

## I. INTRODUCTION

In May 2007, the South Carolina Department of Juvenile Justice (SCDJJ) contracted with Chinn Planning, Inc. to conduct a second assessment of progress and development at the Broad River Road Campus (BRRRC). This campus contains the largest institutional capacity within the SCDJJ system, and was the subject of a thirteen year old lawsuit surrounding conditions of confinement. When SCDJJ ended the lawsuit in 2003, the Director of SCDJJ agreed to hire an outside Consultant to review progress at the Broad River Road Campus in 2005, 2007 and 2009. Chinn Planning, Inc. completed an assessment of progress in 2005, and in this report assesses further progress through 2007.

This report responds to the South Carolina Department of Juvenile Justice 2007 Progress Report and Plan for Future Development. Chinn Planning, Inc. reviewed trend and operational data, conducted interviews with twenty-five SCDJJ officials (see Appendix A), toured the facilities and grounds of the Broad River Road Campus, and presented DRAFT findings to the Director of the Department of Juvenile Justice. This report responds to the specific sections of the progress report and plan for future development that was prepared by SCDJJ in 2007.

## II. SUMMARY OF PROGRESS TO DATE

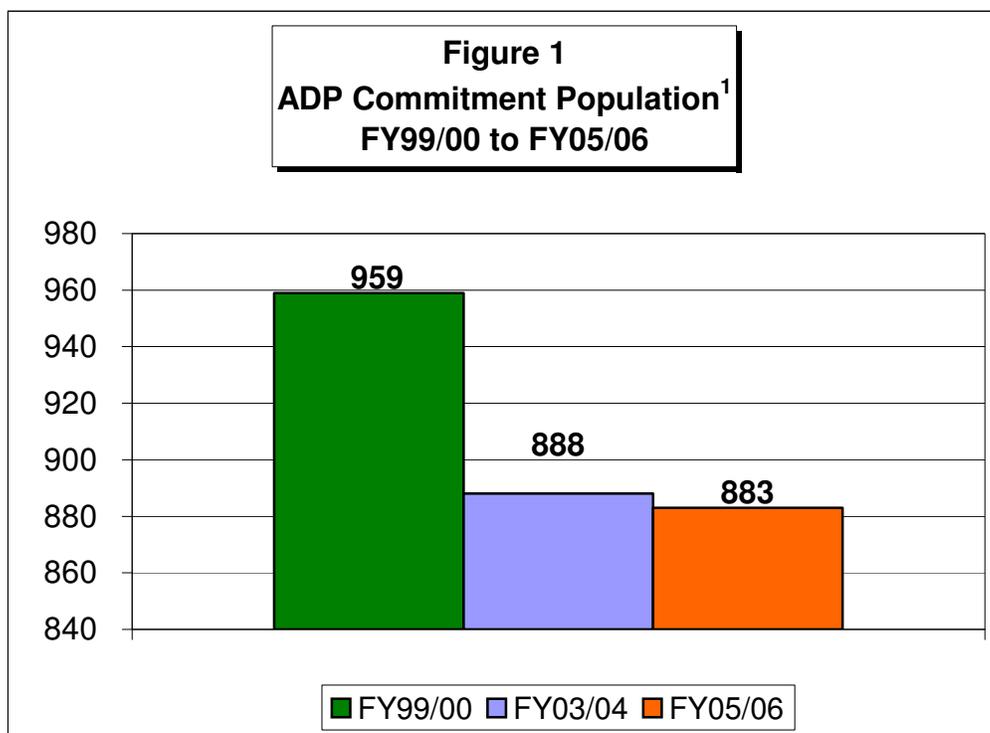
The South Carolina Department of Juvenile Justice accomplished many significant improvements to service delivery and conditions for youth committed to SCDJJ custody over the past two years. These include:

- Reduction in Population at BRRRC
- Construction (in progress) of Replacement Dormitories at BRRRC
- Other Improvements to BRRRC (A/C replacement, school walkways, Health Service Admin facility, classroom expansion, landscape improvements)
- Ground breaking for the Community Connections Center at BRRRC
- Construction (in progress) of a new Front Entrance to BRRRC
- Increased Community Involvement and Participation: Volunteers, Friends of Juvenile Justice, Community and University Partnerships
- Construction of the Girls Transition Home
- Dedicated Staff for Housing Units at BRRRC
- Increased Direct Care Staffing Ratios
- Hiring of Youth Specialists at BRRRC
- Expansion of Girls Programming – Gender Specific
- Health Services Expansion and Improvements
- Development of a Juvenile Correctional Officer Career Ladder
- Reduction in Grievances (Percent Founded)
- Increased Programming at BRRRC (Vocational, Academic, Recreation, Life Skills)
- Assignment of a Disciplinary Officer on each campus at BRRRC
- New clothing (more normative than “jump suits”) for youth at BRRRC

- Planned Furniture Upgrades in Living Units at BRRC
- Implementation of a Level System of Behavior Management at BRRC
- Hiring of Intensive Supervision Officers for After Care Services
- Staffing and Full Implementation of Performance Based Standards
- Detention Overcrowding Initiatives in Spartanburg and Lexington County
- Juvenile Enrichment Program
- Bridges Program

Significant changes in trend data, particularly the decrease in the state commitment population and youth in secure institutional placements, are shown below:

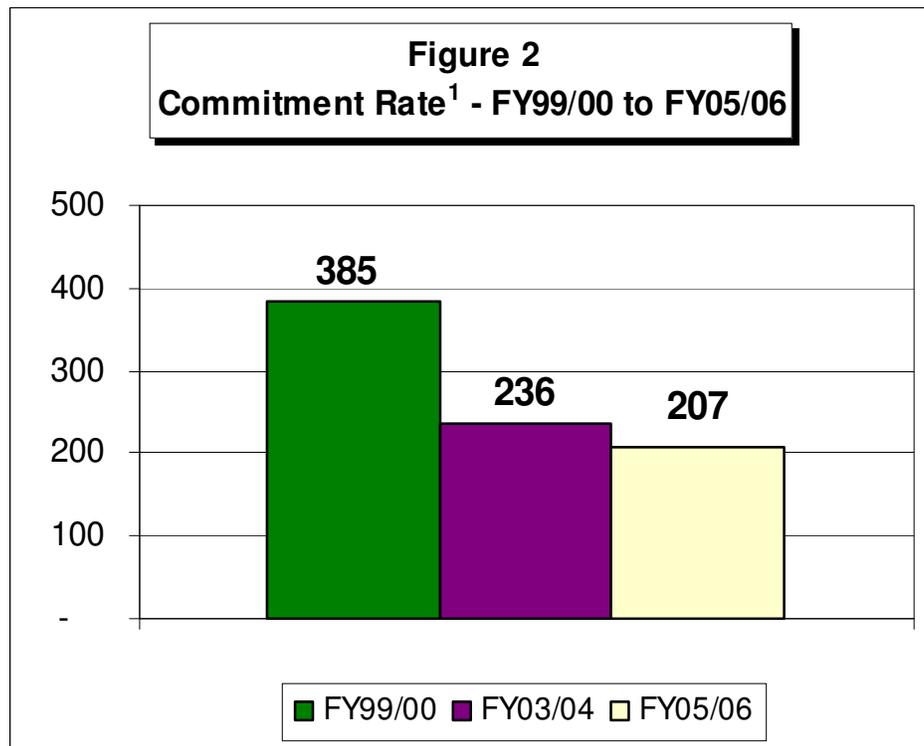
The commitment population continued to decrease over the past two years, dropping by roughly 2% between FY03/04 and FY05/06 (Figure 1). This is a decrease from FY99/00, when annual commitments were close to 1,000.



Note: (1) Includes admissions population at Evaluation Centers.

Source: SCDJJ, Annual Reports, FY99/00, FY03/04, FY05/06.

The incarceration rate (number of youth committed per 10,000 juvenile population) decreased 39% between FY99/00 and FY03/04, and by another 12.3% in just the past two years (Figure 2).



Note: (1) Number of youth committed per 10,000 juvenile population.

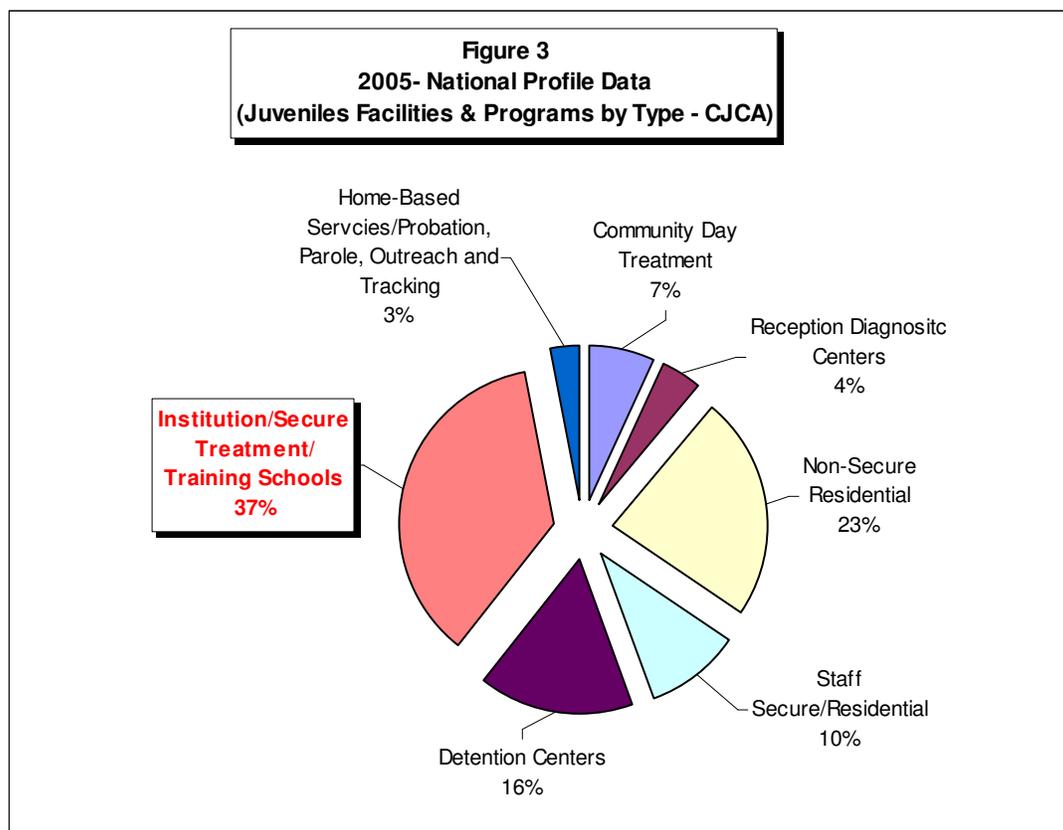
Source: SCDJJ, Annual Reports, FY99/00, FY03/04, FY05/06.

No real change occurred over the past two years with respect to commitment offenses. In FY 03/04, 36% of youth were committed to custody for low-level offenses including probation violation, contempt of court or aftercare violation (see Appendix B-1). In FY 05/06 the percentage of youth committed to SCDJJ for low level offenses was also 36%, including probation violation, contempt of court, disturbing schools, and incorrigibility (see Appendix B-2). While the percent hasn't changed over the past two years, it is a substantial reduction in the proportion of youth committed to state custody for low-level offenses from FY99/00, which was 52%.

In 2005, the residential placement profile indicated that 24% of youth committed to state custody were placed in high security institutional placements (see Appendix B-3). This represented a 42% reduction in high security institutional placements as a proportion of all placements between 2001 and 2005. In 2001, 41% of youth committed to state custody were placed in high security institutional placements.

Two years later, the Department has continued to reduce the percent of youth placed in state commitment facilities, going from 24% in March of 2005, to 21% in June 2007 (see Appendix B-4). As a percentage of overall placements, Multi-Agency/Group Care placements increased by 4% between 2005 and 2007.

Based on national comparison data, the percentage of youth committed to SCDJJ custody that are placed in a high security institutional placement (21%), is substantially lower than the national average of 37% (Figure 3). This is a direct result of the Department's efforts to shift more placements into community based residential and non-residential programs. The Department continues to develop a continuum of care and services, and continues to reduce high security institutional placement as an overall percentage of residential placement.



Source: CJCA Yearbook: "Juvenile Corrections, A National Perspective", 2005.

### III. SPECIFIC RESPONSES TO PROGRESS OUTLINED BY SCDJJ

In their 2007 Report and Plan for Future Development, the South Carolina Department of Juvenile Justice outlined specific progress toward improving conditions for youth in state custody. Responses to the specific areas of progress documented by SCDJJ are shown below.

#### A. DJJ/Clemson University Partnership

The Department has a unique relationship with Clemson University, and in 2005 the most noticeable enhancement in service delivery to youthful offenders as a result of that relationship was a contract with Clemson University to operate a Youth Development camp. This community based residential program has a capacity for 30 males and 15 females. The Department contracted with Clemson University in an effort to reduce the number of low-level offenders in high security institutional placements. Clemson University also collaborated with SCDJJ in the development of a vision and master plan for the Broad River Road Campus in 2005, with noticeable results at BRRC as a result of continued implementation over the past two years. The plan envisions a treatment environment for youth placed in SCDJJ facilities at BRRC.

In addition to these ongoing enhancements and involvement with Clemson University, the partnership continues to be a source of staff development and training, research and program evaluation. The SCDJJ and Clemson University partnership has resulted in enhancements to girls programming, girls transition housing, and on-going staff training in gender specific programming; development of a youth service worker degree program offered by Clemson at the Youth Development Center; expansion of faith-based Teen After School Centers to 16 community sites and as an after school enrichment program offered at BRRC; and the recent opening of Camp Long Clinical Day Program (15 capacity) as an alternative education program for DJJ juveniles who are expelled or in the process of being expelled.

#### B. Improvements in Access to Programs and Treatment for Committed Female Offenders

Improvements in programs, services and facilities for girls have been truly amazing over the past two years. In the 2005 report the most significant improvement noted for female juveniles was the closure of the Greenwood campus. Girls were moved into a group of buildings surrounded by a fence in the middle of the Broad River Road Campus. Although the setting in the middle of an institutional campus for boys may not have been the most desirable location, the new facilities (program areas, living areas, service areas) were greatly improved in the new location. The number of grievances filed with the Office of Juvenile and Family Relations decreased substantially when girls were moved to BRRC. In addition, the population of girls at BRRC decreased dramatically, and is currently averaging about 32 females. In 2005, the average daily population of girls at Willow Lane was 45.

Over the past two years, SCDJJ has moved in dramatic ways to fully implement gender specific programming, and improve overall operations, facilities and services for girls. A nationally known expert in the field of gender specific programming, Paula Schaefer, has been working with SCDJJ to develop a mission statement, gender specific programming and training, and policy and procedures as it relates to effective girls' services. SCDJJ has also enlisted the

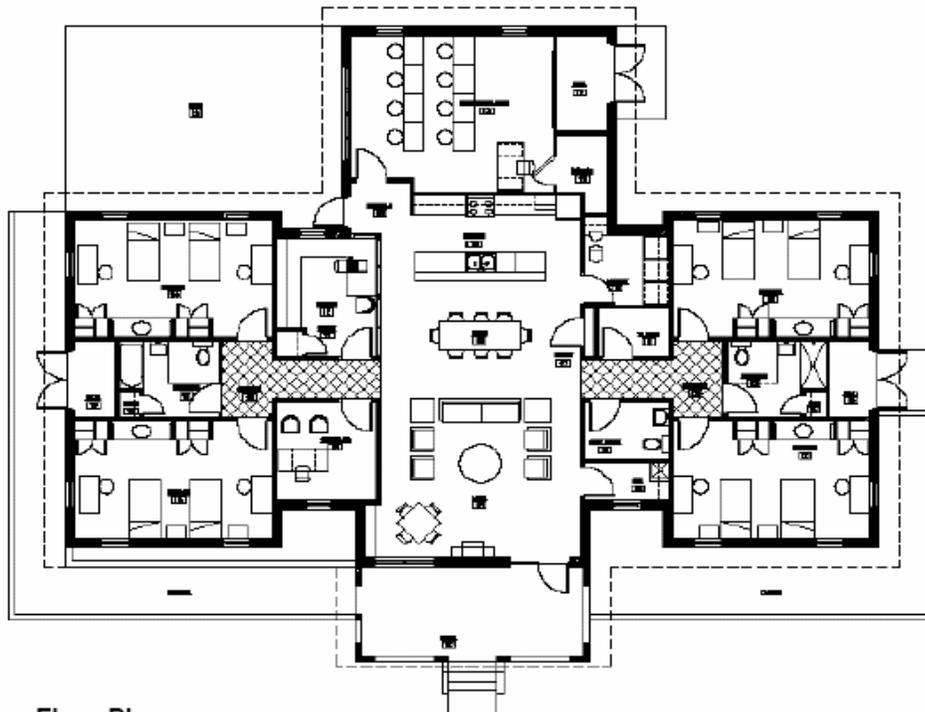
support and services of other Consultants as well as Clemson University, Columbia College, and other private sector partners and volunteers to improve programming and services for girls.

A new 8 bed Transition Home for girls will open in Fall 2007, which will enhance transitional programming for girls. Girls will learn independent living skills prior to release, and staff working with girls in the transition home will be Independent Living Specialists. Figure 4 shows the layout of the Girl's Transition Home. This layout is conducive to teaching and reinforcing home and family living skills for girls as they transition from an institutional setting to their home communities.

**Figure 4**  
**Girl's Transition Home**



Front Elevation



Floor Plan

It will be important to clearly define the population that will be housed at the Transition Home, and SCDJJ staff are working on criteria and programming as the Center gets ready to open. In addition, successful transition and re-entry should include life skill development in the community, and classification will have to be examined in order to determine protocols and criteria for girls to access community activities and services.

SCDJJ has also instituted Girl's Circle, a best practice curriculum, by training female facilitators, and is currently involved in a national evaluation of the program. Clinical staff received training in Dialectical Behavior Therapy and Abuse Recovery, which is also noted as a promising approach because it has proven to be especially effective for girls with a history of abuse. Health and dietary services have also been expanded for girls, including physical assessments, diagnostic testing, hygiene education, vaccinations, physical fitness, a Health Expo, and improved nutrition (salad bar).

Although community-based services (residential and non-residential) were expanded for girls between 2000 and 2005, the recent closure of the Lighthouse High Management Female program could have an impact on increasing the population of girls at BRRC. These beds should be replaced with similar residential beds in the community to ensure that girls are not placed in overly restricted settings and that the progress that has been made in reducing the female population over the past two years is not diminished.

Girls have increased access to gender specific programming, health services, vocational and educational opportunities, community programs, and community-based residential programming. In addition, the new Transition Home which will open in 2007 will enhance the continuum of services offered to girls at SCDJJ, particularly aftercare and re-entry services for girls.

### **C. Improvements in the Admissions Processing of Newly Committed Juvenile Offenders**

Closure of the Northeast Center was a significant step in improving conditions for newly committed juvenile offenders. The facility was not suitable for housing youthful offenders, and the facility did not have adequate program and service space. The admissions process and functions were incorporated into SCDJJ Evaluation Centers. While the Department has made progress in reducing admissions processing time, the population at the State's three evaluation centers is increasing, and overcrowding has occurred.

Recent increases in the average daily population in the Evaluation Centers underscores the importance of keeping the admissions processing time to a minimum, as well as reducing average length of stay for the evaluation purposes. Although the focus of this review pertains to the Broad River Road Campus, the growth in Evaluation Center populations (newly committed youth and youth in evaluation) impact on the SCDJJ service delivery system. The Department increased the percentage of evaluations that are conducted in the community between 2005 and 2007, but further reduction in processing time, as well as expansion of community-based evaluations, will be required in order to reduce population levels at the Evaluation Centers.

The Department may want to consider the development of a separate Admissions Processing Center. Table 1 shows the number of beds that would be needed for an Admissions Center, based on an assumption of 800 annual admissions (70 per month), with two different assumptions about length of stay. If youth stayed in the Admissions Processing Center for an

average of 14 days, the capacity requirements would be 32. If youth stayed longer, 21 days, the capacity requirements would be 49. However, with appropriate staffing SCDJJ could reduce admissions processing time to 10 to 14 days, which would result in an even lower capacity requirement.

Table 1 Admission Processing Capacity (Based on 800 Annual Commitment 70 Per Month)		
Monthly Admissions	Average Length of Stay (Days)	Average Daily Population
70	14 Days	32
70	21 Days	49

Source: Chinn Planning, Inc.

#### D. Maintenance of Constitutional Population Levels in the Broad River Road Complex

Table 2 shows the capacity level and population at each of the facilities located on the Broad River Road Campus. SCDJJ is currently operating below capacity at the BRRC. This is a result of efforts by the Department to expand community-based residential capacity, and reduce length of stay in institutional placements resulting from measures including credit for time served and good time credit. SCDJJ reduced average daily population levels at BRRC by over 50 youth in just the past two years.

Table 2 Broad River Road Campus June 11, 2007 Population Report		
Facility	Capacity	Average Daily Population
<u>Willow Lane</u>	<b>133</b>	<b>85</b>
> Girls	64	35
> Girls Special Program (B-wing)	12	0
> Sigma/Omega (Male)	57	50
Birchwood	140	90
John G. Richards	170	128
Maximum Security Unit	61	41
<b>TOTAL</b>	<b>504</b>	<b>344</b>

Source: SCDJJ June 11, 2007, Count Sheet.

Although SCDJJ is operating the Broad River Road Campus below capacity, as reported in 2005 the living units on the campus are outdated, inadequate, and not suitable for housing youthful offenders committed to state custody. Double occupancy sleeping rooms are arranged along double loaded corridors connected to small dayroom spaces. Supervision is difficult to achieve, and there is limited space for any type of activities. Almost all programming activities occur away from the housing buildings. This is particularly problematic in light of the increasing levels of risk and need (mental health, low functioning, treatment needs) of the population housed at the BRRC. The outdated dormitory style housing does not support programming and activities

associated with a Level System of behavior management. In fact, studies completed for SCDJJ over twelve years ago called for replacement of all but four living units on the campus.

With funding from the General Assembly, the Department began the process of replacing housing units over the past two years at BRRC. Two new dormitories are currently under construction, and funding requests are in place to continue the replacement of dormitory housing over the next three to five years, with the exception of the four housing units that were renovated in 2004. Figure 5 shows the layout of the new dormitory housing unit, which is comprised of three (10) bed individual sleeping rooms. There is program and support space at the dormitory, which will enhance programming activities, supervision, and reinforcement of the Level System. The dormitories that are currently under construction reflect “best practice” in the design of juvenile correctional facilities, including single occupancy sleeping rooms, program space and adjacent outdoor areas, improved supervision and sight lines, and a normative environment that is conducive to rehabilitative treatment.

Continued replacement of housing units is paramount to improving the living conditions and behavior management programming for youth at BRRC. Funding was just approved for another two (2) 30 Bed Dormitory Housing Units, and SCDJJ will continue with funding requests until all of the outdated housing units are replaced.

**Figure 5**  
**30-Bed Dorm**  
**Replacement**  
**BRRC**  
**Rendering**  
**Photo**



## **E. Improvements to Safety, Activity Levels, Behavior Management and Living Conditions in the Broad River Road Complex**

The Department has implemented several improvements to safety, security, activity levels, behavior management, and living conditions at the Broad River Road Campus over the past two years. These will be described below, including facility improvements, staffing levels, security and behavior management, and enhancements to the rehabilitative environment (Community Behind the Fence). The most significant improvement to safety and security at BRRC is the continued reduction in population, thereby decreasing caseloads for clinical staff, lowering the ratio of juvenile offenders to security staff, and increased access to treatment, education, vocational, health and other services. In addition, physical changes and enhancements to the Broad River Road Campus are significant, and noticeable when touring the campus. These improvements are described below.

### **Facility Improvements**

The facility improvements, completed and in progress, at BRRC over the past two years are astonishing. After years of neglect and no new construction, the Broad River Road Campus is implementing the vision detailed in the Master Plan developed in collaboration with Clemson University in 2005 of a truly rehabilitative campus. Work underway or completed since 2005 includes:

- Two new 30 Bed Dormitories are under construction, with completion date scheduled for 2008. Two additional dormitories have been approved and funded, and construction will begin in 2008.
- A new entrance to the facility is under construction, which will reflect a more family friendly and community connection to BRRC.
- A new Community Connections Center is under construction, which will include space for visitation, community volunteers, and meeting and assembly space for youth at BRRC and the broader community that supports the BRRC. This building, which will be roughly 10,000 gross square feet, was completely funded by the Friends of Juvenile Justice, a volunteer organization which will be discussed later in this report. While many state juvenile justice systems have supportive bases of communities and volunteers, the development of the Community Connections Center through the work of volunteers, businesses, and supporters in the community is unprecedented.
- The Girl's Transition Home is nearly complete, and will open in 2007. The Transition Home will enhance programming for girls, and will be conducive to learning life skills essential for successful transition from institution to community.
- Other improvements to BRRC include a planned addition to Health Service Administration, walkways around the school, expansion of classroom capacity, air conditioning replacement, planned furniture replacement for dormitories, and planting and landscaping around the campus.

All of these improvements will support the rehabilitative treatment philosophy, and they reflect a commitment on the part of SCDJJ to improve the living conditions and over all well being of youth assigned to BRRC.

### **Security/Behavior Management**

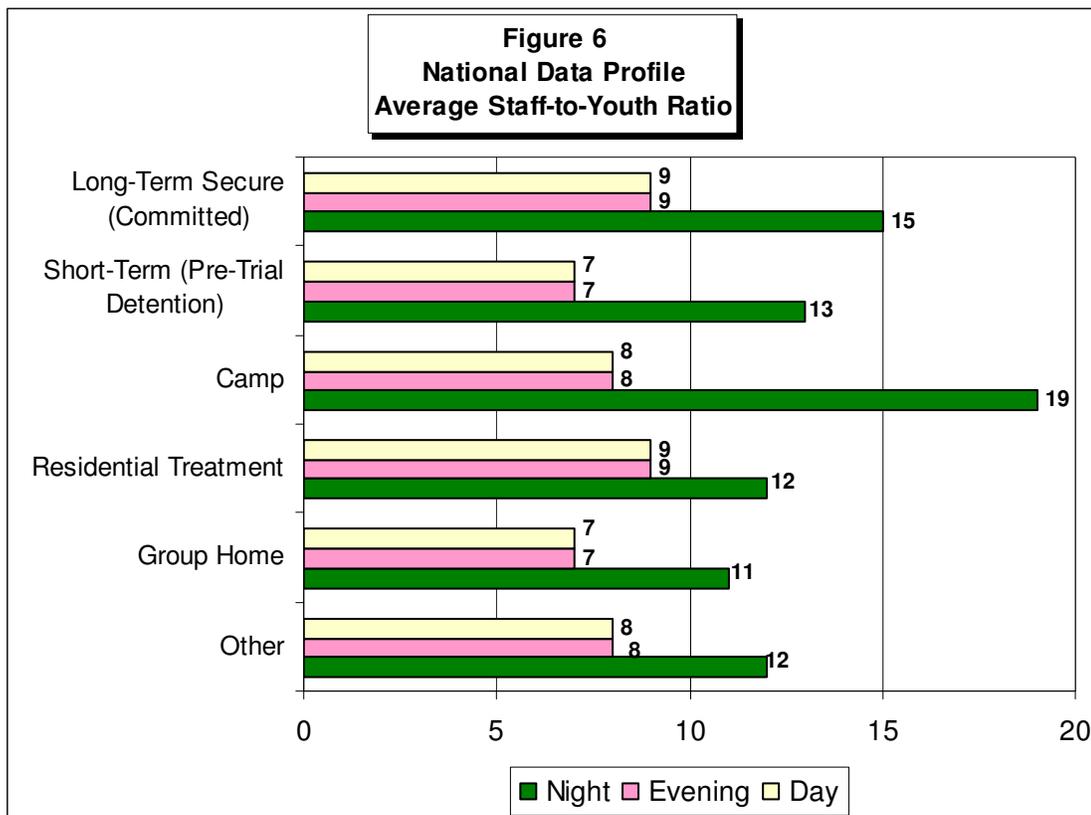
Security and behavior management have been improved over the past two years at BRRC. Once again, the largest contributing factor to improved safety and security has been the reduction in population at the campus, which experienced severe overcrowding in 2000, and since that time the population levels have been reduced as SCDJJ expanded the service continuum and increased community based residential and non-residential placement options. Recent developments and progress in the areas of security and behavior management include:

- Monthly monitoring by Supervisors at BRRC around issues of reducing assaults, fights, and other negative behaviors.
- Development of Emergency Response Teams to effectively respond to crisis events on the campus, such as escapes, riots, school disturbances, fire, or natural disaster.
- Establishment of Rehabilitative Services Internal Training Team to ensure consistent training and mentoring of security staff after they complete basic training.
- Assignment of a Shift Major to each shift, a Shift Captain to every shift at each campus, and a Disciplinary Officer on each campus. These positions have enhanced safety and security at the campus, and have also resulted in a decreased use of “lock up” on the campus, and an increase in use of other sanctions and enhanced problem solving with youth.
- Reduction in the number of grievances that are “founded”, going from 7% in 2005 to 5% in 2007.
- Improvements in efforts to achieve more consistency in the Level System of behavior management. Two years ago, implementation of the Level System was marginal, and this was due in large part to the lack of consistent staffing in dormitory units. The Department continues to work on the development and enhancement of the Level System, which will be enhanced when the new dormitories are complete. Living areas will be safer for staff and juveniles with enhanced visibility, more treatment and program space, and improved design for differentiating juveniles by levels of programs for more meaningful implementation of the Level System.

### **Staffing**

Much progress has been made over the past two years with respect to staffing. In FY 05/06, 85 new positions were authorized to address staffing shortages at BRRC. The most significant improvements to staffing include:

- Dedicated staff to work with juveniles. All housing units at BRRC now have dedicated staff assigned to them. This was not the case two years ago, which was detrimental to treatment programming and implementation of a Level System of behavior management.
- Creation of the “Youth Specialist” position at each campus. This staff provides a bridge between security and treatment staff. Youth Specialist must have a higher level of education and training in youth development, and they teach life skills as well as work with individual youth to work through difficult situations or issues.
- Hiring of 30 Intensive Supervision Officers statewide in FY 06/07 to expand intensive aftercare and re-entry services. Funding has just been approved to hire an additional 21 Intensive Supervision Officers to work with youth as they transition from institutional placement to their home communities.
- Increases in the number of staff working directly with youth at the BRRC. In 2005, the ratio of staff to youth was 1:20 on the first and third shifts, and 1:13 on the second shift. While these ratios have improved, national standards suggest that one staff should directly supervise 9 to10 youth on the first and second shift, and one staff should supervise 14 to 16 youth on the night (3<sup>rd</sup>) shift. A national profile of youth ratios for various types of juvenile offender placements is shown in Figure 6.



Source: CJA Yearbook: “Juvenile Corrections, A National Perspective”, 2005.

Recommended staffing patterns for JCO's at the dormitory housing units are shown in Table 3. With funding from the General Assembly for additional Juvenile correctional officers, SCDJJ should strive to achieve the recommended staffing levels shown in Table 3. Future funding for additional JCO's will be required to fully implement the staffing ratios shown in Table 3.

Shift	# of Staff	Ratio JCO/Youth
<b>1st Shift</b>		<b>1:10</b>
> JCO's	3	
> Youth Specialist	1	
<b>2nd Shift</b>		<b>1:10</b>
> JCO's	3	
> Dorm Sergeant	1	
> Youth Specialist	1	
<b>3rd Shift</b>		<b>1:15</b>
> JCO's	2	

*Source: Chinn Planning, Inc, 2007.*

### **Program Activities and Life Skill Development**

The Department continues to develop a "Community Behind the Fence" model, and staff are dedicated to increasing activities for youth during after school and weekend hours. Activities include academic enrichment, spiritual development, sports and fitness, youth leadership, volunteer and mentoring, and job apprentice training. The Department has been very successful in soliciting support from volunteers, businesses, and academic institutions in expanding program activities for youth at BRRRC.

### **F. Improvements in Treatment Services and Programming**

SCDJJ has made many improvements in treatment and programming at the Broad River Road Campus over the past two years. These improvements include:

- Expansion of substance abuse, mental health, suicide prevention and other treatment programs
- Expansion of treatment and leisure programming space
- Increased programming for girls
- After care planning and services
- Improved communication, collaboration and reporting among treatment, custody, and community staff
- Updating of the Memorandum of Agreement with the Department of Mental Health to promote effective collaboration between the two agencies for treatment of juveniles with serious mental illness.
- Adoption of Truthought, a cognitive behavioral approach, which promotes positive cognitive and behavioral growth in juvenile offenders. This approach is supported nationally, and is considered to be a "best practice" approach for juvenile offenders.

### **G. Improvements within DJJ's School District**

All of the improvements documented in the SCDJJ progress report indicate significant achievements in educational services. They are particularly significant due to the fact that over half of the youth in educational programs at the BRRRC are designated as requiring special

educational services. Renovations at the school facilities on the Broad River Road Campus have also improved the delivery of educational services over the past two years. New vocational programs have been developed, including culinary arts, auto collision/body work, and electricity and industrial systems technology. As the Department continues to divert low-level offenders and short-term sentenced population from the Broad River Road Campus, youth housed at BRRC could benefit from continued expansion of vocational and career programs. Over the past two years, as the percentage of youth placed in community-based programs increased, the Department has increased coordination and oversight of the educational service component with contract providers, which has increased consistency and quality of educational services for all youth committed to SCDJJ.

#### **H. Improvements to Health Services**

In 2005, progress was reported on a number of health service improvements, including increased access to health services, hiring of a full-time Medical Director, privatization of pharmacy services, improved access and environment for dental services, improved service delivery and medication management at the living units (dedicated nurses), and timely access of health care services. Over the past two years, the quality of Health Services at SCDJJ continues to improve, based on the following:

- Establishment of on-site OB/GYN services for girls
- Availability of HPV vaccine for girls, which approximately 90% have elected to receive
- Availability of meningococcal vaccine, which approximately 90% of juveniles at BRRC have elected to receive
- Cooperative effort with Clemson University to perform fitness assessments for girls, and on-going activities to improve physical fitness.
- Reduction in the number of treated injuries for youth at BRRC.
- Planned expansion of Health Service Administration in a satellite building adjacent to the current Health Services building.

#### **I. Mission and Projects of the South Carolina Friends of Juvenile Justice**

The Friends of Juvenile Justice, a non-profit foundation that was created by SCDJJ in 2005 to assist in developing and funding prevention, rehabilitation, and reintegration programs for at-risk and incarcerated youth has had tremendous success in improving the programs and services provided to youth at BRRC. The most notable is the development of the Community Connections Center, which is currently under construction. This Center was envisioned in the BRRC Master Plan, and has been realized by the hard work and leadership from the Department and the community partners that it has involved and vested in improving conditions for youth in SCDJJ custody. Private donations and in-kind donations will result in no state funding for this community, family, mentoring and visiting center for youth. This unprecedented

effort will enhance the environment at BRRC, and will enhance programming and services available to youth.

The Friends of Juvenile Justice continues to work with community partners to expand and enhance services to youthful offenders. Recent efforts have focused on community initiative, including seed money to expand Teen After-School Center programs and Auxiliary Probation. As the work of Friends of Juvenile Justice grows, the connection between the community and youth in SCDJJ custody will be enhanced.

#### **J. Performance-Based Standards in DJJ Facilities**

The Council of Juvenile Correctional Administrators and the Office of Juvenile Justice and Delinquency Prevention sponsor a national program for participating agencies to employ standardized performance measures. The process allows facility administrators to monitor improvements over time and compare their performance with other jurisdictions. SCDJJ had just begun to participate in performance based standards in 2005. As of 2007, all DJJ facilities participate in performance based standards, and there is a full time site coordinator at each campus at BRRC. This will allow for standardized and consistent data related to system performance and improvements in all areas of operation. More importantly, participation in the national performance based standards reflects the Department's desire to monitor progress, and continue to improve performance in service delivery to youth placed in their custody.

#### **K. Improvements in Staff Development and Training**

Improvements have been made in the area of staff development and training. These include:

- Development of a Career Ladder for Juvenile Correctional Officers (JCO).
- Enhanced training for Supervisory staff at BRRC.
- Implementation of a training module for new hires that allows veteran employees to share perspectives of various aspects of the job with potential new employees.
- Development of an on line training programs for staff.
- Enhanced incentives for educational advancement.

While progress has been made in staff development and training over the past two years, the high level of turnover among JCO's still presents a challenge to the Department. In addition, specific training for JCO's related to the risks, needs and profile characteristics of juveniles at BRRC should be expanded. With the increased number of community-based placements, the treatment needs and risk profile of the population housed at BRRC has increased. Cross training of custody and treatment staff should be enhanced.

#### L. Residential and Community Evaluations

The Department continues to increase the percentage of court ordered evaluations that are conducted in the community versus secure Evaluation Centers. However, overcrowding exists at the three state Evaluation Centers. The Evaluation Centers includes youth in admissions processing status. The Department must continue to increase the percentage of youth that are evaluated in the community, reduce length of stay for youth in evaluation and admission processing status, and consider the development of an Admissions Processing Center, which was discussed previously in this report.

#### M. Detention Reform

Recognizing the need to address overcrowding at the SCDJJ operated Detention Center, the Department continues to work with communities on detention reform in an effort to divert low risk offenders into community supervision programs. These efforts include:

- Collaboration with the Children's Law Center to pilot a project in Spartanburg and Lexington Counties to target low level offenders for diversion from secure detention;
- Expansion of electronic monitoring and other diversion programs; and,
- Hiring of a full-time Case Expeditor at the Detention Center to track length of stay and expedite cases within the court.

### IV. BUDGET REQUESTS

The South Carolina Department of Juvenile Justice has had the support of the Governor's Office and Legislature over the past two years to implement the progress that is outlined in this report, and recently received funding (FY 07/08) to continue that progress. Key budget requests granted over the past three fiscal years includes:

#### **FISCAL YEAR – 2005-2006**

- \$10 million for Medicaid replacement and other Medicaid related needs.
- Funding for security and classification positions, including 85 new officers for the BRRC and 10 for the Detention Center.
- Funding for 19 new probation officers for the Community Services Division.
- Funding for 13 FTES (12 officers and one psychologist) and operating monies to continue resolving gender equity issues in the Female Offender Program at Willow Lane.
- One-time money for one replacement dormitory.
- One-time money for major maintenance needs in DJJ's physical plant.

**FISCAL YEAR-2006-2007**

- Funding for 30 intensive supervision officers to continue and expand the intensive supervision of parolees (continues the 5 counties in the federal pilot program and expands the program to a total of 23 counties).
- Funding for specialized services for probationers/parolees and offset increasing cost and utilization of alternative placements.
- Funding for 11 employees to staff the Girls Transition Home and to provide for annual operating costs.
- Funding for improvements to community-based treatment of sex offenders.
- Funding to purchase electronic monitoring capacity in the community.
- Funding to comply with federal “No Child Left Behind” requirements to the DJJ School Districts.
- Funding to replace one dormitory.

**FISCAL YEAR – 2007-2008**

The major items that were recently funded in DJJ’s budget request for 2007/2008 are:

- Funding for 21 FTEs to expand intensive supervision statewide.
- Funding for expanded coverage for the Bridge, an aftercare program targeting juvenile offenders with substance abuse issues that now is available in one a few counties (first phase of a plan to take Bridge statewide in three years).
- Funding for continuation of juvenile employment programs in five counties of the state, and funding for expansion of the program to approximately thirteen more counties.
- Funding for seed monies for additional Ten after School Center sites.
- Funding for two (2) 30 bed dormitory housing units for the BRRRC.
- Funding for community-based residential services for appropriate sex offenders.

All of the funding requests that have been approved by the General Assembly were needed in order to achieve the Department’s statutory mandate, which is rehabilitation. Further, in order to fulfill the vision of providing services to youth and families that are least restrictive, the Department must continue to expand programs and services that are community-based. For youth that do require institutional placement, improvements to programs and facilities must continue in order to deliver services that meet the high levels of treatment and behavior management requirements of youth at

BRRRC. Continued replacement of housing units is key to this, as well as the other BRRRC upgrades that are currently underway.

## **V. BLUE PRINT FOR THE FUTURE OF SCDJJ**

The South Carolina Department of Juvenile Justice has accomplished many significant improvements over the past two years. The plans outlined by SCDJJ for the longer-term horizon include:

- Continued replacement of living units at BRRRC.
- Implementation of strategies to prepare youth for re-entry and improve their likelihood of success by:
  - Expanding intensive supervision to cover all counties in South Carolina
  - Expand the Bridge aftercare program for substance abusers
  - Develop step-down beds to assess youth readiness for release
- Provide evidence-based, family focused services to juvenile justice involved youth and their families as a means of preventing future delinquency.
- Development of strategies to prevent gang recruitment of at risk youth, and intercede with gang involved youth in DJJ programs by:
  - Expanding the number of Teen After-School Centers in South Carolina
  - Expanding the JEEP program to teach workplace skills and empower youth to be self sufficient
  - Provide outreach programs for gang involved youth housed in SCDJJ facilities
- Funding for development of alternative education programs, college preparation programs, and in-school strategies for at risk youth and youth committed to SCDJJ custody by:
  - Establishing day reporting centers
  - Preparing youth in SCDJJ custody for opportunities in higher education
  - Establishing an in-school track for at risk students to earn their GED's at age 16
  - Encouraging different learning approaches as a means of reaching and retaining youth who do not respond to conventional methods of instruction
- Expand the presence of mental health workers to support local SCDJJ offices, and develop specialized treatment programming for sex offenders to prevent recidivism.

## VI. CONCLUSIONS

The South Carolina Department of Juvenile Justice has substantially improved system wide service delivery to youth committed to state custody, and specifically improved living conditions for youth housed at the Broad River Road Campus. The progress report prepared by SCDJJ is accurate in both the progress documented, and the planning efforts underway to continue system wide improvements, as well as improvements at the Broad River Road Campus. As a result of strong leadership at the Department, system, program, operational and facility improvements have been developed and implemented.

Also due to strong leadership and the evidence of positive change occurring within the Department, staff have become reinvigorated about their jobs, which was evident in the interviews that were conducted with staff during the development of this report. Staff enthusiasm is at an all time high, which benefits youth that are placed in SCDJJ custody. This was not always the case, and it is evident that staff now truly understand that what they do “matters”. In addition, the relationship with community staff and other community partners, particularly the Family Court Judges, has been strengthened. As the Department moves forward the improved relationships with community staff, providers, and Judges will be crucial to improving prevention and intervention efforts, and to enhancing the continuum of services for at-risk youth and their families.

Great progress has been made in realizing the Department’s vision of working toward a true community-based system where the majority of juveniles receive supervision and services close to home, and only high risk offenders are placed in secure institutions at the Broad River Road Campus. Although great progress has been made, the Department must continue their efforts to improve conditions and services for all youth placed in state custody. This will require a continuation of funding and support from the General Assembly, and a continuation of the relationship building with community partners that the Department has done so successfully over the past four or five years.

Recognizing the need to continue improvements, the Department has developed a plan of action that addresses all the areas needed to improve the system, and specifically the programs and services at the Broad River Road Campus. The plan of action responds to all of the recommendations developed by the Consultant as a result of the analysis presented in this report. These recommendations include:

### **Recommendations**

- Increase After Care Programming for all Youth Leaving Residential Programs
- Expand High Management Placement Options in the Community
- Reduce Overcrowding in Detention and Evaluation Centers
- Continue to Replace Housing Units at the Broad River Road Campus
- Improve Staff Recruitment, Training and Retention
  - Reduce Staff Turnover
  - Enhance Training for JCO’s on Offender Treatment and Profile Characteristics

- Reduce Detention Population
  - Expand Detention Alternatives
  - Strengthen Admissions Criteria
  
- Enhance Prevention and Intervention Programs for At-Risk Youth and Families

The dedicated leadership at the Department has shown progress toward improving conditions of youth committed to state custody over the past two years, and have developed programs, services and facilities that reflect best practices in the field of juvenile justice. Future progress will depend on continued efforts to enhance services and facilities at BRRRC. This will require a continuation of strong leadership within the Department, community support, and sustained funding over a multi year period in order to implement the improvements outlined by SCDJJ in their progress report and plan for future development.

**APPENDIX A  
SCDJJ PROGRESS REPORT AND PLAN FOR FUTURE  
DEVELOPMENT MEETING/INTERVIEW SCHEDULE**

**Tuesday, April 17<sup>th</sup>**

3:00pm Judge William Byars, Director, Department of Juvenile Justice 896-5940

**Wednesday, May 30<sup>th</sup>**

10:00am Trudie Trotti, Director, Research and Statistics 896-7538

**Monday, June 11<sup>th</sup>**

10:30am Jim Hatchell, Director Human Resources 896-7543

11:30am Carol Seawright, Administrator, Office Fiscal Affairs 896-5638

1:00pm Bill Evans, Administrator, Support Services 896-9140

2:00-4:00pm Ray Cavanagh, Director of Institutional Management 896-9051  
(Tour of Broad River Road Campus)

4:00pm Jerry Adger, Deputy Director for Rehabilitative Services 896-9797

**Tuesday, June 12<sup>th</sup>**

1:45pm Ronny Grate, Director, Residential Services 896-7455

3:00pm Greg Cornell, Policy and Planning 896-9290

4:00pm Larry Vanderbilt, DJJ Legal Counsel 896-9764

**Wednesday, June 13<sup>th</sup>**

11:30am Sam Soltis, Director of Health Services 896-9455

12:30pm Dennis Burdette, Inspector General 896-9502

1:00pm Montez Creed, Classification Manager 896-9531

2:00pm T. Worku, Administrator, Training and Staff Development 896-9393

3:00pm Katherine Pierson, Manager, Juvenile and Family Relations 896-9659

4:00pm Meda Cobb, Deputy Director for Educational Services 896-9110

**Tuesday, June 19<sup>th</sup>**

10:00am-Noon Executive Management Team Meeting-Presentation by Paula Schaefer

**Wednesday, June 20<sup>th</sup>**

2:00pm Nancy Kuhl, Director, Office of Community Alternatives 896-9353

3:00pm Bill Haxton, Director, Clinical and Professional Services 896-9492

Carolyn Miner, Director of Social Work Services 896-9453

4:00pm Velvet McGowan, Robin Olds, Willow Lane Girls Program 896-9204

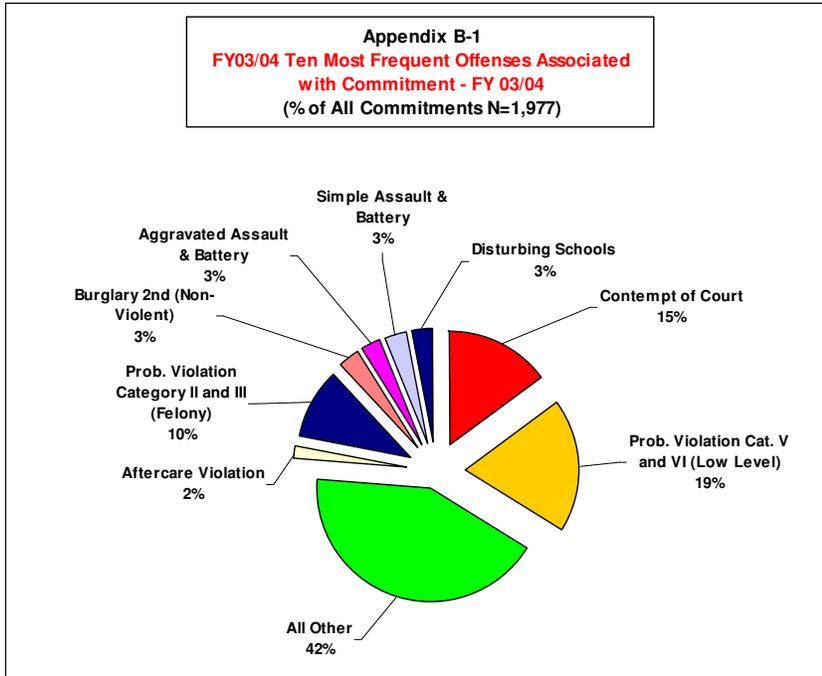
**Tuesday, June 26<sup>th</sup>**

2:00pm Karry Guillory, Deputy Director, Division of Community Services 896-9113

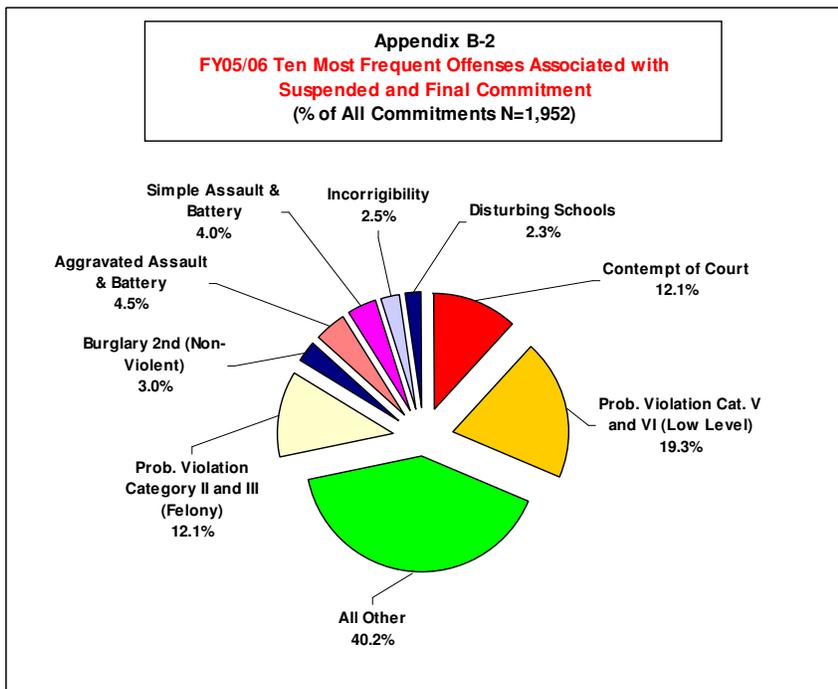
3:00pm Margaret Barber, Chief of Staff 896-2284

4:00pm Stacey Atkinson, Director, Community Behind the Fence 896-9066

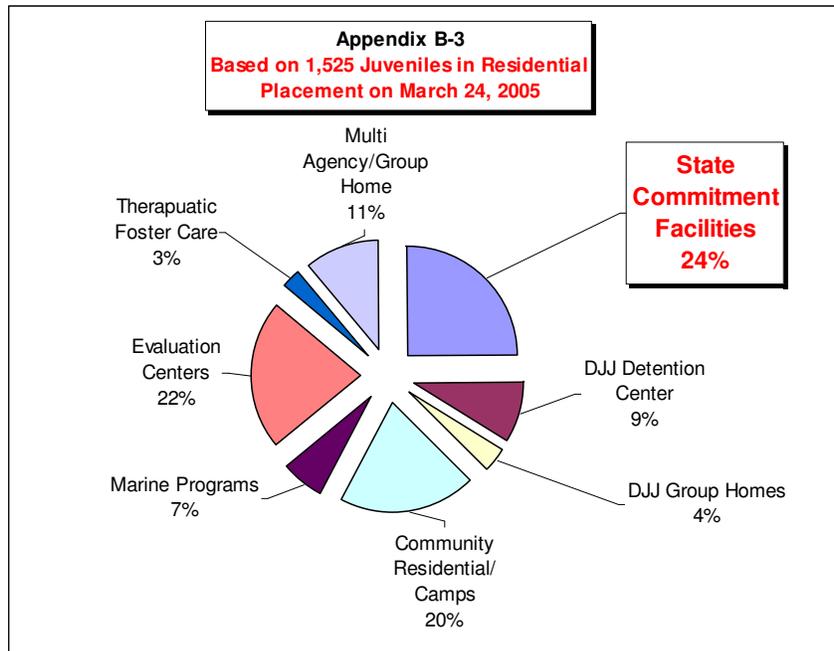
**APPENDIX B - TREND DATA**



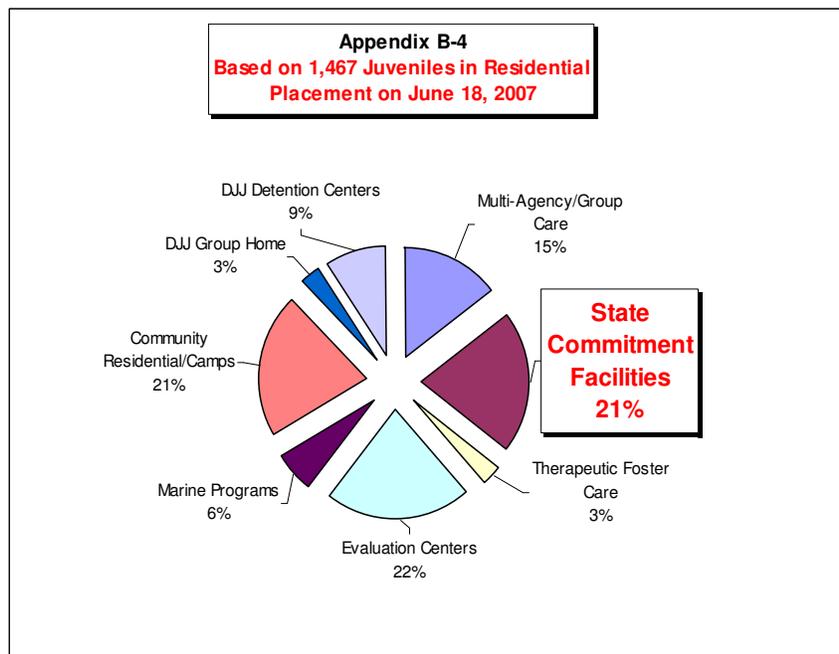
Source: SCDJJ, Annual Report, FY03/04.



Source: SCDJJ, Annual Report, FY05/06.



Source: SCDJJ, March 24, 2005 Count Sheet.



Source: SCDJJ, June 18, 2007 Count Sheet.