efforts were successful as researchers produced empirical evidence countering Martinson's negative view of correctional programming.[8] While these early efforts are credited with igniting the spark of the evidence-based movement in the field of criminal justice, they were still in the infancy stages, and during this time there was no consensus or systematic approach to identifying particularly effective programs. There was also no consensus or standardization on how to rate the quality of the studies, if found to be effective.

However, this began to change in the mid-1990s as various efforts were undertaken to assess systematically and objectively the methodological quality of these studies. The first effort to assess the quality and effectiveness of juvenile interventions was undertaken by the Center for the Study and Prevention of Violence (CSPV).[9] Initially called Blueprints for Violence Prevention, and later changed to Blueprints for Healthy Youth Development (Blueprints), this initiative was launched in 1996 with the goal of identifying and disseminating information on effective programs for youth that address violence and drug use outcomes. The project initially identified ten effective programs and published detailed program descriptions and evaluation results in an effort to support replication (Orchowsky, 2014). Blueprints has expanded since its inception and now includes programs in the areas of mental and physical health, self-regulation, education achieved, and other beneficial developmental outcomes.[10]

Within the last two decades, organizations began to develop online resources for identifying evidence-based practices for both adults and juveniles involved in the justice system. These resources include the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Model Programs Guide, the Campbell Collaboration, The National Institute of Justice's (NIJ)

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[7] Ibid

[8] Gendreau, P., Little, P, and Goggin, C. (1996). A Meta-Analysis of the Predictors of Adult Offender Recidivism: What Works! *Criminology 34:* 575-607.; Gendreau, P. and Ross, R.R. (1979). Effective Correctional Treatment: Bibliotherapy for Cynics. *Crime and Delinquency 25: 463-89.;* Gendreau, P. and Ross, R.R. (1987). Revivification of Rehabilitation: Evidence from the 1980s. Just*ice Quarterly*, 4: 349-407.

[9] The Center for Study of Violence and Prevention is located in the Institute of Behavioral Science, University of Colorado Boulder.

[10] See https://www.blueprintsprograms.org/history/ for more information on the history of Blueprints.

CrimeSolutions.gov, the Council of State Governments' (CSG) What Works in Reentry Clearinghouse, and the Substance Abuse and Mental Health Service Administration's (SAMHSA) National Registry of Evidence-based Programs and Practices (NREPP).[11]

The evidence-based movement has greatly helped in advancing the goals of juvenile justice and since the 1990s, a more optimistic perspective has emerged, one that recognizes science as a key component in successfully addressing crime-related problems.[12]

The Contemporary Evidence-based Movement

What entails an Evidence-based Practice (EBP) and what methods can best be used to determine a program as effective or not has evolved and expanded since the 1980s. As defined by NIJ on the CrimeSolutions.gov glossary page, "evidence" is defined as "Information about a question that is generated through systematic data collection, research, or program evaluation using accepted scientific methods that are documented and replicable. Evidence may be classified as either descriptive or causal."[13]

Two key components of EBPs include identifying the objective of a program and then identifying the appropriate research methods to determine empirically if that program is effective, based on the program objectives. Effectiveness of criminal justice programs is often determined by a program's ability to reduce crime, recidivism, and victimization.[14] The use of the scientific method is vital in being able to determine the effectiveness of a program. In using the scientific method, researchers can ensure their work and findings are objective, replicable, and generalizable.[15]

NIJ identifies a program as evidence based if its "effectiveness has been demonstrated by causal evidence obtained through high-quality outcome evaluations that have been replicated and evaluated in at least three sites."[16] NIJ also identifies the highest quality of research as those that use rigorous randomized control trials (RCT); this is commonly referred to as the gold standard for

[11] NREPP was dismantled in January of 2018 however, information on the programs filed on NREPP are still available through the PEW Charitable Trusts Results First Clearinghouse Database: https://www.pewtrusts.org/en/research-and-analysis/data-visualizations/2015/results-first-clearinghouse-database

[12] Prendergast, M.L (2011). Issues in Defining and Applying Evidence-Based Practices Criteria for Treatment for Criminal-Justice Involved Clients. *Journal of Psychoactive Drugs* 7: 10-18.

[13] National Institute of Justice. Glossary. https://crimesolutions.gov/Glossary.aspx#E (accessed September 2019).

[14] Orchowsky, "An Introduction to Evidence-Based Practices."

[15] Ibid

[16] National Institute of Justice. Glossary. https://crimesolutions.gov/Glossary.aspx#E (accessed September 2019).

research and evaluation.[17] The RCT method creates two groups, a treatment and control group, and by the process of assignment, are theoretically identical in all ways except for whether they receive the treatment or not. This allows researchers to compare outcome measures and to determine whether the treatment had an effect or not. Early research and evaluation often lacked appropriately selected comparison groups and as a result, it has been a challenge to determine the impact of some programs.[18] This remains a challenge today, and in many cases, using an RCT is either not feasible or ethical. As a way to adapt, researchers may use a quasi-experimental method to identify a treatment and comparison group.

The quasi-experimental methods are similar to the RCT method in that there are two groups – a treatment and comparison group – but the comparison group is not randomly selected. Instead, other methods are used to identify and select individuals with similar characteristics to be part of the comparison group (e.g., propensity score matching). Since quasi-experimental designs do not use a randomized selection method, the researcher does not have the ability to control for all possible factors that may be influencing program outcomes. As a result, the effect or impact of programs found effective through research using quasi-experimental methods may be dampened as threats to validity are a concern.[19]

In order to determine a program is effective, either through the use of experimental or quasi-experimental design, requires a program be implemented with fidelity. This means administration and staff must ensure the program is being implemented as it is intended to be. If a program is not being implemented as designed, no matter how good the evaluation methods, any significant outcomes from the study cannot necessarily be linked to the program. Another important component recognizes that the characteristics of youth, specifically risk and needs, are accounted for when determining the best program. While the risk level of offenders, both adults and juveniles, has been used in correctional decision making for some time, it is only relatively recently, in conjunction with the larger EBP movement, that evidence-based risk-needs assessments have been used to help inform decisions on matching offenders to the appropriate program.

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[17] A successful outcome evaluation of a program requires that the program be implemented with fidelity. If the program is not being implemented property, even the most rigorous of research methods will not be able to determine if the program is effective.
[18] Mears, D.P, Cochran, J.C., Bales, W.B., & Bhati, A.S. (2016). Recidivism and Time Served in Prison. *Journal of Criminal Law and Criminology*, 106 (1): 81-122.
[19] National Institute of Justice. *Glossary*. Retrieved from: https://crimesolutions.gov/Glossary.aspx#Q (accessed September 2019).

Risk-Needs Assessments

The use of risk-needs assessments in juvenile justice has expanded significantly over the last 15 years and are considered the foundation EBPs.[20] As of 2012, a majority of states had adopted a statewide risk assessment tool in juvenile probation.[21] Many empirically validated risk tools are based on the Risk-Needs-Responsivity (RNR) Principle. This principle posits that accurate assessment of offender risk (e.g., reoffend, failure-to-appear) and criminogenic needs, combined with the delivery of specific treatments or programs, will substantially increase the likelihood of offender success in treatment and reduction of risk.[22] Research has demonstrated the benefit of focusing programming on medium- and high-risk offenders and the negative consequences of bringing low-risk offenders into the system.[23]

Evidence-based v. Best Practices

The term evidence-based practices is sometimes used interchangeably with best practices and it is important to note that these two terms have different meanings. EBPs are rooted in the scientific method and refer to programs and practices that have been empirically evaluated through the use of rigorous research methods and shown to be effective. The specific qualifiers of what makes a program evidence-based can vary from one agency or resource to the next, but in general, the use of rigorous research methods is required. Programs identified as evidence-based have been proven effective in addressing key juvenile justice outcomes, like recidivism.

On the other hand, best practices are those practices that are considered effective based on conventional wisdom or based on repeatable procedures that have proven themselves over time, but not demonstrated through rigorous research or evaluation.[24] Another popular term in the evidence-based world is evidence-informed practice. Evidence-informed practices are practices

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[20] Wachter. A. (2015). Statewide Risk Assessment in Juvenile Probation. *JJGPS StateScan*, Pittsburgh, PA: National Center for Juvenile Justice.

[21] Vincent, G.M., Guy, L.S., & Grisso. T. (2012). *Assessment in Juvenile Justice: A Guidebook for Implementation*. Chicago, IL: John D. and Catherine T. MacArthur Foundation.

[22] Andrews, D.A., Bonta, J., & Hoge, R.D. (1990). Classification for Effective Rehabilitation: Rediscovering Psychology. *Criminal Justice and Behavior* 18: 19-52.

[23] Lloyd, C.D. Hanby, L.J., & Serin, R.C. "Rehabilitation group coparticipants' Risk Levels are Associated with Offenders' Treatment Performance, Treatment Change, and Recidivism." *Journal of Consulting & Clinical Psychology* 82, No. 2 (2014): 298–311.; Welsh B.C. & Rocque, M (2014). When Crime Prevention Harms: A Review of Systematic Reviews. *Journal of Experimental Criminology* 10(3): 245–266.

[24] Liddell, W., Clark, P., and Starkovick, K. Ch.10 Effective Programs and Services in *Desktop Guide to Quality Practice for Working with Youth in Confinement*. Washington, DC: National Institute of Justice. (accessed September 2019) URL: https://info.nicic.gov/dtg/node/16.

that combine both evidence-based and best-practice components and refer to situations where the empirical research is combined with theory and practical knowledge.

While EBPs garner a great deal of attention, it is important to recognize that research has identified only a small portion of EBPs and the broader dissemination and implementation of these programs may be constrained by the specific program practices and the applicability of the program across different target populations (e.g., females and males). Since EBPs and associated evaluations may not be able to tell us everything about the effectiveness of programs across the range of individuals, groups, or settings, stakeholders (e.g., administrators) may need to make adjustments to the program to account for the differences in populations or settings.[25]

The following review draws from both the evidence-based and best-practices field to identify programs that are widely accepted and have either been shown as beneficial, promising, or effective.

Juvenile Detention Programs: What Works

While the juvenile detention population has been steadily decreasing for more than ten years, there will always be a portion of youthful offenders who are medium- to high-risk and who require detention, and this may include both pre- and post-adjudicated youth. The following is a review of EBPs and best practices that may be found in today's detention centers. TMG provides a caveat to all of the programs listed below: even if the program noted is a best or evidence-based practice, there is significant difficulty in providing some of them in a detention-only environment. The lengths of stay for youth in detention tend to be short, making substantive, long-term progress challenging. Detention environments lean toward stabilization, safety, security, and structure (education and programs on a schedule) in order to meet the short-term needs of youth. Whenever possible, and especially for post-disposition youth awaiting treatment beds or those staying for longer periods, more complex and helpful programs, such as the ones described below, can be excellent ways to reach struggling youth, make improvements in thinking and behavior, and build skills for a more successful societal reentry. Where indicated, TMG notes whether the program might be possible in a detention-only environment.

[25] Ibid

Cognitive Behavior Therapy

In general, Cognitive Behavior Therapy (CBT) is a problem-focused approach focusing on thoughts, assumptions, and beliefs and is commonly identified as an effective program. A CBT program can be implemented as an individual stand-alone program or it can be one component of a multi-dimension program that may be part of a larger community, residential, or family-based program.[26]

CBT programs have been shown to work across a range of environments, including treatment agencies, community-based organizations, and correctional settings like detention. CBT programs can help identify and change dysfunctional beliefs, thoughts, and patterns of behavior and is often paired with behavioral therapy, which focuses on specific environments and behaviors and replacing negative behaviors with positive behaviors. The most effective programming combines CBT programs with behavior management and the key to positive behavior change is positive reinforcement.[27] Cognitive theory posits that the way an individual thinks determines his or her behavior. Behavior theory posits that the surrounding environment effects behavior. As a result, merging these two concepts together in a juvenile program focuses on how delinquent behavior may be the result of faulty thinking and limited pro-social skills.[28]

CBT does not refer to a specific program but instead is developed into particular programs or incorporated into multi-dimensional programs that can be either generic or brand-name. In 2001, a meta-analysis conducted by Lipsey and colleagues found overall, CBT programs were effective in reducing recidivism rates and while CBTs have been shown to be effective in detention environments,[29] recent evaluations demonstrating its programming effectiveness have examined CBTs in community settings, in association with probation.

As mentioned, CBT can be developed into a specific program and can also be incorporated into a multi-dimensional program. This includes Aggression Replacement Training, Dialectical Behavior Therapy, Functional Family Therapy, and Multisystemic Therapy, which are all programs that can

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[26] Pew Charitable Trusts. *Cognitive Behaviors Therapy (CBT) for Offenders*. Retrieved from https://www.pewtrusts.org/en/research-and-analysis/data-visualizations/2015/results-first-clearinghouse-database (accessed September 2019).
[27] Development Services Group, Inc. (2010). *Cognitive Behavioral Treatment: Literature Review*. Washington DC: Office of Juvenile Justice and Delinquency Prevention (accessed September 2019).; Liddell et al., Chapter 10.
[28] Liddell, Clark, & Starkovick, Chapter 10.
[29] Lipsey, M. W., Chapman, G., & Landenberger, N. A. (2001). Cognitive-Behavioral Programs for Offenders. *The Annals of the American Academy of Political and Social Science*, 578:144– 157.

be implemented in different environments, including a correctional setting. These programs are described below.

Aggression Replacement Training

Aggression Replacement Training (ART), is a type of CBT that focuses on the emotional and social aspects that lead to aggressive behavior. This program is designed to teach juveniles how to see situations or interactions from other people's perspective and to control angry impulses. The objective of ART is to reduce aggression and violence among youth by providing them with the skills to replace aggressive behavior with prosocial skills.[30] This program targets youth with a history of serious aggression and antisocial behavior and is designed for youth ages 11-17. ART programs have wide target population and can be applied to males and females, those in suburban and urban regions. This program can also be implemented in a range of environments from community settings to court settings to detention and correctional settings.

ART is a ten-week program (30 total hours) for small groups of youth (8-12). Participants are required to meet three times a week and the program consists of three interrelated components: structured-learning training, anger control training, and moral reasoning. Each of these components focuses on a particular prosocial behavioral technique: action, affective/emotional, or thoughts/values.[31] The downside of the program is that youth in detention may not be in population for long enough to benefit from it; however, even some exposure to ART may be beneficial.

While evaluations in the early 2000s purported to show the effectiveness of ART[32], later evaluations have revealed the challenges with empirically evaluating this program.[33] In 2019, the Washington State Institute for Public Policy (WSIPP) released a report detailing a quasi-experimental research study of the Washington State ART program between 2005 to 2016 and found the program was not

[30] Pew Charitable Trusts. *Aggression Replacement Training*. Retrieved from https://www.pewtrusts.org/en/research-and-analysis/data-visualizations/2015/results-first-clearinghouse-database (accessed September 2019).
[31] *Program Profile: Aggression Replacement Therapy*. (2012, July 14). Retrieved from : https://crimesolutions.gov/ProgramDetails.aspx?ID=254 (Accessed September 2019)
[32] Brannstrom, L., Kaunitz, C., Andershed, A.K., South, S., & Smedslud, G., (2016). Aggression Replacement Training (ART) for Reducing Antisocial Behavior in Adolescents and Adults: A Systematic Review. *Aggression and Violent Behavior*, 27:30-41.
[33] Feindler, E., Engel, E., & Gerber, M. (2016). Program Evaluation Challenges: Is Aggression Replacement Training (ART) Effective? Journal of Psychology and Behavior Science, 4(2):21-36.

effective. In fact, analysis revealed that WSART participants were *more likely* to recidivate than their comparison group.[34,35]

Dialectical Behavior Therapy

Dialectical Behavior Therapy (DBT) is a program that merges mindfulness and CBT together and can be offered in a range of environments, including inpatient, outpatient, detention, and other community settings. DBT is an intensive, highly structured program that was originally created in the 1970s for adults but has been adapted to the youth population. The target population includes youth who suffer from complex mental disorders, which includes extreme emotional instability, including self-harm and suicidal ideation.[36] This program has primarily been provided to females. DBT focuses on 1) the behavioral, problem solving focus that is blended with acceptance-based strategies and 2) emphasis on dialectical processes (NREPP). Participants typically meet weekly for six months.

When adapted for youth, the program objectives include enhancing youth behavioral skills in handling difficult situations; motivating youth to change dysfunctional behaviors; ensuring new skills are used in daily institutional life; and training and consultation to enhance the counselor's skills.[37] This program provides youth with skills in mindfulness, emotion regulation, interpersonal effectiveness skills, distress tolerance skills, and "walking the middle path" skills.[38] There have been numerous evaluations of the adolescent DBT program, demonstrating its effectiveness across different settings and target populations. However, recent evaluations with a juvenile detention group are difficult to find.

Moral Reconation Therapy

Moral Reconation Therapy (MRT) is a CBT treatment approach that seeks to decrease recidivism by increasing moral reasoning. MRT is based on the theory that thoughts, beliefs,

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[34] Knoth, L., Wanner, P., & He, L. (2019). Washington State's Aggression Replacement Training for juvenile court youth: Outcome evaluation. (Document Number 19-06-1201). Olympia: Washington State Institute for Public Policy.
[35] An early 2004 evaluation of the WSART program by WSIPP found the program to be effective in reducing felony recidivism. However a follow-up study revealed the program to be ineffective however, this 2004 study is still listed on an EBP resource website that has not been updated.
[36] Juliann, G. (n.d.) *DBT: What is Dialectical Behavior Therapy*? Retrieved from https://childmind.org/article/dbt-dialectical-behavior-therapy/ (accessed September 2019).
37 *Dialectical Behavior Therapy (DBT) for youth in the juvenile justice system*. (June 2017). Retrieved from https://www.wsipp.wa.gov/BenefitCost/Program/264 (accessed September 2019).
[38] Juliann, *DBT*.

and attitudes are the primary factors influencing behavior. MRT addresses seven basic treatment issues: confrontation of beliefs, behaviors, and attitudes; reinforcement of positive behavior and habits; assessment of current relationships; positive identity formation; enhancement of self-concept; development of higher stages of moral reasoning; and decrease in hedonism and development of frustration tolerance. MRT can be applied to both the juvenile and adult population. For youth, the program targets 13- to 17-year olds and participants meeting in groups at least once a week who can complete the program in as few as three to six months. MRT merges elements from a variety of psychological models to address clients' ego, moral, social, and positive behavioral growth (NREPP).

Thinking for a Change

Thinking for a Change (T4C) is a CBT program that focuses on changing the criminogenic thinking of offenders and has been identified as a promising program.[39] This program incorporates cognitive restructuring, social skills development, and the development of problem-solving skills. The foundation of the program is based on group sessions and typically involves small group size (eight to 12) and lasts 25 sessions over an 11-week period. CBT principles are used throughout the group sessions and the program emphasizes interpersonal communication skill and confronts thought patterns that lead to problematic behavior. The general goal of this program is to reduce recidivism. This program was developed by the National Institute of Corrections (NIC) and can be delivered to a range of high-risk offenders in a range of environments, including probation, prison, jail, juvenile facility, aftercare, and parole.[40]

Multi-dimensional Family-focused Programs

Having a youth detained, though not ideal, presents an opportunity for the justice system to engage parents and guardians. Research has shown that youth in the justice system often have needs that extend beyond themselves. Often there are issues or problems in the community or the family that contribute to delinquency and offending behaviors. In interviews with stakeholders in Arlington, Alexandria, and Falls Church, it was noted that local parents often have mental health and substance abuse issues that directly affect their children.

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[39] A rating of promising by crimesolutions.gov means that there is some evidence in the program being effective but that additional research is needed.

[40] Thinking for a Change (n.d.). *National Institute for Corrections*. Retrieved from https://nicic.gov/thinking-for-a-change (accessed September 2019). Program Profile: Thinking for a Change. (2012, May 4) *National Institute of Justice*. Retrieved from https://www.crimesolutions.gov/ProgramDetails.aspx?ID=242 (accessed September 2019).

As a result, family programs have developed in order to address the larger family. Programs may offer parenting skills courses, parenting education courses, and family counseling sessions. Two EBPs that are family-oriented and can be found in a detention setting include Functional Family Therapy (FFT) and Multisystemic Therapy (MST).

Functional Family Therapy

Functional Family Therapy is a short-term, family-based therapeutic program designed to improve family communication and support while decreasing dysfunctional behaviors and negative cognitions. This program is for youth ages 11 to 18 years of age who may be delinquent or manifesting violence or substance abuse problems. This program usually entails 12 sessions, in which therapists work with the family to focus on the protective factors and risk factors that affect youth and their families. This program can be implemented in numerous environments, including mental health treatment centers and correctional settings. While the primary program objective is to reduce recidivism, this program has been shown also to reduce substance abuse, delinquent behavior, and violence, and improve family functioning.[41]

One of the earlier studies demonstrating the effectiveness of FTT was published in 1973[42] and since then numerous research studies have been undertaken, including a meta-analytic study that demonstrated the program was effective in reducing delinquent and violent behaviors.[43] A more recent study conducted by Gottfredson and colleagues evaluated a FTT program in Philadelphia using randomized control methodology and found a significant reduction in recidivism for the treatment group.[44]

Multisystemic Therapy

Multisystemic Therapy (MST) is an intensive program that addresses the multidimensional factors influencing antisocial behaviors among youth (ages 12 to 18), including individual, family, peer, school, and community factors. The objective of this program is to reduce juvenile recidivism and incarceration by working with the family as a whole. This includes working with parents to

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[41] Thinking for a Change, *National Institute of Corrections*.
[42] Alexander, J.F. & Parsons, B.V. 1973. Short-term family intervention: A therapy outcome study. *Journal of Consulting and Clinical Psychology* 2:195–201.
[43] Sawyer, A.M., Borduin, C.M., & Dopp, A.R. (2015). Long-Term Effects of Prevention and Treatment on Youth Antisocial Behavior: A Meta-Analysis. *Clinical Psychology Review*, 42:130-144.
[44] Gottfredson, D.C., Kearley, B., Thornberry, T.P, Slothower, M., Devlin, D., & Fader, J.J. (2018). Scaling-Up Evidence-Based Programs Using a Public Funding Stream: A Randomized Trial of Functional Family Therapy for Court-Involved Youth. *Society for Prevention Research*,19:939-953.

improve parenting skills and providing intensive family therapy that will help juveniles cope with family, peer, school, and neighborhood challenges. This program may be implemented in a number of environments, including a correctional facility, home, mental health treatment center, or school. The length of the program can vary from three to five months where family sessions are more frequent in the beginning and taper off over time.[45]

Research on the effectiveness of MST goes back to the mid-1980s with a 1993 study demonstrating the effectiveness of the program in significantly reducing recidivism rates, self-reports of delinquency, reports of peer aggression, and increased reports of family cohesion.[46] Since this time, many studies have been conducted, with some mixed findings.[47] However, in a recent 2017 evaluation, Vidal and colleagues used quasi-experimental methodology to examine the effects of a MST program on youth in Rhode Island and found the program to be effective, with the treatment group having lower rates of out-of-home placement, adjudication, and juvenile training school placement.[48] Another recent study, conducted by Boxer and colleagues, examined the impact of MST on gang-involved youth.[49] Both of these studies evaluated programs that are offered in the community. While the most recent evaluations are of MST in community settings, this program is also offered in detention settings.

It should be noted that both FFT and MST, since they require family engagement and involvement, would not be suited for families who cannot visit and meet with therapists along with their child. In considering regionalization, which will be discussed in more detail in the third report for this project, youth placed further away from home, and with families having no access to public transportation, it could impact any ability to engage the family in these types of therapies toward the youth's success.

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[45]Program Profile: Multisystemic Therapy. (2011, June 17). *National Institute of Justice*. Retrieved from https://www.crimesolutions.gov/ProgramDetails.aspx?ID=192 (accessed September 2019); Multisystemic Therapy (MST). *Blueprints for Healthy Youth Development and Crime Prevention*. Retrieved from https://www.blueprintsprograms.org/programs/multisystemic-therapy-mst/ (accessed September 2019).

[46] Henggeler, S.W., Melton, G.B., & Smith, L.A. (1992). Family Preservation Using Multisystemic Therapy: An Effective Alternative to Incarcerating Serious Juvenile Offenders. *Journal of Consulting and Clinical Psychology* 60(6):953–961.

[47] Markham, A. (2018). A Review Following Systematic Principles of Multisystemic Therapy for Antisocial Behavior in Adolescents Aged 10-17 Years. *Adolescent Research Review*, 3:67-93.

[48] Vidal, L., Steeger, C.M., Caron, C., Lasher, L., & Connell, C. (2017). Placement and Delinquency Outcomes Among System-Involved Youth Referred to Multisystemic Therapy: A Propensity Score Matching Analysis. *Administration and Policy in Mental Health*, 44 (6):853-866.

[49] Boxer, P., Docherty, M., Ostermann, M., Kubik, J., & Veysey, B. (2017). Effectiveness of Multisystemic Therapy for Gang-Involved Youth Offenders: One Year Follow-Up Analysis of Recidivism Outcomes. *Children and Youth Services Review*, 73: 108-112.

Education Programs in Detention: Best Practices

Juveniles who are sent to detention are able to participate in school during their detainment. According to a recent study by Puzzanchera and Hockenberry, 86 percent of residential placement facilities reported assessing the educational levels of youth to determine needs. All detention facilities provide some form of public or alternative education for youth who do not yet have GEDs or high school diplomas.[50]

While research has shown that those youth reentering the community after detention are at risk of dropping out or not graduating, there are identifiable benefits to participating in educational programs while detained. For example, Blomberg and colleagues found that youth who had reached higher levels of educational achievement while confined were more likely to return to school after release.[51]

Research on the impact of educational programming for youth while in confinement is limited[52]. In general, Lipsey and colleagues found that skill-building interventions that focus on CBT techniques, social skills, and academic and vocational skill building can lead to decreases in recidivism by juvenile offenders.[53]

There is a dearth of research on educational programming in the last decade, and what does exist focuses on youth in secure confinement and treatment programs, so there is still a great deal to learn about how youth respond to the educational programs provided while in detention.[54]

Work by Peter Leone and Carolyn Fink posits that education programs in juvenile detention facilities should have three core components. They should 1) engage youth and be tailored to

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[50] Puzzanchera, C. & Hockenberry, S. (2018). Service Availability Increased in Juvenile Residential Placement Facilities. Fact Sheet. Washington, DC: U.S. Department of Justice, Office of Programs, Office of Juvenile Justice and Delinquency Prevention. Retrieved from http://www.ncjj.org/pdf/Data%20snapshots%202016/DataSnapshot_JRFC2016.pdf (accessed September 2019).
[51] Blomberg, T.G., Bales, W.D., Mann, K., Piquero, A.R., & Berk, R.A. (2011). Incarceration, Education and Transition from Delinquency. *Journal of Criminal Justice*, 39 (4): 355-365.
[52] Cavendish, W. (2014). Academic Attainment During Commitment and Postrelease Education-Related Outcomes of Juvenile Justice-Involved Youth with and Without Disabilities. *Journal of Emotional and Behavioral Disorders*, 22(1): 41-52. ; Gangon, J.C. and Barer, B. (2010). Characteristics of and Services Provided to Youth in Secure Care Facilities. *Behavioral Disorders*, 36(1): 7-19.; Leone, P.E., Krezmien, M., Mason, L., & Meisel, S.M. (2005). Organizing and Delivering Empirically Based Literacy Instruction to Incarcerated Youth. *Exceptionality*, 13(2): 89-102.
[53] Lipsey, M.W., Howell, J.C., Kelly, M.R., Chapman, G., & Carver, D. (2010). *Improving the Effectiveness of Juvenile Justice Programs.* Washington, DC: Center for Juvenile Justice Reform at Georgetown University.
[54] Cavendish, Academic Attainment; Gangon and Barer, Characteristics; Koyama, P.R. (2012). The Status of Education in Pre-Trial Juvenile Detention. *The Journal of Correctional Education*, 63(1): 35-68. Leone, Krezmien, Mason, & Meisel, Organizing and Delivering.

variable lengths of stay; 2) ensure that all youth—even those who spend a day or two at the facility—experience success; and 3) focus on transition.[55]

Being detained can be an unsettling experience for many youth. Educators who calm fears, engage youth, give support, and build initial relationships create possibilities for even the most challenged youth. School, at times, has not been a pleasant place for youth in the delinquency system. Educators are encouraged to work quickly to get records, perform assessments, tailor plans for each student, and welcome each youth to school in order to gain the most potential for youth engagement. Since many youth have had negative prior school experiences, both through academics and disciplinary sanctions, they may have to be "re-defined as learners," to be encouraged by educators, asked about inspirations and interests, and encouraged via praise to participate in group discussions. The more success they can experience early on, the more likely they may be to stick with school in the future. Finally, since most youth in detention are there for short stays, a focus on transition for each youth requires educators to thoughtfully consider options and opportunities for further educational placements and possibilities when the youth returns home so that the youth's next steps can be planned and coordinated. Some of these may include career options, work options, and vocational training. Ideally, parents should participate in the process.[56] While the above suggestions are not from evidence-based research, these educational practices as described do represent best practice in the field.

Mentoring and Volunteer Programs in Detention: Best Practices

It is also important to mention the vital roles that volunteers and mentors play in ensuring the full range of programs and services are offered to youth while they are in detention. Programs that may involve volunteers or mentors include recreation, counseling, education or tutoring, religion, and clerical duties.

While mentoring and volunteering services are used across juvenile correction settings and viewed as best practices, there is little extant research on mentoring. More specifically, there is very little known about the mentoring components that are most impactful, how risk-level impacts mentoring

[55]Leone, P & Fink, C. (May 2017). Issue Brief: Raising the Bar: Creating and Sustaining Quality Education Services in Juvenile Detention. *The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth*, Washington DC: US Department of Education. Retrieved from https://neglected-delinquent.ed.gov/sites/default/files/NDTAC_Issue_Brief_Edu.pdf (accessed September 2019)
[56] Ibid.

effectiveness, how characteristics of youth impact or the mentor-mentee relationship may impact mentoring outcomes.[57]

One recent report by Duriez and colleagues, while examining the impact of mentoring on youth on probation and parole populations, illustrates the uncertainty in the positive impacts of mentoring. For example, only some of the analyses conducted in this study identified reductions in recidivism; however, the effects were small and did not reach statistical significance.[58] The overall mixed findings regarding the effectiveness of mentoring does not negate these programs but instead highlight the need for more research.

A Note on Generic Programming

Research and evaluations conducted on brand-name programs represent just a small portion of the larger body of research on the effectiveness of programs, interventions, and services used in juvenile justice. Most of the extant research involves generic or homegrown programs and these studies have shown many positive outcomes for juveniles. Mark Lipsey, a researcher and leader in the field of EBPs, has been writing on the value of generic programs for some time. In fact, Lipsey's meta-analytic work has demonstrated that when examining the positive effects brand-name and generic programs have on juvenile recidivism, generic programs produced larger effects than brand-name programs.[59] Homegrown programs, such as horticulture and gardening, anger management groups, small engine repair, life skills classes, pet therapy, sports tournaments and training, parenting classes, and others can have immeasurable benefits to detained youth, especially if well planned, well executed, and created with the population of youth in detention in mind. Many of these and other generic programs have been found to have greater impacts on juvenile recidivism than brand-name programs. However, there also are benefits to using brand-name programs, which include having clear and specific guidelines on how these programs should be implemented (very important with implementation fidelity) and having access to training sessions and program resources. The drawback is that these benefits also make the program expensive to implement. With this in mind, it is important to note that while this review focuses on a number of EBPs, there are many effective generic programs that can produce similar outcomes. The decision

[57] Duriez, S.A., Sullivan, C., Sullivan, C.J., Manchak, S.M., & Latessa, E. (2017). *Mentoring Best Practices Research: Effectiveness of Juvenile Mentoring Programs on Recidivism.* Washington, DC: Department of Justice, Office of Juvenile Justice and Delinquency Prevention.
[58] Duriez, Sullivan, Sullivan, Manchak,& Latessa, *Mentoring Best Practices Research*.
[59] Lipsey, Howell, Kelly, Chapman, & Carver, *Improving the Effectiveness.*

on which programs to enact may be influenced by the size of the target population or the resources of the jurisdiction or state.

Although this report's focus is on EBPs and best or promising practices in juvenile detention, it is fair to say most of these programs would be most effective when provided by dedicated and qualified mental health practitioners. The National Commission on Correctional Healthcare (NCCHC) standards recommend that all juvenile detention facilities provide mental health services by qualified professionals.[60] It is recognized that youth involved with the juvenile justice system have high rates of substance abuse and varying psychiatric disorders, and with youth populations lower, a very concentrated group of these youth remain in detention beds. Often, the juvenile justice system is the chief vehicle for delivery of services to these youth. Dedicated mental health clinicians, common in detention centers in neighboring states, go a long way to being able to deliver services to youth who are detained, providing services such as crisis management, coping skill building, therapy, and program provision.[61]

Cost-Benefits and Cost-Effectiveness in Detention Programming

Because no state or city budget is unlimited for juvenile detention facilities, it is vital that any programs and services are viewed through a cost/effectiveness/benefit lens.

Cost effectiveness is an economic analysis used to determine the efficacy of a program in achieving intervention or treatment outcomes in relation to the program costs. A cost-benefit analysis is also an economic analysis that is used to determine the economic efficacy of a program but it expresses this efficiency as the relationship between cost and outcomes and measured in monetary terms.[62] A cost-benefit analysis quantifies all aspects of the program (e.g., the inputs, outputs, and outcomes); whereas, the cost-effectiveness analysis only quantifies the costs.

Cost-benefit analysis of social programs can be controversial as a result of trying to quantify all program-related factors because some are easier to quantify then others.[63] For example, identifying

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[60] National Commission on Correctional Health Care: *Standards for health services in juvenile detention and confinement facilities.* (2004). Chicago, IL: National Commission on Correctional Health Care.
[61]Desai, R.A., Goulet, J.L., Robbins, J., Chapman, J.F., Migdole, S.J., & Hoge, M.A., (2006). *Journal of the American Academy of Psychiatry and the Law*, 34 (2): 204-214.
[62] Rossi, P.H., Lipsey, M.W., & Freeman., H.E. (2004). *Evaluation: A Systematic Approach* (7th Ed.). Thousand Oaks, CA: Sage Publications.
[63] Ibid.

or estimating the cost of training staff is tangible whereas estimating the value attributed to certain outcomes (e.g., re-offense involving violence) and the procedures used to make these estimates can vary greatly, leading to a lack of standardization and challenges in comparing findings across different studies. There are also challenges in data analysis, as outcomes for youth may not be tracked or if tracked, are measured differently by varying jurisdictions.

Many of the programs discussed above have been identified as evidence-based and as a result, have been evaluated using a cost-benefit analysis (CBA). However, many of these CBAs were undertaken by different researchers with varying research objectives, resources, and access to information. As a result, it can be challenging to try and get a "snapshot" of the current costs and benefits of a program that has been implemented in different locations, at different times, with different resources, and analyzed using different methodologies. And then to try to take a broader perspective on the current cost-benefit status of different types of programs can be even more challenging.

However, since 1997, the Washington State Institute for Public Policy (WSIPP) has used a benefit-cost model to examine effectiveness of juvenile justice programs and since then the model has been revised and expanded. The benefit-cost analysis undertaken by WSIPP provides one modeling approach across all studies in order to allow for the comparison of the monetary value between the different programs. This ability to compare "apples-to-apples" allows users, in particular the Washington legislature, to determine whether the program benefits exceed the program costs. While the impetus for this report was the Washington Legislature, this resource provides a wealth of information on program costs and benefits that can help inform other states when considering implementing different programs.

A total of eight programs or policies discussed above are listed in WSIPP's Benefit Results (See Table 1). The program with the lowest cost is CBT, followed by ART and then vocational and employment training. While the cost of CBT is relatively low, the benefits are notable, as CBT has the largest benefit-to-cost ratio among all the programs listed. Every dollar spent on CBT results in a benefit valued at $36.31. It should not be surprising that the programs with the higher costs are those that are more complex and often involve the family. The costliest ($9,056) program listed is the Multisystemic Therapy for youth who have been convicted of sex offenses, followed by the standard MST with a cost of $7,973, and FFT with a cost of $3,530. The benefit-to-costs ratio among these three programs is notably smaller in comparison to the other programs with MST-sex offenders having one of the smaller benefits-to-cost ratio ($1.60). While this program may have a

smaller benefits-to-costs ratio for MST-sex offenders, the substantive benefit with such a challenging population may be worth the lower return.

Table 1. Washington State Institute for Public Policy: Expert of Benefit-Cost Results

Program Name	Total Benefits Per Participant	Costs Per Participant	Benefits to Cost Ratio
Cognitive Behavior Therapy	$14,592	$402	$36.31
Aggression Replacement Training*	$6,631	$1,631	$4.06
Dialectical Behavior Therapy	$59,017	$2,187	$26.99
Functional Family Therapy*	$39,557	$3,530	$11.21
Multisystemic Therapy	$14,134	$7,973	$1.77
Multisystemic Therapy- Sex offenders**	$14,459	$9,056	$1.60
Vocation and Employment Training	$1,453	$1,999	$0.73
Mentoring	$12,215	$3,356	$3.64

*Note: For youth in state institutions.
**Note: for youth convicted of sex offenses.

Programs discussed above that are not included in the WSIPP benefit-cost analysis include Moral Reconation Therapy, Thinking for a Change, and general educational programs. As mentioned earlier, there is very little research on the effectiveness of educational programs and as a result we know even less about the possible cost-effectiveness of the program. No cost-effective or cost-benefit studies were identified in relation to Thinking for a Change; however, it is important to note that this training is offered for free, so the only costs associated with the training include travel and staff replacement. Finally, cost-benefit analysis does exist for the adult population in Virginia receiving MRT through drug court; however, no cost-effectiveness studies could be found in regard to the juvenile populations.[64]

[64] Cheeseman, F.L. & Kunkel, T.L. (2012). *Virginia Adult Drug Treatment Courts Cost Benefit Analysis:* Williamsburg, VA: National Center for State Courts. Retrieved from http://www.courts.state.va.us/courtadmin/aoc/djs/programs/dtc/resources/virginiadtccostbenefit.pdf (accessed September 2019).

Relevant Practices: Current State of Practice and Policy

In order to fully understand the best practices for communities facing similar decreases in the use of juvenile detention, TMG conducted outreach to a range of practitioners and national experts both in Virginia and across the country. The objective of these interviews was to gain additional information on best practices, programming, and use of detention space, and to draw critical information regarding best practices in cost-effective detention programs and the repurposing of space due to population decreases.

Over the course of three weeks, 13 interviews were conducted—seven with practitioners and six with national and state experts. These interviews are intended to inform multiple components of this project, and as a result, a range of issues were discussed during the interviews. For example, individuals were asked about how jurisdictions have handled any increases in empty units/beds, any policies or practices that were introduced to use the space or resources, challenges or benefits to the reduction in the population, changes or challenges related to staffing, and suggestions or implementation of alternatives to detention.

Once interviews were completed, TMG staff analyzed the responses for key themes and six themes emerged: reasons for population decline, challenges as a result of the population decline, benefits as a result of the population decline, types of detention alternatives, options for the use of facilities with declining populations, and other options to consider. Of particular interest for completing Task B, are the suggestions or actual changes that have been put into place to use empty space in a detention facility.

In examining responses, a range of policy options emerged regarding how to handle empty space. Interviewees shared that some jurisdictions have responded to the declining juvenile population by reducing staff and closing pods. Other responses included closing centers completely and relocating youth to other facilities or repurposing the empty space in the facility. Suggestions could be divided into three general types: repurposing for use by detained youth, repurposing for use by youth not detained but in the justice system, and repurposing for use by the community.

The ways the space could be repurposed for detained youth included turning the space into a reentry center, starting a calming center, or establishing an activity space. The ways the space could be repurposed for youth not detained at the facility included turning the space into a day reporting

center, which could include a vocational career center, career matching, or mentoring space. It was also suggested to turn the space into a teen center, a treatment center, or a Boys and Girls Club. Another suggestion was to use the space for local committed youth as a close-to-home treatment center and to focus on substance abuse, mental health, or youth with co-occurring disorders.

There were also suggestions to repurpose the space to serve as an adult facility and to repurpose the unused space for community events or as a location that could serve as a therapeutic community for disabled adults or those with chronic mental or medical health issues.

In addition to the 13 national experts and practitioners, TMG also interviewed four practitioners who ran juvenile facilities inside Virginia. Like the Center, all four facilities are consistently running at 50 percent capacity or less. Three of the four facilities contract with the Department of Juvenile Justice (DJJ) for funding Community Placement Program (CPP) or Central Admissions and Placement (CAP) units and all run local post-disposition programs in addition to pre-disposition programs. Three of four noted cost concerns associated with underutilization have been expressed by their parent/funding agency. Like the Center, all have made attempts to lessen costs without limiting necessary programs.

All four facilities reported challenges similar to the Center, to include more challenging youth with more serious offenses requiring more intensive programs and supervision. While the number of youth has decreased statewide, the remaining youth tend to have more mental health needs and demonstrate increased aggressive behavior. The Center has addressed this via mental health and anger management strategies noted below. The third report in this series will compare the Center's operations with the operations of these and other comparable facilities inside and outside Virginia.

Gap Analysis: Current Program and Future Opportunities

The Center offers a range of programs to youth residing in the detention center, many of which mirror the evidence-based, best, and promising practices noted previously. The Center's program options include the following:

- *Challenge Behavior Management Program*: This program provides structure, support, and guidance for positive staff-youth interactions in conjunction with the provision of detention and treatment services. Relying on the principles of positive reinforcement, the Challenges

program provides youth with clear behavioral expectations within a structured daily routine; encourages behavior consistent with expectations through positive reinforcement; models appropriate social and problem-solving skills; and applies de-escalation strategies and other interventions to manage inappropriate behavior. A core component of the Challenges program is the point system. This system is used to reinforce compliance and encourage pro-social behaviors. Youth can earn up to 20 points a day and are evaluated on the following five behavioral dimensions: following staff instructions, personal appearance, maintaining verbal appropriateness, engaging in socially appropriate behavior, and staying on-task. Points earned provide purchasing power for residents who may exchange points for tangible and activity rewards and reinforcers each week. In conjunction with the point system, appropriate behaviors are reinforced through the Level System. The Level System encompasses five different levels (Level I, II, III, the Honors Level, and the Honors Senior Level), that represent youth progress. There are five levels, each with its own behavioral expectations and assignments. Youth must meet all the requirements of each level before progressing to the next. As youth progress through the levels, they receive tangible (e.g., food items, specialty personal hygiene products, and stationery) or activity rewards (e.g., video games, TV and movie time, sports games, spa-like activities). If youth fail to meet the expectations of a particular level or commit a major facility offense, they may be demoted a level. This program also has a clear process for responding to moderate and major infractions, which includes reviewing and determining the rule infraction, conducting a behavioral review, and determining the appropriate outcome (e.g., loss of privileges). Challenge also provides a system by which youth can request an administrative review of the behavioral review process after an infraction.[65] All residents in the facility participate in the behavior management program.

- *Community Placement Program*: This is a new treatment program for girls who have been committed to the Department of Juvenile Justice and require residential treatment. The focus is on the past trauma of each girl and how that is impacting her behavior. A mental health clinician, who is not a full-time employee but a vendor, works with each girl, using individual therapy, group work, anger management workbooks, substance abuse group work, and workbooks specifically on sexual trauma. Girls in the program have their own

[65] Challenges Behavior Management Guide: Participants Guide. (2017). *Juvenile Detention Commission*. Alexandria, VA: Northern Virginia Juvenile Detention Center.

rooms decorated by them with materials, linens, and decor that they can take with them when they leave. The focus of the program is on better understanding how prior neglect and abuse drives behavior, how to have healthier relationships, and how to build both resiliency and accountability.

- *New Beginnings Program*: New Beginnings offers a range of programs and services to high-risk, non-committed male and female youth. These programs include psycho-educational therapeutic groups, including coping skills, substance abuse education, anger management, goal setting, developing personal integrity, identifying cognitive disorders, vocational exploration, job opportunities, college and career planning, and independent living skills. The New Beginnings program is available to eligible post-disposition youth.

- *ART*: As mentioned above, ART is a CBT program that that focuses on the emotional and social aspects that lead to aggressive behavior. This program provides ten weeks of group training sessions with a focus on three targeted interventions: social skills training, anger control training, and moral reasoning. Though not all youth will complete the entire ten weeks, there is a perceived benefit to the youth from engaging in ART. The social skills training teaches youth ways to replace antisocial behaviors with positive alternatives. The anger control component teaches youth how to respond to anger in a nonaggressive way and rethink situations that provoke anger. The moral reasoning component works to enhance youth's level of fairness, justice, and concern for the needs and rights of others. All youth, whether detained, in New Beginnings, or committed in the CPP program, receive ART.

- *Change Company Interactive Journals:* A structured, engaging, and experiential approach, these journals are used in juvenile and adult institutions and include a range of subjects, such as Why Am I Here, My Feelings, Substance Abuse, Individual Change Plan, and Victim Awareness. The journals allow youth to write about their own experiences and think through behaviors and decisions, encouraging introspection. All youth, whether detained, in New Beginnings, or committed in the CPP program, use the journals.

- *Council for Boys and Young Men*: This strengths-based group approach for boys to promote safe and healthy growth and conversation, offers a structured environment where boys have the opportunity to address masculine definitions and behaviors and build their self-

esteem. Meetings are held weekly (1.5-2 hours per meeting) and a facilitator runs each meeting that involves reflection and group dialogues as well as a range of activities, such as games, skills, art, and group challenges.[66] The Council is available for detention, committed, and New Beginnings youth. Both this group and the Girls' Circle Group below are available for transgender youth, who may choose the circle or council that aligns best with their gender identity.

- *Girls Circle:* This structured support group for girls integrates relationship theory, resiliency practices, and skills training in a specific format designed to increase positive connection, personal and collected strengths, and competence in girls. This program works to promote an emotionally safe environment. Meetings are held weekly (1.5-2 hours per meeting) and a facilitator leads the girls in talking and listening to each other. Other creative outlets are offered to youth, including journaling, poetry, drawing, and dance.[67] This Circle is available for detention, committed, and New Beginnings youth.

- *Capital Youth Empowerment Program*: This non-profit organization was established in 2008 with the mission to provide innovative, high-quality, and cost-effective programs that address the fatherless home, teen pregnancy, and family dysfunction.[68]

- *Pregnancy Prevention Program*: The Teen Pregnancy Prevention Program, developed and offered by James Madison University, works to equip teens, parents, and community members with education and skills on sex and relationships that help lead young people to make healthy and positive decisions for themselves.[69]

In addition to the programs above, during the summer, the Center provided Balanced and Restorative Justice Training to 30 staff. The staff were trained in the facilitation of restorative circles that are based on the principles of Community Safety, Competency Development, and Accountability. The circles focus on restoring balance and justice to the victims, offenders, and community. This initiative will provide the supportive foundation which calls for youth

[66] One Circle Foundation. (n.d). *The Council for Boys and Young Men*. Retrieved from https://onecirclefoundation.org/TC.aspx (accessed September 2019).
[67] One Circle Foundation. (n.d.) *Girls Circle*. https://onecirclefoundation.org/GC.aspx (accessed September 2019).
[68] Capital Youth Empowerment Program. (n.d.) https://www.cyep.org (accessed September 2019).
[69] James Madison University. (n.d.) *The Teen Pregnancy Prevention Program*. Retrieved from https://www.jmu.edu/iihhs/tpp/about-us.shtml (accessed September 2019).

accountability without the use of disciplinary room confinement and punitive responses for resident infractions. The Center has recently trained two staff in the "True Colors" program, an anger management and substance abuse focused group that will begin shortly. The Center also regularly provides programs and services to youth that are supported by volunteers. Volunteer programs include Alcoholics Anonymous/Narcotics Anonymous, Urban Passages, Improv, yoga, Project Success (also called BeProud), Lota Phi Theta, rugby, body strengthening, and educational/GED tutoring. While Alexandria CSB provides mental health assessment and treatment services within the Center, the Center would benefit from a full-time mental health clinician to ensure program fidelity, treatment plans, immediate crisis intervention, and to provide group and individual therapy.

These programs provide youth with the opportunity to address a range of cognitive, social, and behavioral needs and paves the way for further programs and support if the Center remains in operation, whether that is for detained youth only or a mix of detained and committed youth and those with treatment needs. Overall, the detention facility's focus on care and treatment appears to show a broad range of program options for youth.

Recommendations: Bridging the Gap

In the third report that will focus on current Center operations, past and future potential efficiencies, and future cost-containment strategies, TMG will be introducing an array of specific and actionable recommendations based on the results of that work that connect with options for the facility itself and the potential for regionalization. In this report on best practices, and considering the programs currently offered to youth at the Center, TMG has just three key recommendations. In considering the current programming contributions of the Center and the responses of national experts and national and local practitioners of facilities in similar positions, the Commission, in conjunction with Center leadership, may wish to consider the following:

1. Many detention facilities do not have treatment program offerings, but the Center is fortunate to have one for the CPP girls that has just begun. Since the CPP girls' program is in place, consider using empty bed spaces to create a boys' CPP program for committed young men in need of residential care and treatment such as in other juvenile detention facilities in Virginia. The facility could use the current structure for the CPP girls but add in male-oriented material as well, to include an array of educational, recreational, and growth-oriented activities and opportunities for both self-improvement and the release of boys'

emotional and physical tensions. Supplements, such as a young father's program or therapy or activities with positive male role models, can be excellent program additions. This plan would have the dual benefit of filling empty bed spaces and keeping committed boys in need of treatment closer to home.

2. The current CBT, ART, and workbook offerings at the Center are all consistent with those found nationally in juvenile detention facilities. These additions appear to reflect an understanding by leadership of the challenges this small but sometimes difficult group of youth brings with them. TMG recommends the Center review the full complement of EBP, best and promising practice, and generic programming offered and discuss options on what could be offered in addition to these. As an example, a horticulture program can work well and keep youth busy, teaching them a valuable skill, but it requires staffing, land, and equipment. As a part of this, survey youth and staff for ideas on programs they would find useful and engaging. See that any program is goal-oriented, and as such
    a. Provides for a release of emotional tension
    b. Creates a constructive outlet for physical energy
    c. Teaches fundamentals of recreational and other activities
    d. Gives the youth self-confidence in healthy pursuits
    e. Teaches fair play, rule following, and teamwork
    f. Provides a socially acceptable outlet for hostility
    g. Gives the youth a better understanding of himself or herself
    h. Develops new interests and skills to be continued after release
    i. Keeps the youth busy by providing a structure for the day
    j. Develops good health habits and a healthy physique
    k. Breaks down resistance to adults and adult standards and expectations
    l. Permits observation of the youth's behavior, which aids in social diagnosis[70]

3. There is currently no full-time mental health clinician at the Center. The Alexandria Department of Community and Human Services receives funding from the Department of Behavioral Health and Developmental Services (DBHDS) for mental health services and emergency care. These funds support two licensed clinicians who provide a total of 0.4 FTE dedicated mental health services in Spanish and English in the Center. Though there was no

[70]Liddell, Clark, & Starkovick, Chapter 10.

formal audit of behavioral health needs and services at the Center as a part of this project, with the array of services and programs being offered and considering the reported significant mental health needs of the youth, full-time, dedicated clinician(s) are recommended. If funding is not adequate for full-time staff, perhaps a dedicated staff could work a four-day/32-hour week for less salary and a shorter work week. Though juvenile detention facilities in the past did not always have mental health staff, Alexandria has had clinicians providing services part-time in Center through the Department of Community and Human Services since 2008 when the state funds became available. Current practice and current populations support the need for dedicated clinicians.

Conclusion

Based upon the research and information provided for this report, the Center's smaller but more challenging youth population is receiving a range of programs and services, several of which are EBPs or best/promising practices. There is still work to do by TMG on the costs associated with current operations and costs that will attach to regionalization or other alternatives, and those cost factors will be discussed in more detail in the third report for this project. But current programming at the Center appears to be in line with, and at times is more robust than, national best practices for youth in detention. Because the facility currently has no committed male youth treatment component, there is potential to pave the way for use of the empty beds for local youth who may need treatment and can stay close to home by being placed at the Center in a treatment program. This and other options will be explored further as this project unfolds, options that will also be designed to address the current organizational and fiscal challenges of the Center and bring alternative solutions to the City of Alexandria and facility leadership.

Appendix A – Alternatives to Detention: What Works

Since the 1990s, there has been an increasing effort to keep youth out of juvenile facilities whenever appropriate. One leader in this effort has been the Annie E. Casey Foundation (AECF). When AECF first launched the pilot of its Juvenile Detention Alternatives Initiative (JDAI) in the early 1990s, it was during a time of a heavy use of juvenile detention and rising concerns regarding the negative impacts of detention and incarceration. AECF created a model with eight main strategies to guide jurisdictions in identifying how to reduce the rate of juvenile detention while also maintaining public safety and meeting the needs of the youth. As part of this project, which has expanded to include numerous jurisdictions, AECF provided participating jurisdictions with technical assistance and support in achieving the eight strategies outlined in the JDAI model.[71]

Due to the efforts of AECF, other stakeholders, and researchers over the last two decades, there is a general recognition by juvenile justice stakeholders that youth, their families, and the community are best served by relying more on alternatives to incarceration, where appropriate.[72]

Since the growth of the EBP movement in criminal justice, numerous outcome evaluations and meta-analyses have been undertaken to examine the effectiveness and level of impact of alternatives to detention for youth.[73] The primary outcome of interest is recidivism, as well as improvements in education, employment outcomes, and social and health behaviors.

Alternatives can include a wide range of programs that can help reduce overcrowding and costs. Alternatives to detention help maintain ties with family and community, as well as prevent the stigma associated with being detained. Diversion of juveniles often focuses on two main components: supervision and treatment. Based on the level or risk and need, the supervision of a youth may be more or less intensive, and treatment may consist of a variety of services intended to

[71] The Annie E. Casey Foundation. (n.d.). *Juvenile Detention Alternatives Initiatives*. Retrieved from https://www.aecf.org/work/juvenile-justice/jdai (accessed September 2019).
[72] Austin, J.F., Johnson, K.D., Weitzer, R.J. (2005). *Alternatives to the Secure Detention and Confinement of Juvenile Offenders.* Washington, D.C.: U.S. Department of Justice.; Bonnie, R.J., Johnson, R.L., Chemers, B.M. and Schuck, J.A. (2013). *Reforming Juvenile Justice: A Development Approach*. Washington, DC: National Research Council, National Academies Press.
[73] NIJ CrimeSolutions.gov defines meta-analysis as "the systematic quantitative analysis of multiple studies that address a set of related research hypotheses in order to draw general conclusions, develop support for hypotheses, and/or produce an estimate of overall program effects". Retrieved from: https://crimesolutions.gov/Glossary.aspx#M.

address social, psychological, criminogenic, and behavioral issues, as well as life skills, education, employment, and family.[74]

Youth can be diverted away from formal processing at multiple points within the juvenile justice system, from initial contact with law enforcement to various points during pre-adjudication or post-adjudication.[75] In general, most diversion occurs after arrest and charges have been filed but before adjudication. This could be by prosecutors who have the authority to divert in some cases, by juvenile justice staff at certain points in the process, or by a judge.

The range of interventions that may be available to youth who are diverted from detention can vary from simple surveillance to intensive supervision to residential treatment. Effective diversion practices rely on the RNR Model using risk-needs assessments to identify the appropriate supervision and treatment needs of youth. Diversion programs are usually reserved for low to moderate risk youth, both pre- and post-adjudication, with the general goal of reducing the use of detention for nonviolent juveniles, minimizing re-arrest and failure-to-appear (FTA) rates, ensuring appropriate conditions in secure facilities, and ensuring that public expenditures are used in manners that promote sustainability of successful reform efforts.[76] The following section describes some of the EBPs that may be available to youth who are diverted from detention.

Home Confinement

Home confinement or detention is a program that is primarily designed to control and supervise the activities of juveniles. This program can be used for both pre-and post-adjudication populations. In general, a youth diverted to home confinement will be permitted to attend school or work and engage in other approved activities but will be monitored either through direct contact with court or probation staff or will be monitored electronically. Home confinement may entail other conditions like drug testing and curfew.[77] Home confinement has been used as an alternative to detention for over 30 years and early research has shown mixed results. However, this early

[74] Harris, P.W., Lockwood, B., Mengers, L., & Stoodley, B.H. (2011). Measuring Recidivism in Juvenile Corrections. *OJJDP Journal of Juvenile Justice* 1(1): 1-16.
[75] While youth may be informally or formally diverted from the formal processing system by law enforcement, the focus of this review is on the formal diversion opportunities that are available to youth after arrest but before detention.
[76] Lubow, B. (2005). Safely Reducing Reliance on Juvenile Detention: A Report From the Field. *Corrections Today*. Alexandria, VA: American Correctional Association.
[77] Development Services Group, Inc., (2014). *Alternatives to Detention and Confinement: Literature Review*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention. Retrieved from https://www.ojjdp.gov/mpg/litreviews/AlternativesToDetentionandConfinement.pdf (accessed August 2019).

research has largely lacked the proper comparison group or statistical controls in order to come to appropriate conclusions about the effectiveness of these types of programs.

More recently, with technological advances, home confinement has been used in conjunction with electronic monitoring of youth. In general, this may entail a youth having an electronic bracelet attached to his or her wrist or ankle that can monitor locations at all times. An electronic bracelet may be paired with random phone calls or home visits.[78]

Similar to home confinement, prior research and reviews of electronic monitoring do exist but they lack the methodological rigor to make conclusions about the effectiveness of the program. One evaluative study, undertaken in Florida by Bales and colleagues, examined an electronic monitoring program that was used in conjunction with home confinement.[79] The sample for this study was largely composed of adults; however, one-third of the sample were young people aged 14 to 25 years of age. One of the key objectives for this study entailed determining the effect of electronic monitoring as a supervision enhancement for medium- to high-risk offenders in terms of absconding, probation violations, and the commission of new crimes. Using propensity score matching, researchers were able to demonstrate that participation in the electronic monitoring program reduced supervision violations and program failure, regardless of age.[80] In general, while the use of electronic monitoring is widespread, there remains a dearth of empirical research examining the impact and effectiveness of this policy.

Non-residential Programs

There are a range of non-residential programs available to youth diverted from detention. Two common avenues include day treatment centers or intensive supervision programs. Day treatment centers may also be referred to as evening reporting centers, day reporting centers, community resource centers, or day incarceration centers and serve as a highly structured, nonresidential, community-based alternative.

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[78] Austin, Johnson, & Weitzer, *Alternatives to Secure Detention*.
[79] Bales, W.D., Mann, K., Blomberg, T.G., Gaes, G., Barrick, K., Dhungana, K., & McManus, B. (2010). *A Quantitative and Qualitative Assessment of Electronic Monitoring.* Tallahassee, FL: Florida State University, Center for Criminology and Public Policy Research.
[80] Ibid.

Day treatment entails intensive supervision for both pre- and post-adjudicated youth and youth are typically required to check in five days a week. Day treatment programs provide access to a range of services that can help meet the various needs of youth, including individual or group counseling, educational programs, vocational training, employment training, life skills and cognitive skills training, and substance abuse treatment. Programs may also refer youth out to community services.[81]

There is little research on day reporting programs. However, using a quasi-experimental methodology[82], one group examined the effectives of the AMIKids Community-based Treatment Services, which offers a range of services and interventions designed to reduce recidivism. Services included Cognitive Behavioral Therapy, Aggression Replacement Training, and Motivational Interviewing (MI) – all evidence-based programs. Winokur, Early, and colleagues compared youth participating in the AMIKids program to similar at-risk youth in day treatment or juvenile residential programs. Analysis found that youth participating in the AMIKids program were significantly less likely than the control group to be adjudicated or convicted for an offense within 12 months of release. Also, they were significantly less likely to be rearrested for any offense, rearrested for a felony, convicted of a felony, and subsequently committed, placed on probation (adult), or sentenced to prison—compared with youth who completed residential programming.[83]

The structure, supervision and services offered under intensive supervision programs can vary. Some programs may be very similar to traditional probation, while others may provide youth access to a range of therapeutic treatment services. Intensive supervision provides just that: a very high level of control and monitoring of youth. This program is used for post-adjudicated youth and can be used for high-risk probationers or as an alternative to detention. These programs often entail frequent contacts with caseworkers or probation officers and strict conditions. Youth may be subject to electronic monitoring, evening visits, and drug testing.[84]

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[81] Developmental Services Group, Inc. (2011). Day Treatment: Literature Review. Washington DC: Office of Juvenile Justice and Delinquency Prevention. Retrieved from https://www.ojjdp.gov/mpg/litreviews/Day_Treatment.pdf (accessed August 2019).
[82] Winokur Early, K., Hand, G.A., Ryon, S.B. & Blankenship, J.L. (2014). Experimental Community-Based Interventions for Delinquent Youth: An Evaluation of Recidivism and Cost Effectiveness. *Journal of Knowledge and Best Practices in Juvenile Justice and Psychology*, 8(1): 29-36.
83 CrimeSolutions.gov. (June 13, 2012). *Program Profile: AMIkids Community-Based Day Treatment Services*. Washington, DC: National Institute of Justice. Retrieved from https://crimesolutions.gov/ProgramDetails.aspx?ID=253 (accessed August 2019).
[84] Development Services Group, Inc. (2014). *Alternatives to Detention and Confinement: Literature Review*. Washington D.CC.: Office of Juvenile Justice and Delinquency Prevention. Retrieved from https://www.ojjdp.gov/mpg/litreviews/AlternativesToDetentionandConfinement.pdf (accessed August 2019).

Residential Programs

Residential programs are an umbrella term that includes different types of diversion programs that provide housing or require the youth to reside in a facility for a particular amount of time. This includes shelter care and group homes. Shelter care is typically available to pre- and post-adjudicated youth and usually houses a small number of youth in a short-term (1 to 30 days) non-secure residential facility. Group homes are long-term residential facilities for post-adjudicated youth. These types of programs typically house a small number of youth (five to 15) and allow the youth to hold jobs and attend school. These facilities are staff-secured.[85]

The Methodist Home for Children's Value Based Therapeutic Environment (VBTE) program was a program implemented in group homes and shelter care in North Carolina. This program targets post-adjudicated ten- to 18-year-olds and emphasizes the interactions between the youth and the counselors. Before admittance, youth are screened and an individualized plan is created. Youth also work with a family service specialist who completes a needs assessment and assists with court appearances. Once released, the service also helps connect the youth with community services and assists with reintegration in school.

In a 2010 evaluation that involved quasi-experimental design and propensity score matching to create an appropriate comparison group, Strom and colleagues found mixed results.[86] Analysis revealed the program had a significant effect on new charges and convictions, but only for person offenses; the program did not significantly affect charges and convictions for property, drug, and public order offenses. Youth who received VBTE treatment spent significantly fewer total days incarcerated than comparison youth. In addition, in comparing the outcomes of youth by risk level (low, medium, high), analyses revealed the high-risk youth in the VBTE program with significantly lower recidivism rates were also less likely to be incarcerated for a recidivist offense when compared to the high-risk youth from the comparison group. There were no significant differences in outcomes between low- and medium-risk youth in the VBTE program when compared to youth of the same risk-level in the comparison group. This program is profiled on the crimesolutions.gov website and identified as promising.

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[85] Ibid.

[86] Strom, K.J., Cowell, A., Dawes, D., Hawkins, S., Moore, M., Wedehase, B., & Steffey, D.M. (2010). *Evaluation of the Methodist Home for Children's Value-Based Therapeutic Environment Model: Final Report*. Research Triangle Park, N.C.: RTI International.

Family-focused Programs

Family-focused programs are those that not only provide supervision and therapeutic programming to youth but also involve training and theory for family. Three evidence-based programs that are family-focused include the Treatment Foster Care Program of Oregon (TFCO) (formally the Multidimensional Treatment Foster Care), Multisystemic Therapy, and specialized foster care, which is an adult-mediated treatment program designed for post-adjudicated youth. Youth are supervised at all times—in the home, while at school, and in the community. Foster care parents complete specialized trainings on the needs of these youth.[87]

TFCO is a specialized foster care program and focuses on youth who have chronic antisocial behavior, emotional disturbance, and delinquency. The objective of the program is to reduce violence and delinquency, increase pro-social behavior and involvement in activities, and to reunite families. Community families (formerly referred to as foster parents), the biological family, and the treatment team all work together with the youth. The youth is placed in community family care for six to nine months and during this time the biological family receives therapy and the parents receive parent management training. This program also offers skills training, supportive therapy, school-based behavioral interventions, academic support, medication management, and psychiatric consultation for youth. This program is reviewed in Blueprints, crimesolutions.gov, OJJDP model programs, and SAMSHA and identified as an effective program.

The original family-focused evaluation involved a randomized control trial for boys in the program. Boys in the MTFC program were compared to a control group who participated in "services-as-usual" group care. Analysis revealed boys in the MTFC program had significantly fewer criminal referrals, had higher rates of return to relatives, ran away less, and self-reported fewer delinquent acts.[88] A two-year follow-up found that those boys in the MTFC program were significantly less likely to commit violent offenses compared with the group care set.[89] A two-year follow up on female participants in the MFTC program also found positive outcomes. Girls in MTFC programs

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[87] CrimeSolutions.gov (June 17, 2011). Program Profile: Multisystemic Therapy (MST). Washington DC: National Institute of Justice. Retrieved from https://crimesolutions.gov/ProgramDetails.aspx?ID=192 (accessed August 2019).; County Health Rankings & Roadmaps (September 96, 2016). *Treatment Foster Care Oregon*. Robert Wood Johnson Foundation Program. Retrieved from https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/policies/treatment-foster-care-oregon (accessed September 2019).

[88] Chamberlain, P. & Reid, J.B. (1998). Comparisons of Two Community Alternatives to Incarceration for Chronic Juvenile Offenders. *Journal of Consulting and Clinical Psychology*, 66(4):624-633.

[89] Eddy, J.M., Whaley, B., & Chamberlain, P. (2004). The Prevention of Violent Behavior by Chronic and Serious Male Juvenile Offenders: A 2-Year Follow-Up of a Randomized Clinical Trial. *Journal of Emotional and Behavioral Disorders*, 12(1): 2-8.

showed significantly lower number of days in a locked setting, criminal referrals, and self-reported delinquency.[90]

[90] Chamberlain, P., Leve, L.D., & DeGarmo, D.S. (2007). Multidimensional Treatment Foster Care for Girls in the Juvenile Justice System: 2-Year Follow-Up of a Randomized Clinical Trial. *Journal of Consulting and Clinical Psychology*, 75(1): 187-193.

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THE MOSS GROUP, INC.

Experienced Practitioners Committed to Excellence in Correctional Practice

City of Alexandria, Arlington County, and City of Falls Church

Cost Benefit Analysis of the Use of Northern Virginia Juvenile Detention Center and Alternatives, RFP 803

Analysis of Existing Center Operations and Potential Efficiencies: Summary of Comparative Analysis, Strategies, Impacts, and Recommendations

November 2019

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Executive Summary

Context and Objective

In July 2019, The Moss Group, Inc. (TMG), a criminal justice consulting firm, entered into a contract with the City of Alexandria, Virginia, to conduct a cost benefit analysis of the Northern Virginia Juvenile Detention Center (Center), which serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission. This report is one of six completed for the analysis; readers should review all six reports for proper context.

Opened in 1958, the Center is a secure facility and one of 24 juvenile detention centers (JDCs) in the Commonwealth of Virginia. With a staff of 70.5 FTEs, more than half of which are direct-care, it provides pre- and post-dispositional services for juvenile offenders, ages 11 to 18, from the three jurisdictions, who have committed a wide range of offenses. Although its rated capacity is 70 youths, it currently (December 2019) operates four housing units; two for males and two for females. Each female unit can accommodate 14 youths and each male unit can accommodate 16 youths. It should be noted, at any given time a percentage of the youths committed to the Center are there for state-funded programs which are described below.

The Center offers a variety of programs and services, including care and custody, education, recreation, medical and mental health services, emergency psychiatric intervention, visitation, and volunteer. With funds provided by the Virginia Department of Education State Operating Program, and Title I, it operates its own school under the aegis of Alexandria City Public Schools. Likewise, the Virginia Department of Juvenile Justice (DJJ) provides funding for two programs: Central Admissions and Placement (CAP) and the Community Placement Program (CPP). There is a New Beginnings program, which is funded by the localities. All three programs incorporate an evidence-based, trauma-focused treatment component.

As is the case, both nationwide and throughout the Commonwealth of Virginia, the juvenile detention population has declined significantly over the past decade, thanks to fewer arrests, more community-based diversionary alternatives, and a shift in philosophy when it

comes to the role and appropriate use of juvenile detention. In fact, between fiscal year 2006 (FY2006) and fiscal year 2017 (FY2017), the Center's average daily population declined at a significantly greater rate than that of Virginia's 24 JDCs overall – 54 percent and 36 percent, respectively.[1] This drop in census has prompted the Center to reduce costs and maximize return on investment – without compromising service quality – in an increasingly tight budget climate, which has prompted a serious discussion around effective options.

Consequently, the City of Alexandria contracted TMG to complete a cost benefit analysis, with which to determine the better of two options currently under consideration: 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) enter into a regional agreement with other jurisdictions (e.g., Fairfax County or Prince William County). This multi-part study included an in-depth analysis of existing Center operations and potential efficiencies, the results of which are summarized in this report.

Assessment Methodology

To conduct a comprehensive assessment around current Center operations and potential efficiencies, TMG employed its proven, multi-part facility assessment process, grounded in practitioner experience, as well as research-informed and evidence-based "best" practices, to collect and analyze both qualitative and quantitative data. In doing so, this process incorporates a variety of such standard evaluation techniques as:

- A review of historical and foundational documents, including organizational, staffing, and fiscal data, as well as operational policies and procedures
- Individual interviews and focus groups with the following stakeholder groups:
  - Court officers, law enforcement, and service providers
  - Virginia Department of Juvenile Justice (DJJ) staff, Court Services Unit (CSU) staff, and the Juvenile Detention Commission for Northern Virginia

[1] Readers should note the 54% decline at the Center reflects the average daily population of juveniles committed by the three jurisdictions; juveniles committed for other purposes such as state-funded programs are not counted.

- Center management and line facility staff
- Youth and their families
- Superintendents from other similar detention facilities in the Commonwealth

- Onsite expert observation of the Center's daily operation across shifts
- A staffing analysis, based on best practices identified by the National Institute of Corrections (NIC)[2], to determine the number of staff the Center needs to effectively and efficiently execute its mission
- A trend analysis to compare Center utilization rates against those of other similar facilities in the Commonwealth.

Assessment Findings

Center Strengths and Challenges. Based on both expert observation and stakeholder feedback, our project team found that the Center has a number of strengths, beginning with exceptional leadership, quality programming, and staff commitment to positive outcomes. The stakeholders we interviewed also cited other assets that may not be found in other jurisdictions like Fairfax County. These assets included its close proximity to families, public transportation, courts, and service providers; its ongoing culture shift from a "jail-like" to an evidence-based "therapeutic" environment; and an intake and disposition process that works like a "well-oiled" machine. Moreover, while the declining detention population has had an adverse impact on the Center's operational cost, it has also resulted in smaller caseloads, which frees staff up to not only engage more productively with the youth they serve, but also take part in professional development.

Although its strengths are both numerous and significant, the Center continues to grapple with some of the same challenges reported in other Virginia JDCs. To begin with, the shift in juvenile justice policy, practice, and philosophy has led to notable changes in the detention population. Staff report the average youth the Center serves is not only charged with more serious offenses, but also exhibits higher rates of chronic and acute mental health issues and aggressive behavior. Many staff members also report that while

[2] Liebert, D.R., & Miller, R. (2001). Staffing Analysis Workbook for Jails. 2nd edition. Washington, DC: U.S. Department of Justice, National Institute of Corrections. Retrieved from https://s3.amazonaws.com/static.nicic.gov/Library/016827.pdf.

teamwork is improving, there are ongoing issues with respect to staff retention and turnover, resulting in burnout and mandatory overtime.

Likewise, the consistent drop in census has left the Center with a substantial amount of unused facility space, in addition to making it more difficult to accurately estimate staffing needs in every category. For example, the absence of a relief factor in developing staff rosters has resulted in a gap between funded and required security staffing levels. Consequently, the facility must rely on one of three options to meet operational requirements: paying overtime, reallocating staff, or leaving posts vacant.

Potential Areas for Change. While the Center has already implemented a variety of cost-containment strategies, our project team identified other potential efficiencies, beginning with suggested options for repurposing unused facility space, particularly in Unit 7. These options included community-based mental health and substance abuse treatment programs, a safe shelter for runaways, day and evening reporting programs, information and resource referral services for local families in need, and community meeting space. Vacant beds could also provide an opportunity to expand the Center's New Beginnings program and/or create a Community Placement Program for males. We also explored changes in both the staffing model and the employee data collection process that would result in significant cost savings, given that staff salaries comprise the lion's share of the Center budget.

Impact of Change. In addition to identifying potential efficiencies, we also considered the impact they might have on both the staff and the community, as follows:

- While repurposing the Center's unused space to house other funded programs would require some amount of retrofitting, this approach would also benefit the local community as a whole, by enabling the jurisdictions to fill critical gaps in much-needed support services. This approach would also provide additional revenue with which to cover operating costs.
- Changes in the staffing model would reduce the number of employee positions in certain administrative areas. On the other hand, it would enable the Center to better

anticipate and budget for fluctuations in the resident census that require additional security staffing, thereby decreasing the need for mandatory overtime.

- Although there is an up-front cost for automation of any kind, the back-end savings are often significant, over time.

Recommendations

Upon completing our analysis, TMG offers the following recommendations for cost-containment:

- Use the identified shift relief factor to meet security staffing requirements with the 45 FTEs currently funded, which would mitigate the ongoing necessity for mandatory overtime, staff reallocation or vacant posts.
- Reduce the staff by 6.5 FTEs in the areas of Administration, Programs, and Operations, to produce an estimated $537,530 in cost savings.
- Calculate the savings generated from efficiencies already implemented and reduce the Center budget accordingly.
- Upgrade the current HR data system to more accurately calculate the Net Annual Work Hours performed, with the goal of more effectively tracking and adjusting staffing patterns and commensurate expenditures.
- Upgrade business office technology systems to accommodate electronic billing and accounting and establishing a consistent payment schedule, with the goal of eliminating late payments and overpayments caused by manually creating paper checks to pay bills.
- Perform a comprehensive analysis around the physical plant's short- and long-term capital needs (e.g., roofing, drainage, HVAC) to determine whether maintaining the facility in its current location will, in fact, be cost-effective.
- Add an additional CPP program for male residents. At the time of the site visit, there was a vacant 14-bed unit in the secure area of the facility that could easily be

converted and utilized for a CPP program designed to serve up to 14 youth in the region.[3]

- Fully utilize all areas of the facility for the benefit of the participating jurisdictions. "Unit 7," which is located in the non-secured area on the first floor of the facility, is not used for any programmatic purpose. This space could be converted to a secure area to house an additional CPP or another program.

Introduction

In July 2019, The Moss Group, Inc. (TMG), a criminal justice consulting firm, entered into a contract with the City of Alexandria, Virginia, to conduct a cost benefit analysis of the Northern Virginia Juvenile Detention Center (Center), which serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission.

The Center's cost of operation per juvenile is escalating and its detention population continues to decline in an increasingly tight budget climate – which has prompted a serious discussion around options for reducing costs and maximizing return on investment, without compromising service quality. Consequently, this study is designed to determine the better of two such options currently under consideration: 1) to identify cost-containment and/or alternative facility use strategies that enable the Center to continue operating under the existing jurisdictional arrangement, or 2) to enter into a regional agreement with other jurisdictions (e.g., Fairfax County).

After completing Tasks A and B, under the contract's Scope of Work, TMG then conducted an in-depth, multi-part analysis of the Center's current state of operation, as specified in Task C, with the goal of identifying potential cost containment and facility use efficiencies.

[3] Funding for Department of Juvenile Justice programs is not intended to supplant the local funding. The CPP funds must be tied to staffing, treatment, services, incidentals and other expenses that support the CPP. It is to support staffing and treatment services in a unit within the facility and support shared costs such as utilities, control room staffing, and other shared operational costs.

With that in mind, TMG used our proven facility assessment model – grounded in practitioner experience, as well as research-informed and evidence-based "best" practices – that incorporates a variety of standard evaluation techniques to answer the following questions:

1. What strategies have been attempted by the Center to improve efficiency of operations and lower jurisdictional costs and what have been the outcomes?
2. What efficiencies could be adopted by the Center to reduce per diem costs without compromising quality of service?
3. What changes can be made in management or governance structure, staffing patterns, center policies and procedures, and use of the facility to improve efficiency of operations and financial sustainability?
4. What impact would the identified changes have on services to youth, safety of residents and staff, and the needs of all the communities involved.

Additionally, TMG was asked to provide recommendations for alternative uses of the Center. The following report summarizes our analysis and provides feasible recommendations for future improvements.

Current Center Operations

Overview

Opened 61 years ago in Alexandria, Virginia, the Center is a secure facility and one of 24 juvenile detention centers (JDCs) in the Commonwealth. It serves juvenile offenders, ages 11 to 18, both pre- and post-disposition, from three jurisdictions – Arlington County (17th judicial district), the City of Falls Church (17th judicial district), and the City of Alexandria (18th judicial district) – as well as from Maryland and the District of Columbia, who have committed offenses ranging from probation and parole violations, to misdemeanors and felony adjudications. Moreover, the Center currently operates four housing units which can accommodate up to 60 youths.

Staffing

To ensure adequate staffing at total capacity, the Center presently employs a staff of 70.5 FTEs, as follows:

Table 1. Current Funded Staffing

Position	Funded FTEs
Accounting Manager	1.0
Administrative Assistant	1.0
Assistant Shift Supervisor	4.0
Case Manager	4.0
Clinician	1.0
Compliance Manager	1.0
Custodial Services	2.0
Deputy Director	1.0
Detention Specialist	37.0
Director of Operations	1.0
Executive Director	1.0
Food Services	3.0
Food Services Manager	1.0
Health Services Administrator	1.0
HR Generalist	1.0
HR Manager	1.0
Lead Cook	1.0
LPN	1.0
Program Coordinator	1.0
Projector Coordinator	0.5
Recreation & Volunteer Services Coordinator	1.0
Records Manager	1.0
Shift Supervisor	4.0
Total	**70.5**

More than half of these staff members work on direct-care posts, in 12-hour shifts, tasked with supervising youth throughout the day. To provide continuous operational coverage, they are assigned to four teams, under the leadership of four shift supervisors and four assistant shift supervisors, one of each for every team.

Programs and Services

Like youth involved in the juvenile justice system nationwide, Center residents experience multiple challenges, such as mental health and substance use issues and learning disabilities, and many have a history of poverty, trauma, abuse, and/or neglect. In meeting these challenges, the Center provides its residents with services immediately upon arrival, by first screening them for mental health and substance abuse and referring those with identified issues to a mental health therapist for further evaluation and community service referrals.

Programs include care and custody, education, recreation, medical and mental health services, emergency psychiatric intervention, and visitation. The Center's school is operated by the Alexandria City Public Schools, with funds provided by the Virginia Department of Education State Operating Program, and Title I for coaching positions. What's more, through a contract with the Virginia Department of Juvenile Justice (DJJ), the Center operates a Central Admissions and Placement (CAP) unit and the Community Placement Program (CPP).

CAP intake services take place over approximately three weeks and include medical, psychological, educational and career readiness, as well as social histories, in accordance with the Virginia Department of Juvenile Justice Transformational Plan (2018)[4]. While collecting personal and social histories has long been a component of the youth screening process, Court Services Units (CSUs) within the Commonwealth introduced the Youth Assessment and Screening Instrument (YASI), an empirically validated tool, in 2008. Developed specifically for the juvenile population, the YASI is designed to classify an individual's recidivism risk by assessing static and dynamic risk and protective factors in

[4] Virginia Department of Juvenile Justice. 2018. Retrieved from http://www.djj.virginia.gov/pdf/admin/Transformation%20Update%202018%20FINAL.pdf.

ten domains (legal history, family, school, community/peers, alcohol/drugs, mental health, aggression, attitudes, skills, employment/free time). As such, this tool is used to help determine appropriate levels of supervision based on risk classification; while also helping Center staff identify individual needs, with the goal of providing appropriate services (e.g., substance abuse treatment). The Court Services Unit and detention staff employ the YASI to inform youth placement.

New Beginnings, a program funded by the three jurisdictions, is a co-educational residential program designed to provide youth who have been unsuccessful in other programs with a final opportunity to make changes and avoid placement in a state detention facility. Each youth is assigned a mental health therapist from the Alexandria Community Service Board, who oversees evidence-based treatment services, including individual and group therapy, while also serving on a treatment team that meets every 30 days to review progress made toward attaining individual goals. Monthly court reviews are also held, with the goal of keeping judges well-informed.

The CPP is a new treatment program specifically established for girls who have been committed to the DJJ and require residential treatment. As a structured program that focuses on past trauma and its impact on behavior, the CPP enables committed juveniles to receive the help they need while remaining as close to home as possible. Under this scenario, a mental health clinician, who is a private medical provider, works with each girl, using cognitive behavioral techniques, provided through individual therapy and group work and tailored to address such issues as anger management, substance abuse, and sexual trauma.

In addition to dealing with specific treatment needs and risk factors, the CPP helps each youth develop competency in the areas of education, job readiness, and social skills, while learning how to build resiliency, accountability, and healthy relationships. Program participants also have their own rooms, which they decorate with items they can take with them when they are released.

Context for Analysis

As throughout the Commonwealth of Virginia, the Center's juvenile detention population has steadily declined over the past decade for a variety of reasons, including far fewer juvenile arrests and an ever-growing number of diversion and community-based programs, in addition to the recent loss of its longstanding contract with the U.S. Marshal Service. Consequently, between fiscal year 2006 (FY2006) and fiscal year 2017 (FY2017), available data shows that the Center's average daily population of youths committed by the three jurisdictions declined at a significantly greater rate than that of Virginia's 24 JDCs overall – 54 percent and 36 percent, respectively.

During this same 11-year time period, Center utilization (as measured by childcare days) also decreased by varying amounts in the three jurisdictions it serves – 48 percent for the City of Alexandria, 66 percent for Arlington County, and 89 percent in the City of Falls Church (see Table 2 below). Moreover, the Commonwealth projects that its JDC population will continue to decline over the next six years at an average rate of 2.2 percent annually.

Table 2. Child Care Days Utilized by Jurisdictions[5]

	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY 17
Alexandria	8,615	6,180	5,599	5,438	5,628	5,569	4,429	3,663	4,638	3,074	3,574	4,496
Arlington	10,979	10,435	9,110	10,482	10,435	8,244	6,067	6,101	5,425	5,704	5,549	3,780
Falls Church	498	783	481	418	397	172	240	265	41	93	105	54
Total	20,092	17,398	15,190	16,338	16,469	13,985	10,736	10,029	10,104	8,871	9,228	8,330

Given this decrease, the facility has experienced a consistent drop in childcare days, which has prompted it to reduce the number of beds it offers from 70 in FY 2006 to a maximum of 48 in FY 2019. Still, despite this declining census and subsequently higher cost of operation, there are still youth from the three jurisdictions who must have access to the Center's programs and services. Thus, in effectively meeting this need, while remaining good stewards of taxpayer dollars, key stakeholders must choose between 1) identifying

[5] Table 2 is reproduced from - Request for Proposals NO. 803. Cost/Benefit Analysis of the Use of Northern Virginia Regional Juvenile Detention Center & Alternatives. City of Alexandria, Virginia.

and implementing cost efficiencies that enable the Center to continue operating (the least disruptive option) or 2) moving its population to an alternative site (a choice that could have an adverse impact on the youth it serves).

Onsite Activities by the Numbers

- *TMG conducted in-person interviews with approximately 60 Center staff members (some staff were spoken to by more than one team member).*
- *TMG conducted four staff focus groups, two youth focus groups, and one focus group with the families of youth residing at the Center.*
- *TMG conducted 10 in-person and 10 telephone interviews with 23 stakeholders (judges, police, sheriff, school and DJJ/CSU officials, elected, etc.).*

Methodology

To conduct a comprehensive assessment around current Center operations and potential efficiencies, TMG employed its proven facility assessment process, outlined in the figure below, to collect and analyze both qualitative and quantitative data. This process is grounded in research and evidence-based best practices and incorporates a variety of such standard evaluation techniques as document review and expert observation, individual interviews and focus groups, and staffing pattern and trend analysis.

Pre-site visit

After reviewing a variety of relevant historical and foundational documents, including organizational, staffing, and fiscal data, as well as operational policies and procedures, TMG conducted a pre-site visit on August 13, 2019 to meet with Center leadership, review proposed assessment activities, and conduct a facility tour. Our team also submitted and received approval for an interview protocol package that incorporated a detailed sample

selection process, script, and list of questions for Center-specific stakeholder groups (i.e., management and line staff, youth, families, DJJ/CSU staff).

Site Visit

Upon reaching mutual agreement, TMG then completed a three-day site visit (September 17-19, 2019) to the Center. As outlined in the attached agenda (Appendix A), this visit included in-person interviews and focus groups with identified stakeholders, as well as facility tours, during which team members observed daily operations. Likewise, TMG team members conducted informal interviews with some 60 staff members on-post, as part of the subsequent staffing analysis.

Post-Site Visit

During and following the onsite visit, TMG team members conducted additional in-person and telephone interviews with judges, CSU staff, and superintendents from other detention facilities in Virginia. After completing these data-gathering activities, the team used the information to evaluate Center operations within the context of other comparable JDCs in Virginia.

Assessment Findings

Stakeholder Perspectives

To better understand the impact of Center services on the community it serves, TMG conducted a series of focus groups and individual in-person and telephone interviews with a cross-section of the Center's stakeholders, including representatives from each of the following groups:

- Court officers, law enforcement, and agencies/service providers
- Virginia Department of Juvenile Justice staff, Court Services Unit staff, and the Northern Virginia Juvenile Detention Commission
- Center management and line facility staff
- Detained youth and their families

The interview protocol incorporated a complement of open-ended questions designed to elicit feedback around: 1) the Center's current state of operation; 2) the potential impact of

transferring Center services to another nearby facility (e.g., Fairfax County); and 3) recommendations for using the space more efficiently and constructively. While a number of common themes emerged, the context within which they were addressed varied according to each group's roles or responsibilities, as summarized below.

Court officers, law enforcement, and agencies/service providers. For the most part, stakeholders from this group felt the Center was of great value to the local community, given its effective operation, excellent leadership, experienced staff, and meaningful work. More specifically, they cited such benefits as its close proximity to families, public transportation, courts, and service providers; its ongoing culture shift from a "jail-like" to an evidence-based "therapeutic" environment; and an intake and disposition process that works like a "well-oiled" machine.

Consequently, all but one stakeholder interviewed strongly opposed closing the Center and moving the youth to, for example, the juvenile detention facility in Fairfax County, citing a variety of reasons, the most common of which included:

- Given the national trend toward smaller detention facilities closer to home, the Fairfax location is too large and too far away, without convenient access to public transportation. As such, it would be extremely challenging for most families to visit, thereby leaving detained youth not only feeling abandoned, but also more susceptible to the influence of gang-involved or negative peers.
- Fairfax has the reputation by some as more of a "juvenile jail" rather than a quiet, nurturing, and relationship-based environment that is far more aligned with the prevailing rehabilitative philosophy among most juvenile justice agencies. (Note: On-site observations by TMG team members did not affirm the "juvenile jail" reputation.) Likewise, the local jurisdiction might lose control over the types of programs and services its detained youth would receive in Fairfax (i.e., these youth may be viewed as "just another per diem"). One service provider also voiced concern that Fairfax County already receives the lion's share of available resources, and that youth from other jurisdictions might not get the time, attention, and resources they needed.

- Required post-disposition hearings, adjudications, and other hearings are easier and less costly to conduct when youth are close by, noting that most hearings cannot be conducted via video. Moreover, traveling distances to the Fairfax facility would likely disrupt currently safe and effective processes for juvenile arrest, transport, and intake.
- By closing the local facility, there would not be a reasonable detention option should Fairfax decide that it no longer wanted to serve as a regional center.

When asked about programs that would occupy the Center's unused space, while adding value to the community, these stakeholders suggested a variety of possibilities, the most popular of which was to create a treatment program for local youth in need of residential confinement and care for mental health issues, substance use, and co-occurring disorders. With this in mind, youth who are currently placed at treatment facilities beyond Richmond, Virginia, might be served in empty units close to the Center's gym, school, and kitchen. Under that scenario, staff could be assigned to work on one side (detention), the other (treatment), or even both if the need arises, thus filling staff absences and lowering overtime costs. In addition, by remaining in Alexandria, youth would not only be closer to their families, but would also have greater access to local judges, public defenders, DJJ staff, and probation officers. Other suggested options included

- A convenient "one-stop shop" for parents and families, where they could meet with DJJ staff, probation officers and public defenders; receive mental health referrals, housing support, life skills training, and family therapy; and participate in family reunification visits.
- Probation officer check-in sites and evening or day reporting centers.
- Safe teen spaces or non-secure shelter or respite beds for runaways, as well as for youth who need to remain out of their homes temporarily.
- Housing for out-of-jurisdiction youth on a per diem basis.
- A detox facility for adult inmates (which would necessitate closing the Center to juveniles).
- A tactical training facility.

Commission members and CSU/DJJ staff. Stakeholders in this group felt that given traffic and travel patterns in the Northern Virginia region, having the Center available for local youth not only made it easier to transport them to and from court, but also resulted in greater family involvement. Likewise, they were impressed by the current leadership, along with the quality of programming and staff commitment to positive outcomes. When asked about the impact of the declining detention population, they reported that this was a statewide trend, which had prompted other regional centers to appropriate unused space for expanding their continuum of deterrence or rehabilitative services. For example, Loudoun County may build a new juvenile justice center that will include emergency and temporary shelter care, along with detention and youth assessment services. Likewise, the City of Winchester, Virginia, plans to open a non-residential achievement center that will provide vulnerable youth with much-needed support services.

Stakeholders from both the state agency and the five-member Commission felt that although the Center would need some degree of "retrofitting" for repurposing unused space, closing it and moving youth to another location like Fairfax, Loudoun, or Prince William Counties would most definitely result in transportation challenges that have an adverse impact on family visits. They also raised concerns around the expense, citing that the proposed move would result in higher costs for transporting and educating youth, which would undoubtedly be charged back to those jurisdictions the Center presently serves. Moreover, Commission members recommended conducting an in-depth study before any move is made to evaluate the Fairfax detention facility's operational efficiency and effectiveness, including program quality, recidivism rates, and program expansion plans for accommodating additional youth.

Center management and line facility staff. Individual interviews and focus groups with administrative, management, and line facility staff produced similar observations around the Center's strengths and challenges. To begin with, they felt that the current leadership was consistently supportive of both the staff and the youth. What's more, they expressed genuine feelings of concern for and commitment to the youth they served, as well as

support for the ongoing shift to trauma-informed programming within a therapeutic environment.

Staff further reported that while teamwork is improving, there are also ongoing issues with respect to staff retention and turnover, resulting in burnout and mandatory overtime. On the other hand, seasoned staff members commented that the declining detention population has resulted in smaller caseloads, which has, in turn, provided additional time to spend with the youth. Likewise, it has freed up space once devoted to housing a greater number of occupied beds.

When asked how this unused space might be used to benefit the youth, the staff, and/or the community, this group repeatedly referred to Unit 7, which as a part of the building outside of the secured area, is conveniently accessible to the public for a variety of much-needed support programs and services; community functions and meetings. Toward that end, suggested options by Commission members, CSU/DJJ officials, and Center staff included:

- Some type of community reentry program
- Transitional housing for youth who are aging out of foster care
- Community outreach programs for families and teen mothers
- Vocational training and life skills classes
- Mentoring programs
- A shelter for runaways
- Afterschool activities for high-risk youth
- A meeting place for probation officers and probationers
- Day or evening reporting programs
- A program for juveniles who are repeatedly admitted to the facility
- A CPP for boys or expanded space for the New Beginnings program
- A game or activity room for detained youth that serves as an incentive for good behavior
- Community meeting space

Detained youth and their families. TMG conducted two focus groups of detained youth, one comprising six males and the other six females. For some, their home communities were between 2.5 and 10 hours away; for others as close by as Alexandria, Washington, DC, Arlington, Manassas, and Prince William County. While those youth who lived at a greater distance reported only sporadic in-person family visits, they were able to communicate via FaceTime, which they felt had altered their relationships to some degree. Consequently, they expressed the need to be housed closer to home. On the other hand, those who lived in closer proximity to the Center stated that with several transportation options available – personal car, Uber, or public transit – their parents were able to visit more frequently in person.

When asked about Center programs and services, most of the youth in both groups mentioned education, behavior/anger management, and art therapy. Moreover, although they considered these programs helpful to varying degrees, some indicated a need for more effective teaching methodologies and resources (including alternative school programs and GED books), as well as more meaningful incentives. They also suggested implementing off-campus field trips and jobs within the Center that prepared them for outside employment to help with community reentry. Likewise, some indicated that being closer to home would make it easier to receive the family support they needed to succeed in and beyond the detention environment.

The family focus group consisted of parents who had been involved with the Center for as many as two years. Some openly expressed appreciation for staff efforts to help their children and answer questions, noting that the leadership staff was especially supportive. Like their children, most of them mentioned education and behavior management when describing Center programs and services.

While family participants joined the group at different times, those who arrived early indicated a short five to ten-minute commute, using car and public transportation. They were also more supportive of the Center and knowledgeable about its services. When asked for suggested improvements, all of them felt that more interaction with Center staff and administrators – particularly prior to visitation - would be beneficial.

Staffing Analysis

Because staffing comprises more than 83 percent of the Center's annual cost of operation, TMG conducted a staffing analysis, with the goal of not only assessing potential savings, but also establishing a fair baseline for comparison with available alternatives under consideration. Based on best practices identified by the National Institute of Corrections (NIC), this ground-up approach is designed to determine the number of staff needed to meet professional standards, while effectively and efficiently supervising youth and providing required services and programs.

Data collection process. In gathering information for this analysis, the project team performed the following activities:

- Interviewed administrative and management staff to better understand facility operations and staffing patterns, including:
    - Staff assignments and responsibilities
    - Staff availability (e.g., absences due to sick and vacation leave, military service, FMLA, and training requirements)
    - Staff deployment across all shifts and all days of the week
    - Any unusual staffing requirements
    - Vacancies and staff recruitment
    - Overtime use
    - Any other related issues.
- Reviewed a variety of relevant documents, including:
    - Current PREA staffing plan and any documented deviations
    - Past PREA audits
    - Shift schedules
    - Daily staff rosters
    - Organization chart
- Toured the facility to observe:
    - Facility design and layout and the impact it may have on staffing

    - Staff on posts
    - Facility operations
- Conducted impromptu interviews with staff on-post and youth around staff responsibilities
- Interviewed shift supervisors and sought their input around facility staffing patterns
- Verified understanding of current facility posts with facility management
- Reviewed the facility's daily schedule with appropriate staff to gain an understanding of program service impact on staffing
- Assessed the staff training process to ascertain:
    - Average annual training requirement for security staff (i.e. time away from security posts, facility operations, and program activities)
    - Number of staff in pre-service training over the past year
    - Duration of pre-service training.

Data analysis process. In analyzing this information, the team then assessed the adequacy of staff coverage, using the following factors to help determine the number and location of direct-care posts:

- Direct-care posts should be established, with the goal of maintaining effective supervision, ensuring compliance with staff-to-youth ratios required by the Prison Rape Elimination Act, and allowing for the proper functioning of a facility's daily activity schedule.
- Posts should maintain sight and sound supervision of youth.
- The work schedule should ensure staff are deployed to meet facility responsibilities on a consistent basis and in the most efficient manner possible.
- Direct-care assignment practices should be flexible enough to deploy staff, as needed in response to changing demands or unexpected events.
- Post responsibilities should be completed by personnel in the appropriate position classification.
- Staff deployment should be consistent with youth classification and placement practices.

The next step was to establish a shift relief factor, critical for accurately ascertaining staffing needs in that it identifies the number of full-time equivalent (FTE) positions it takes to fill a single post, by calculating the net annual work hours (NAWH) an employee is available to work on-post in a year.

Staffing analysis results. While each staff member is paid for 2,184 hours in a year, their actual availability for assignment is substantially less, given use of leave, such as vacation and sick days, as well as military, FMLA, and other benefit time. Likewise, in some cases, staff may be pulled away from post assignments for training and breaks. For example, as the Center's primary direct care position, detention specialists are unavailable for assignment for, on average, 391.6 hours per year, which results in an NAWH of 1,792.4 hours, as follows in Table 3:

Table 3. Net Annual Work Hours (NAWH)

Detention Specialists	Hours
Total hours contracted per employee per year.	2,184.0
Avg Sick and Family Leave taken per year	(51.8)
Avg Vacation time taken per year	(55.8)
Avg Holiday/Furlough taken per year	(108.0)
Avg Comp time taken per year	(20.2)
Avg training time taken per year	(40.0)
Avg time to fill vacancies	(115.8)
Total hours off per year	**(391.6)**
Net Annual Work Hours	**1,792.4**

Moreover, PREA requirements dictate that "*each secure juvenile facility shall maintain staff ratios of a minimum of 1:8 during resident waking hours and 1:16 during resident sleeping hours, except during limited and discrete exigent circumstances, which shall be fully documented.*" (See Juvenile Facility Standards, 28 C.F.R. 115.313, Supervision and Monitoring.) To meet these requirements given the current housing arrangement, two

detention specialists are assigned to each of the three housing units between the hours of 6:00 AM and 10:00 PM, and one in each from 10:00 PM to 6:00 AM. In addition to these housing unit posts, the Center assigns detention specialists to Access Control, Intake, School Hallway, and Rover posts to provide complete security coverage in accordance with other operational requirements. Taking relief requirements into account, security staffing under the current operational model requires approximately 51 FTEs as shown below.

Table 4. Current Security Staffing

	Shift							
Post	**1st Shift**	**2nd Shift**	**Other Shift**	**Hours per Shift**	**Annual Coverage Hours**	**Relief**	**NAWH**	**Required FTE**
Security								
Shift Supervisor	1.0	1.0		12.0	8,766.0	N	1,792.4	4.0
Assistant Shift Supervisor	1.0	1.0		12.0	8,766.0	N	1,792.4	4.0
Access Control	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9
Access Control/ Search	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9
Housing Unit #1	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Housing Unit #2	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Housing Unit #3	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Intake Male			2.0	10.0	4,171.2	N		2.0
Intake Female			1.0	10.0	2,085.6	N		1.0
Floater/Escort	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9
School Hallway			1.0	6.0	1,564.2	Y	1,792.4	0.9
Total	**11.0**	**8.9**	**4.0**		**95,042.7**			**50.8**

With a total of 45 funded positions in the shift supervisor, assistant shift supervisor, and detention specialist categories, there is a difference between funded and required security staffing levels, attributable to the absence of a relief factor in developing current staff rosters. As a result, the facility must rely on one of three options to meet operational requirements: paying overtime, reallocating staff, or leaving posts vacant. The remaining staff components – Administration, Programs, and Operations – are determined by the workload associated with specific responsibilities that may be accomplished within an eight-hour shift. Moreover, because these positions are not security-related, they do not require relief.

Comparisons of JDC Facility Use Trends

The team conducted telephone interviews with four superintendents (of the eight originally invited) from other similar JDCs in Virginia, with the goal of identifying current facility use trends and comparing them with those at the Center. These superintendents, who all had extensive backgrounds in juvenile detention, juvenile justice and social services, were responsive, professional, and willing to share their experiences with declining youth populations in their respective facilities. Two also were current board members of the Virginia Juvenile Detention Association (VJDA) and indicated that this decline was indeed prevalent throughout the Commonwealth.

All of these superintendents reported that their facilities were not only consistently operating at 50 percent (or less) of their rated capacity, which is consistent with the Center's current bed utilization rate, but that the reduction in youth population has been a trend dating back to the early 2000s. Likewise, they all had experience operating or working in facilities when youth detention populations were at, or closer to rated capacity.

When questioned about potential reason(s) for the drop in numbers, several noted changes in admission or intake practices, such as the use of the standardized detention intake screening tool (DAI), as well as the implementation of the Juvenile Detention Alternative Initiative (JDAI) model. They also cited a general shift in societal and judicial philosophy around the role and appropriate use of juvenile detention. What's more, in referencing the

massive building surge in the late 1980s and early 1990s when detention populations spiked, one facility superintendent commented that his jurisdiction was in the process of building a smaller, more contemporary, and program-focused facility, designed to house fewer youth.

The superintendents interviewed by TMG revealed a number of the challenges their facilities currently face as the detention population declines. To begin with, youth who are detained are not only charged with more serious offenses, but also exhibit higher rates of chronic and acute mental health issues and aggressive behavior. Consequently, JDCs must make the case to maintain or even exceed current staffing levels to properly address the intense security and programmatic needs of this more challenging population. Likewise, staff are more likely to become "relaxed" or even "complacent" in the face of population reductions, which could lead to security lapses if not monitored and corrected.

The superintendents interviewed also expressed a growing need for additional mental health clinicians onsite to adequately address serious mental health issues, an observation shared during interviews with Center staff. Moreover, cost concerns associated with underutilization expressed by parent or funding agencies in some jurisdictions threaten to jeopardize the sustainability of facility operation.

At the same time, they pointed to a number of benefits associated with the reduction in population, which were cited in Center staff interviews, as well. Namely, staff have more time for productively engaging with youth, to provide mentoring, coaching and direct supervision, while also developing and implementing other, much-needed program options. They also have more opportunities to take part in professional development. In addition, both staff and youth experience less stress.

In terms of alternative revenue streams, all but one facility participates in DJJ programs that provide significant funding to underwrite post-dispositional programs, which make effective use of vacant bed space in facilities that house traditional pre-dispositional populations, as well. The Community Placement Program (CPP) is one such program. As

an alternative to commitment in a DJJ correctional facility, it enables youth to complete their commitment responsibilities while remaining in their home communities. The Central Admissions and Placement (CAP) program is another DJJ collaborative effort with local detention facilities, which serves as an admissions process to determine whether youth are placed in the local CAP program or in a DJJ correctional facility.
Interview participants also reported other post-dispositional programs that are provided at the local level, as alternatives to DJJ commitment, such as the Post-D (post dispositional) program, which enables the judge to order a youth to serve a specified period of time in detention as a dispositional option.

When discussing other cost containment strategies, interview participants noted the trend around freezing and/or eliminating some staff positions, while voluntarily leaving others unfilled, as the youth population declines – not at all surprising given that staff salaries comprise a major portion of any facility budget. They also referred to other strategies of lesser impact, such as reducing food costs and closing off unused space to lower utilities expense. On the other hand, they reiterated that most facilities, including the Center, continue advocating for adequate staffing levels to ensure appropriate supervision, security, and programming for youth in their care.

Overall, the superintendents interviewed confirmed that the Center is experiencing facility underutilization issues that are common to JDCs across the Commonwealth, as the result of its declining youth detention population. Likewise, its approach to dealing with this challenge is similar to that of other facilities, which may, in fact, result from having an active VJDA that empowers facility superintendents and staff to share mutual issues or concerns and identify effective solutions with other practitioners.

Other Operational Expenditures

Non-staffing expenditures, including medical services, food and clothing are largely a function of population size. The other primary area of expenditures is associated with maintenance and repair of the physical facility. After careful document review, TMG

determined that spending levels in both areas appeared appropriate and, thus, did not indicate the need for significant efficiencies.

Recent Cost Savings Initiatives

After interviewing the Center's management team and reviewing its operational policies, the TMG project team found that the facility has implemented the following cost containment measures over the past three years, to achieve greater efficiency:

- The Center had both a network administrator and an IT Company providing services for a combined cost that exceeded $132,000 annually. When the network administrator resigned in 2018, the position was abolished, and management signed a more efficient contract for IT service provision that totals $82,000 per year, thus saving the Center $50,000.
- To better manage the supply costs, the Center implemented a more effective purchase requisition process. Previously, there had been no defined approval process for purchasing commodities and supplies. Some requests were approved by the accounting manager, others, by the procurement manager, and still others were charged to one of the more than seven corporate credit cards assigned to various staff. This process was not only convoluted, but also impossible to manage efficiently.
- The facility had seven corporate credit cards for use by designated staff; two of which could be checked out and used by any staff member. What's more, there was no defined approval process for making purchases with these cards, two of which had a $50,000 purchasing limit. To better manage expenditures, Center management collected all cards, cancelled all but three of them, and reduced the spending limit on the only card used by facility staff (procurement) to $15,000.
- The billing and accounting processes were changed to assign an object or expenditure code to each invoice that was then correlated with the Chart of Accounts, which up until then was not being fully used. In fact, the facility had previously paid bills out of and received payments to only one budget area called "Maintenance and Operation," with no clear tracking process. Consequently, this

change allowed the Center to accurately assign and monitor expenditures, a move that enabled management to more accurately forecast its budget.

- To efficiently manage food costs, the facility ended the practices of preparing separate lunch meals for staff and residents; began using disposable trays and flatware for residents on the housing units; and began using school lunch trays for residents in common meal areas.

Recommendations to Improve Efficiencies and Impact

On the basis of its comprehensive analysis, TMG offers the following recommendations for achieving additional cost-containment and facility use efficiencies.

- **Reassess the security staffing pattern.** As illustrated previously, the staffing analysis revealed that security staffing under the current operational model requires approximately 51 FTEs. However, given the current volume of admissions and movement, the facility can be managed with fewer posts. So, as shown in Table 5, by eliminating the Access Control/Search post on both day and night shifts and reducing the number of posts in Male Intake from 2 to 1, the Center can meet its security staffing requirements with the 45 FTEs currently funded.

Table 5. Recommended Security Staffing

	Shift							
Post	**1st Shift**	**2nd Shift**	**Other Shift**	**Hours per Shift**	**Annual Coverage Hours**	**Relief**	**NAWH**	**Required FTE**
Security								
Shift Supervisor	1.0	1.0		12.0	8,766.0	N	1,792.4	4.0
Assistant Shift Supervisor	1.0	1.0		12.0	8,766.0	N	1,792.4	4.0
Access Control	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9
Housing Unit #1	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Housing Unit #2	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Housing Unit #3	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Intake-Male			1.0	10.0	2,085.6	N		1.0
Intake-Female			1.0	10.0	2,085.6	N		1.0
Floater	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9

	Shift							
Post	**1st Shift**	**2nd Shift**	**Other Shift**	**Hours per Shift**	**Annual Coverage Hours**	**Relief**	**NAWH**	**Required FTE**
School Hallway			1.0	6.0	1,564.2	Y	1,792.4	0.9
Total	**10.0**	**7.9**	**3.0**		**84,191.1**			**44.9**

- **Reduce the staff by 6.5 FTEs.** While staffing in the areas of Administration, Programs, and Operations is generous - most likely because of substantially larger facility population levels in the past – the number of positions exceeds the Center's current operational needs. Thus, based on the staffing analysis, we recommend the following actions which, given current salary and benefit levels will eliminate 6.5 FTEs (see Table 6 below) to reduce staff expenditures by an estimated $537,530, or approximately 11 percent below projected FY 2020 expenditures.
    - Eliminate the deputy director position.
    - Consolidate the duties of the accounting manager and human resources manager into a business manager position.
    - Eliminate the part-time project coordinator position.
    - Eliminate the recreation and volunteer services coordinator position and reassign those duties to the director of programs.
    - Eliminate the records coordinator and assign those duties to the compliance manager.
    - Eliminate the program coordinator and assign those duties to the director of programs.
    - Consolidate the duties of the four case managers into two positions, reentry case manager and CPP case manager.

Table 6. Current & Proposed Staffing in Administration, Programs, and Operations

	Current FTE	Proposed FTE	Difference
Administration			
Executive Director	1.0	1.0	
Deputy Director	1.0		(1.0)
Director of Operations/PREA	1.0	1.0	
Director of Programs	1.0	1.0	
Business Manager		1.0	1.0
Accounting Manager	1.0		(1.0)
Project Coordinator	0.5		(0.5)
HR Manager	1.0		(1.0)
HR Generalist	1.0	1.0	
Administrative Assistant	1.0	1.0	
subtotal	*8.5*	*6.0*	*(2.5)*
Programs			
Health Services Administrator	1.0	1.0	
LPN	1.0	1.0	
Recreation & Volunteers	1.0		(1.0)
Residential Unit Manager-Female		1.0	1.0
Clinician	1.0	1.0	
Records Manager	1.0		(1.0)
Program Coordinator	1.0		(1.0)
Reentry Case Manager	1.0	1.0	
New Beginnings Case Manager	1.0		(1.0)

	Current FTE	Proposed FTE	Difference
CPP Case Manager	1.0	1.0	
CAP Case Manager	1.0		(1.0)
subtotal	*10.0*	*6.0*	*(4.0)*
Operations			
Food Services Manager	1.0	1.0	
Lead Cook	1.0	1.0	
Food Service	3.0	3.0	
Compliance Manager	1.0	1.0	
Custodian	2.0	2.0	
Maintenance Services	1.0	1.0	
subtotal	*8.0*	*8.0*	
TOTAL	***27.5***	***21.0***	***(6.5)***

- **Calculate current cost savings.** To ensure that already-implemented cost-containment strategies are fully captured, Center management should calculate both projected and realized savings, and reduce the annual budget accordingly.
- **Upgrade the HR data system.** If the decision is made to maintain the Center in its current location, we recommend that the HR data system be modernized to capture all personnel data. This move will enable Center management to more accurately calculate the Net Annual Work Hours performed, thus providing a more efficient and effective way to track and adjust staffing patterns that have an impact on budget projections and expenditures.
- **Upgrade business office technology systems and modernize accounting practices to accommodate electronic billing and accounting.** Currently, invoices are randomly paid manually with paper checks causing late payments or over

payments on occasion. Upgrading the system and adopting modern accounting practices would be beneficial.

- **Analyze capital needs**. As with any such facility, the Center's physical plant will require continuous repair and maintenance to ensure ongoing safety and security for both the staff and the youth it serves, which will, in turn, have an impact on budget expenditures. Consequently, we recommend performing an analysis around the physical plant's short- and long-term capital needs (e.g., roofing, drainage, HVAC) to determine whether maintaining the facility in its current location will, in fact, be cost-effective.
- **Add an additional CPP program for male residents**. At the time of the site visit, there was a vacant 14-bed unit in the secure area of the facility that could easily be converted and utilized for a CPP program designed to serve up to 14 youth in the region. Similar to the current program for female residents, this program would be funded through a contract with DJJ to cover any additional staff necessary to implement this program. This recommendation is in line with a current proposal the Center has advanced to DJJ for further exploration and discussion.
- **Fully utilize all areas of the facility for the benefit of the participating jurisdictions.** At the current time, "Unit 7," which is located in the non-secured area on the first floor of the facility, is not used for any programmatic purpose. This space has a common area as well as ten individual rooms that could serve clients in need of services. This space could be converted to a secure area to house an additional CPP or another program.

In addition to these recommendations, TMG suggests that the jurisdictions served by the Center engage in a process to determine the best use of the unused space that will serve to enhance the safety and well-being of the at-risk youth they serve.

Conclusion

Based on TMG's analysis, the Center exhibits any number of significant strengths, from its exceptional leadership, quality programming, and staff commitment, to its convenient location, therapeutic environment, and effective intake and disposition process. Moreover,

its consistent drop in census has provided staff with far more time to engage productively with the youth they serve, while also participating in much-needed professional development. Likewise, both staff and residents have experienced less stress overall.
At the same time, the Center is dealing with fiscal and staffing challenges that appear pervasive throughout the Commonwealth's juvenile justice system, many of which stem from a continuous decline in the detention population that began in earnest more than a decade ago, in response to a shift in Virginia's policy, practice, and philosophy. Yet while its leadership has implemented a variety of cost containment strategies, our analysis revealed other staffing and facility use measures the Center can adopt to remain cost-effective *without* compromising its service quality.

Appendix A – Site Visit Agenda – September 17-19, 2019

Northern Virginia Juvenile Detention Center

200 S. Whiting Street, Alexandria, VA 22304

September 17-19, 2019
On-Site Agenda

Tuesday, September 17, 2019	
8:30am	**TMG Team Arrives the Facility**
8:45am – 9:30am	**Meet with Facility Leadership**
9:30am – 11:00am	**Facility Tour**
11:15 am – 12:00pm	**Interview Program Staff – Day 1**
11:15 am – 12:00pm	**Interview Executive Director**
12:00pm – 1:00pm	*Lunch*
1:00pm – 2:00pm	**Document Review**
1:00pm – 4:30pm	**Interviews with Alexandria Judges, Public Defender, and Police Chief**
1:15pm – 4:45pm	**Staffing Analysis (security staff)**
2:00pm – 2:45pm	**Youth Focus Group 1**
3:00pm – 3:45pm	**Youth Focus Group 2**
4:00pm – 4:45pm	**Staff Focus Group 1**
5:00pm	**Team Departs Facility**

Wednesday, September 18, 2019	
8:30am	**TMG Team Arrives at Facility**
8:45am-9:30am	**Staff Focus Group 2**
8:45am-9:30am	**Interview Program Staff - Day 2**

8:45am – 10:45am	**Staffing Analysis (security staff contd.)**
9:45am – 12:00pm	**Key Stakeholder Telephone Interviews**
10:00am – 10:30am	**Alexandria Sheriff Interview**
10:45am – 12:00pm	**Staffing Analysis (non-security staff)**
12:00pm – 1:00pm	*Lunch*
1:15pm – 4:45pm	**Staffing Analysis (non-security staff contd.)**
1:15pm – 4:30pm	**Arlington/Falls Church Judges, Prosecutor, Public Defender, and Law Enforcement**
4:00pm – 4:45pm	**Staff Focus Group 3**
5:00pm	**Team 1 Departs the Facility**
6:00pm – 7:00pm	**Family Focus Group**
6:30pm – 7:15pm	**Second Shift Staff Focus Group**
7:15pm – 7:30pm	**Team 2 Departs the Facility**

Thursday, September 19, 2019

8:30am	**TMG Team Arrives at Facility**
8:45am – 9:30 am	**Staff Focus Group**
8:45am – 12:00pm	**Additional Key Stakeholder Telephone Interviews**
10:30 – 11:00am	**Alexandria Public Defender Interview**
12:00pm – 1:00pm	*Lunch*
1:15pm – 2:00pm	**Final Key Stakeholder Focus Groups or In-person or Telephone Interviews**
2:00pm – 2:45pm	**TMG Team Debrief Prep**
2:45pm – 3:45pm	**TMG Team Debriefs Facility Leadership**
4:00pm	**Team Departs Facility**

THE MOSS GROUP, INC.

Experienced Practitioners Committed to Excellence in Correctional Practice

City of Alexandria, Arlington County, and City of Falls Church

Cost Benefit Analysis of the Use of Northern Virginia Juvenile Detention Center and Alternatives, RFP 803

Evaluation of the Potential for Further Regionalization of Juvenile Detention Services

December 2019

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Executive Summary

Context and Objective

In July 2019, The Moss Group, Inc. (TMG), a criminal justice consulting firm, entered into a contract with the City of Alexandria (VA) to conduct an independent cost benefit analysis of the Northern Virginia Juvenile Detention Center (NVJDC or Center), which serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission. This report is one of six completed for the analysis; readers should review all six reports for proper context.

Opened in 1958, the Center is a secure facility and one of 24 juvenile detention centers (JDCs) in the Commonwealth of Virginia, with program and service offerings that include care and custody, education, recreation, medical services, emergency psychiatric intervention, and visitation. Moreover, the Virginia Department of Juvenile Justice (DJJ) provides funding for two programs: Central Admissions and Placement (CAP) and the Community Placement Program (CPP). These programs incorporate an evidence-based, trauma-focused treatment component, consistent with research-informed practices proven to support successful outcomes, both during and following detention.

As is the case both nationwide and throughout the Commonwealth of Virginia, the juvenile detention population has declined significantly over the past decade. Consequently, the City of Alexandria contracted TMG to complete a cost benefit analysis, with which to determine the better of two options currently under consideration: 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) enter into a regional agreement with other jurisdictions (e.g., Fairfax County or Prince William County). This section of the report describes cost-containment strategies and recommendations and summarizes an evaluation of the potential for further regionalization of juvenile detention services with existing jurisdictions (e.g., Prince William County, Loudoun County, and Fairfax County); describes the impact of relocation on youth, families, communities, and stakeholders; and outlines consensus around stated recommendations.

Evaluation Methodology

In conducting this evaluation, TMG used such standard data collection methods as direct observation, stakeholder feedback (from focus groups, community surveys, public meetings,

and individual interviews), document review, and best practice research, to produce a comparative financial and service delivery analysis. TMG did not, however, conduct a programmatic or cultural assessment. Service delivery and programs were one of several elements considered as part of the cost benefit analysis. Thus, while the analysis makes recommendations for consideration based on observed and reported program availability and utilization, it is important to distinguish that TMG did not evaluate their efficacy, outcomes or quality of services offered or facility culture. As part of this assessment, TMG completed the following steps:

- Reviewed and analyzed both actual expenditures and facility utilization (number of childcare days), to calculate a cost per diem for the Center, as well as for other regional options under consideration.
- Used cost data to compare current and projected future use/cost associated with each of these options.
- Examined other qualitative factors, including proximity to family; continuity of services; and facility environment.
- Assessed the cost and service delivery impact that regionalization would most likely have on youth and families, communities and key stakeholders.

Summary of Findings

- **Juvenile Detention Centers in nearby counties are not plausible options for future regionalization.** Prince William County and Loudoun County centers were eliminated as options for regionalization resulting from infrastructure and capacity issues. The Fairfax County Juvenile Detention Center is a viable option, but county leadership has indicated they do not wish to provide detention services to the three jurisdictions. Fairfax JDC has the bed capacity; a contemporary structure; "school-like" environment; evidence-based programming; and an operational philosophy that appears to follow best practices for juvenile detention.[1]
- **Relocating youth to another facility would also create a number of challenges.** Travel distance and limited transportation optionswould present significant financial and scheduling hardships for some families and service providers, which would have a negative impact on such important success factors as family engagement and continuity

[1] A review of best practices is provided in the Task B report: Analysis of National, State, and Local Best Practices Related to Juvenile Justice and Incarceration.

of services. What's more, the three jurisdictions and other regional entities that contract for services at the NVJDC would likely lose some degree of autonomy over the services provided, particularly with respect to educational and therapeutic programs. And finally, contract rates may change over time, which may increase the cost of service for relocated youth currently detained at the NVJDC.

- **The NVJDC can operate more efficiently if it implements suggested facility use and cost containment strategies**. For the most part, community stakeholders provided positive feedback about the Center and the impact it has on the youth it serves and their families, particularly with respect to its effective operation; dedicated leadership; experienced staff; and close proximity to families, public transportation, courts, schools, and service providers. Some community members expressed concerns about the Center's lack of a "normalized" environment.[2] However, there seemed to be significant consensus around keeping this facility open by repurposing unused space for much-needed, community-based programs and services, which would, in turn, achieve cost-containment efficiencies and generate additional revenue. In fact, stakeholders offered a variety of suggestions for unused space, the most popular of which were mental health treatment and youth mentoring programs.

Recommendations

After careful investigation, based on expert observation, stakeholder feedback, staffing analysis, and cost calculations, the TMG team concludes there are no plausible nearby juvenile detention centers for further regionalization. The NVJDC could operate more efficiently and reduce costs, by considering the following recommendations:

- Implement the recommended staffing plan previously outlined in the Task C report and establish a policy for reviewing, refining, and approving changes to it, as needed.
- Continue to investigate and seek funding for physical plant enhancements and improvements that would further "normalize" the facility and make it more conducive for alternative programming.
- Consider locating a mental health crisis/respite unit for youth and families, in the unused facility space.

[2] Normalization mean a detention facility is organized in such a way that the living conditions within the facility resemble the conditions of living in the community.

- Continue partnering with DJJ to enhance services for area youth, such as a CPP for boys' program, which would more fully utilize the Center and offset costs associated with vacant beds.

Introduction

In July 2019, The Moss Group, Inc. (TMG), a criminal justice consulting firm, entered into a contract with the City of Alexandria (VA) to conduct an independent cost benefit analysis of the Northern Virginia Juvenile Detention Center (Center), which serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission. Opened in 1958, the Center is a secure facility and one of 24 juvenile detention centers (JDCs) in the Commonwealth of Virginia. It offers a variety of programs and services, including care and custody, education, recreation, medical services, emergency psychiatric intervention, and visitation.

The Center also receives funding for two programs – Central Admissions and Placement (CAP) and the Community Placement Program (CPP) – from the Virginia Department of Juvenile Justice (DJJ), in fulfilling its mission to protect the public by helping court-involved youth become successful, productive citizens. In 2014, DJJ also commissioned a study, in collaboration with the Annie E. Casey Foundation, to explore the use and performance of the department's full range of services, including juvenile correctional centers (JCCs), with the goal of implementing a transformation plan designed to promote success and reduce recidivism rates among these youth.

Data provided by DJJ indicated 150 unique individuals were detained at NVJDC in Fiscal Year 2019; 56.7 percent were African American, 38.7 percent were Caucasian, and 4.6 percent were Other/Unknown. Additionally, 30.7 percent were Hispanic, 30.7 percent were Non-Hispanic, and 38.6 percent were Unknown/Missing. Seventy-two percent were males and 28 percent were females. Some juveniles detained at NVJDC were detained on multiple occasions, resulting in 223 detainments. The average age at detainment was 15.9 years. The most common offenses for which juveniles were detained in FY 2019 were Probation Violation (20.6 percent), Contempt of Court (17.5 percent), Robbery (13.5 percent), Assault (9.4 percent), Larceny (7.6 percent) and Narcotics (7.2 percent).

As is the case both nationwide and throughout the Commonwealth of Virginia, the juvenile detention population has declined significantly over the past decade, resulting from fewer arrests, more community-based diversionary alternatives, and a shift in philosophy when it comes to the role and appropriate use of juvenile detention and the ultimate goal of positive outcomes for youth. Consequently, the City of Alexandria on behalf of the three jurisdictions, contracted TMG to complete a cost benefit analysis, with which to determine the better of two options currently under consideration: 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) close the Center and enter into a regional agreement with other jurisdictions (e.g., Fairfax County or Prince William County).

Thus far, TMG has compiled and analyzed historical documents related to the Center's structure, operation, and ownership/control of assets; provided an assessment of national, state, and local best practices related to juvenile justice and detention; elicited stakeholder input; and conducted an in-depth, multi-part analysis of the Center's current state of operation. This report, produced in line with Task D as specified under the contract's Scope of Work, summarizes TMG's findings with respect to the potential for further regionalization of juvenile detention services with existing jurisdictions. As such, it evaluates and compares the projected costs of regionalization; examines the impact it is likely to have on youth and families, communities and stakeholders (e.g. court operations, probation services, law enforcement, schools, and program service providers); and furnishes recommendations based on both quantitative and qualitative data.

Context for Evaluation

Trends in Detention Policy, Practice, and Programs

The past 20 years has seen a growing movement toward alternatives to juvenile detention and confinement and away from large facilitates often located far from family and community. This shift in policy and practice can be attributed to a variety of factors, most notably the decline in the juvenile offending and detained population; technological advancements and research into adolescent development; and the growth and expansion of evidence-based programs and practices that guide positive outcomes for youth.

Between 2001 and 2013, there was a 53% decline in youth incarceration, as well as a significant decrease in the number of juveniles being held in large facilities. [3,4] For example, while in 2000, 51% percent of youthful offenders were confined in large facilities, this percentage fell to 25% in 2016,[5,6] as the result of not only housing youth in other, smaller locations, but also closing larger facilities in many parts of the United States. In fact, between 2002 and 2012, there was a 33% decline in the number of juvenile facilities nationwide, with larger facilities accounting for the majority of these closures.[7]

Although the number of facilities holding fewer than 100 juveniles declined by 21%, those housing 101 to 200 juveniles declined by 51% and those holding 200 or more, by 66%.[8] So, while in 2006, 24% of youthful offenders were held in large detention facilities, that number had dropped to 8% by 2016.[9] Moreover, for the first time in many years more youthful offenders are being held in local rather than state facilities, yet further evidence that the landscape of juvenile incarceration continues to change.[10]

This decline in the number of both youthful offenders and those incarcerated is due in large part to reform efforts such as the Juvenile Detention Alternatives Initiative (JDAI). Launched as a pilot program in the early 1990s and now implemented in multiple jurisdictions across the country, the JDAI is designed to reduce reliance on secure confinement for court-involved youth by promoting evidence-based alternatives to traditional detention.

Grounded in research on adolescent development, it provides a risk assessment process for identifying those youth for whom detention is most appropriate, as well as recommending effective programming according to individual need. This approach to screening and assessment, using such research-validated tools as the Youth Assessment and Screening Instrument, not only helps address the immediate housing and programming needs for the

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[3] The PEW Charitable Trusts. (November 2015). *Juvenile Commitment Rate Drops 53%.* Washington. Accessed December 2019: https://www.pewtrusts.org/en/research-and-analysis/data-visualizations/2015/juvenile-commitment-rate-drops-53-percent
[4] Large facilities are defined as holding 100 or more juveniles. Washington, DC.
[5] Puzzanchera, C., Hockenberry, S., Sladky, T.J., and Kang, W. (2018). Juvenile Residential Facility Census Databook. Accessed December 2019: https://www.ojjdp.gov/ojstatbb/jrfcdb/
[6] Among youth who are committed to state custody, the percentage held in facilities with more than 200 beds shrunk from 52 percent to 18 percent between 2001 and 2013 (Sickmund et al., 2015).
[7] Hockenberry, S. and Sladky, A. (December 2018). *Juvenile Justice Statistics: Juvenile Residential Facility Census 2016: Selected Findings*. Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention: Washington, DC.
[8] Ibid 5. Hockenberry, S. and Sladky, A. (2018).
[9] Ibid
[10] Ibid

most high-risk youth, it also helps avoid over-treating and exacerbating the problem behaviors of low-risk youth.

Neuroscience research reveals that adolescent brains are different from those of adults when it comes to decision-making and problem-solving, in that adolescents are more likely to act impulsively and engage in dangerous or risky behavior. What's more, psychosocial research has shown how an adolescent's social context – which includes school, family, and peers – serves as a pivotal component in healthy development.[11] As these factors have also been linked to reoffending, this field of study has provided a roadmap for developing a new wave of interventions and programs for youthful offenders.[12]

For example, research has demonstrated the vital role parents play in the healthy psychological and social development of youth. As a result, it is not surprising that a growing number of evidence-based programs, such as Multisystemic Therapy, Functional Family Therapy, and Multidimensional Treatment Foster Care, incorporate parental involvement or parental-like role models as key components. In fact, given that all of these programs have proven effective in strengthening the parent-child relationship and improving school and vocational functioning, while also reducing risky behaviors and recidivism,[13] many juvenile justice systems now recognize the value of community placement as close to family members as possible, whenever feasible.[14]

Developmental research also points to the role of peers in adolescent development, or more specifically the negative influence of antisocial peers on incarcerated youth, particularly in large juvenile facilities far from home. Indeed, studies show that these distant facilities create environments where juveniles may form strong relationships with antisocial peers as a

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[11] Bonnie, R.J., Johnson, R.L., Chemers, B.M., and Schuck, J. (Eds.). (2013). *Reforming Juvenile Justice: A Developmental Approach*. Washington, DC: The National Academies Press, Committee on Law and Justice, Division of Behavioral and Social Sciences and Education.

[12] Bronfenbrenner, U., and Morris, P. (1998). The ecology of developmental processes. In W. Damon (Ed.), *Handbook of Child Psychology* (5th ed., pp. 993-1028). New York: John Wiley & Sons. Chung, H.L., Little, M., and Steinberg, L. (2005). The transition to adulthood for adolescence in the juvenile justice system: A developmental perspective. In W. Osgood, M. Foster, C. Flanagan, and G. Ruth (Eds.), *On Your Own Without a Net: The Transition to Adult- hood for Vulnerable Populations* (pp. 68-91). Chicago, IL: University of Chicago Press.

[13] See Model Program Website for the outcome evaluation findings for these and other evidence-based programs associated with youthful offenders: https://www.ojjdp.gov/MPG/Program.

[14] Barnoski, R.P. (2004). *Outcome Evaluation of Washington State's Research-based Programs for Juvenile Offenders*. Olympia: Washington State Institute for Public Policy. Greenwood, P. (2006). *Changing Lives: Delinquency Prevention as Crime Control Policy*. Chicago, IL: University of Chicago Press.

replacement for family members,[15] yet another reason to house youthful offenders as close as possible to home and family. And finally, community placement ensures a smoother transition from incarceration to aftercare, a vital component in successful family and school reentry.

In further underscoring this scientific research, a committee of juvenile justice experts empaneled by the National Research Council in 2013 concluded that large, distant facilities were not only disruptive, but also failed to provide youthful offenders with the therapeutic interventions they needed. Likewise, they fell far short of reducing future offending. In light of these findings, this committee recommended that every attempt should be made to confine youthful offenders in smaller facilities closer to home, where programs can be tailored to their multi-dimensional needs.[16] It also articulated a set of principles divided into three areas, one of which was preventing re-offense, as follows:

- Use structured risk/needs assessment instruments to identify low-risk youth who can be handled less formally in community-based settings, to match youth with specialized treatment, and to target more intensive and expensive interventions on high-risk youth.
- Use clearly specified interventions rooted in knowledge about adolescent development and tailored to the particular adolescent's needs and social environment.
- Engage the adolescent's family as much as possible and draw on neighborhood resources to foster positive activities, prosocial development, and law-abiding behavior.
- Eliminate interventions that rigorous evaluation research has shown to be ineffective or harmful.
- Keep accurate data on the type and intensity of interventions provided and the results achieved.[17]

Measuring "Success" in Juvenile Detention

Of course, while preventing or reducing recidivism among youth has long been and will continue to be a key objective of the juvenile justice system, the factors that may contribute to or influence offending behaviors are complex. Consequently, when evaluating the effectiveness of a program or intervention, reoffending behaviors may not serve as the best measure of success. Perhaps the two most progressive policy reforms of recent years are the drive for evidence-based practice, which focuses on effective treatments, services, and

[15] Ibid. Bonnie et al. "Reforming Juvenile Justice."
[16] Ibid. Bonnie et al. "Reforming Juvenile Justice."
[17] Ibid. Bonnie et al. "Reforming Juvenile Justice."10-11.

supports for children and families, and the effort to establish systems of care to address the infrastructure of funding and linkages between services and programs. These themes have been embraced in educational, mental health, and child welfare services policy reforms, as well as in juvenile justice systems.[18]

To determine whether a program, practice, or policy is having the intended impact, stakeholders must identify, collect, and track key performance metrics, which serve as the foundation for monitoring the progress and measuring the outcomes of activities selected to meet identified objectives over a specified period of time. With respect to juvenile detention facilities, these metrics can cover a broad range of variables, from resource efficiency and staff effectiveness, to program offerings and family engagement. What's more, looking beyond the closed environment of the detention facility, key performance metrics can also include successful school and community reentry that leads to academic attainment and gainful employment. But the ultimate goal is to assess the positive impact these variables have on the juveniles served. Assessment of individual program outcomes is beyond the scope of this study. However, when programs were known to be grounded in research, we refer to such programs as evidence based. Assessment of individual program outcomes is beyond the scope of this report.

Although recidivism – re-arrest, re-adjudication as a delinquent, or re-incarceration – has long been considered the key indicator of success for juvenile offenders, it also has its limitations.[19] In fact, it can be a problematic measure for a couple of reasons. First, research has shown that given brain development in adolescents and young adults, these youth are more likely to engage in impulsive, short-sighted, risk taking behavior and less likely to consider the immediate or long-term consequences.

Likewise, those who come into frequent contact with the juvenile justice system tend to have complex, multi-dimensional, long-term needs, which may be related to family factors like neglect; educational factors like learning disabilities; and/or behavioral health factors like

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[18] Dilulio, J.J. (1993). Rethinking the Criminal Justice: Toward a New Paradigm. In Performance Measures for the Criminal Justice System. Bureau of Justice Statistic and Princeton University: US Department of Justice. Boone, H.N., and Fulton, B. (1995) Results-Driven Management: Implementing Performance-Based Measures in Community Correction. Washington, DC.

[19] Dilulio, J.J. (1993). Rethinking the Criminal Justice: Toward a New Paradigm. In *Performance Measures for the Criminal Justice System.* Bureau of Justice Statistic and Princeton University: US Department of Justice. Boone, H.N., and Fulton, B. (1995) *Results-Driven Management: Implementing Performance-Based Measures in Community Correction*. Washington, DC.

trauma, victimization, mental illness, or substance use disorders. So, to be fully effective, program offerings must be intensive, long-term, and multi-dimensional. Yet while there are certainly evidence-based programs that address a multitude of needs, their impact is typically a function of time in the program, which is difficult to ensure, given that most youthful offenders spend relatively short stints in detention.

As a result, while administrators may recognize the value of various programs and interventions, they must also prioritize short-term needs like stabilization, safety, security, and structure. In turn, youth who participate in some of the more effective programs may not be involved long enough to make the changes necessary to reduce the odds of re-offending. And by focusing on recidivism as the sole measure of success, we overlook other immediate or short-term changes that serve as the critical building blocks in achieving other positive, long-term outcomes that are more challenging and time-intensive – such as high school graduation or employment.

Potential Options for and Impact of Future Regionalization

Evaluation Approach

In assessing potential options for future regionalization, TMG convened a group of experts in operational costs, facilities management, and juvenile justice. Using such standard data collection methods as direct observation, stakeholder feedback (from focus groups, community surveys, public meetings, and individual interviews), document review, and best practice research, this group produced a financial and service delivery analysis, as follows:

- Reviewed and analyzed both actual expenditures and facility utilization (number of childcare days), to produce a cost per diem for the Center, as well as for other regional options under consideration.
- Used cost data to compare current costs associated with each of these options.
- Examined other qualitative factors, including proximity to family; continuity of services; and facility environment.
- Assessed the cost and service delivery impact that regionalization would most likely have on youth and families, communities and key stakeholders (e.g. court operations, probation services, law enforcement, schools, and program service providers).

Cost Comparison

Per Diem Cost

The most common metric used to compare the relative cost efficiency of juvenile detention facility operations is the average cost per day per resident, or the *per diem* cost. In its simplest form, this calculation is produced by dividing the total operational cost of a detention center for a given fiscal year by the number of resident days recorded during that period. Another way to express it is to divide the annual operational expenditures of a detention center by the average daily resident population for that year.[20]

To develop a per diem cost for the NVJDC, actual facility expenditures reported by the Center for Fiscal Year 2019 were used, which totaled $5,559,950, as summarized below.

Table 1: FY 2019 Northern Virginia Juvenile Detention Center Expenditures

Budget Item	FY19 Spending
Salaries	$ 3,480,415
Relief Salaries	$ 10,000
FICA	$ 266,252
VRS	$ 184,114
Hospital/Medical/Dental/Life Insurance	$ 620,271
Miscellaneous Benefits (Workers' Comp, etc.)	$ 77,232
Insurance	$ 23,395
Building Operations	$ 53,000
Psychiatric Consultant	$ 30,000
Autos	$ 2,794
Training	$ 45,000
Legal Fees	$ 11,200
Contractual Services	$ 155,000
Commission Miscellaneous	$ 14,500
Maintenance and Operation Expenses	$ 586,777
TOTAL	**$ 5,559,950**

Source: Northern Virginia Juvenile Detention Center

During FY 2019, the NVJDC reported a total of 6,803 childcare days provided. Accordingly, the per diem cost for a child housed at the facility in FY 2019 was $817.28, as follows: *$5,559,950 ÷ 6,803 = $817.28.*

To furnish some context for evaluating this data, the TMG team contacted 15 juvenile detention centers in Virginia for information on their per diem spending levels. We received responses from six of them, with four providing supporting documentation for their per diem rate

[20] National Juvenile Justice Network, *How to Determine the Average Costs of Detaining a Youth*, May 2013, Washington, DC.

calculations (Chesterfield, Fairfax, Merrimac, and Roanoke Valley). We also received data from the Virginia Department of Juvenile Justice.

The documentation provided for all these facilities is the FY 2018 Annual Expenditure Report which each facility submitted to DJJ last year. This is a standardized report which uses DJJ-established definitions for reporting and classification of expenditure data. Although DJJ does not audit these reports for accuracy and consistency, they provide the best available common data set for comparison of detention center spending in Virginia.

The following table summarizes the data reported:

Table 2: Virginia Juvenile Detention Center Per Diem Comparison

	FY 2018 Cost Per Day	ADP	Capacity	Utilization	Staff Expenses Per Resident
Roanoke Valley	$ 412.15	19.05	81	23.5%	$ 150,429
Chesterfield	$ 472.99	24.21	90	26.9%	$ 147,186
Merrimac	$ 530.35	23.01	48	47.9%	$ 156,717
NVJDC	$ 853.40	21.51	70	30.7%	$ 249,751
Fairfax	$ 889.43	30.62	121	25.3%	$ 294,622

Roanoke Valley, Chesterfield, and Merrimac all have per diem rates that appear substantially lower than that of the NVJDC and Fairfax. Population levels and utilization rates at these facilities were roughly comparable, with the exception of Merrimac, which reported a much higher utilization level. On the other hand, average spending on staff salary and benefits per resident is much higher for the NVJDC and Fairfax than for the other three centers, which could be attributed to differences in security staffing requirements, programs offered, compensation levels, and/or organizational structure. But it is certainly apparent that staff spending accounts for most of the higher per diem cost reported by the NVJDC and Fairfax.

Methodology for Calculating Cost Per Diem

As noted above, the data provided by the jurisdictions in support of their stated cost per day per resident are essentially self-reported summaries of operating expenditures, which provides a common basis for comparison, but should not be considered a definitive assessment of actual costs. Although the DJJ Annual Expenditure Report format for reporting is consistent and well-defined, when evaluating these data, there are nuances to consider with respect to accounting and reporting different types of operating expenditures, as follows:

- **Medical.** Jurisdictions sometimes vary in their methods for reporting medical costs. In some cases, county-run facilities have medical or mental health services provided by an external agency such as a public hospital or local public health department, while other facilities may cover all medical and mental health costs within their own operating budget.
- **Overhead.** The amount of government administrative costs allocated as overhead to a county-operated facility can be a significant cost component depending upon the accounting approach used to establish these costs and whether they are included in operational expenditure reports.
- **Support Functions.** Facilities may have significant support or back office functions provided by external agencies that are not included as expenses in calculating per diem costs. For example, facility maintenance is sometimes provided by an agency responsible for maintaining all county agencies. Moreover, food service may in some cases be furnished by a local jail. Back office functions such as human resource management, accounting, and procurement often reside in external agencies, and will, therefore not show up in reported facility spending. Likewise, in some jurisdictions, expenditures for staff health and retirement benefits may be made by a central county agency and not included in daily operating expense.

Given these variations in expenditure reporting, it is difficult to attain a perfect "apples-to-apples" comparison of facility per diem costs, which is why although useful, the reported data should be interpreted with some caution. For the purposes of this analysis, the data used does, in fact, appear comparable. But it should be noted that detailed accounting records underlying these reported rates were not available, and an independent examination of the operating costs accounting in each of these jurisdictions is beyond the scope of this initiative.

Qualitative Factors to Consider

Although cost is certainly the key quantitative measure, there are other qualitative factors that must be considered before making an important decision like closing a detention facility and relocating those in need of services to another jurisdiction. Indeed, to be good stewards of the public trust, policy and decision makers need to have all the available knowledge, with which to make the best possible choices for their communities. And if the decision to close the NVJDC were based solely on cost avoidance factors, it would be an easy one to make. However, this is a complex issue that cannot be fully determined with a one-dimensional analysis. That being

said, TMG believes that a multi-faceted evaluation must include the following qualitative factors related to youthful offenders and their ultimate success, both during and after detention:

- **Proximity to Family.** In evaluating relocation options, it is essential to contemplate the facility's proximity to a youth's family. As indicated in the discussion of best practices, parental involvement in and engagement with every aspect of the detention experience is critical to a youth's ultimate success. But closing the Center and moving youth to facilities outside the current jurisdiction would create an additional challenge for some local families, given travel distance and the lack of easily accessible public transportation. Distance may be considered a matter of equity for families impacted.
- **Continuity of Services**. Like family involvement, the quality, duration and accessibility of much-needed services throughout and beyond detention can have a significant impact on a youthful offender's long-term health and wellbeing. Relocation to another jurisdiction that may be farther from home communities, however, would likely make it difficult for some care providers to maintain service continuity for youth who reside in the City of Falls Church, the City of Alexandria, and Arlington County. For example, because youth from the City of Alexandria would theoretically receive educational services from a neighboring county system, they may have a difficult time transitioning back to their home community schools. The same goes for treatment providers who live and work in the current jurisdiction, given identified travel and transportation challenges.
- **Facility Environment**. Facility design, supervision, and operational philosophy also play a major role in the physical, social, and psychological impact of detention. In fact, the shift to community-based, family-involved, and treatment-focused detention requires an environment that is more child-centered and home-like or "normalized," while also safe, secure, and flexible enough to allow a wide range of services (including recreation). As such, environmental factors to consider include size and location; staff training; disciplinary and grievance procedures; housing and recreational spaces; noise levels; family engagement practices; activities of daily living; and décor (e.g. colorful and bright rather than monochromatic and dark).
- **Gender Responsiveness**. Females who enter the juvenile justice system have different needs and experiences, risk and protective factors than their male counterparts. So, in meeting the physical, psychological, and emotional safety needs of

the Center's female residents, its programs and services – specifically the CPP and Girls Circle – are gender-responsive, in that they are strengths-based, trauma-informed, and highly relational. The Center has also made it a priority to employ staff who understand and are sensitive to the unique socialization needs and general attributes of these young women, while trained in promoting healthy attitudes and behaviors, responsible decision-making, and self-reliance.

A Note About Falls Church

The following sections of the report summarize community perspectives obtained through interviews, focus groups, public meetings and a survey. Readers should note the City of Falls Church is unique in comparison to the City of Alexandria and Arlington County for several reasons. First, Falls Church doesn't place juveniles in NVJDC very often; the average annual number of childcare days for FY 2017 through 2019 was only 90 days per year. Second, the City of Falls Church already contracts for services from both Arlington *and* Fairfax Counties. For example, some public safety and judicial services are provided by Arlington County and child welfare services are provided by Fairfax County. Perhaps most importantly, the City of Falls Church is centrally located between the Northern Virginia Juvenile Detention Center and the Fairfax County Juvenile Detention Center.

The factors described above may contribute to the low turnout for the public meeting in Falls Church; account for only 3.5 percent of all survey respondents identifying as Falls Church residents; and explain why interviews with stakeholders from the City of Falls Church generally indicated such stakeholders have little familiarity with the City's relationship with NVJDC. Given these dynamics, readers should recognize the information provided in *Stakeholder and Community Perspectives* below is more representative of the City of Alexandria and Arlington County than the City of Falls Church.

Stakeholder and Community Perspectives

TMG summarized its facility assessment process in an earlier report detailing Center operations and efficiencies. Grounded in research and evidence-based best practices, this process includes qualitative and quantitative data collection, using a variety of standard evaluation techniques, proven to ensure active engagement and honest input from stakeholders directly involved with; communities affected by; and youth and families served by the Center. With that in mind, the TMG team conducted in-person and telephone interviews

and focus groups with Center staff, stakeholders, and youth and their families; established an online survey with which to collect public feedback; and hosted a series of community meetings. We then used this input to inform the decision-making process and support the team's subsequent recommendations.

Each of these data gathering activities was designed to elicit feedback around: 1) the Center's current state of operation; 2) the potential impact of transferring Center services to another nearby facility (e.g. Fairfax County or Prince William County); and 3) recommendations for using the Center's unused space more efficiently and constructively. Upon analyzing all of the information, a number of common themes emerged, as summarized below. If the Center were to close, respondents suggested:

- Repurpose the facility to provide other services to justice-involved youth.
- Relocate detained youth to another nearby facility not farther away than Fairfax County.
- Sell the land and reinvest in providing community-based services to both justice-involved and non-justice involved youth.
- Eliminate juvenile detention altogether.

If the Center remains open, respondents suggested:

- Designate the unused space for other programs and services to include mental health services and youth-focused, community-based alternatives, including recreational programs.
- Update or retrofit its infrastructure.

Stakeholder Perspectives

In September 2019, TMG conducted in-person interviews with approximately 60 Center staff members; hosted four staff focus groups, two youth focus groups, and one family focus group; and conducted interviews with 23 stakeholders to include judges, prosecutors and defense attorneys, law enforcement, behavioral and human service providers, educators, court services and juvenile justice representatives, and elected officials. Results from their feedback are detailed below.

- **Reasons to keep the Center open.** For the most part, stakeholders felt the Center was of great value to the local community given its effective operation; dedicated leadership and experienced staff; and close proximity to families, public transportation, courts,

schools, and service providers. Youth detained at the Center expressed their desire to be housed closer to their homes because it is easier for their families to visit given there are numerous transportation options available.

- **Impact on the community should the Center close.** All but one stakeholder strongly opposed closing the Center and moving youth to another detention facility, given the transportation hardships that decision would create for service providers traveling with youth to and from court hearings, or providing in-person services. Moreover, relocating youth may make it more difficult and/or expensive for families to visit or be otherwise engaged with youth during their detention.
- **Maintaining the Center and repurposing unused space.** Stakeholders acknowledged that while repurposing the Center's unused space to house other funded programs would require some amount of retrofitting, this approach would also benefit the local community as a whole, by enabling the jurisdictions to fill critical gaps in much-needed support services. Moreover, it would provide additional revenue with which to cover operating costs. Alternative programming included:
    - Treatment programs to address mental health issues, substance use, and co-occurring disorders
    - A one-stop shop for families to engage with detained youth and their service providers
    - Safe teen spaces or non-secure shelter/respite beds for runaways
    - Housing for out-of-jurisdiction youth on a per diem basis
    - A community reentry program
    - Transitional housing for youth aging out of foster care
    - A center for outreach to teen mothers, mentoring programs, afterschool activities for high-risk youth, or community meeting space
    - Day or evening reporting programs
    - A CPP for boys or expanded New Beginnings program.

<u>Stakeholder Perspectives from Public Meetings</u>

TMG conducted open meetings in each of the three jurisdictions, with the goal of eliciting public feedback about: 1) the Center's current role within the community; 2) the potential impact of transferring its services to another nearby jurisdiction (e.g. Fairfax County or Prince

William County); and 3) suggestions for using the facility space more efficiently and effectively.

The three jurisdictions coordinated notification of the meetings across multiple channels and media platforms. The meetings were held on three separate evenings – from 7:00 p.m. to 8:30 p.m. – in locations that were easily accessible by public transportation. As such, they were well-attended by a representative cross-section of community residents, elected officials, service providers, and members of the press in all three jurisdictions. In addition, members of the NVJDC Commission and the Center's Executive Director were on hand to address questions and comments, as needed.

Although the ensuing comments covered a variety of issues and perspectives, several common themes emerged, as summarized below:

- Citing recent studies from organizations like the Annie E. Casey Foundation around the negative impact of detention on the majority of youth for whom it is mandated, some community members recommended closing the Center and rethinking the use of juvenile detention altogether. Under that scenario, the land would be sold, and the proceeds placed into a "service trust" that could be used to invest in community-based alternatives to detention. Moreover, those few youth who committed violent crimes could be sent to the Fairfax County facility.
- Some community members commented that under its current leadership, the Center was a far more nurturing, relationship-based and "homelike" environment than its counterparts throughout the Commonwealth, with programs that meet the psychological and physical, educational and social needs of the youth it serves. For example, the Center no longer uses room confinement for disciplinary purposes. In fact, youth spend all but their bedtime hours outside of their rooms, taking part in a variety of recreational, educational, and therapeutic activities. At the same time, the leadership strongly encourages family involvement, by not only supporting flexible visitation, but also providing Uber transportation for family members, as needed.
- When addressing the issue of closing the Center and transferring its services to another jurisdiction, community members, service providers, and elected officials, alike, voiced concerns about the travel distance involved, the lack of easily accessible public transportation, and the potential for loss of local control. For example, a former juvenile court judge from Arlington County stated that while she "gets the need for efficiencies" in light of the Center's declining population, the distance to Fairfax County

is a critical concern for families, as well as for those who transport youth to and from area courts. And in addressing the loss of local control, one individual stated that "if we are contracting out the services, we will be contracting our values, as well; and if they are not commensurate with those of other jurisdictions, we would be making a serious mistake."

- There were a number of comments to the effect that while the Center's census has greatly decreased over the past decade, this decline should not be the deciding factor when it comes to closing the facility. Indeed, as several noted, there will always be a need for juvenile detention services in the three jurisdictions, and without the Center, it would be difficult to address special circumstances and/or future upticks in population. So rather than simply closing its doors and diverting local youth to detention centers in other jurisdictions, the Commission should look at ways to repurpose unoccupied space in the meantime – or as one woman who volunteers at the Center put it, "it would be unwise to shut it down without having a very clear picture of the alternative."

When asked what services could potentially be co-located there, meeting attendees offered a variety of suggestions, as follows:

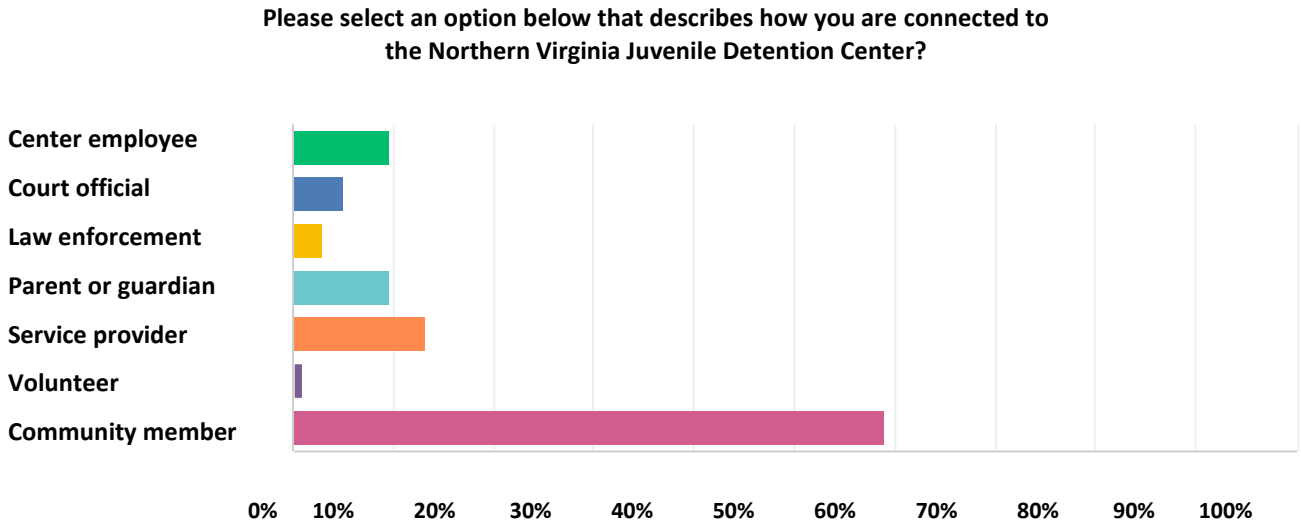
- Mental health and substance use treatment that would include a continuum of services beyond detention placement
- Mentoring programs that provided youth with much-needed guidance from other responsible adults
- Crisis beds for youth who need immediate out-of-home shelter and services
- An incubator for innovative forms of STEM education, as well as ongoing career training for youth during and following detention
- Parent education classes
- Information and referral services for families in need

Survey Results

TMG developed and posted a seven-question online survey on the SurveyMonkey web-based platform from October 25-December 6, 2019 (a copy of which is included in the Appendix section), to collect feedback from members of affected communities, in addition to or in lieu of attending public meetings held in each of the three jurisdictions. To ensure an appropriate level of response, our firm collaborated with communications teams from each of the three jurisdictions to create and share information on how to access the survey.

The survey's instructions included an explanation of its purpose; requested public input; emphasized respondent anonymity; and indicated when and how results would be shared. Approximately 450 responses were received from a wide cross section of individuals comprising the following respondent profile:

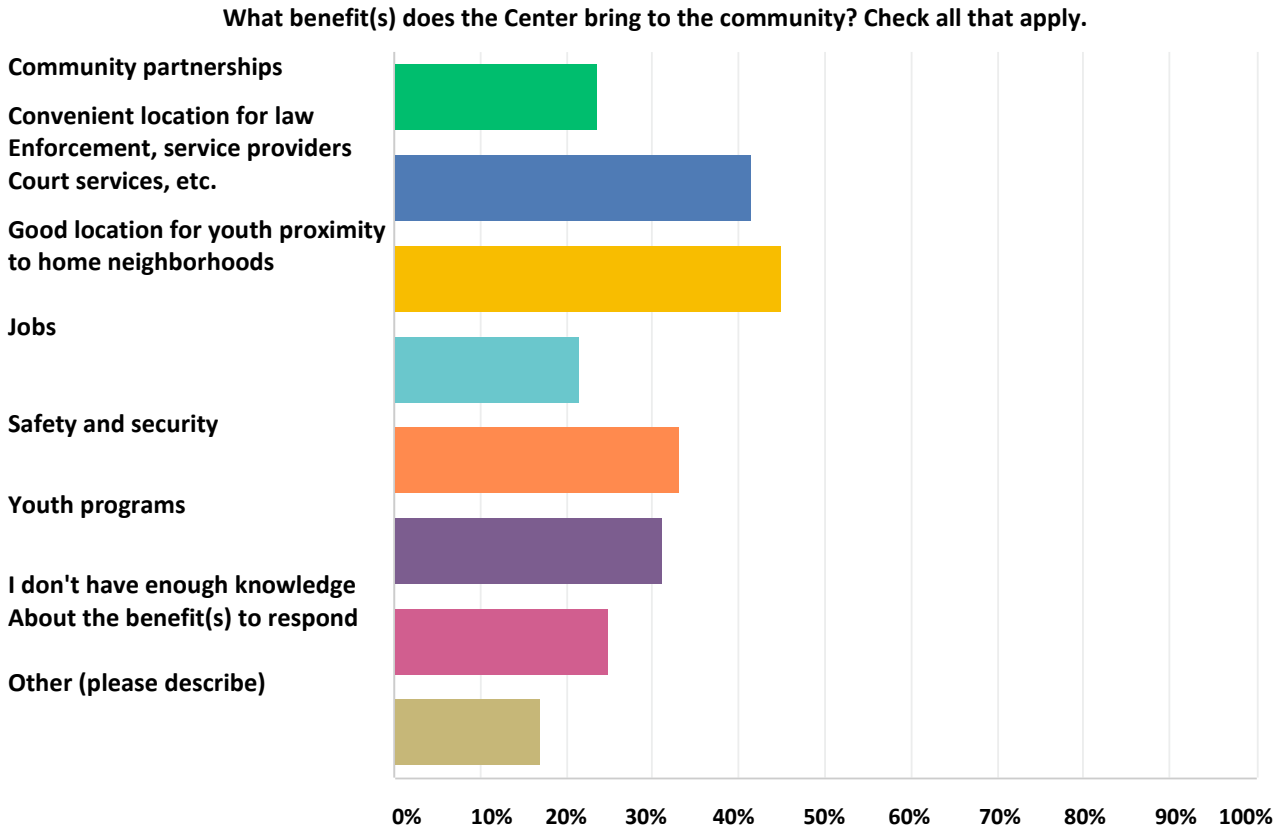
- The majority (59%) of respondents identified themselves as community members.
- Approximately 13% indicated they were service providers (e.g., educators, human services, medical/mental health).
- Approximately 9.5% of respondents identified as Center staff and approximately 9.5% identified as parents or guardians.
- The remainder (9%) identified as court officials, members of law enforcement, or volunteers.



- The majority (38%) of respondents indicated they were residents of Arlington County, followed by Alexandria (33%) and Falls Church (3.5%).
- Fifteen percent of respondents represented Fairfax County.
- Approximately 13% indicated they were residents of other jurisdictions to include: Prince Georges County, Maryland and the Counties of Loudoun, Prince William, and Stafford, Virginia. Still others commuted to, were employed by, or were former residents of one of the affected jurisdictions.

Center benefits. When asked about benefits the Center brings to the community, a majority (45%) of respondents indicated that the facility is a good location because of its proximity to home schools and neighborhoods. Forty-two percent of those responding also suggested that

the Center was a convenient location for law enforcement, service providers, and court services, while 33% cited safety and security and 35%, youth programs as benefits. Approximately 25% indicated they did not have enough knowledge about Center benefits to respond. And of the 77 respondents who selected the "Other" option, 12% went on to explain that there was no benefit to having the Center in the community.



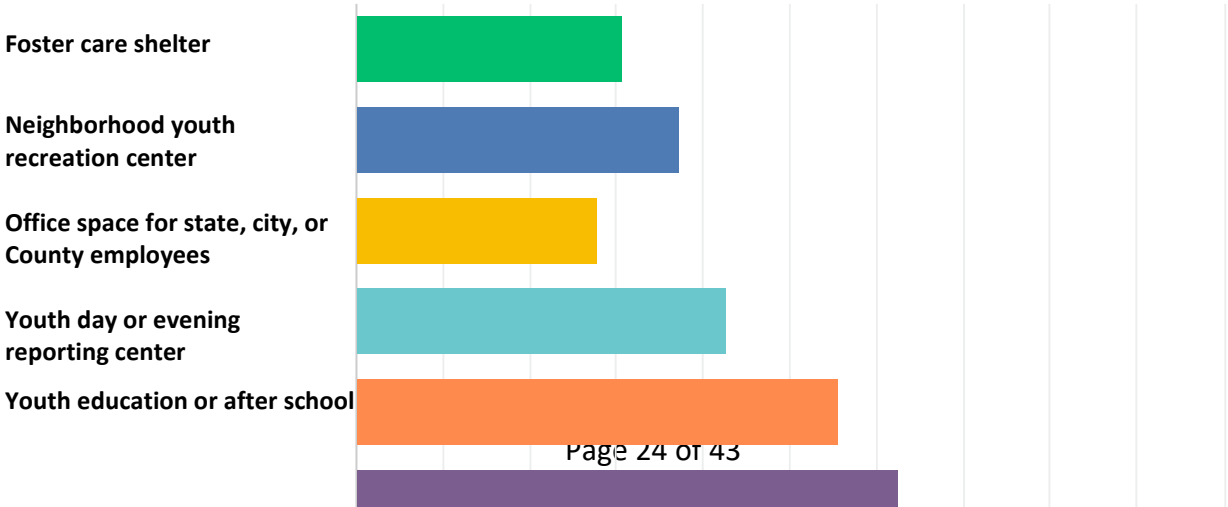
Center challenges/impacts on the community. Respondents cited a variety of operational challenges and/or negative impacts on the community, including a limited number of programs and services (28%); not enough youth housed there (21%); expensive to run (19%); and infrastructure (20%). A majority (58%) of respondents who indicated that they either did not have enough knowledge about the challenges to respond (30%) or had other thoughts about the Center's impacts (28%), with comments ranging from a lack of support for incarcerating juveniles to specific infrastructural challenges that exist in a building of its age.

What type of challenges or negative impact does the Center bring to the community? Check all that apply.

ANSWER CHOICES	RESPONSES	
Increases crime in the area	4.03%	18
Infrastructure (e.g., building is in disrepair, congestion, overcrowding)	19.91%	89
Too expensive to run	18.57%	83
Not enough youth housed there	20.58%	92
Too many youth housed there	8.28%	37
Youth too far from home neighborhoods	7.38%	33
Offers limited programs and services	28.41%	127
I don't have enough knowledge about the challenges to respond	30.20%	135
Other (please describe):	27.52%	123

Proposed Alternative Uses. When asked about alternative uses for the Center, survey respondents were allowed to select more than one option among seven, in addition to proposing other options not suggested. Their answers mirrored many of those suggestions provided by stakeholders, with most (63%) indicating a mental health outpatient facility for youth. Likewise, youth-focused, community-based programming ranked highly, along with a youth education or after school tutoring program (56%); a youth day or evening reporting center (43%); a neighborhood youth recreation center (37%); foster care shelter (31%); and office space (28%). Among the 19% of respondents who chose the "other" category, suggestions included using the Center for supervised visitation in custody cases; providing services for high-risk populations (e.g., mentoring, parenting, and homelessness); or selling the building and land for other purposes.

Because of the declining youth population, parts of the Center are unused. What would you consider to be an appropriate use for those unused areas? Check all that apply.



tutoring program

Youth mental health outpatient facility

No ideas come to mind at the moment

Other (please describe)

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

All respondents agreed that a decision to close the Center and detain youth in a facility in Fairfax, Loudoun, or Prince William County would have an impact on the communities in question. Comments ranged from cost savings for Alexandria and the Commonwealth of Virginia that could be redirected to address other challenges (e.g., education, prevention); to the need for housing juveniles where they committed their offenses; to recognizing the loss of the Center as a community partner. A significant number of comments were directed at the Center's infrastructure (old and not as modern as other facilities being considered) to the inhumanity of detaining youth in general. Several echoed a similar message:

- The distance between home communities and the three county facilities under consideration would have a negative impact on family engagement and/or visitation, given the lack of transportation options, increased travel costs, etc.
- It will cost more to transport youth to their respective jurisdictions for court hearings or service provision.
- Continuity of care for detained youth would be negatively affected because of a lack of access to and/or interruption of rehabilitative programs and services.
- Other facilities should be considered if they offer better programs and services to youth; however, transportation should be provided to ensure families remain connected.
- Fairfax County was mentioned as an alternative that's most "central" or closest in proximity to Alexandria.

When asked to share additional thoughts on the topic, most of the comments repeated those given earlier in the survey. Two issues were also raised that underscored some of the fiscal and human considerations mentioned. Some respondents suggested that the governing jurisdictions develop a plan should juvenile crime rates trend upward again, while others

commented about the loss of jobs, as well as revenue for service providers (e.g., education) should the Center close.

Nearby Counties Under Consideration

In addressing the issue of future regionalization, the TMG team analyzed facilities in the three counties closest to Alexandria: Fairfax, Loudoun and Prince William. The primary components of the analysis were facility capacity, condition, programming, and location; average cost per diem; and the extent to which these Centers were willing to serve as regional alternatives.

Loudoun County

The Loudoun County Juvenile Detention Facility (LCJDF), with its 24-bed capacity, currently houses an average daily population of four youth. In addition to serving juvenile offenders who reside in Loudoun County, the facility also leases beds to Rappahannock and Fauquier counties on an as-needed basis and supports a small CAP program, with a per diem operating cost of $253 per youth. Located in Leesburg, Virginia, 39 miles from the NVJDC, it takes approximately 90 minutes to travel there from Alexandria, one hour from Arlington, and 45 minutes from Falls Church, depending on traffic.

The County is breaking ground on a new 20-bed (two 10-bed units) facility this spring to replace the LCJDF, which will provide additional space for program delivery, along with meeting space for community activities and programs. Moreover, Center management plans to expand the size of its CAP program and maintain its current housing relationships with Rappahannock and Fauquier counties.

Consequently, the limited capacity of both current and new facilities precludes the LCJDF as a long-term alternative for housing NVJDC youth, particularly given future plans for increasing the CAP population. Likewise, the distance from Alexandria, Arlington, and Falls Church would create a significant operational burden on law enforcement agencies transporting youth to and from the facility, while both the distance and the lack of adequate public transportation options would make it difficult for family members to visit. The management team there indicates that it might be willing to admit limited numbers of youth from the NVJDC on a temporary basis, but has no interest in providing a permanent, regional alternative.

Prince William County

The Prince William County Juvenile Detention Center (PWCJDC) has a total capacity of 72 beds and reports an average daily population of 30 youth – 12 of whom are in the CPP or CAP programs – at an average per diem cost of $203 per resident. The facility also leases beds to Rappahannock County on an intermittent basis. Built in 1979, it is reportedly in poor condition. While the Center operates two dormitory housing units, they lack dayrooms and program space is limited. Located in Manassas, Virginia, 28 miles from the NVJDC, travel time is approximately 45 minutes from Alexandria, Arlington and Falls Church, depending on traffic.

Given the Center's poor condition and design limitations, the County is exploring the potential for constructing a replacement facility, with initial plans to provide 56 beds, including two 12-bed units for the CPP program population. Once funding for the new facility is identified and secured, the County projects a potential groundbreaking in 2023. But in light of the current facility's limitations, the County has no interest in housing youth from the NVJDC, except on a temporary, intermittent basis. Moreover, the new facility will provide housing for only local youth and the CPP program.

Fairfax County

TMG committed substantial resources to evaluating the Fairfax County Juvenile Detention Center because of its proximity to the three jurisdictions and its underutilization. Additionally, Fairfax County officials initially expressed a willingness to contract with the three jurisdictions. Therefore, the Fairfax facility is discussed more extensively in this report for comparison purposes.

The Fairfax County detention facility is located approximately 14 miles from the NVJDC. The drive from Alexandria, Arlington and Falls Church is about 30 minutes in reasonable traffic. According to Fairfax County officials, this facility was opened in the early 1980s. Originally designed for a total capacity of 33 beds, it was expanded by 55 beds in the latter 1980s, and again to its current 121-bed capacity in 1997. Members of the TMG team toured the facility on October 24, 2019 at which time they observed four general units (three for males, one for females), and a census of 34 residents.

Like other JDCs across the Commonwealth of Virginia, the Fairfax County Juvenile Detention Center (FCJDC) has experienced a similar decline in their youth population. Consequently,

facility administrators have taken steps to repurpose areas in the facility for alternative use. For example, they have created training rooms, a staff break room, and a special program area for growing and selling plants.

- **Physical plant and operations**. The site visit produced an overall favorable view of center operations, with an operational philosophy that seemed therapeutic in mission and purpose. Moreover, the facility appears to be child-friendly, with a "school-like" environment that was both bright and welcoming. Likewise, the halls are carpeted to reduce excessive noise and decorated with colorful posters, motivational messages and educational materials. Housing units and common areas are also clean and well-organized. Each housing unit has a quiet room with glass panels that enable staff to observe youth who choose to be there voluntarily, after obtaining permission to "cool off" or decompress, as needed. While lockable, the doors remain open when a resident is in the room.

Fairfax County Public Schools (FCPS) provides the FCJDC with a full 5.5-hour per day instructional school program, to educate youth who reside at the facility. Once students are enrolled, their home schools are notified, and grades and test scores are forwarded to ensure credit transfer and award. All teachers are licensed by the Virginia Department of Education and certified in their instructional areas. While on site, the TMG team observed that school-based staff appeared engaged with youth who seemed to be alert, focused, and actively engaging with teachers and staff, who helped with lessons.

Resident mealtime seemed to be orderly and relaxed, with appealing and plentiful portions of food served "family style" in bowls at small tables of five youth and one staff member, a good strategy for not only building rapport between staff and residents, but also providing many "teachable moments." As a general rule, staff eat the same food as is served to the residents.

There are two well-maintained and adequately lit outdoor recreation areas, one that is used for basketball and the other, primarily for volleyball (but is also equipped with a basketball goal). In addition, the facility incorporates a an indoor gymnasium, a large, multi-purpose room that is used for family visitation, non-denominational religious activities, and special

programs, along with other spaces that serve as training rooms, a staff break room, and an area for growing and selling plants.

The Intake and Reception area has a locked control room, which was operated by one staff member at the time of the tour. It is equipped with video screens so that staff on-post can observe movement throughout the facility. What's more, this video footage can be accessed and viewed in the event there are incidents in the facility that require investigation. Admission records and personal belongings are also stored in a locked room adjacent to the control room. At the time of the tour two residents were confined in separate rooms, reportedly for disrupting the classroom and being involved with an assault on a staff member. While under confinement, these youth were monitored every 15 minutes, with these time checks electronically captured by a recording system for accurate tracking.

- **Direct care staff**. Facility leaders reported all direct care staff are required to have a four-year college degree and receive a starting salary of $43,000 per year. They are trained using appropriate models in Trauma and Trauma-Informed Care, along with the Handle with Care method of de-escalation prior to hands-on intervention. This module incorporates pain-free compliance techniques, to minimize the risk of injury to staff and youth. Staff members are also trained to view their role as one of youth engagement, rather than simply observation. Moreover, they learn how to facilitate short-term therapeutic groups that are educational in nature; serve as a "primary counselors" for residents; and are certified to administer routine medication to residents.
- **Other staff.** State-certified teachers provided by the Fairfax County School District work at the detention center. Under a similar agreement with the Community Services Board, mental health staff work onsite, 40 hours per week, with a psychiatrist accessible on a limited basis. The staff also includes 2.5 FTE nurses, working 40 hours a week, while SAFE and SANE services are available through the county hospital.
- **Operational philosophy.** The facility's management team described an ongoing process of internal oversight, monitoring, and accountability measures that promote a culture of continuous improvement, in which residents and staff, alike, enjoy a safe, supportive, and nurturing environment. As such, the operational philosophy appears to be consistent with best practices for juvenile detention facilities.

The facility itself is a contemporary structure, which meets current standards for a healthy, humane, and safe environment in which to confine juvenile offenders. In addition, the staff seems well-trained and professional, operating as "change agents for youth," who understand how to attain positive outcomes for the residents under their care. The programming is also therapeutic in nature and designed to embrace social learning as the main ingredient for rehabilitation, while the school's learning environment is both affirming and constructive.

- **Per diem cost.** The FCJDC reports a higher per diem cost than the NVJDC. However, this does not necessarily correlate to the per diem that would be charged jurisdictions in a regionalized service scenario. Fairfax County officials provided an initial *estimate* of $299.19 as a charge-back rate for housing youth from the NVJDC jurisdictions. Fairfax County officials further indicated a final charge-back rate could only be determined by working through the procurement process.

- **Programs and services.** The following chart compares service offerings at the NVJDC and FCJDC.

Comparison of Services		
Programs and Services available by jurisdiction	**Alexandria**	**Fairfax**
Easily accessible transportation	Yes	No
Behavioral and mental health care	Yes	Yes
Care and Custody	Yes	Yes
Education	Yes	Yes
Emergency crisis intervention	Yes	Yes
Family engagement/visitation	Yes	Yes
Gender-responsive treatment	Yes	No
Infrastructure in need of repair	Yes	No
Medical	Yes	Yes
Recreation	Yes	Yes
Reentry	Yes	No
Room confinement	No	Yes
Training in trauma-informed care	Yes	Yes

- **Interest and availability.** Fairfax County officials initially engaged in discussions about providing a regional alternative for detained youth from Alexandria, Falls Church, and Arlington County. However, as the study neared completion in April 2020, Fairfax County leadership indicated there was no interest in providing detention services to the three jurisdictions.

Impact of Regionalization on Sheltercare

Sheltercare is a short-term residential facility adjacent to the Center, serving adolescents, ages 13 to 17, referred by the Alexandria Juvenile Domestic Relations District Court Service Unit and the Alexandria Department of Community & Human Services. Occasionally, placements are made by Arlington and Falls Church. It functions independently from the Detention Center, in that it has its own management team and staff; but does share some administrative services, such as maintenance. Moreover, the Sheltercare facility is a separate structure that was built with City of Alexandria funds on land leased by the Northern Virginia Juvenile Detention Commission to the City for $1.00 per year.[21] Sheltercare is currently operated by the Commission pursuant to a service contract with the City of Alexandria. Given this scenario, closing the NVJDC and relocating youth to another jurisdiction would have an impact on the Sheltercare program.

Historical documents provided to TMG for this project indicated that the Commission, established in 1956, was responsible for planning and building the Center, which was dedicated in 1961. More specifically, a "Deed of Dedication and Bargain and Sale," dated and signed in the City of Alexandria on April 17, 1958, does, in fact, show that the Commission bought the land upon which the Center would be constructed.

On the other hand, the documents our team reviewed did not identify procedures for disbursing assets or proceeds from a sale of the property and building, should the Commission be dissolved, or the Center closed. But should either of these situations occur, it seems possible to continue Sheltercare operation; although that would mean hiring staff and/or contracting for services it currently shares with the Center, which would undoubtedly raise operational costs to some extent.

Summary of Findings

The Prince William County and Loudoun County juvenile detention centers were eliminated as options for regionalization for infrastructure and capacity reasons; the Fairfax County facility center offers a plausible alternative but county leadership indicated a lack of interest in contracting for detention services with Alexandria, Arlington and Falls Church. TMG identified

[21] Previous versions of this report erroneously indicated the land was leased from the City of Alexandria.

a number of strengths and challenges associated with regionalization with Fairfax County should county leaders decide to provide detention services.

Strengths

- Once legal issues were addressed, the property occupied by the NVJDC could be either repurposed in its entirety or sold.
- Fairfax County has the capacity to house out-of-county youth.
- Fairfax County is a contemporary structure, with a welcoming, "school-like" environment; evidence-based programming; and an operational philosophy that appears to follow best practices for juvenile detention.
- Fairfax County is in good standing with the Virginia Department of Juvenile Justice.

Challenges

- Given that some families would have to travel approximately one to two hours round trip to visit and participate in their child's treatment, the relocation to Fairfax County could present significant financial and scheduling hardships. Consequently, the affected jurisdictions might need to provide additional resources for transportation, while negotiating flexible visitation schedules.
- Local service providers in the three home jurisdictions also expressed concerns around time and travel that would make service provision more difficult to establish and continue. By the same token, law enforcement and court officials felt that the additional distance would make it riskier and more time-consuming to transport affected youth to intake and other court procedures in their home communities.
- The regional entities that contract for services at the NVJDC would likely lose some autonomy over programming for youth in their jurisdictions.
- Contract rates may change over time and the regional entities could be placed in a dependent role with respect to how youth from their jurisdictions are treated.
- There may be barriers to continuity of important services such as mental health treatment and education upon release from custody.

Recommendations

After careful investigation, based on expert observation, stakeholder feedback, staffing analysis, and cost comparisons, the TMG team concludes there is no practical alternative to

placing juveniles at NVJDC. Furthermore, NVJDC can operate more efficiently by considering the following recommendations:

- Center management should immediately implement the recommended staffing plan outlined in the prior report provided under Task C of the contract's Scope of Work. In doing so, it will also need to develop a policy that establishes a process for reviewing, refining and approving changes to this plan, with the goal of addressing staffing needs, when and where they arise.
- While there are a number of improvements, in the spirit of creating a child-centered, therapeutic, and relationship-based environment, Center management should continue to investigate and seek funding for physical plant enhancements that would further normalize the facility and make it more conducive for alternative programming. Toward that end, leadership might consider contracting with an engineering and architectural firm to help identify short and long-term capital improvement measures.
- Based on feedback from key stakeholders and service providers, Center management should consider locating a mental health crisis/respite unit for youth and families, in the Center's unused facility space. Other options for unused space previously described in this report may also be considered.
- The Center should continue partnering with DJJ to enhance services for area youth, such as a CPP for boys or an expanded New Beginnings program, which would more fully utilize the Center and offset costs associated with vacant beds.
- Continue the current practice of offering gender-responsive programs and services. Seek to expand gender-responsive programs and services by partnering with organizations in the community.

Conclusion

The Moss Group considered three nearby counties as alternatives to the Northern Virginia Regional Juvenile Detention Center and determined none are plausible for providing services to the three jurisdictions. TMG also determined the communities place value on qualitative factors as family engagement and service continuity, both of which are critical for promoting positive outcomes during and following detention. By implementing certain facility use and cost containment efficiencies that include reconfiguring staffing patterns and housing such

much-needed program alternatives as mental health treatment or youth mentoring programs, the NVJDC could operate more efficiently, *without* compromising service quality

Appendix

Appendix A: NVJDC Survey

The Northern Virginia Juvenile Detention Center Survey

Juvenile incarceration rates across the nation have continued to decrease over the past 10 years; this includes the facility that serves the City of Alexandria, the City of Falls Church, and Arlington County. This survey is part of a comprehensive analysis and study of operational and cost efficiencies of the Northern Virginia Juvenile Detention Center (Center), including the possibility of closing the Center due to underutilization and detaining youth in another center in Northern Virginia. This study is being administered by The Moss Group, a criminal justice consulting organization partnering with the City of Alexandria, City of Falls Church, and County of Arlington. Your opinion is greatly valued, and we want to hear from you. The survey includes seven questions and should only take 5 minutes to complete. Your anonymous feedback will be shared with officials who work with the Center. Results of the survey will be posted online in future reports to be published in the spring of 2020. Thank you for your time and participation!

1. Please select an option below that describes how you are connected to the Northern Virginia Juvenile Detention Center?

- ☐ Center employee
- ☐ Court official
- ☐ Law enforcement
- ☐ Parent or guardian
- ☐ Service provider (e.g., educator, human services, medical/mental health)
- ☐ Volunteer
- ☐ Community member

Other (please describe):

2. What benefit(s) does the Center bring to the community? Check all that apply.

- ☐ Community partnerships
- ☐ Convenient location for law enforcement, service providers, court services, etc.
- ☐ Good location for youth proximity to home neighborhoods
- ☐ Jobs
- ☐ Other (please describe):
- ☐ Safety and security
- ☐ Youth programs
- ☐ I don't have enough knowledge about the benefit(s) to respond

3. What type of challenges or negative impact does the Center bring to the community? Check all that apply.

- [ ] Increases crime in the area
- [ ] Infrastructure (e.g., building is in disrepair, congestion, overcrowding)
- [ ] Too expensive to run
- [ ] Not enough youth housed there
- [ ] Other (please describe):
- [ ] Too many youth housed there
- [ ] Youth too far from home neighborhoods
- [ ] Offers limited programs and services
- [ ] I don't have enough knowledge about the challenges to respond

4. Because of the declining youth population, parts of the Center are unused. What would you consider to be an appropriate use for those unused areas? Check all that apply.

- [ ] Foster care shelter
- [ ] Neighborhood youth recreation center
- [ ] Office space for state, city, or county employees
- [ ] Youth day or evening reporting center
- [ ] Other (please describe):
- [ ] Youth education or after school tutoring program
- [ ] Youth mental health outpatient facility
- [ ] No ideas come to mind at the moment

5. If a decision is made to close the Center and detain youth in a detention center in Fairfax County, Loudoun County, or Prince William County, please describe any positive or negative impact this decision may have.

6. Is there anything else you would like to share on this topic?

* 7. I am a resident of:

- [ ] City of Alexandria
- [ ] City of Falls Church
- [ ] County of Arlington
- [ ] County of Fairfax
- [ ] Other (please describe):

Cost Benefit Analysis of the Use of Northern Virginia Regional Juvenile Detention Center and Alternatives

Falls Church Community Meeting

City Hall, Laurel Room, 300 Park Avenue, Falls Church, VA 22046

Thursday, November 14, 2019, 6:00PM-8:30PM

Agenda

6:00pm – 6:30pm **TMG Team Arrives**

6:15pm – 6:45pm **TMG Team Setup**

- Post sign-up sheets
- Hand out NVJDC fact sheets

7:00pm –7:05pm **Welcome and Opening Remarks**

Stevyn Fogg, Project Manager, The Moss Group, Inc.

- Introduce TMG Team
- Review meeting format and time limitations

7:05pm –7:15pm **NVJDC Study Overview and Setting Context**

Earl Conklin, Director of Court Services, Arlington County and City of Falls Church

Nancy Vincent, Director, Department of Housing and Human Services, City of Falls Church

- Discuss history of the NVJDC

- Present an overview of the Cost-Benefit Analysis of Use of the Northern Virginia Regional Juvenile Detention Center (NVJDC) and Alternatives study purpose, RFP process, and TMG's selection

7:15pm –7:30pm **TMG Strategies and Methodology**
Chris "Ike" Eichenlaub, Vice President, The Moss Group, Inc.
Dr. Mary Livers, Consultant, The Moss Group, Inc.

- Discuss TMG's methodology for conducting the study

7:30pm – 8:25pm **Open Forum**
The Moss Group, Inc.

- TMG moderator will call on members of the public who indicated their desire to speak in the order their names appear on sign-in sheets
- TMG moderator will call on others, time permitting

8:25pm – 8:30pm **Adjourn Meeting**
The Moss Group, Inc.

- Thanks to participants
- Encourage public to submit additional thoughts via online survey

Cost Benefit Analysis of the Use of Northern Virginia Regional Juvenile Detention Center and Alternatives

Alexandria Community Meeting

Lee Center, Exhibit Hall, 1108 Jefferson Street, Alexandria, VA 22314

Wednesday, November 20, 2019, 6:00PM-8:30PM

Agenda

6:00pm – 6:30pm **TMG Team Arrives**

6:15pm – 6:45pm **TMG Team Setup**

- Post sign-up sheets
- Hand out NVJDC fact sheets

7:00pm –7:05pm **Welcome and Opening Remarks**

Stevyn Fogg, Project Manager, The Moss Group, Inc.

- Introduce TMG Team
- Review meeting format and time limitations

7:05pm –7:15pm **NVJDC Study Overview and Setting Context**

Mike Mackey, Director of Court Services, City of Alexandria

- Discuss history of the NVJDC
- Present an overview of the Cost-Benefit Analysis of Use of the Northern Virginia Regional Juvenile Detention Center (NVJDC) and Alternatives study purpose, RFP process, and TMG's selection

7:15pm –7:30pm **TMG Strategies and Methodology**

Dr. Mary Livers, Consultant, The Moss Group, Inc.

Dr. Reginald Wilkinson, Consultant, The Moss Group, Inc.

- Describe TMG's methodology for conducting the study

7:30pm – 8:25pm **Open Forum**

The Moss Group, Inc.

- TMG moderator will call on members of the public who indicated their desire to speak in the order their names appear on sign-in sheets
- TMG moderator will call on others, time permitting

8:25pm – 8:30pm **Adjourn Meeting**

The Moss Group, Inc.

- Thanks to participants
- Encourage public to submit additional thoughts via online survey

Cost Benefit Analysis of the Use of Northern Virginia Regional Juvenile Detention Center and Alternatives

Arlington Community Meeting

Central Library, Auditorium, 1015 N. Quincy Street, Arlington, VA 22201

Thursday, November 21, 2019, 6:00PM-8:30PM

Agenda

6:00pm – 6:30pm **TMG Team Arrives**

6:15pm – 6:45pm **TMG Team Setup**

- Post sign-up sheets
- Hand out NVJDC fact sheets

7:00pm –7:05pm **Welcome and Opening Remarks**

Chris "Ike" Eichenlaub, Vice President, The Moss Group, Inc.

- Introduce TMG Team
- Review meeting format and time limitations

7:05pm –7:15pm **NVJDC Study Overview and Setting Context**

Earl Conklin, Director of Court Services, Arlington County and City of Falls Church

- Discuss history of the NVJDC
- Present an overview of the Cost-Benefit Analysis of Use of the Northern Virginia Regional Juvenile Detention Center (NVJDC) and Alternatives study purpose, RFP process, and TMG's selection

7:15pm –7:30pm	**TMG Strategies and Methodology** *Dr. Mary Livers, Consultant, The Moss Group, Inc.* *Dr. Reginald Wilkinson, Consultant, The Moss Group, Inc.* • Discuss TMG's methodology for conducting the study
7:30pm – 8:25pm	**Open Forum** *The Moss Group, Inc.* • TMG moderator will call on members of the public who indicated their desire to speak in the order their names appear on sign-in sheets • TMG moderator will call on others, time permitting
8:25pm – 8:30pm	**Adjourn Meeting** *The Moss Group, Inc.* • Thanks to participants • Encourage public to submit additional thoughts via online survey

THE MOSS GROUP, INC.

Experienced Practitioners Committed to Excellence in Correctional Practice

City of Alexandria, Arlington County, and City of Falls Church

Cost Benefit Analysis of the Use of Northern Virginia Juvenile Detention Center and Alternatives, RFP 803

Comparative Financial and Service Delivery Analysis

December 2019

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Executive Summary

Context and Objective

In July 2019, The Moss Group, Inc. (TMG), a criminal justice consulting firm, entered into a contract with the City of Alexandria (VA) to conduct a cost benefit analysis of the Northern Virginia Juvenile Detention Center (Center), which serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission. This report is one of six completed for the analysis; readers should review all six reports for proper context.

Opened in 1958, the Center is a secure facility and one of 24 juvenile detention centers (JDCs) in the Commonwealth of Virginia. The Center offers a variety of programs and services, including care and custody, education, recreation, medical and mental health services, emergency psychiatric intervention, and visitation. With funds provided by the Virginia Department of Education State Operating Program, and Title I, it operates its own school under the aegis of Alexandria City Public Schools. Likewise, the Virginia Department of Juvenile Justice (DJJ) provides funding for two programs: Central Admissions and Placement (CAP) and the Community Placement Program (CPP). Both of which incorporate an evidence-based, trauma-focused treatment component.

As is the case both nationwide and throughout the Commonwealth of Virginia, the juvenile detention population has declined significantly over the past decade, as a result of fewer arrests, more community-based diversionary alternatives, and a shift in philosophy when it comes to the role and appropriate use of juvenile detention. Consequently, the City of Alexandria contracted TMG to complete a cost benefit analysis, with which to determine the better of two options currently under consideration: 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) enter into a regional agreement with other jurisdictions (e.g., Fairfax County or Prince William County). This multi-part study included an in-depth analysis of existing Center operations and potential for further regionalization.

Cost Analysis Methodology

To reach the best decision regarding the Center's future, it is important to measure the costs and the benefits of the Center as it is currently managed and funded and compare costs if operational efficiencies are implemented. In this and previous reports, TMG has analyzed current operational costs, provided options for reducing future Center costs, and assessed the feasibility of further regionalization. TMG's methodology for this report is designed to answer one question: What would it cost to maintain the Center if the recommended changes were incorporated?

Summary of Findings

- The Center's operating costs are projected to increase from $5.8 million in 2020 to $6.9 million in 2030. The corresponding change in the member jurisdictions' contributions are projected to increase from $3.6 million in 2020 to $4.7 million in 2030.
- The Center and the three jurisdictions can reduce current and future costs by implementing changes recommended in this report. The recommended changes are projected to reduce the jurisdiction's contribution to Center operations by approximately $600,000 per year.
- The jurisdictions' projected savings over ten years are $4.6 million.

Recommendation

This report identifies strategies for reducing operating costs at the Center. It is recommended the Center implement the strategies resulting in approximately $4.6 million in savings over ten years for the three jurisdictions.

Introduction

In July 2019, The Moss Group, Inc. (TMG), a criminal justice consulting firm, entered into a contract with the City of Alexandria (VA) to conduct a cost benefit analysis of the Northern Virginia Regional Juvenile Detention Center (Center), which serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission. The Center's cost of operation is escalating as its detention population continues to decline in an increasingly tight budget climate – which has prompted a serious discussion around options for reducing costs and maximizing return on investment, without compromising service quality.

As detailed in previous reports, TMG compiled and analyzed historical documents related to the Center's structure, operation, and ownership/control of assets; provided an assessment of national, state, and local best practices related to juvenile justice and incarceration; elicited stakeholder input; conducted an in-depth, multi-part analysis of the Center's current state of operation; and evaluated the potential for further regionalization of juvenile detention services with existing jurisdictions. This report, produced in line with Task E as specified under the contract's Scope of Work, summarizes TMG's analysis of a comparative financial and service delivery analysis of two proposed options:

1. Continued operation of the Center by existing jurisdictions
2. Further regionalization with, for example, Fairfax County or Prince William County

This report also provides a recommendation to guide future decision-making.

Methodology

In assessing the costs to maintain the Center as currently managed and funded, TMG reviewed the following costs to determine the annual total cost:

- Variable costs – Expenses that change in proportion to the activity and amount of services provided (i.e., number of residents in a given time period) and are directly related to workload and change immediately as workload increases or decreases. These costs may include staff overtime, supplies, contracted services, travel and transportation, food, and implementation and fidelity to evidence-based programs.
- Fixed costs – Expenses that are not dependent on the level of services provided; any cost that is independent of the number of youth being served by the Center. These expenses tend to be time-related such as salaries, rent, central administration, capital equipment, and basic utilities.
- Semi-variable costs – These costs have a fixed and variable component. Examples include staff overtime, shift changes, transportation (usage and gasoline), and fringe benefits (i.e., health care and pension contributions).

In analyzing the current costs, we included a comprehensive forecast of future Center costs under alternative population scenarios and in implementing the recommended changes in facility operations to optimize operational efficiency.

Center Costs

Current Center Costs – Status Quo

The current budget for the Northern Virginia Regional Juvenile Detention Center (Center) for FY 2020 is $5,801,544, of which a projected $4,884,079 – or 84.2 percent - supports staff salaries and benefits for 70.5 FTEs. Direct care expenses for residents' food, clothing, and personal supplies; administrative support (insurance, legal fees, office supplies, technology support); contracted services for youth (medical, mental health and program services); and building expenses (utilities and maintenance supplies), comprise the remainder of the budget, as shown on page 7.

	FY 20 Projected Expenditures	Percent of Expenditures
Staff Salaries & Benefits	$ 4,884,079	84.2%
Direct Care	$ 149,216	2.6%
Administrative Support	$ 207,272	3.6%
Contracted Services	$ 177,650	3.1%
Building Expenses	$ 129,222	2.2%
Other	$ 254,105	4.4%
Total	**$ 5,801,544**	**100.0%**

Assuming a stable resident population level at roughly the same level as in FY 2019, all of these expenses are essentially fixed, with the exception of the direct care expenses, which represent services or commodities directly consumed by facility residents. The following table summarizes the facility's variable expenditures.

Expense	Annual Cost per Resident
Food	$ 4,434.75
Household supplies	$ 1,265.16
Personal hygiene items	$ 405.86
Grooming	$ 180.0
Clothing	$ 762.0
Medical supplies	$ 788.71
Phone service	$ 185.88
Total	**$ 8,022.36**

Staffing, the primary component of facility spending, may be considered a variable cost only insofar as declining facility population levels allow for the closure of a housing unit, which would, in turn, reduce the number of detention specialists required to operate the facility.

These costs are partially offset by income generated through state contracts for program service and other grants. For FY 2020 the Center projects a gross total of $2,784,336 in these and other sources of revenue. Offsetting total projected expenditures with the net revenues (taking into account CAP and CPP funded operational expenditures) produced by these sources results in a net FY20 operating expenditure of $3,634,995 to be funded by contributions from the Center's participating jurisdictions. If the Center's average daily population remains at FY19 levels, this will result in 5,574 childcare days for these three jurisdictions, or an overall average per diem cost of $652.13.

FY 20 Budget	$ 5,801,544
Grants, Interest & Other Revenue	($ 2,166,549)
Jurisdictional Expenditures	$ 3,634,995

The Center's cost allocation methodology sets each jurisdiction's share of net expenditures by using a three-year average of resident-days for each jurisdiction. For the three-year period ending with FY 2018, Alexandria and Arlington's average utilization rate is about the same which results in a nearly equal allocation of Center expenditures between these two jurisdictions.

	Child Care Days: Three Year Average	**Percent of Total Days**	**FY 20 Funding Allocation**
Alexandria	4,176	49.3%	$ 1,793,449
Arlington	4,197	49.6%	$ 1,802,324
Falls Church	91	1.1%	$ 39,221
Totals	**8,465**	**100.0%**	**$ 3,634,995**

Capital projects planned for FY 2020 (from a Capital Plan originated in 2013) include the following:

Spot clean and paint steep-slope metal roof to include rust proofing	$5,000
Landscape facility grounds	$16,000
Replace packaged rooftop air conditioners	$100,000
Conduct scheduled preventive maintenance – electrical systems	$7,000
Modernize elevator to allow for ADA accessibility	$300,000
Replace addressable fire detection and alarm system	$150,000
Repaint interiors and repair drywall as needed	$100,000
Total	**$678,000**

These projects are funded from the Center's Capital Reserve Fund which had a balance of $5,487,585 at the end of FY19. It should be noted the capital projects report provided to The Moss Group identified projects for Fiscal Years 2016 through 2019 which had not been undertaken or completed; the estimated cost of these projects is $1,125,000.

Future Costs – Status Quo

Given that the staff costs are, by far, the most significant component of the Center's expenditures, the primary upward pressure on its spending will be for salary increases. Assuming a stable resident population at FY19 levels, direct care costs should remain at current levels, with no obvious pressure for increased expenditures in other cost categories, as well. Assuming annual average salary increases of 2 percent and an overall staff benefit contribution level of 34.1 percent, Center spending would increase by $1.1 million to $6.9 million over the next 10 years. If revenue sources also continue at current levels, the jurisdictional share of Center operating costs would increase at a similar rate, to $4.7 million, with the overall per diem cost per resident rising by 30 percent over the next 10 years, to $845.00.

	FY 20	FY 22	FY 24	FY 26	FY 28	FY 30
Salaries	$ 3,645,439	$ 3,792,715	$ 3,945,940	$ 4,105,356	$ 4,271,213	$ 4,443,770
Benefits	$ 1,238,640	$ 1,293,316	$ 1,345,566	$ 1,399,927	$ 1,456,484	$ 1,515,326
Direct Care	$ 149,216	$ 149,216	$ 149,216	$ 149,216	$ 149,216	$ 149,216
Administrative Support	$ 207,272	$ 207,272	$ 207,272	$ 207,272	$ 207,272	$ 207,272
Contracted Services	$ 177,650	$ 177,650	$ 177,650	$ 177,650	$ 177,650	$ 177,650

	FY 20	FY 22	FY 24	FY 26	FY 28	FY 30
Building Expenses	$ 129,222	$ 129,222	$ 129,222	$ 129,222	$ 129,222	$ 129,222
Other	$ 254,105	$ 254,105	$ 254,105	$ 254,105	$ 254,105	$ 254,105
Operating Expenditures	**$ 5,801,544**	**$ 6,003,495**	**$ 6,208,971**	**$ 6,422,748**	**$ 6,645,161**	**$ 6,876,560**
Revenues	$2,166,549	$2,166,549	$2,166,549	$2,166,549	$2,166,549	$2,166,549
Jurisdictional Expenses	**$3,634,995**	$3,836,946	$4,042,422	$4,256,199	$4,478,612	$4,710,011
Jurisdictional per diem	**$652.13**	$688.36	$725.23	$763.58	$803.48	$845.00

Operating Costs with Proposed Changes

The operations analysis conducted under Task C provided recommendations for improving the Center's operational cost-effectiveness, including proposals to reduce staffing levels from 70.5 to 64 FTEs, as summarized in the adjusted staffing plan below and on page 10.

Position	FTE
Executive Director	1.0
Director of Operations	1.0
Director of Programs	1.0
Business Manager	1.0
HR Generalist	1.0
Administrative Assistant	1.0
Health Services Administrator	1.0
LPN	1.0
Unit Manager	1.0
Case Managers	2.0
Compliance Manager	1.0
Shift Supervisor	4.0
Assistant Shift Supervisor	4.0
Detention Specialist	37.0
Food Services Manager	1.0
Lead Cook	1.0
Food Services	3.0
Custodial Services	2.0
Total	**64.0**

In projecting the savings achieved by this staffing plan, we used actual, annual salary levels for each position included in the plan and applied a two percent discount to account for

staff turnover and hiring lag, resulting in projected expenditures of $4,512,068 for staff salaries and benefits, a savings of 7.6 percent from the FY20 budget.[1]

The recommendations also included a plan developed by the Center to open an additional CPP program, which would utilize an available housing unit for eight male residents. This program proposal includes a case manager, a therapist, and five detention specialists, as well as operating support costs for the additional residents, for a total projected program expenditure of $800,994. However, this budget incorporates a number of allocated costs that are already built into the Center budget and as such, they do not represent additional expenditures. For example, the project budget allocates $12,639 to the Center's Executive Director position, based on the assumption that 10 percent of her time will be spent overseeing this program.

Consequently, new program spending – most of which will be used to cover seven new staff positions – in addition to the existing budget, totals $594,340. But given that the per diem paid by the state is $280 per day for eight residents, this program will also produce $817,600 in new revenue annually, which exceeds additional costs by $223,260, thereby lowering the jurisdictional share of the Center's budget by $223,260. It is important to note funding provided by the Department of Juvenile Justice is not intended to supplant the local funding. Funds for state programs such as CAP and CPP must be tied to staffing, treatment, services, incidentals and other expenses that support the programs. Funds for state programs are expected to support staffing and treatment services in a unit within the facility and support shared costs such as utilities, control room staffing, and other shared operational costs.

Taken together, these initiatives produce substantial efficiencies for the jurisdictions. Using the FY20 budget as a base assumption, these initiatives would reduce the jurisdictional share of Center expenditures from $3,634,995 to $3,039,724, a decrease of 16 percent.

[1] The FY20 budget is used as a baseline for estimating potential savings. Recommendations from this report could take effect in the FY21 budget.

FY 2020 Budget	$ 5,801,544
Staff Reduction Recommendations	$ (372,011)
Adjusted Budget with Efficiencies	$ 5,429,533
FY 20 Projected Revenues	$ 2,166,549
CPP Program Initiative Net Revenues	$ 223,260
Adjusted Revenues with Efficiencies	$ 2,389,809
Adjusted Jurisdictional Expenditures with Efficiencies	$ 3,039,724

The following table shows the allocation of savings by jurisdiction.

	Percent of Total Days	**FY 20 Funding Allocation**	**FY 20 Adjusted Funding Allocation With Efficiencies**	**Savings**
Alexandria	49.3%	$1,793,449	$1,499,752	$ 293,697
Arlington	49.6%	$1,802,324	$1,507,173	$ 295,151
Falls Church	1.1%	$39,221	$32,798	$ 6,423
Totals	**100.0%**	$3,634,995	$3,039,724	**$ 595,271**

Projecting over the next 10 years, the adjusted budget will save the jurisdictions approximately $4.6 million.[2]

	FY 20	FY 22	FY 24	FY 26	FY 28	FY 30
Salaries	$ 3,364,704	$ 3,500,638	$ 3,642,064	$ 3,789,203	$ 3,942,287	$ 4,101,555
Benefits	$ 1,147,364	$ 1,193,718	$ 1,241,944	$ 1,292,118	$ 1,344,320	$ 1,398,630
Direct Care	$ 149,216	$ 149,216	$ 149,216	$ 149,216	$ 149,216	$ 149,216
Administrative Support	$ 207,272	$ 207,272	$ 207,272	$ 207,272	$ 207,272	$ 207,272
Contracted Services	$ 177,650	$ 177,650	$ 177,650	$ 177,650	$ 177,650	$ 177,650
Building Expenses	$ 129,222	$ 129,222	$ 129,222	$ 129,222	$ 129,222	$ 129,222
Other	$ 254,105	$ 254,105	$ 254,105	$ 254,105	$ 254,105	$ 254,105
Operating expenditures	**$ 5,429,533**	**$ 5,611,820**	**$ 5,801,472**	**$ 5,998,786**	**$ 6,204,072**	**$ 6,417,651**
Revenues	$ 2,389,809	$ 2,389,809	$ 2,389,809	$ 2,389,809	$ 2,389,809	$ 2,389,809
Jurisdictional Expenditures	$ 3,039,724	$ 3,222,011	$ 3,411,663	$ 3,608,977	$ 3,814,263	$ 4,027,842
Jurisdictional per diem	$ 545.34	$ 578.04	$ 612.07	$ 647.47	$ 684.30	$ 722.61

The FY20 budget is used as a baseline for estimating potential savings. Recommendations from this report could take effect in the FY21 budget.

Perspectives on the Center's Current Operations and Programs

While cost savings are an important component of this analysis, decision-makers must also consider the efficiency of the Center's current operations and programs. Although this study identified a number of staff positions for reduction, the Center appears to operate efficiently, and a majority of stakeholders view the Center's operations favorably. Some recent operational improvements include efficiencies in information technology, purchasing, and accounting.

The Center provides its residents with services immediately upon arrival, by first screening them for mental health and substance abuse and referring those with identified issues to a mental health therapist for further evaluation and community service referrals. Programs include care and custody, education, recreation, medical and mental health services, emergency psychiatric intervention, and visitation. The Center's school is administered by the Alexandria City Public Schools. The Center operates a Central Admissions and Placement (CAP) unit and the Community Placement Program (CPP) through a contract with the Virginia Department of Juvenile Justice. The New Beginnings program is a co-educational residential program designed to provide youth who have been unsuccessful in other programs with a final opportunity to make changes and avoid placement in a state detention facility.

Regrettably, measures of program success such as recidivism rates are not available. However, the programs offered at the Center are evidence-based and therefore known to produce positive outcomes. Furthermore, focus groups conducted with juveniles at the center, their parents, and other stakeholders, resulted in favorable impressions of programs offered at the Center.

Costs to Further Regionalize

As originally conceived, this study would include an analysis of costs to maintain the Center's operations compared to costs for contracting for juvenile detention at a nearby facility. However, the Task D report, Evaluation of Regionalization, describes the reasons further regionalization of juvenile detention in Northern Virginia is not practical.

Conclusion

The Moss Group evaluated nearby juvenile detention centers to determine the practicality and costs of further regionalizing juvenile detention beds in Northern Virginia. Our research revealed there is no viable alternative to the Northern Virginia Detention Center. An analysis of the Center's budget indicates operating costs are projected to increase from $5.8 million in 2020 to $6.9 million in 2030. The corresponding change in the member jurisdictions' contributions to operating costs is $3.6 million in 2020 to $4.7 million in 2030. The Center and the three jurisdictions can reduce current and future costs by implementing changes recommended in this report. The recommended changes are projected to reduce the jurisdiction's contribution to Center operations by approximately $600,000 per year and $4.6 million over ten years.

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City of Alexandria, Arlington County, and City of Falls Church

Cost Benefit Analysis of the Use of Northern Virginia Juvenile Detention Center and Alternatives, RFP 803

Use of Northern Virginia Juvenile Detention Center and Alternatives Project
Final Report-January 2020

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Executive Summary

Project Purpose and Background

In July 2019, The Moss Group, Inc. (TMG), a consulting firm based in Washington, DC, entered into a contract with the City of Alexandria (VA) to conduct a cost-benefit analysis of the Northern Virginia Juvenile Detention Center (Center). This report is one of six completed for the analysis; readers should review all six reports for proper context. As one of the 24 juvenile detention centers (JDCs) in the Commonwealth of Virginia, this secure facility serves Arlington County and the Cities of Alexandria and Falls Church, under the leadership of a five-member Juvenile Detention Commission (Commission).

This public cohort is tasked with overseeing the Center's policies and practices, resources and compliance, in a manner consistent with local and state laws and regulations. The Commission owns the Center building, the land it occupies, and its assets, while providing operational oversight, with funding the facility receives from the three jurisdictions it serves and the Commonwealth of Virginia. It also manages Sheltercare of Northern Virginia, a 14-bed non-secure facility adjacent to the Center. Sheltercare primarily serves juveniles from the City of Alexandria; juveniles from other jurisdictions may also be placed there.

Throughout the years, the Center has expanded and improved the services and programs it offers youthful offenders, who often enter the juvenile justice system with a variety of service needs, including mental health and substance abuse treatment, as well as academic support and vocational training. To address these needs, the Center has implemented a variety of services with an emphasis on evidence-based models. TMG did not conduct a programmatic or cultural assessment. Service delivery and programs were one of several elements considered as part of the cost benefit analysis. Thus, while the analysis makes recommendations for consideration based on observed and reported program availability and utilization, it is important to distinguish that TMG did not evaluate their efficacy, outcomes or quality of services offered or facility culture.

Service offerings at the Center include care and custody, education, recreation, religious services, medical services, emergency psychiatric intervention, specialty youth improvement programs, and supervised visitation. Moreover, the Virginia Department of Juvenile Justice (DJJ) provides funding for two programs: Central Admissions and Placement (CAP) and the Community Placement Program (CPP). The New Beginnings Program is funded by the three jurisdictions. All of these offerings incorporate an evidence-based, trauma-focused treatment component, consistent with research-informed practices proven to support successful outcomes, both during and following

detention.

As is the case both nationwide and throughout the Commonwealth of Virginia, the juvenile detention population has declined significantly over the past decade which has been an intentional reform effort. In the early 1990s The Annie E. Casey Foundation launched the Juvenile Detention Alternatives Initiative (JDAI) to reduce reliance on local confinement of court-involved youth. The JDAI model is comprised of eight core strategies and was adopted by many jurisdictions throughout the United States.

Many of the jurisdictions in Northern Virginia are experiencing underutilization, especially Fairfax County and the three jurisdictions that place juveniles at the Center. Consequently, the Center has been struggling to deal with rising costs and underutilized facility space, in an increasingly tight fiscal climate. In response to the concerns, the City of Alexandria (acting as the contracting agent for itself, the City of Falls Church and Arlington County) contracted TMG to complete a cost benefit analysis, with which to help determine the optimal of two options currently under consideration: 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) enter into a regional agreement with other jurisdictions (e.g., Fairfax County, Loudon County, or Prince William County). Both options are considered with youth and families at the center of our work.

Evaluation Methodology

In conducting the cost-benefit analysis, TMG established parameters for the analysis, including engaging stakeholders, and collected and evaluated qualitative and quantitative data, both on and offsite, using a variety of research-informed and validated techniques and practices, as follows:

- ✓ Compiled and reviewed a series of historical, foundational, and operational documents.
- ✓ Reviewed the existing body of research and expert knowledge around promising, proven, and cost-effective practices, as well as current and emerging local, state, and national trends in juvenile justice followed by a gap analysis to determine how the Center compares with other facilities.
- ✓ Completed a series of focus groups and individual interviews – in person and by telephone – with a cross-section of facility stakeholders, including youth and families
- ✓ Performed a staffing analysis with the goal of addressing potential savings and establishing a fair baseline for comparison with other facilities under consideration for further regionalization.
- ✓ Deployed an online public survey.
- ✓ Held three public meetings – one in each of the Center's three jurisdictions.
- ✓ Convened a group of juvenile justice experts to visit and observe the Center's operation.

- ✓ Performed a financial and service delivery analysis, using a standard complement of cost and revenue data.

Summary of Key Findings

The cost-benefit analysis proposed by the member jurisdictions was intended to serve as a baseline against which to determine the better of two options under consideration for the Center: 1) remain open with cost-containment strategies; or 2) close and enter into a regional agreement with another jurisdiction. Several nearby counties were considered for regionalization: Prince William County, Loudon County and Fairfax County. Prince William and Loudon counties were eliminated for infrastructure and capacity reasons. Fairfax Juvenile Detention Center was considered a viable option until late in the study (April 2020) when Fairfax County officials stated their intention not to expand juvenile detention center operations. Consequently, one strategy remained: keep the Center open with cost-containment strategies.

Center Strengths. TMG's analysis revealed that the Center has a number of strengths in support of its continued operation, as follows:

- The Center enjoys widespread community support, with an overwhelming majority of key stakeholders and community members interviewed and surveyed citing its ongoing value to the jurisdictions it serves, with respect to its effective operation, excellent leadership, experienced staff, evidence-based programs, and close proximity to families, public transportation, courts, and service providers.
- The Commission not only encourages ongoing engagement and meaningful communication with the Center and its leadership but has also implemented strategies that empower Center leadership to contain costs without compromising service quality.
- The Center's operational philosophy is therapeutic, rather than punitive; its environment, youth- and family-centered; and its programs and services, trauma-informed, gender-responsive, and therapeutic – all of which are consistent with the guiding principles of an "ideal" detention environment, as proposed by the Center for Juvenile Justice Reform.[1]
- The facility's leadership promotes staff well-being and continuity, by creating a positive organizational climate and implementing effective staff recruitment, selection, training, and retention practices, thereby promoting a relational environment in which it appears staff members demonstrate genuine feelings of concern for and commitment to the youth under their care.

[1] Decker, T. (2019) A Roadmap to the Ideal Juvenile Justice System. Center for Juvenile Justice Reform, Georgetown University, Washington, D.C.

- The Center provides youth with a wide range of robust programs and services, grounded in evidence-based, best, and/or promising practices in juvenile detention and designed to meet the psychological, physical, educational, and social needs of this population.
- The Center is located close to families, home communities, area courts, and service providers, with ready access to public transportation, all of which encourages regular family engagement and consistent service provision, while facilitating safe and convenient transport to and from mandatory court appearances.
- There is space available in the Center to use in co-locating much-needed, community-based programs and services, as a way to provide further benefit to the community, as well as generate additional revenue with which to offset operational costs.

Center Challenges. Although its strengths are both numerous and significant, the Center continues to grapple with some of the same challenges reported in other Virginia JDCs.

- Shifting juvenile justice policies, practices, and philosophy have led to notable changes in the detention population, beginning with the reality that the average youth served is not only charged with more serious offenses, but also arrives with a variety of complex mental health and behavioral management issues.
- A declining and ever more complex detention population has led to a significant spike in operating costs, which has, in turn, resulted in an escalating per diem rate, calculated at $853.40 for FY19.
- Although Center staff are paid for 2,184 hours in a year, their actual availability for assignment is substantially less (resulting from personal time off, training, etc.), thus often causing the leadership to rely on one of three options – paying overtime, reallocating staff, or leaving posts vacant that aren't mission-critical – to meet security standards and requirements, all of which drive costs up and/or impact staff wellbeing.
- Given the significant mental health issues reported among Center residents, staff members expressed the need for a full-time, onsite mental health clinician – instead of services provided by two part-time clinicians.
- Given its age and design, the facility does not lend itself well to "normalization" (the emerging movement to create a more "home-like" detention setting), although Center leadership has made every attempt to make the environment welcoming and youth-centered with colorful decorations in rooms and hallways, as well as comfortable common areas.
- The facility is also in need of significant capital improvements because of its age.

Recommendations

Based on the key findings, TMG offers the following recommendation for keeping the Center open.

- The Center might explore co-locating much-needed, community-based programs and services (such as mental health treatment, substance abuse services, youth mentoring, and/or a CPP for boys) at the facility to help offset current operating costs by putting underutilized space to more effective use, and generating additional revenue, and increasing positive outcomes for youth and families.[2]
- Given that staffing costs represent 84.2% of the overall Center budget, the management team could consider implementing staff changes recommended on the basis of TMG's staffing analysis.
- In addition to performing a more comprehensive analysis around the facility's short and long-term capital needs and their impact on the budget going forward, Center leadership might also obtain the services of an architectural firm to assess the current facility layout and develop a design that is more in line with both normalization and service co-location.
- Consider developing a formal relationship with the Annie Casey Foundation, specifically participating in the Juvenile Detention Alternative Initiative.

A Note About Falls Church

Readers should note the City of Falls Church is unique in comparison to the City of Alexandria and Arlington County for several reasons. First, Falls Church doesn't place juveniles in NVJDC very often; the average annual number of childcare days for FY 2017 through 2019 was only 90 days per year. Second, the City of Falls Church already contracts for services from both Arlington *and* Fairfax Counties. For example, public safety and judicial services are provided by Arlington County while child welfare and behavioral health services are provided by Fairfax County.

The factors described above may contribute to the low turnout for the public meeting in Falls Church; account for only 3.5 percent of all survey respondents identifying as Falls Church residents; and explain why interviews with stakeholders from the City of Falls Church generally indicated such stakeholders have little familiarity with the City's relationship with NVJDC. Given these

[2] The funding for state programs such as CPP and is not intended to supplant the local costs. State funds for programs must be tied to staffing, treatment, services, incidentals and other expenses that support the programs. State funding may support staffing and treatment services in a unit within the facility and support shared costs such as utilities, control room staffing, and other shared operational costs.

dynamics, readers should recognize any change in services pertaining to NVJDC will likely have a greater impact on the City of Alexandria and Arlington County than the City of Falls Church.

Conclusion

The Moss Group evaluated two options for detention of juveniles in Northern Virginia: contract for services with another county or continue operation of the Center with recommendations for efficiencies. Contracting for services with another county was not a viable option because nearby facilities lacked interest or capacity. Keeping the Center open with cost efficiencies ensures juveniles remain close to their communities and services. Moreover, a majority of stakeholders and community members voiced their support for retaining the Northern Virginia Juvenile Detention Center. It should be noted some community members voiced opposition to any form of detention and further community discussion around this perspective is encouraged.

Introduction

Overview

As is the case both nationwide and throughout the Commonwealth of Virginia, the juvenile detention population has declined significantly over the past decade, resulting from fewer arrests, more community-based diversionary alternatives, and a shift in philosophy when it comes to the role and appropriate use of juvenile detention. In the early 1990s The Annie E. Casey Foundation launched the Juvenile Detention Alternatives Initiative (JDAI) to reduce reliance on local confinement of court-involved youth. The JDAI model is comprised of eight core strategies and was adopted by many jurisdictions throughout the United States.

Between fiscal year 2006 (FY2006) and fiscal year 2017 (FY2017), the Center's average daily population declined at a significantly greater rate than that of Virginia's 24 juvenile detention centers (JDCs) overall – 54 percent and 36 percent, respectively. This drop in census has left the Center struggling to reduce costs and maximize resources – without compromising service quality – in an increasingly tight budget climate, which has, in turn, prompted a serious discussion around effective options.

While juvenile detention is declining throughout the United States, there is no "blueprint" for juvenile detention facilities to respond to these changes. Consequently, the three jurisdictions saw the need for a cost-benefit analysis to serve as a baseline against which to determine the better of two options currently under consideration: for the Center 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) enter into a regional agreement with other jurisdictions (e.g. Fairfax County, Loudon County, or Prince William County).

In fulfilling the contract to perform the cost-benefit analysis and assist the three jurisdictions in examining possible options, TMG has completed the following tasks as specified in the Scope of Work:

- Compiled and analyzed historical documents related to the Center's structure, operation, and ownership/control of assets.
- Provided an assessment of national, state, and local best practices related to juvenile justice and incarceration.
- Elicited input from key stakeholders and community members.
- Conducted an in-depth, multi-part analysis of the Center's current state of operation.

- Explored the potential for further regionalization of services with existing jurisdictions, including projected costs and potential impact on youth and families, communities and stakeholders.
- Furnished a financial and service delivery analysis of the two proposed options –identify cost-containment strategies that enable the Center to remain open under the existing arrangement ***or*** close the Center and enter into a regional agreement with other jurisdictions.

Historical Context

In 1956, four jurisdictions in Northern Virginia – the City of Alexandria, Arlington County, the City of Falls Church, and Fairfax County – entered into a regional agreement to build a juvenile detention center. The Center was originally built as a 30-bed facility at a cost of $170,000. The four jurisdictions each contributed to the cost of construction: Arlington County contributed 40 percent, Fairfax County 37 percent, the City of Alexandria 20 percent and the City of Falls Church three percent.

To ensure its effective and efficient operation, consistent with local and state laws and regulations, the agreement established a Commission comprising seven representatives, tasked with overseeing the Center's policies and practices, resources and upkeep. As such, it would serve as a public body corporate with its structure, purpose, authority, and all related functions and activities defined in a set of by-laws.

This arrangement remained in place until 1994 when the Center was renovated and Fairfax County withdrew from the interjurisdictional agreement to build a separate 121-bed facility, thereby reducing the Commission's membership from seven to five. Nevertheless, the Commission still owns the Center building, the land it occupies, and its assets, while providing operational oversight, with funding the facility receives from the three jurisdictions it serves and the Commonwealth of Virginia. The Commission also manages Sheltercare of Northern Virginia, a 14-bed non-secure facility adjacent to the Center. Sheltercare primarily serves juveniles from the City of Alexandria; juveniles from other jurisdictions may also be placed there.

Over the years, the Center has expanded and improved the services and programs it offers youthful offenders, who often enter the juvenile justice system with a variety of service needs, including mental health and substance abuse treatment, as well as academic support and vocational training. To address these needs, the Commonwealth has improved its juvenile detention intake and assessment process, while also increasing its use of evidence-based policies, practices, and programs.

For example, in 2000, the Virginia Department of Juvenile Justice (DJJ) developed, field-tested, and refined a risk assessment process – the Detention Assessment Initiative (DAI) – for Court Services Units across the Commonwealth to use in guiding and improving detention decisions. Then in 2008, DJJ introduced the Youth Assessment and Screening Instrument (YASI), an empirically validated tool, designed to help determine appropriate levels of supervision and programming, based on both static and dynamic risk and protective factors in ten domains.

Furthermore, the Center has implemented a growing number of research-validated staff trainings, including Aggression Replacement Training, a behavior management program, Implementation Treatment Team process, and Handle with Care. At the same time, its residents have taken part in such evidence-based programs as Girls Circle Facilitation, Council for Boys and Young Men, and Capital Youth Empowerment program. Note: TMG did not conduct a programmatic assessment and did not evaluate programs for efficacy, outcomes or quality.

In responding to the ongoing decline in population, the Center reduced the number of beds it offers from 70 to 46 – although it currently houses, on average, fewer than 30 youth – a move that has subsequently created a number of challenges, including increased per diem costs and underutilized facility space. These factors resulted in the three jurisdictions authorizing a cost-benefit analysis to answer the following questions:

- What is the most cost-effective way to ensure that the current level of detention programming and services continue to be available?
- What alternatives internally (efficiencies at the Center) or externally (an agreement with Fairfax County or others) exist?
- How might the Commonwealth and its participating jurisdictions maximize their resources and potentially reduce the Center's cost of operation?

Current Center Operation

As a secure facility and one of 24 juvenile detention centers (JDCs) in the Commonwealth, with an FY 2020 budget of $5,801,544, the Center currently serves juvenile offenders, ages 11 to 18, both pre- and post-disposition, from three jurisdictions – Arlington County, the City of Falls Church, and the City of Alexandria – as well as from Maryland and the District of Columbia. Residents are housed in four housing units (two for males and two for females). Data provided by DJJ indicated 150 unique individuals were detained at NVJDC in Fiscal Year 2019; 56.7 percent were African American, 38.7 percent were Caucasian, and 4.6 percent were Other/Unknown. Additionally, 30.7 percent were Hispanic, 30.7 percent were Non-Hispanic, and 38.6 percent were Unknown/Missing. Seventy-two percent were males and 28 percent were females. Some juveniles detained at NVJDC

were detained on multiple occasions, resulting in 223 detainments. The average age at detainment was 15.9 years. The most common offenses for which juveniles were detained in FY 2019 were Probation Violation (20.6 percent), Contempt of Court (17.5 percent), Robbery (13.5 percent), Assault (9.4 percent), Larceny (7.6 percent) and Narcotics (7.2 percent). Their length of stay is as short as one day to as many as 180 days.

The average age of youth housed at the facility is 16.5. The typical youth has had multiple offenses including misdemeanors and felonies. The youth tend to be at moderate or high risk for further criminal involvement. The typical youth ordered into detention has behavioral health, family and child welfare, and educational needs, which contribute to their offending behavior.

To ensure adequate staffing at total capacity, the Center presently employs a staff of 70.5 full-time employees (FTEs), more than half of whom work on direct-care posts in 12-hour shifts, tasked with supervising youth throughout the day. Moreover, to provide continuous operational coverage, they are assigned to four teams, under the leadership of four Shift Supervisors and four Assistant Shift Supervisors, one of each for every team. Programs and operations staff also provide services to youth throughout the day.

Like youth involved in the juvenile justice system nationwide, Center residents experience multiple challenges, such as mental health and substance use issues, as well as learning disabilities, and many have a history of poverty, trauma, abuse, and/or neglect. In meeting these challenges, the Center provides its residents with services immediately upon arrival, by first screening them for mental health and substance use disorders and then referring those with identified issues to a behavioral health therapist for further evaluation and community service referrals.

Services there include care and custody, education, recreation, religious services, medical services, emergency psychiatric intervention, specialty youth improvement programs, and supervised visitation. The Center's school is operated by the Alexandria City Public Schools, with funds provided by the Virginia Department of Education State Operating Program, and Title I for coaching positions. And through a contract with the Virginia Department of Juvenile Justice (DJJ), the Center operates a Central Admissions and Placement (CAP) unit and the Community Placement Program (CPP). A New Beginnings program is funded by the three jurisdictions. CAP intake services take place over approximately three weeks and include medical, psychological, educational and career readiness assessments, in accordance with the Virginia Department of Juvenile Justice Transformational Plan (2018).

Methodology

In conducting the cost-benefit analysis, TMG established parameters for the analysis, including engaging stakeholders, and collected and evaluated qualitative and quantitative data, both on and offsite, using a variety of research-informed and validated techniques and practices, as follows:

Document Review

To set the stage for this multi-faceted project, TMG compiled and reviewed a series of documents, including:

- Foundational documents with which to establish an accurate history and timeline for the Center as it has evolved (e.g. operational philosophy, design/construction, staffing, population, programs, and services, over time)
- Inter-jurisdictional agreements and other implementation documents (e.g. MOUs, contracts)
- Resolutions and actions by coordinating government entities
- Center oversight and administration (Commission by-laws, management practices, and selected meeting minutes)
- Center ownership and control of assets
- Center budgets between 7/1/2009-6/30/2019, as well as funding sources (federal, state, local)
- Center infrastructure and operations with respect to staffing, physical plant, average daily population, family involvement, and programs/services
- Relevant state and local policies and standards for managing juvenile detention facilities
- Any previous operational or cost studies conducted.

Research Review and Gap Analysis

TMG reviewed the existing body of research and expert knowledge around promising, proven, and cost-effective practices, as well as current and emerging trends – at the local, state, and national levels – with respect to juvenile detention and reentry; evidence-based programs and services; and staffing, operations, and facility use. Using this information, our team then performed a gap analysis to 1) assess how the Center currently compares against other similar facilities; and 2) identify future steps it might take to become more effective and cost-efficient.

Focus Groups and Individual Interviews

To better understand the impact of Center services on the community it benefits, TMG conducted a series of focus groups and individual interviews – in person and by telephone – with a cross-section of the facility's stakeholders, including representatives from each of the following groups:

- Court officers, law enforcement, and agencies/service providers
- Virginia DJJ staff, Court Services Unit staff, and the Northern Virginia Juvenile Detention Commission
- Line staff, supervisors, and facility leadership
- Detained youth and their families.

The interview protocol incorporated a complement of open-ended questions, designed to elicit feedback around: 1) the Center's current state of operation (e.g. management approach, service quality, family engagement, staff effectiveness, and facility use); 2) the potential impact of transferring Center services to another nearby facility (e.g. Fairfax County); and 3) recommendations for using the space more efficiently and constructively.

Staffing Analysis

Because staffing comprises more than 83% of the Center's annual cost of operation, TMG conducted a staffing analysis, with the goal of not only assessing potential savings, but also establishing a fair baseline for comparison with available alternatives under consideration. Based on best practices identified by the National Institute of Corrections (NIC), this ground-up approach is designed to determine the number of staff needed to meet professional standards, while effectively and efficiently supervising youth and providing required services and programs. In gathering information for this analysis, the project team performed the following activities:

- Interviewed administrative and management staff to better understand facility operations and staffing patterns, to include staff to youth ratios.
- Reviewed a variety of relevant documents.
- Toured the facility to assess its design and observe staff on-post.
- Conducted impromptu interviews with staff on-post and youth around staff responsibilities.
- Interviewed Center administrators and shift supervisors around facility staffing patterns.
- Reviewed the facility's daily schedule with appropriate staff to gain an understanding of program and service delivery impact on staffing.
- Assessed the staff training process to ascertain frequency and duration of pre-service and annual training events.

Online Public Survey

TMG developed and deployed a seven-question online survey on the SurveyMonkey web-based platform from October 25-December 6, 2019, to collect feedback from members of affected communities, in addition to or in lieu of attending public meetings held in each of the three jurisdictions. To ensure an appropriate level of response, our firm collaborated with communications teams from each of the three jurisdictions to create and share information on how to access the survey.

Public Meetings

TMG conducted open meetings in each of the three jurisdictions, with the goal of eliciting public feedback about: 1) the Center's current role within the community; 2) the potential impact of transferring its services to another nearby jurisdiction; and 3) suggestions for using the facility space more efficiently and effectively.

These meetings were advertised across multiple channels and held on three separate evenings in locations that were easily accessible by public transportation. The meetings in Alexandria and Arlington were well-attended; turnout was low in Falls Church. The meetings were attended by a representative cross-section of community residents, youth advocates, family members, elected officials, service providers, and members of the press in all three jurisdictions. In addition, members of the NVJDC Commission and the Center's Executive Director were on hand to address questions and comments, as needed.

Expert Observation

TMG convened a group of experts in juvenile justice to visit the Center. While there, they observed a variety of such variables as facility location, condition and layout; program and service offerings; staff involvement; and resident engagement, with the goal of assessing operational effectiveness and efficiency. A TMG staff member and juvenile justice expert also visited Fairfax Juvenile Detention Center.

Cost and Revenue Analysis

TMG also performed a comparative financial and service delivery analysis, in accordance with standard methods for similar projects, using the following cost and revenue data:

- All variable, fixed, and semi-variable operational costs to maintain the Center as it is
- Projected costs associated with implementing recommended efficiencies
- Projected costs – in both dollars and impact – to further regionalize
- Current trends in and sources of revenue
- Potential funding sources that can be used to implement new programs and practices in close proximity to family and community services within the Center's three jurisdictions.

Summary of Key Findings

As stated earlier, TMG's cost-benefit analysis is offered as a baseline to assess two options: 1) to identify cost-containment strategies that enable the Center to remain open under the existing arrangement; or 2) close the Center and enter into a regional agreement with another jurisdiction. Several nearby counties were considered for regionalization: Prince William County, Loudon County and Fairfax County. Prince William and Loudon counties were eliminated for infrastructure and capacity reasons. Fairfax Juvenile Detention Center was considered a viable option until late in the study (April 2020) when Fairfax County officials stated their intention not to expand juvenile detention center operations. Consequently, one strategy remained: keep the Center open with cost-containment strategies. The following section provides a summary of findings, based on information gleaned during this analysis, which address the "strengths" and "challenges" of the Center.

Center Strengths.

Widespread Community Support. Based on document review, direct observation, and community feedback, it is apparent Center leadership are perceived to benefit the community by caring for some of its most challenging youth. In fact, the overwhelming majority of key stakeholders and community members we interviewed and surveyed – in every category – felt that, overall, the Center provides value to the jurisdictions it serves, given its effective operation, dedicated leadership, experienced staff, and meaningful work.

A significant number of them commented that under its current leadership, the Center provides a nurturing, relationship-based and "homelike" environment with programs that meet the psychological, physical, educational, and social needs of the youth it serves. They also regularly noted its close proximity to families, public transportation, courts, and service providers; its ongoing culture shift from a "jail-like" to an evidence-based "therapeutic" environment; and an intake and disposition process that works like a "well-oiled" machine.

In addition, there were numerous comments with respect to the Center's approach to treatment, which is rehabilitative, rather than punitive. For example, the Center no longer uses room confinement as a disciplinary tool, given research that demonstrates the serious and long-term consequences of this practice on youthful offenders. Many also expressed concern that if the Center were to close, the local jurisdictions might either lose control over the types of programs and services its detained youth receive or be unprepared to address special circumstances and/or sudden upticks in population going forward.

More specifically, a former juvenile court judge commented that while she "gets the need for efficiencies" in light of the Center's declining population, the proximity to family and distance to centers in other contiguous jurisdictions is a critical concern for families, as well as for those who transport youth to and from area courts. Likewise, in addressing the loss of local control, one individual stated that "if we are contracting out the services, we will be contracting our values, as well; and if they are not commensurate with those of other jurisdictions, we would be making a serious mistake." Yet another person who volunteers at the Center said, "it would be unwise to shut it down without having a very clear picture of the alternative." And on January 7, 2020, the Arlington Branch of the NAACP issued a public statement in support of keeping the Center open pursuant to a tour of the facility, during which time the branch president and other leadership found it to be a safe, welcoming, nurturing, and therapeutic environment for the youth detained there.

Facility Management, Philosophy and Practice. The Commission provides quality leadership to, and is very supportive of, the Center, encouraging ongoing engagement and meaningful communication between the two entities. Moreover, despite the challenges it has faced over the years, this five-member body has responsibly managed the facility's assets and maintained its physical plant, while ensuring compliance with all local and state laws and regulations. It has also implemented strategies that empower the Center to contain costs *without* compromising service quality and put an administrative leadership team in place that is openly supportive of both staff and youth, with the goal of cultivating a safe, nurturing and more "normalized"[3] environment.

In achieving these objectives, Center leadership has implemented an operational philosophy consistent with what research has shown to be the guiding principles of an "ideal" detention environment, as follows:

- Developmentally appropriate
- Research-based, data-driven, and outcome-focused
- Fair and equitable
- Strengths-based
- Trauma-informed
- Supportive of positive relationships and stability
- Youth- and family-centered
- Gender-responsive

[3] Normalization is an emerging concept that supports the research-informed notion that life in detention should resemble normal life outside of detention, to the greatest extent possible.

- Coordinated services both during and following detention.[4]

For example, females who enter the juvenile justice system have different needs and experiences, risk and protective factors than their male counterparts. Providing services to girls is complicated by their low representation in the juvenile justice systems compared to boys. So, in meeting the physical, psychological, and emotional safety needs of the Center's female residents, its programs and services – specifically the CPP and Girls Circle – are gender-responsive, in that they are strengths-based, trauma-informed, and highly relational. The Center has also made it a priority to employ staff who understand and are sensitive to the unique socialization needs and general attributes of these young women, while trained in promoting healthy attitudes and behaviors, responsible decision-making, and self-reliance.

The Center has also implemented policies and practices that encourage regular and meaningful youth-family connections, proven to have a significant and positive impact on well-being and healthy outcomes, both during and following detention. Thus, the Center strongly encourages and consistently facilitates family engagement, by allowing flexible visitation times and providing transportation assistance, as needed. And to ensure that everyone involved is working toward common treatment goals, aimed at reducing the risk of re-offense, family members are included in many aspects of program and service planning and delivery.

Moreover, in keeping with research that shows the detrimental effects of room confinement for disciplinary purposes, the Center prohibits this practice. In fact, the only reasons youth there might be segregated is to contain or prevent the spread of a contagious illness (e.g. chicken pox) or protect them against a present danger from other residents.

And while some aspects of the Center's facility layout do not lend themselves to normal life outside of a detention center, the leadership and staff make every effort to create an environment that is welcoming and youth-focused. Hallways are adorned with resident artwork and youth are issued colorful comforters for their rooms, as well as encouraged to personalize their space as an incentive for positive behavior. This effort toward normalizing the Center's environment is important to families and stakeholders; such efforts should continue to be a priority.

At the same time, the facility's leadership team continues to promote staff well-being and continuity. After assuming her position in 2017, the Center director began taking steps to change

[4] *A Roadmap To The Ideal Juvenile Justice System* (2019); Juvenile Justice Leadership Network, Center for Juvenile Justice Reform. https://cjjr.georgetown.edu/wp-content/uploads/2019/07/A-Roadmap-to-the-Ideal-Juvenile-Justice-System-Digital-Release.pdf (Accessed January 2019).

the staff recruitment and selection process, while also developing a more positive organizational climate. As a result, staff members demonstrate genuine feelings of concern for and commitment to the youth they serve, as well as support for the ongoing shift in service philosophy. What's more, the consistent drop in census has provided them with far more time to engage productively with the youth, while also participating in much-needed professional development. Staff and residents also report having experienced less stress overall, an important factor in achieving both staff retention and healthy outcomes for detained youth.

Equally important, to achieve greater efficiency, Center leadership has proactively implemented cost-containment measures over the past three years, as follows:

- Negotiated a more cost-effective contract for IT service provision.
- Streamlined the requisition process for purchasing commodities and supplies.
- Reduced the number of corporate credit cards from seven to three (with only one available to facility staff) and lowered the discretionary spending limit from $50,000 to $15,000.
- Created a consolidated billing and accounting process, with which to more accurately track expenditures and forecast the annual budget.
- Instituted measures to control meal costs and simplify food preparation.
- Reduced capacity from 70 to 46 youths.

Programs and Services. Detained youth spend all but their bedtime hours outside of their rooms, taking part in a variety of recreational, educational, and therapeutic activities. Based on both the research and the information provided, the Center's smaller but more challenging youth population is receiving a range of programs and services that are grounded in evidence-based, best and/or promising practices. In fact, current programming appears to be in line with, national best practices for youth in detention. Program options include:

- *Challenges Behavior Management Program*: This program provides structure, support, and guidance for positive staff-youth interactions known to strengthen healthy outcomes both during and following detention. Based on the principles of positive reinforcement, it 1) sets clear behavioral expectations within an organized daily routine; 2) reinforces positive behavior consistent with these expectations; 3) models appropriate social and problem-solving skills; and 4) applies de-escalation strategies to manage inappropriate behavior. Using a point system to encourage compliance, as well as pro-social behaviors, youth have an opportunity to receive

a series of "rewards" as they move through five progressive levels. The Challenges program also serves as a clear process for responding to rule infractions.[5]

- *Community Placement Program (CPP)*: The CPP is a structured, gender-responsive program for girls who have been committed to the Department of Juvenile Justice and require residential treatment. The program focuses on past trauma and its impact on behavior, with the guidance of a mental health clinician, who works with each girl, using evidence-based cognitive behavioral techniques, in both individual and group settings. These techniques are tailored to address such issues as anger management, substance abuse, and sexual trauma. In addition to dealing with specific treatment needs and risk factors, the CPP helps each youth develop competency in the areas of education, job readiness, and social skills, while learning how to build resiliency, accountability, and healthy relationships. Program participants also have their own rooms to decorate with items they can take with them when they are released.
- *New Beginnings Program*: New Beginnings is a residential program that offers a range of services to high-risk, non-committed male and female youth. These services include psycho-educational therapeutic groups (with a focus on coping skills and building personal integrity), substance use education, college and career planning, and independent living skills.
- *Aggression Replacement Training (ART)*: ART is a cognitive behavioral intervention, designed to address emotional and social factors that lead to aggressive behavior. It provides 10 weeks of group training sessions, which focus on social skills development, anger control training, and moral reasoning. While youth participants may not complete all of these sessions, many would receive some measurable benefit from taking part in the program, which is required for all Center residents, whether detained, in New Beginnings, or committed in the CPP.
- *Change Company Interactive Journals:* A structured, engaging, and experiential approach, these journals are widely used in juvenile and adult institutions and include a range of subjects, such as Why Am I Here, My Feelings, Substance Abuse, Individual Change Plan, and Victim Awareness. Grounded in the research-informed principles of learning through self-reflection, journals empower Center residents – regardless of their status – to write about their own experiences and think through their behaviors and decisions.
- *Council for Boys and Young Men*: This strengths-based group approach is designed to promote safe and healthy growth and conversation, within the context of a structured environment that empowers boys. to address masculine attributes and behaviors, while building self-esteem. As such, the Council meets weekly, under the guidance of a trained facilitator, to engage in

[5] Challenges Behavior Management Guide: Participants Guide. (2017). *Juvenile Detention Commission*. Alexandria, VA: Northern Virginia Juvenile Detention Center.

reflection and dialogue, as well as in other such "best practice" activities as educational games, skills development, art, and group challenges.[6] Both this group and the Girls' Circle Group below are available for transgender youth, who may choose the option that best aligns with their gender identity.

- *Girls Circle:* This structured, gender-responsive support group for female residents – regardless of their status – integrates relationship theory, resiliency practices, and skills training within an emotionally safe environment and format, designed to increase positive connection, personal and collective strengths, and individual self-efficacy. Weekly meetings, under the guidance of a trained facilitator, are designed to encourage girls to talk and listen, while channeling their creative energies through activities, such as journaling, poetry, drawing, and dance.[7]
- *Capital Youth Empowering Program*: This non-profit organization was established in 2008 with the mission to provide innovative, high-quality, and cost-effective programs that address the fatherless home, teen pregnancy, and family dysfunction.[8]
- *Pregnancy Prevention Program*: The Teen Pregnancy Prevention Program, developed and offered by James Madison University, works to equip teens, parents, and community members with education on and skills around interpersonal relationships that help them make healthy and positive life decisions.[9]

In addition to the programs above, the Center has recently trained two staff in the "True Colors" program, an anger management and substance abuse focused group that will begin shortly. The Center also provides youth with the re-entry services they need to achieve successful post-detention outcomes, while regularly furnishing programs and services to youth that are supported by community volunteers. These programs include Alcoholics Anonymous/Narcotics Anonymous, Urban Passages, Improv, yoga, Project Success (also called BeProud), Iota Phi Theta, rugby, body strengthening, and educational/GED tutoring.

The Center's academic program, which is provided by the Alexandria City Public Schools, includes core studies in English, mathematics, social studies, and science. The school also offers:

- Project-based learning
- Art therapy with a certified art therapist each day
- Daily physical education classes with a certified P.E. teacher
- Three certified English as a Second Language (ESL) teachers

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[6] One Circle Foundation. (n.d). *The Council for Boys and Young Men*. Retrieved from https://onecirclefoundation.org/TC.aspx (accessed September 2019).
[7] One Circle Foundation. (n.d.) *Girls Circle*. https://onecirclefoundation.org/GC.aspx (accessed September 2019).
[8] Capital Youth Empowerment Program. (n.d.) https://www.cyep.org (accessed September 2019).
[9] James Madison University. (n.d.) *The Teen Pregnancy Prevention Program*. Retrieved from https://www.jmu.edu/iihhs/tpp/about-us.shtml (accessed September 2019).

- Three special education teachers/case managers
- One certified reading specialist
- A daily literacy period
- A character education program
- Pre-GED preparation and GED testing
- Classrooms equipped with SMART boards and laptops, with access to iPads, Nooks. and Smart Response clickers.

Moreover, the Center's Executive Director has implemented a commencement ceremony for graduates, complete with caps and gowns, as well as family members and staff on board to celebrate and support them.

Youth also have ample opportunities to engage in daily recreational activities – one hour before school; one hour after school; and two 90-minute periods on weekends and holidays. There is a well-equipped indoor gym, as well as a generous amount of outdoor space devoted to basketball courts, a soccer field, and a recreational pad. Likewise, the Center provides common space for such other indoor activities as arts and crafts, videogaming, and socialization.

Facility Location. The past 20 years has seen a growing movement toward community-based alternatives to juvenile detention and confinement and away from large facilities located far from family and community. That said, the Center is located in the western end of Alexandria, close to families, home communities, area courts, and service providers, with ready access to public transportation, all of which encourages regular family engagement and consistent service provision, while facilitating safe and convenient transport to and from mandatory court appearances. What's more, the Center's location provides an additional incentive for providers to lease space there for much-needed community services, one of several cost-containment strategies under consideration.

Center Challenges

Changes in the Detention Population. Although its strengths are both numerous and significant, the Center continues to grapple with some of the same challenges reported in other Virginia JDCs. To begin with, shifts in juvenile justice policy, practice, and philosophy have led to notable changes in the detention population. Thus, the average youth the Center serves is thought to be charged with more serious offenses and exhibits higher rates of chronic and acute mental health issues and aggressive behavior.

Likewise, the consistent drop in census has escalated the facility's per diem cost of operation, as the result of unoccupied bed space, which not only reduces funding levels, but also makes it more difficult to accurately estimate staffing needs in every category.

Per Diem Cost. As stated earlier, a declining detention population has caused a significant spike in operating costs, resulting in an FY19 resident per diem rate at $853.40, based on 6,803 childcare days provided.

Staffing. Based on its document review, the TMG team found that staff salaries and benefits comprise 84.2% of the Center's FY 2020 annual budget, which is not uncommon in juvenile detention centers, given the need to ensure a safe, secure and therapeutic environment for all concerned. Yet while according to the staffing analysis, Center staff are paid for 2,184 hours in a year, their actual availability for assignment is substantially less, given use of leave, such as vacation and sick days, as well as military, FMLA, training and other benefit time. Consequently, facility management must rely on one of three options to meet security standards and requirements – pay overtime, reallocate staff, or leave posts vacant that aren't mission-critical – all of which are costly or otherwise problematic. Of note, staffing challenges can impact program delivery.

Moreover, as in other jurisdictions around the state and across the country, the Center struggles with staff recruitment, selection and retention – although, as noted earlier, the new director has made incremental strides in successfully tackling these issues. When interviewed, however, direct line staff reported that while teamwork and staff continuity is improving, there are still issues with stress and ultimately burnout from both mandatory overtime and a more challenging detention population.

Programs and Services. The Community Service Boards of Arlington and Alexandria each provide a part-time mental health clinician and emergency services. There is currently no full-time mental health clinician at the Center which results in fractured services. As noted during individual interviews with key stakeholders, this gap in coverage is problematic, given the increasingly more serious mental health issues observed among the population there. This puts at risk the continued application of a therapeutic approach.

Facility Layout, Utilization and Physical Plant. The facility itself presents a few significant challenges, beginning with its layout, some aspects of which do not lend themselves well to normalization. For example, while contemporary detention center design calls for a radial layout, in which individual rooms are arranged in wings that converge around a central hub or common room area, the Center's rooms run along a hallway that is adjacent to the common area. And

although these rooms have two windows that let in ample daylight and can be decorated with brightly colored posters, family pictures, and comforters, they are sparsely furnished in much the same way as a prison cell would be, with mattresses on concrete slabs. TMG strongly recommends continued efforts to normalize the Center's environment.

The facility is also significantly underutilized. Given the statewide drop in the number of detained youth, the Center is currently dealing with a consistently declining number of childcare days – from 20,092 in FY 2006 to 8,330 in FY 2017 - which prompted the leadership to reduce the number of beds it offers from 70 to 46 in 2016. While the affected communities seem highly favorable to repurposing the Center's unused space for much-needed, community-based programs and services, particularly Unit 7 (which is outside of the secured area and conveniently accessible to the public), the facility would require some amount of retrofitting to accommodate this alternative.

In addition, while the Center underwent significant renovations in the mid-1990s, Commission reports for 2017 and 2018 revealed frequent requests for necessary repairs and other improvements to the physical plant. For instance, the FY 2020 budget calls for capital improvement projects totaling some $678,000, which include rust-proofing the roof; replacing rooftop air conditioners; modernizing the elevator for ADA accessibility; replacing fire detection and alarm systems; and repainting or repairing interior walls, as needed.

Considerations Regarding Placing Juveniles in Another Detention Center

One component of this study was to assess the costs and feasibility of contracting for detention services at another juvenile detention center. Three nearby facilities were evaluated and for different reasons none are willing to enter into an agreement to with the three jurisdictions. However, through the course of the study TMG identified topics the three jurisdictions should consider in the event an agreement for detention services is contemplated in the future.

Location and Transportation Access. Public transportation to and from another juvenile detention center (such as bus and Metro) may be limited, which means that, for the most part, visiting family members must have access to a private car or rideshare account. Consequently, relocating Center youth to another facility would likely present significant financial and scheduling hardships for some families, given that parents and legal guardians may only visit during scheduled visit times.

Likewise, service providers in Alexandria and Arlington expressed concerns around time and travel that would make service provision more difficult to establish and continue, a situation that would be especially problematic for defense counsel. By the same token, law enforcement, public

defenders, prosecutors, and court officials felt that the additional distance would make it riskier, costlier, and more time-consuming to transport affected youth to intake and other court procedures in their home communities, thereby diverting resources from performing other essential duties.

Programs and Services. Juvenile detention centers typically offer a reasonable range of trauma-informed programs and services. However, some may not offer important programming offered at NVJDC such as gender-responsive programming. Cultural differences may exist such as the use of room confinement as a disciplinary measure -- which is no longer in practice at NVJDC.

Lost autonomy. In closing the Center and contracting for services, the three jurisdictions currently served by the Center would lose autonomy over programming for the youth who live in their home communities. Contract rates and programming may change over time, which would also place them in a dependent role with respect to service provision. What's more, should the Center close, it would no longer be an available local resource for additional beds if the detention population in these jurisdictions were to rise yet again because of increased crime rates and/or juvenile justice policy changes.

Potential Solutions Based on Key Findings

While TMG recognizes that this cost-benefit study is most likely not a "one and done," it serves as a foundational analysis for both near and intermediate decision-making, as well as a baseline for longer-term decision-making. It should also be noted that, according to stakeholder feedback elicited through focus groups and interviews, public surveys and meetings, the communities served overwhelmingly favor exploring cost-containment strategies for keeping the Center open under its current arrangement. That said, based on this study's key findings, TMG offers the following potential solutions for achieving each of the two options under consideration.

- While the Center provides a wide range of evidence-based programs and services, there is room for additional offerings that might help offset current operating costs by putting unoccupied bed space to more effective use. For example, although the facility holds detained male youth, it might want to grow its residential male treatment offerings, by working with the Virginia DJJ to establish a CPP program for boys; to create other treatment options for committed male youth; and/or to expand the New Beginnings program. It must be noted the funding for state programs such as CPP is not intended to supplant the local costs. State funds for programs must be tied to staffing, treatment, services, incidentals and other expenses that support the programs. State funding may support staffing and treatment services in a unit within the

facility and support shared costs such as utilities, control room staffing, and other shared operational costs.

For example, new program spending for a second CPP – most of which would be used to cover seven new staff positions – totals $594,340. But given that the per diem rate paid by the state is $280 per day for eight residents, this program will also produce $817,600 in new revenue annually, which exceeds additional costs by $223,260, thereby lowering the jurisdictional share of the Center's budget by $223,260. This focus on providing specialized treatment services for adjudicated youth would also offer the added benefit of keeping local youth in need of these services closer to home, rather than sending them away to other cities or states, thereby making reentry, community reintegration, and family engagement easier and less expensive.

Moreover, when queried, key stakeholders and community residents favored making use of vacant space at the Center by implementing much-needed, community based, options such as:

- Inpatient and outpatient mental health and substance use treatment that includes a continuum of services beyond detention placement
- Mentoring programs that provide youth with essential guidance from other responsible adults
- Additional crisis beds for displaced youth, as well as youth who need immediate out-of-home shelter and services
- Parent education classes
- An incubator for innovative forms of STEM education, along with ongoing career training for youth during and following detention
- Information and referral services for families in need
- An after-school tutoring program
- A youth day or evening reporting center
- A neighborhood youth recreation center
- Community meeting or shared office space.

Additionally, Center leadership should explore the employing a full-time mental health clinician onsite, to deal with the increasingly more challenging youth population and provide consistent services. Or, if funding is not adequate for full-time staff, it could hire a clinician who works a four-day/32-hour week.

- Given the Center's high cost of staffing, its leadership might consider implementing the model recommended on the basis of TMG's staffing analysis. To begin with, while this analysis revealed that security staffing under the current operational model requires approximately 51

FTEs, the facility can be managed with fewer posts, given the present volume of admissions and movement. So, as shown in the following table, by eliminating the Access Control/Search post on both day and night shifts and reducing the number of posts in Male Intake from 2 to 1, the Center can meet its security staffing requirements with the 45 FTEs currently funded.

	Shift							
Post	**1st Shift**	**2nd Shift**	**Other Shift**	**Hours per Shift**	**Annual Coverage Hours**	**Relief**	**Net Annual Work Hours**	**Required FTE**
Security								
Shift Supervisor	1.0	1.0		12.0	8,766.0	N	1,792.4	4.0
Assistant Shift Supervisor	1.0	1.0		12.0	8,766.0	N	1,792.4	4.0
Access Control	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9
Housing Unit #1	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Housing Unit #2	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Housing Unit #3	2.0	1.3		12.0	14,463.9	Y	1,792.4	8.1
Intake-Male			1.0	10.0	2,085.6	N		1.0
Intake-Female			1.0	10.0	2,085.6	N		1.0
Floater	1.0	1.0		12.0	8,766.0	Y	1,792.4	4.9
School Hallway			1.0	6.0	1,564.2	Y	1,792.4	0.9
Total	**10.0**	**7.9**	**3.0**		**84,191.1**			**44.9**

Likewise, while staffing in the areas of Administration, Programs, and Operations is most likely based on substantially larger facility population levels in the past, the number of positions exceeds the Center's current operational needs, thereby driving up costs unnecessarily. Thus, to ensure additional cost savings, the Commission might look at eliminating 7.5 FTEs as illustrated in the following table. This approach would reduce staff expenditures by an estimated $537,530, or approximately 11% below projected FY 2020 expenditures (although there should probably be additional discussion around eliminating the two Case Manager positions cited, given the need for sustaining manageable caseloads).

	Current FTE	**Proposed FTE**	**Difference**
Administration			
Executive Director	1.0	1.0	
Deputy Director	1.0		(1.0)
Director of Operations/PREA	1.0	1.0	
Director of Programs	1.0	1.0	

	Current FTE	Proposed FTE	Difference
Business Manager		1.0	1.0
Accounting Manager	1.0		(1.0)
Project Coordinator	0.5		(0.5)
HR Manager	1.0		(1.0)
HR Generalist	1.0	1.0	
Administrative Assistant	1.0	1.0	
subtotal	*8.5*	*6.0*	*(2.5)*
Programs			
Health Services Administrator	1.0	1.0	
LPN	1.0	1.0	
Rec & Volunteers	1.0		(1.0)
Residential Unit Manager-Female		1.0	1.0
Clinician*	1.0		(1.0)
Records Manager	1.0		(1.0)
Program Coordinator	1.0		(1.0)
Reentry Case Manager	1.0	1.0	
New Beginnings Case Manager	1.0		(1.0)
CPP Case Manager	1.0	1.0	
CAP Case Manager	1.0		(1.0)
subtotal	*10.0*	*5.0*	*(5.0)*
Operations			
Food Services Manager	1.0	1.0	
Lead Cook	1.0	1.0	
Food Service	3.0	3.0	
Compliance Manager	1.0	1.0	
Custodian	1.0	1.0	
Maintenance Services	1.0	1.0	
subtotal	*8.0*	*8.0*	
TOTAL	***26.5***	***19.0***	***(7.5)***

If the decision is made to keep the Center open, the human resources data system could also be modernized to capture all personnel data, thereby enabling Center management to more accurately calculate the Net Annual Work Hours performed, to provide a more efficient and effective way to track and adjust staffing patterns, as needed.

- To address the Center's aging infrastructure and outdated facility layout, there are several options to consider. In managing the ongoing costs of facility repair and maintenance to ensure safety and security for both the staff and the youth it serves, the Commission might be wise to perform an analysis around the physical plant's short- and long-term capital needs (e.g. roofing, HVAC) to determine their impact on the budget going forward. In

addition, it could obtain the services of an architectural firm to assess the current facility layout and develop a design that is more in line with normalization principles. This strategy would also enable the leadership to assess how it might retrofit unused facility space to better accommodate additional, community-based programs and services.

Conclusion

This study identified numerous strengths at the Northern Virginia Juvenile Detention Center and some areas for operating more efficiently. Opportunities for placing juveniles at a nearby juvenile detention center were assessed and no viable options were found in Northern Virginia. The TMG team found overwhelming community and stakeholder support for keeping the Center open and offsetting costs by co-locating other, much-needed programs and services (e.g., mental health or substance abuse treatment, afterschool programs, and/or a CPP for boys). Thus, it would be reasonable to expect that the community will take issue with using dollars and cents as the primary basis for closing a facility it believes to be of value for residents, detained youth, and their families.

Moreover, the additional distance that some families, service providers, and law enforcement would have to travel to and from another facility would place significant financial and scheduling hardships on everyone concerned, potentially negating the positive effect of family engagement and service continuity. When added to the immediate and ongoing psychological and emotional needs of an increasingly more challenging local detention population, these qualitative factors become even more important to consider in the decision-making process.

Sheltercare must be in the conversation when considering options for the Center. The Sheltercare program operates on property owned by the Commission and is adjacent to the Center. While it may be possible to continue operation if the Center were to close, costs would undoubtedly rise since it shares some administrative services with the Center.

Finally, some in the community advocated for closing the Center and eliminating juvenile detention altogether. Instead using community-based alternatives for youth in need of juvenile justice intervention. In light of these concerns from some community members, the Commission and Center leadership may consider developing a formal relationship with the Annie Casey Foundation, specifically participating in the Juvenile Detention Alternative Initiative.