

I. INTRODUCTION

In April 2005, the South Carolina Department of Juvenile Justice (SCDJJ) contracted with Chinn Planning, Inc. to review the progress report and plan for future development at the Broad River Road Campus. This campus contains the largest institutional facility capacity within the SCDJJ system. Chinn Planning, Inc. reviewed trend and operational data, conducted interviews with twenty-five SCDJJ officials (see list in Appendix), 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 early 2005.

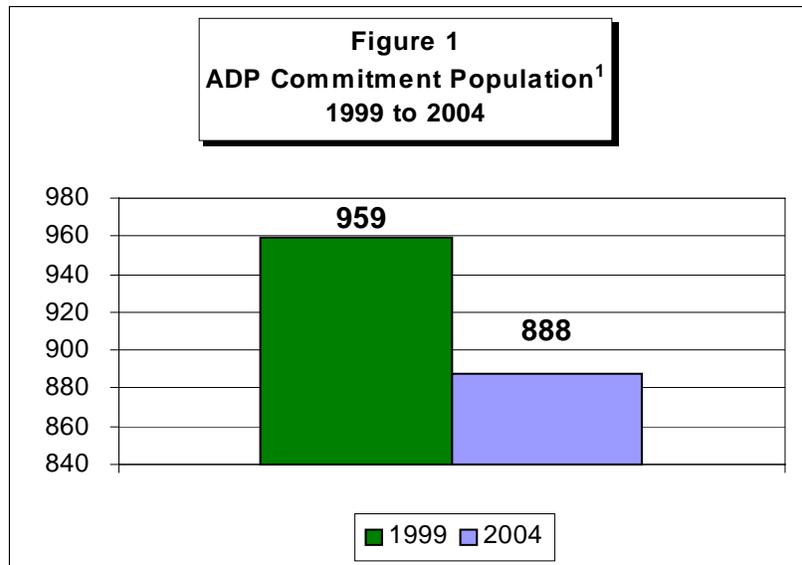
II. PROGRESS TO DATE

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 three years. These include:

- Closed Greenwood Facility
- Closed Northeast Center
- Utilized 24-Bed Expansion at Evaluation Center for Assessment
- Increased Female Capacity at Evaluation Centers
- Increased Community Based Evaluations
- Increased Community Residential Placements
- Reopened Female Wilderness Camp
- Decreased Population at the Broad River Road Campus
- Implemented Goodtime Credit/Time Served
- Reduced Processing Time in Admissions
- Enhanced Classification and Reclassification Process
- Improved Access to Health Care
- Reduced Grievances from Youth
- Increased Programming at Broad River Road Campus
- Improved Living Conditions and Access to Programs for Girls
- Renovated (4) Male Living Units at the BRR Campus

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

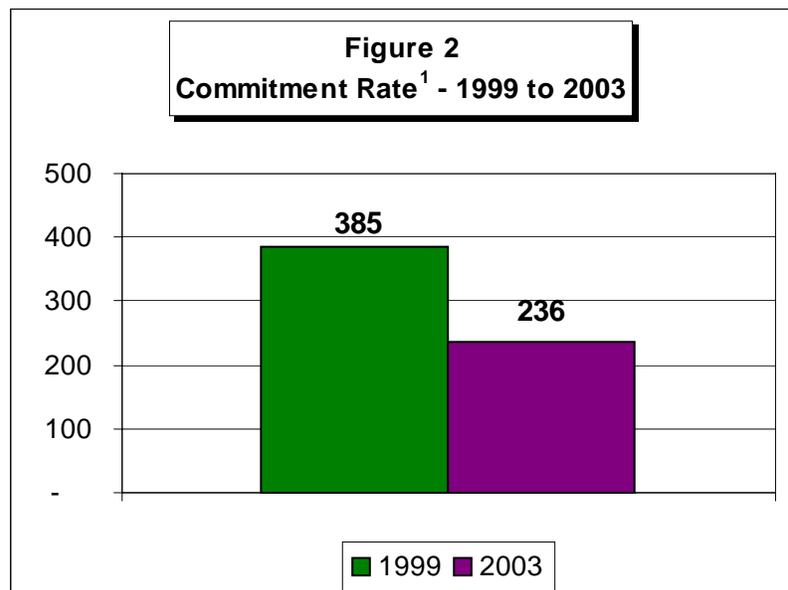
The commitment population decreased 7.5% between 2000 and 2004.



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

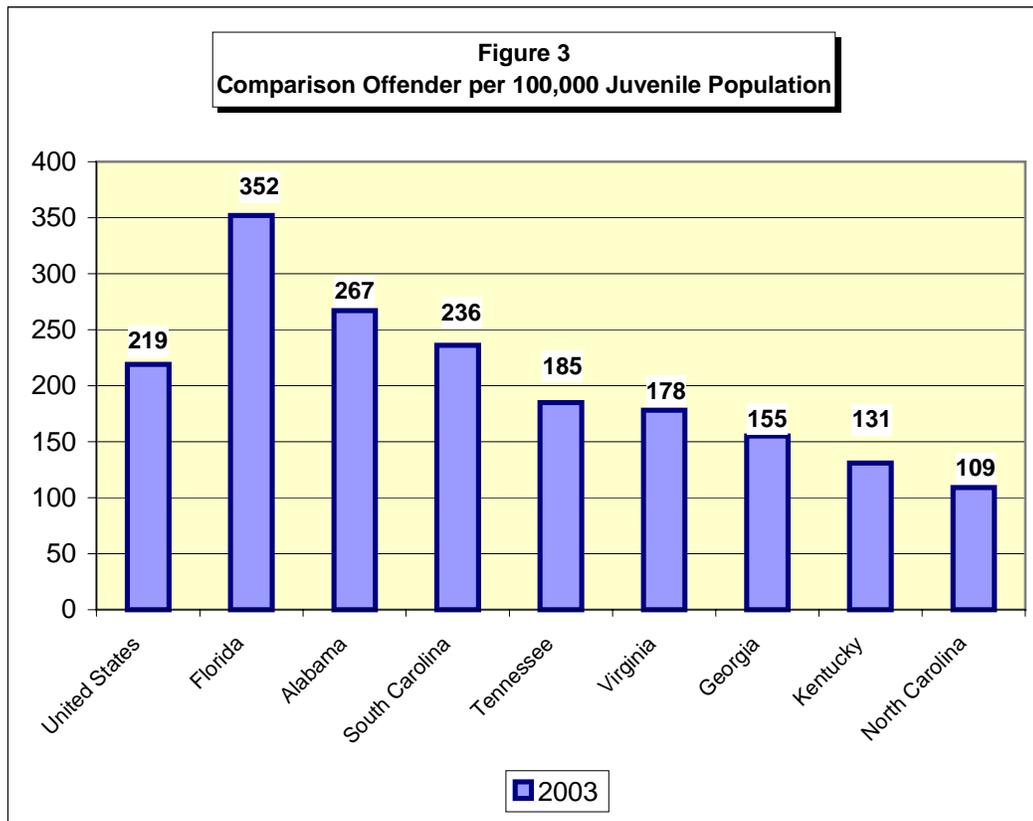
Source: SCDJJ, 2004.

The incarceration rate (number of youth committed per 10,000 juvenile population) decreased 39% between 1999 and 2003.



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

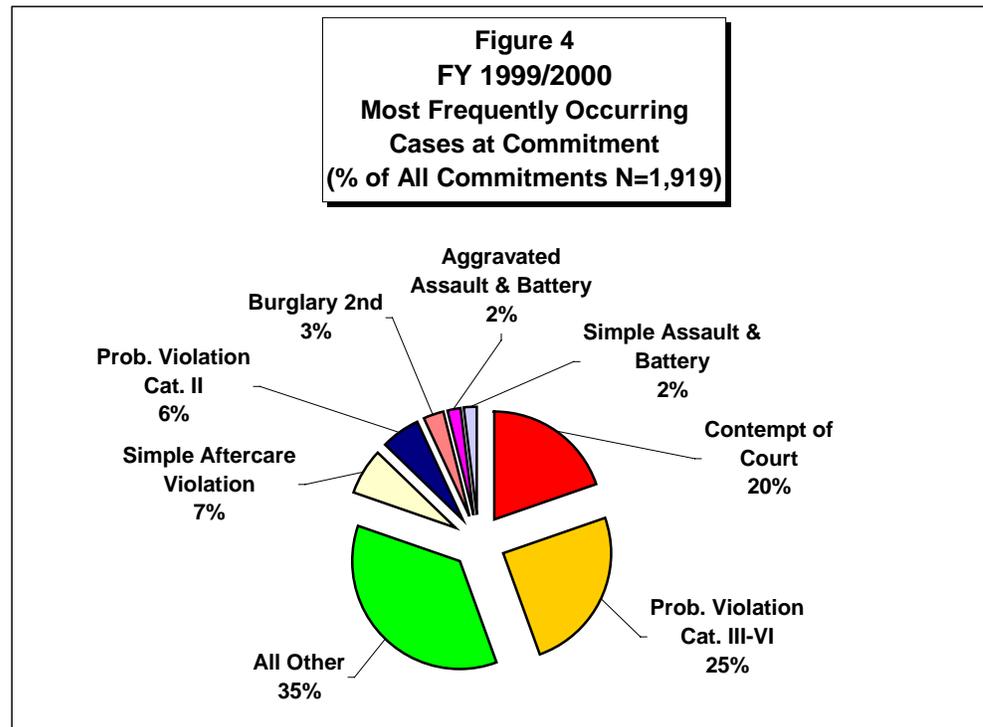
Source: National Center for Juvenile Justice, 2004.



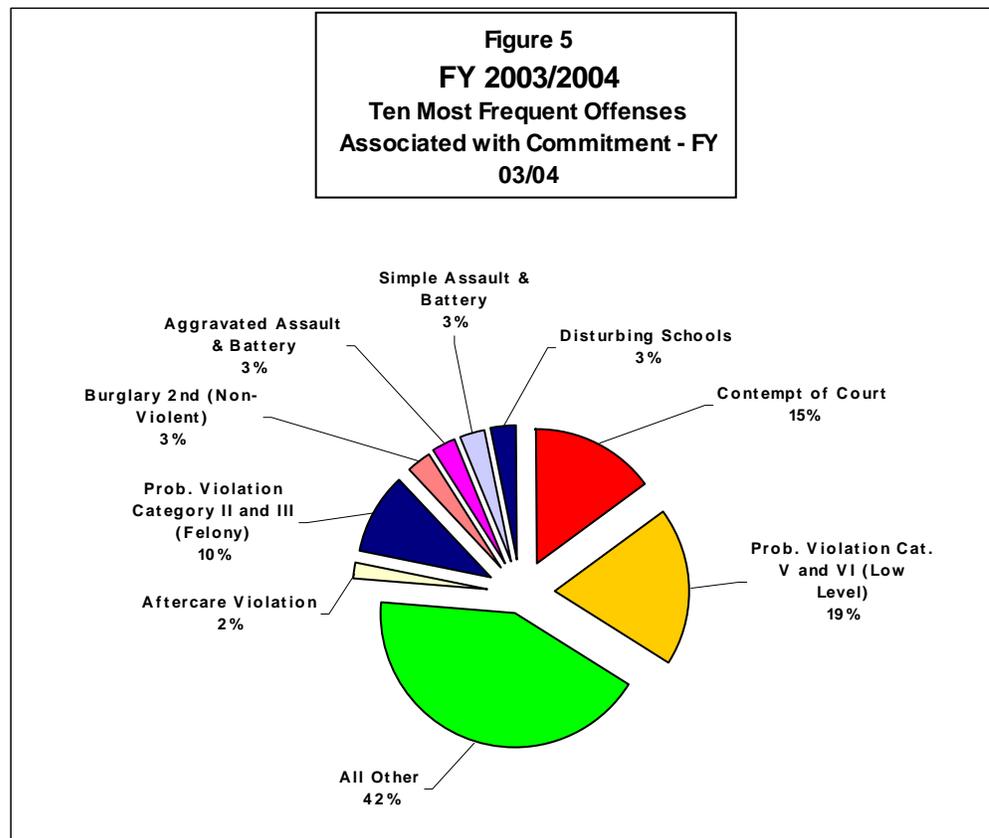
Source: National Center for Juvenile Justice, 2004.

Although the commitment rate has decreased, the juvenile commitment rate in South Carolina is the third highest in the region, and above the U.S. average.

In FY1999/2000, 52% of youth were committed to custody for either a technical violation of probation (lower level offenses), contempt of court, or simple violation of aftercare.

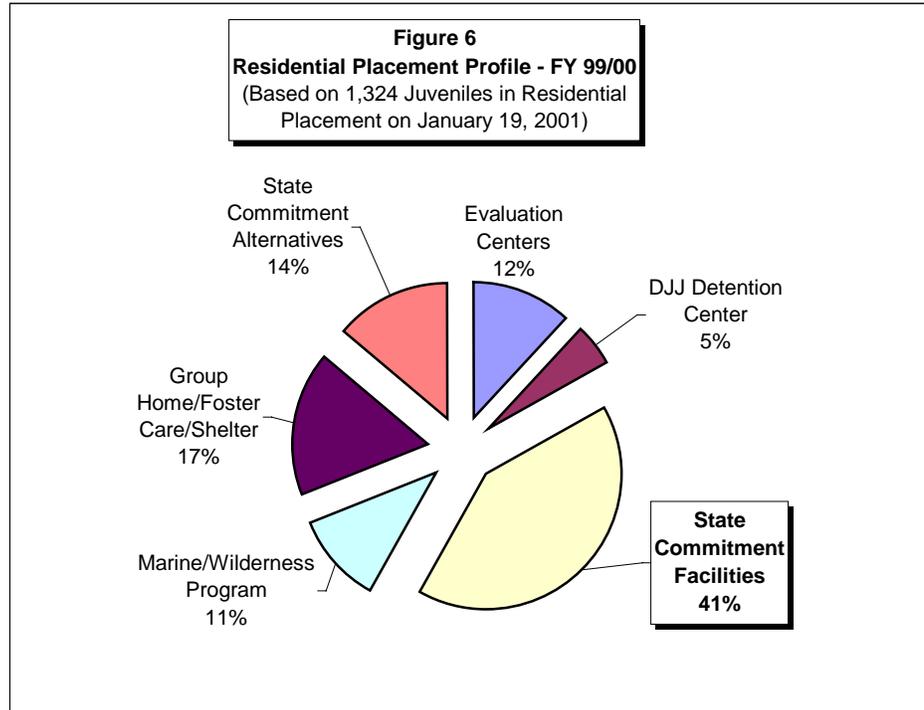


In FY 2003/2004, 36% of youth were committed to custody for low-level offenses including probation violation, contempt of court or aftercare violation. **This is a substantial reduction in the proportion of youth committed to state custody for low-level offenses.**

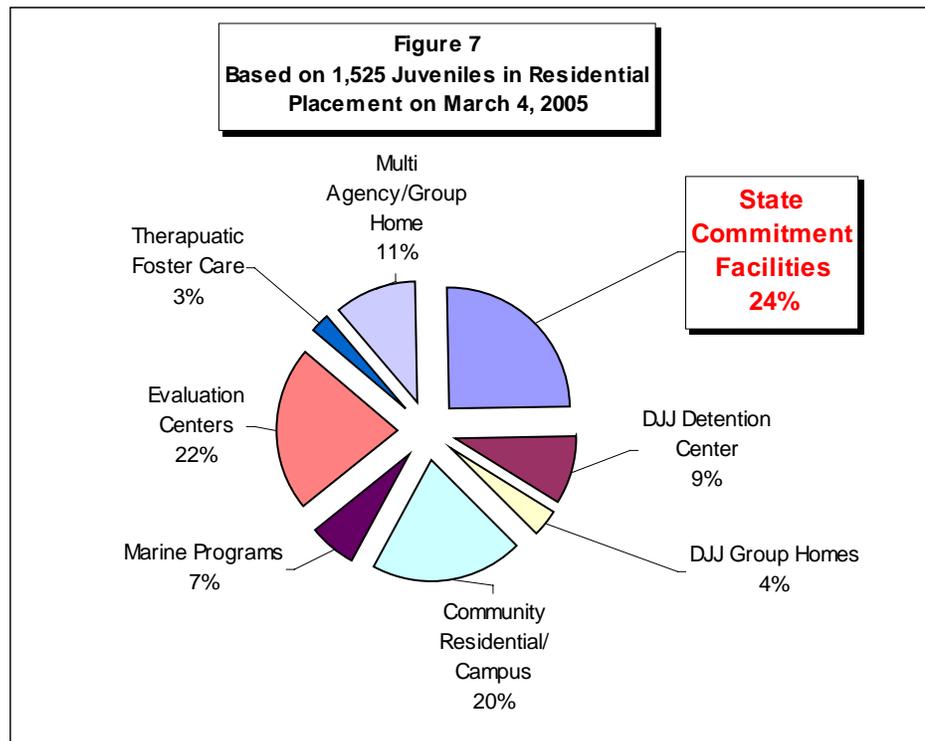


Source: SCDJJ, Annual Report FY2004.

In 2001, the residential placement profile indicated that 41% of youth committed to state custody were placed in high security institutional placements.

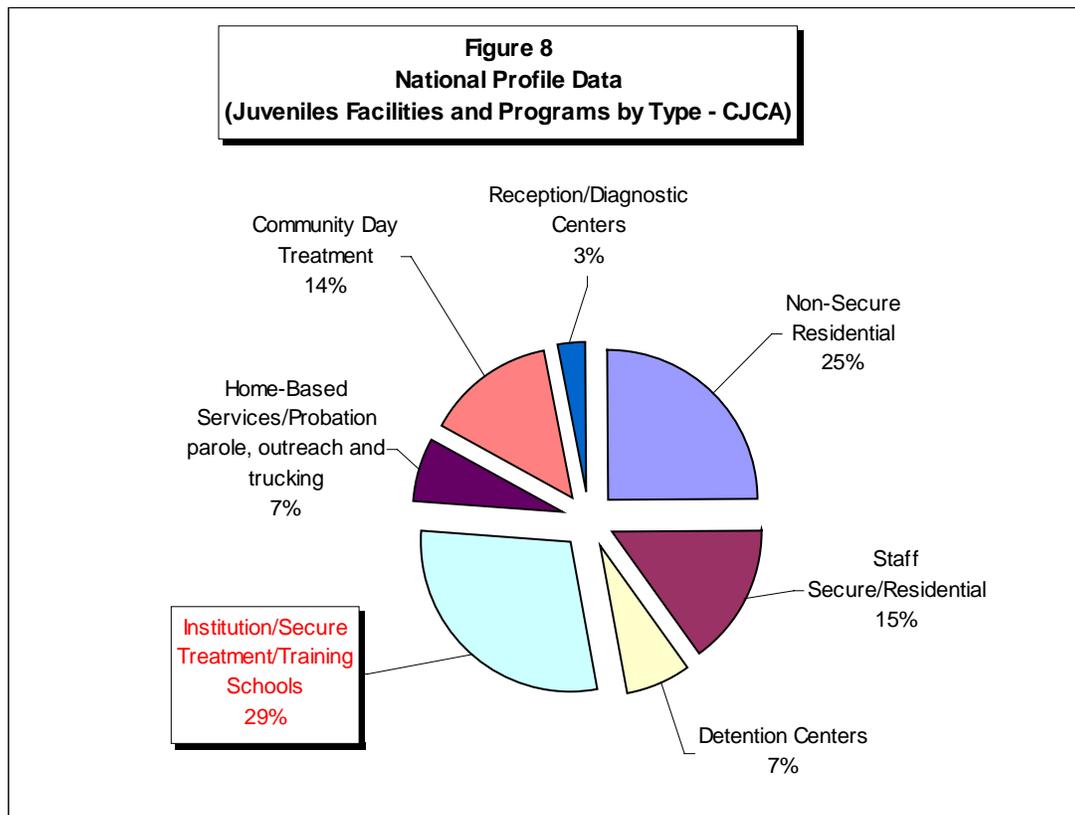


In 2005, the residential placement profile indicated that 24% of youth committed to state custody were placed in high security institutional placements. **This represents a 42% reduction in high security institutional placements as a proportion of all placements between 2001 and 2005.**



Source: SCDJJ, March 24, 2005 Count Sheet.

By comparison, the percentage of youth committed to SCDJJ custody that are placed in a high security institutional placement (24%), is lower than the national average of 29%. This is a direct result of the Department's efforts to shift more placements into community based residential and non-residential programs.



Source: *Juvenile Corrections, A National Perspective, 2004, CJCA.*

In their 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 enhanced service delivery through partnership with Clemson University. The most notable enhancement is an increase in community based residential placement, largely resulting from a contract with Clemson to operate the Youth Development camp. This community based residential program has a capacity for 30 males and 15 females. The Department contacted with Clemson University in an effort to reduce the number of low-level offenders in high security institutional placements, with a specific target of youth placed in state custody for truancy (contempt of court). The program has operated below capacity since it opened, and the Department is looking at the program criteria for placement to the Youth Development camp. In addition to this enhancement, the partnership is a source of staff development and training, research and program evaluation. SCDJJ and Clemson University

collaborated on a campus master plan for the Broad River Road Campus, which calls for replacement of living units, with the exception of the four living units that were renovated in 2004. The plan envisions a treatment environment for youth placed in SCDJJ institutions at the BRR Campus.

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

The most significant enhancement to programming for girls was the closing of the Greenwood facility. The buildings, living units, and grounds at the Greenwood facility were all inadequate. The dilapidated physical environment was the leading cause for complaints among girls that filed grievances at the facility. Girls are now housed in 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 is not the most desirable, the new facilities (program areas, living areas, service areas) are greatly improved in the new location. The number of grievances filed with the Office of Juvenile and Family Relations has decreased substantially since the new facility has been in operation.

Girls have increased access to health services, programming, community programs, and community-based residential programming. Trends in 2000 indicated that 50% of girls housed at the Greenwood facility did not require secure institutional placement. In 2005, the percentage has dropped, due to increased community-based residential capacity for girls. Expansion of community-based residential placement for girls resulted, in large part, from the reopening of the Wilderness camp for girls.

Access to psychiatric services has increased at the Broad River Road location. SCDJJ contracts with a female clinician to provide weekly psychiatric services to the average population of 40 to 45 girls. The new school has greatly enhanced the environment for educational and other programming efforts. Further enhancements in programming and services for girls should include expansion of educational programs (Community-in-Schools), outdoor recreation programs, transition housing, life and dietary skill development, and career and vocational programs.

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 is now conducted at SCDJJ Evaluation Centers. **The admissions processing time for youth newly committed to SCDJJ has been substantially reduced, going from 18 to 10 days.** The Department is working on reducing this time further, which will result in youth being placed in appropriate programs in an expeditious manner.

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 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

has increased the percentage of evaluations that are conducted in the community, going from 18% in 2000 to 26% in 2004. 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.

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

Table 1 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 BRR Campus, which was not the case just three years ago. 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. The ability of SCDJJ to operate below capacity has occurred despite the addition of female offenders to the BRR Campus.**

Table 1 Broad River Road Campus March 24, 2005 Population Report		
Facility	Capacity	Average Daily Population
Willow Lane	120	87
> Girls	64	56
> Sigma/Omega	56	51
Birchwood	140	103
John J. Richards	164	159
Maximum Security Unit	61	43
TOTAL	485	392

Source: SCDJJ, 2005.

Although SCDJJ is operating the Broad River Road Campus below capacity, 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 BRR Campus. 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 plans to replace housing units at the BRR Campus over the next five to six years, with the exception of the four housing units that were renovated in 2004. **Replacement of housing units is paramount to improving the living conditions and behavior management programming for youth at the BRR Campus.**

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.

These include:

- Revising the Organizational Structure to reflect a consolidation of management structure at the BRR Campus, and increasing Supervisory and Direct Line Staff.
- Improving security operations by installing cameras, implementing a picture identification system, increasing security staffing levels in program areas, and initiation of both a toll free “tip-line” and K-9 narcotics team.
- Development of “Community Behind the Fence” and Teen After-School Programs at the BRR Campus, resulting in increased levels of programs and services offered, and enhanced efforts to “normalize” the environment at the Campus.
- Planning efforts to upgrade the BRR Campus through a cooperative effort with Clemson University.
- Renovation of (4) male housing units at the Broad River Road Campus in 2004.

While SCDJJ has made progress toward improving safety, security, activity levels, behavior management, and living conditions at the Broad River Road Campus, several areas for further improvements are outlined below.

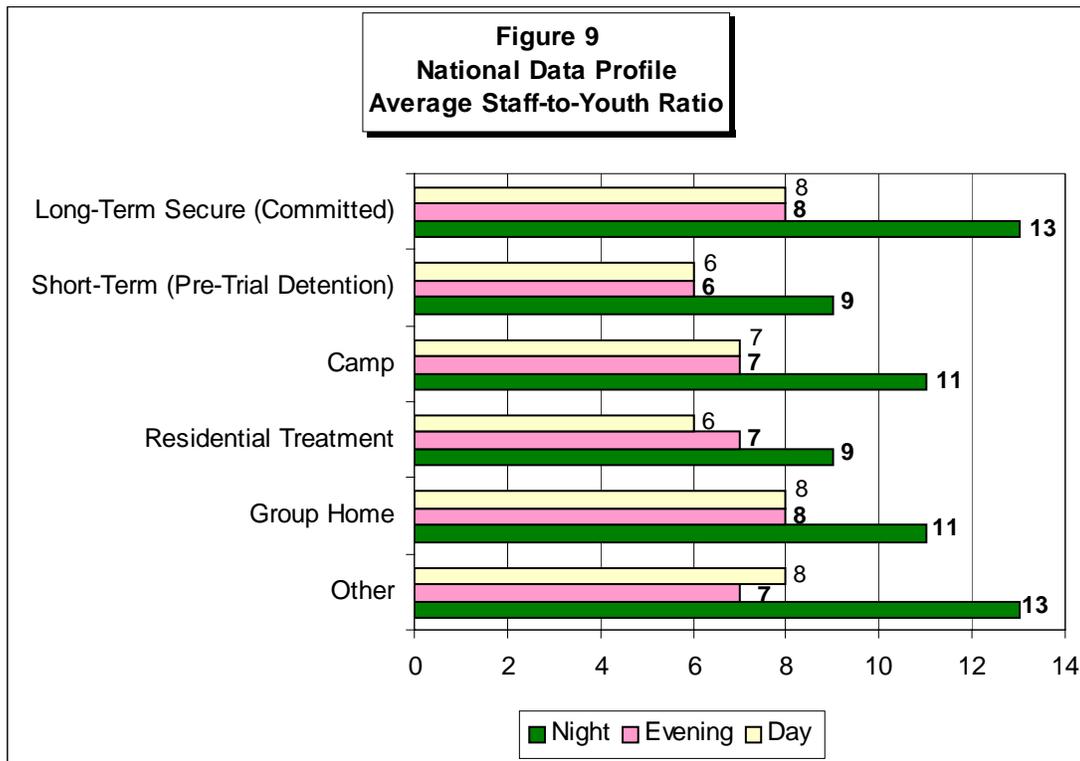
Staffing Levels

Table 2 presents the current Juvenile Correctional Officer (JCO) staffing pattern for the dormitory living units at the BRR Campus. On the first and third shift, one staff is responsible for supervisions of 20 youth. On the second shift, one staff is responsible for supervision of roughly 14 youth. **This staffing is not adequate. National standards suggest that one staff should directly supervise 8**

Table 2 CURRENT STAFFING - 40 BED DORMITORY		
Shift	# of Staff	Ratio JCO/Youth
1st Shift		1:20
> JCO's	2	
2nd Shift		1:13.3
> JCO's	3	
3rd Shift		1:20
> JCO's	2	

Source: SCDJJ Operations,

youth on the first and second shift, and one staff should supervise 14 to 16 youth on the night shift. A national profile of staff to youth ratios for various types of juvenile offender placements is shown in Figure 9.



Source: *Juvenile Corrections, A National Perspective, 2004, CJCA.*

Recommended increases to JCO staffing 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.**

Table 3 RECOMMENDED STAFFING - 40 BED DORMITORY		
Shift	# of Staff	Ratio JCO/Youth
1st Shift		1:10
> JCO's	4	
2nd Shift		1:10
> JCO's	4	
3rd Shift		1:13.3
> JCO's	3	

Source: Chinn Planning, Inc, 2005.

Another area of concern related to staffing is the current practice of assigning different JCO's at various institutions on the BRR Campus. Lack of consistency in housing unit assignment for JCO's results in:

- ❖ Inability to provide consistency for youth
- ❖ Reduced knowledge about youth
- ❖ Inappropriate or inconsistent response to behavior by staff
- ❖ Difficulty in implementing a level system
- ❖ Inability to monitor changes in youth behavior and reinforce positive behavior
- ❖ High staff turnover

With the addition of new JCO's, the SCDJJ should assign specific staff to consistently work at the same institution at the BRR Campus. Dedicated staff assignments in housing/living units improves:

- ❖ Staff and youth interaction/ consistency
- ❖ Medication management
- ❖ Use of sanctions
- ❖ Identification and monitoring of mental health needs
- ❖ Ability to reinforce a level system of behavior management

Staff Training and Development

Training should be refocused and enhanced for JCO's at the BRR Campus. This is critically important in light of the number of new staff that will be hired in the next year. Specific training related to risks, needs and profile characteristics of the population housed at the BRR Campus should be developed. With the increased number of community-based placements, the treatment needs and risk profile of the population housed at the BRR Campus has increased. **Improved training should focus on the mental health and related treatment needs of the population. Cross training of treatment and custody staff should be enhanced.** Improvements in this critical component within SCDJJ can lead to:

- Improved staff interaction with youth
- Improved interaction among staff and supervisors
- Improved interaction and communication between treatment, security, and community staff
- Reduction in staff turnover
- Development of career paths for staff
- Increased understanding of youth behavior and treatment needs
- Staff compliance with policies and procedures
- Improvements in conflict resolution and reduction in youth sanctions

Level System

SCDJJ is striving to maintain a level system for youth at the BRR Campus. Youth are placed in varying levels with privileges based on behavioral criteria. The lack of consistency in staff working with youth at the living units has made full implementation of the level system difficult. The physical structure of the living units also makes it difficult to provide privileges to youth. **Full implementation of a level system will require increases in staffing, dedicated staffing assignments, and replacement of the living units on the campus.** If staff do not consistently monitor progress in youth behavior, which requires consistent staff and youth interaction, it will be very difficult to maintain a level system. The Department is aware of the need to increase staff and provide consistent staffing patterns within each institution. Once this is accomplished, the level system that is now in place can be fully implemented.

F. Improvements in Treatment Services and Programming

SCDJJ has made many improvements in treatment and programming at the Broad River Road Campus. 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
- Improved communication, collaboration and reporting among treatment, custody, and community staff

Other improvements that are needed to enhance treatment programming include:

- Development of high management residential capacity
- Redefining youth profile and treatment program at the Youth Development camp
- Strengthening the level system of behavior management
- Cross training of custody and treatment staff
- Training for JCO's on behavioral characteristics and processing capabilities of youth

G. Improvements with DJJ 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 BRR Campus 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.** The physical school environment for girls has particularly improved since the relocation to the BRR Campus. New vocational programs have been developed. As the Department continues to divert low-level offenders and short-term sentenced population from the Broad River Road Campus, youth housed at the BRR Campus could benefit from continued expansion of vocational and career programs. As more youth are placed in community-based programs, the Department may want to consider directing and/or coordinating the educational service component with contract providers. In addition, implementation of the "No Child Left Behind" legislation in 2006 will result

in increased accountability and costs associated with providing educational services for youth committed to SCDJJ custody.

H. Improvements to Health Services

All of the milestones that are outlined in the SCDJJ progress report to improve health service delivery at the BRR Campus have been achieved. These include appointment 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, and timely access of health care services. However, the current infirmary facility has several deficiencies, and dental services are not available on site. The plan for future improvements to the BRR Campus developed by the Department calls for renovation and expansion of the infirmary. On-site dental services should be incorporated into the expansion of the infirmary.

I. Establishment of the South Carolina Friends of Juvenile Justice

The non-profit foundation that has been created by SCDJJ to assist in developing and funding prevention, rehabilitation, and reintegration programs for at-risk and incarcerated youth is an example of the strong leadership demonstrated by the Department. On-going efforts to improve service delivery, system-wide, to youth and families will require collaboration from community leaders and agency providers. Specific projects have been developed and implemented, and on-going efforts by the Department will expand the activities of this collaborative group.

III. THE IMMEDIATE FUTURE (2005-2006)

The SCDJJ 2005-2006 funding request, which has been approved by the General Assembly, is consistent with program and service needs system wide, and at the Broad River Road Campus. This includes:

- \$9.6 million to replace Medicaid funding, ensuring development of future alternative programs aimed at reducing the population levels at the BRR Campus.
- \$3.1 million for Juvenile Correctional Officers, which is critical to improved service delivery and programming at the BRR Campus.
- \$609,824 for community specialists to enhance community supervision.
- \$456,755 to continue development of programs for females at the BRR Campus.
- \$2.3 million to fund replacement housing units at the BRR Campus.
- \$400,000 for a girl's transitional living unit at the BRR Campus.

All of these funding requests that have been approved by the General Assembly are 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, programs and facilities must be expanded and improved in order to deliver services that meet the high levels of treatment and behavior management requirements.

With the exception of the four housing units that were renovated in 2004, all of the housing units at the BRR Campus need to be replaced. This will have a major impact on improving living conditions for youth committed to state custody. The Department has developed a plan to replace ten housing units over the next five to six years. If the schedule to replace housing could be accelerated, many of the deficiencies and obstacles to implementing programs and improving living conditions on the BRR Campus would be addressed in a timely manner.

The Department has outlined further plans for the immediate future. All of these plans reflect the service needs of the population. They include:

- Implementing a reclassification system.
- Expanding "step-down" programming for youth to ensure successful re-entry into the community.
- Working to reform juvenile detention practice, by controlling the "front end" of the juvenile justice system.
- Development of a risk based detention decision instrument, expansion of electronic surveillance capacity, expansion of detention alternatives, and development of staff secure residential care.
- Expansion of after-school programming for at-risk youth and other programs that strengthen state-wide efforts aimed at intervention, prevention, and diversion in the community.

IV. NEXT TWO TO FOUR YEARS (2007-2010)

The plans outlined by SCDJJ for the longer-term horizon include:

- Continued improvements in treatment programming at BRR Campus
- Increasing community-based evaluations
- Strengthening prevention and intervention efforts in the community
- Continuing the expansion of community-based residential and non-residential programming
- Enhancing re-integration efforts on a state-wide basis

- Developing transitional housing as a “Step-Down” from institutional placement
- Developing a new entrance and image at the Broad River Road Campus
- Completion of ten living unit replacements at the Broad River Road Campus
- Renovating and expanding the infirmary at the Broad River Road Campus

V. 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. 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. **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 Staffing Levels
- Dedicate Staff Assignments in Housing/Living Areas
- Improve Staff Recruitment and Retention
 - > Reduce Staff Turnover
- Improve Training and Staff Development
 - > Mental Health Issues
- Optimize Youth Development Camp
 - > Clarify population
 - > Profile characteristics
 - > Develop program plan
- Replace Ten Housing Units at Broad River Road Campus
 - > Develop operational and facility plan

- Define Program and Levels
 - > Classification and Reclassification
 - > Consistency
 - > Housing Assignments
- Expand High Management Community Residential Capacity
- Reduce Evaluation and Admissions Processing Time
 - > Increase Community-Based Evaluations
- Improve Programming for Girls
 - > Transition Housing
 - > Communities in Schools
 - > Recreation, Other
- Reduce Detention Population
 - > Expand Detention Alternatives (Shelter Care and Community Based)
 - > Strengthen Admissions Criteria

The dedicated leadership at the Department has shown progress toward improving conditions of youth committed to state custody over the past three years, and have a clear and accurate plan for the future that reflects best practices in the field of juvenile justice. Although great progress has been made, future progress will depend on continued efforts to enhance services and facilities at the BRR Campus. **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

**SOUTH CAROLINA DEPARTMENT OF
JUVENILE JUSTICE MASTER PLAN UPDATE
MEETING SCHEDULE**

Wednesday, MARCH 23rd

- 10:00am Trudie Trottie, Director, Research & Statistics (Data and Overview)
- 11:00am Tour of Broad River Road Campus
- Ray Cavanagh, Director, Institutional Management
 - Stacey Atkinson, Director, Rehabilitative Support Services

Tuesday, APRIL 5th

- 10:00am Honorable Judge Byars
- 11:30am Susan Alford, Associate Deputy Director for Policy and Planning
- 12:30pm Ronny Grate, Director, Residential Services
- 1:30pm Bill Evans, Administrator, Support Services
- 2:30pm Terri Jenkins, Director, Human Resources
- 3:30pm Tamerat Worku, Interim Administrator, Staff Development and Training

Wednesday, APRIL 6th

- 11:00am Larry Vanderbilt, DJJ Legal Counsel
- 12:00pm Randy Grant, Deputy Director for Administrative Services
- 1:00pm Montez Creed, Classification Manager
- 2:00pm Jerry Adger, Deputy Director for Rehabilitative Services
- 3:00pm Ray Cavanagh, Director, Institutional Management
- 3:45pm Bill Haxton, Ph.D., Director, Clinical & Professional Services

Tuesday, APRIL 12th

- 9:00am Susan Alford, Associate Deputy Director for Policy and Planning (follow up)
9:30am Meda Cobb, Deputy Director for Educational Services
10:30am Jenny Mangum, Policy Administrator

Thursday, APRIL 28th

- 8:30am Nancy Kuhl, Community Alternative Coordinator
9:45am Samuel Soltis, Director, Health Services
10:45am Katherine Pierson, Manager, Juvenile and Family Relations

Thursday, MAY 12th

- 2:30pm Honorable Judge Byars and Dr. Kathleen M. Hayes, Chief of Staff

Friday, MAY 27th

- 10:00am Nancy Montgomery, Principal, Willow Lane Middle School

Friday, June 17th

- 1:00pm Dr. Kendra Cusaac, Treatment Director
2:00pm Dennis Burdette, Inspector General