

**REPORT OF THE SECRETARY OF PUBLIC
SAFETY AND HOMELAND SECURITY**

**Juvenile Detention Center
Efficiency Study Report –
Supplement
(2024 Appropriation Act, Item
377.C.1. and C.2.)**

TO THE GENERAL ASSEMBLY OF VIRGINIA



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**COMMONWEALTH OF VIRGINIA
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Juvenile Detention Center Efficiency Study Report Supplement

2023 Budget Bill

November 26, 2024

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1 INTRODUCTION

The 2023 Budget bill included requirements for the Secretary of Public Safety and Homeland Security, in collaboration with the Secretary of Education and the Secretary of Health and Human Resources, to evaluate cost savings strategies for the juvenile detention centers (JDCs) and alternative delivery of educational services within the JDCs. A report was subsequently filed in October 2024.

As a supplement to the report, additional areas of consideration are incorporated herein, specific to the Virginia Department of Education. Each section will review the following key questions based on the initial proposed recommendations:

- ✚ Of the proposed consolidated sites, would sites be able to adjust to provide education with the increase in capacity?
- ✚ Are there resource sharing capabilities with the localities that would house the regional juvenile detention centers?
- ✚ Are there possible variations of the student to teacher ratio formula that could be considered?
- ✚ What are the potential cost savings as aligned with the Juvenile Detention Center Efficiency Study Report?

2 ABILITY OF PROPOSED CONSOLIDATION SITES TO ENSURE PROVISION OF REQUIRED EDUCATIONAL SERVICES

All JDCs are required to provide education for residents up to their licensed capacity. All of the suggested consolidations would be consistent with an average daily population (ADP) up to their licensed capacity, though not without challenges. Increases to the ADP of the facilities would result in additional living units being opened and staffed. There are opportunities to consolidate and share educational staffing with the locality. For example, Virginia Beach JDC is currently sharing an Art teacher with the Chesapeake JDC. Each consolidation site could undergo an independent analysis, based on multiple individualized variables to identify staff sharing possibilities or potential part-time teacher arrangements with the locality.

3 RESOURCE SHARING CAPABILITIES

Staffing and resource sharing arrangements are possible under the current organization of local JDCs as most of the students in local JDCs are students in the division of the locality who manages the center. Education programs in JDCs are staffed with certified teachers who must teach core contents to every enrolled student. Variability in student population presents additional complexity to ensure adequate and required staffing. Sharing teachers with a school division requires:

- ✚ Agreement from the division;
- ✚ Agreement from the employee;
- ✚ Ability to drive between job locations and arrive on time daily;
- ✚ Alignment of daily schedule at both locations (JDC schedules tend to change daily due to short staffing on the JDC side);
- ✚ Coordination of school calendars;
- ✚ Coordination of teacher supervision (e.g., lesson planning, evaluations, leave time); and
- ✚ Fiscal management.

It is also important context that local school divisions may also be experiencing difficulties with staffing and teacher assignments to support programs. Reductions of full-time staff already assigned to the centers should be considered alongside evidence-based practices that support student performance and achievement and reduces recidivism.

4 POSSIBLE VARIATIONS OF STUDENT:TEACHER RATIO

Educational staffing for JDCs is based on a series of critical factors such as students' ages, functional levels, criminal charges, whether victim or perpetrator, length of stay, and co-defendants. These factors assist in assignment of students to a living unit which impacts how students attend school within the centers. Educational requirements and the structure of the centers limit the application of staffing ratios. Ratios may not fully capture the requirements regarding staffing of the education programs in these facilities. Additional context for this item is located in the study report.

5 COST SAVINGS ALIGNED TO JUVENILE DETENTION CENTER EFFICIENCY STUDY REPORT

Potential cost savings if the Loudoun, Northern Virginia, and Prince William JDCs closed and students were moved to Fairfax JDC.

FY25 Budget Awards for SOP Education Programs

(Note: The FY25 award to Fairfax JDC also includes personnel and non-personnel costs for the Northern VA Mental Health Institute and Care Connections for Children)

Loudoun	\$657,396.00
Northern Virginia	\$1,840,072.00
Prince William	\$1,613,834.00
<i>Total</i>	<i>\$4,111,302.00</i>
Fairfax	\$2,593,162.00

Anticipated Increase to the Fairfax Award

Non-Personnel	\$30,000.00
Personnel	\$700,000.00
Administrative	\$115,000.00
<i>Total</i>	<i>\$845,000.00</i>

Proposed Net Savings from this action: \$3,266,302.00

Based on information provided, closing the three JDCs would increase the Fairfax JDC ADP from 25 students to 61 students. This would require Fairfax JDC to open additional living units to ensure the provision of education within the facility's current structure as well as ensure federal and state compliance with the provision of educational services to all students each day.

Potential cost savings if the Richmond JDC closed and students were moved to Chesterfield JDC.

FY25 Budget Awards for SOP Education Programs

Richmond	\$1,543,397.00
Chesterfield	\$1,428,487.00

Anticipated Increase to the Chesterfield Award

Non-Personnel	\$27,750.00
Personnel	\$600,000.00
Administrative	\$30,000.00
<i>Total</i>	<u>\$657,750.00</u>

Proposed Net Savings from this action: \$885,647.00

Potential cost savings if the Norfolk JDC closed and students were moved to Virginia Beach JDC.

FY25 Budget Awards for SOP Education Programs

Norfolk	\$1,475,562.00
Virginia Beach	\$1,461,946.00

Anticipated Increase to the Virginia Beach Award

Non-Personnel	\$31,852.00
Personnel	\$600,000.00
Administrative	\$30,000.00
<i>Total</i>	<u>\$661,852.00</u>

Proposed Net Savings from this action: \$813,710.00

Potential cost savings if the Henrico JDC closed and students were moved to James River JDC.

Proposed Net Savings from this action: \$117,034.

Prospective Education Savings

Fairfax Consolidation	\$3,266,302.00
Chesterfield Consolidation	\$885,647.00
Virginia Beach Consolidation	\$813,710.00
James River Consolidation	\$117,034.00

Total Prospective Education State Savings: \$5,082,693.00

6 RECOMMENDATIONS

- ✚ The General Assembly should conduct additional analyses to ensure adequate classroom space at the JDC locations alongside the staffing ratios as required by the Prison Rape Elimination Act (PREA).
- ✚ The General Assembly should consider legislation directing an independent analyses for each identified consolidation site, analyzing specific security, operations, and educational staffing needs resulting from consolidation and increases in ADPs. Ensure assignment of educational staff in JDCs are structured to maximize efficiency and effectiveness across student's ages, grades, content areas, and abilities.
- ✚ The General Assembly should consider financial appropriations to the Department of Education to support increased incentives for Dual-Licensing for State Operated Program Education Providers.
- ✚ The General Assembly should consider legislation establishing student:teacher minimum ratios consistent with Federal PREA guidelines (1:8) for consistency in staffing and resource allocation.

