

Summary: Potential Transfer of DJJ to HHR

WHAT WE FOUND

DJJ provides rehabilitative services to youth, which are similar to services provided by HHR agencies and reportedly more accessible

Youth in the juvenile justice system are eligible to receive rehabilitative services that are similar to the types of services provided by health and human resources (HHR) agencies. For example, some youth receive services in their communities through the Virginia Juvenile Community Crime Control Act (VJCCCA), which is administered by DJJ. Youth in the juvenile justice system also receive a variety of community-based rehabilitative services through DJJ's regional service coordinator (RSC), a private contractor who coordinates services. The RSC offers services such as individual and family therapy, substance abuse treatment, anger management, mentoring, and skill building. In some cases, the RSC arranges for youth to receive services directly from HHR agencies.

It appears that the RSC delivers services that are timely and accessible. DJJ's RSC contract requires the contractor to arrange for services to be provided within five days of referral. Stakeholders report that the RSC tends to deliver services more promptly than programs operating under the HHR secretariat, such as the Children's Services Act (CSA). Additionally, DJJ staff report that with implementation of the RSC model, access to services has expanded, and the number of direct service providers has increased by more than 50 percent since FY17. DJJ does not document specific services individual youth receive through the RSC, but observations and information obtained from multiple sources suggest that court-involved youth generally have access to the services they need.

Youth confined in one of the state's juvenile detention centers (JDCs) or at Bon Air Juvenile Correctional Center also must receive rehabilitative services, such as anger and aggression management, substance abuse treatment, sex offender treatment, family therapy, and life skills training. Services for detained and committed youth are primarily delivered by staff in the facilities (versus through the RSC), though some services for youth in JDCs are provided directly by local HHR agencies like community services boards (CSBs) and local departments of social services.

JLARC's 2021 study recommended improvements to the services provided to youth in Virginia's detention centers and at Bon Air, and some of those recommendations have not been fully implemented. Bon Air's staffing shortages—also a topic of 2021 JLARC recommendations—may impact rehabilitative service delivery for committed

WHY WE DID THIS STUDY

In November 2023, the Joint Legislative Audit and Review Commission (JLARC) directed its staff to review the potential transfer of the Department of Juvenile Justice (DJJ) from the Secretariat of Public Safety and Homeland Security to the Secretariat of Health and Human Resources.

ABOUT THE DEPARTMENT OF JUVENILE JUSTICE

DJJ is the state agency responsible for administering and overseeing Virginia's juvenile justice system. Its mission is to "protect the public by preparing court-involved and committed youth to be successful citizens." DJJ operates 30 of 32 court service units (CSUs) and the Bon Air Juvenile Correctional Center, as well as oversees juvenile detention center (JDC) compliance with applicable laws and regulations. DJJ also contracts for services and alternative placement options for youth, including services in the community and at JDCs.

youth to some extent, though DJJ reports that most committed youth are able to complete core rehabilitative programming (i.e., aggression management, substance abuse) before their release date.

Placing DJJ and HHR agencies in different secretariats does not appear to hinder coordination

Steps have been taken to improve court-involved youth's access to rehabilitative services, and many are served through DJJ as well as HHR agencies. Few stakeholders reported firsthand knowledge of coordination challenges between DJJ and HHR agencies. Instead, most cited examples of effective collaboration. For instance, in FY24, DJJ referred youth and their families to various HHR agencies as part of its pre-court services (e.g., local departments of social services, CSBs, housing and food assistance programs), and over 5,000 families took advantage of those services. Additionally, in FY24, DJJ referred 470 youth to CSA programs, which arranged for community-based services or placements in group homes and residential treatment facilities. In some parts of the state, youth in the juvenile justice system receive behavioral health services directly from CSB mental health workers who are embedded within court service units and juvenile detention centers.

About half of states place juvenile justice functions with health and human resources programs, but other factors have a greater influence on outcomes

States' placement of juvenile justice agencies within state government varies, and it is not unusual for juvenile justice to be placed under a HHR secretariat or in an agency with HHR programs. Among other states with a secretariat-based system, five include juvenile justice responsibilities under a health and human resources-equivalent secretariat, while four place them under a public safety secretariat. Of the remaining states, 19 place their juvenile justice functions with agencies delivering HHR or family services. Nine states place juvenile justice responsibilities in agencies performing public safety functions. In the remainder of states, juvenile justice is a stand-alone and independent agency.

Regardless of where states locate their juvenile justice systems, there was no conclusive evidence found that organizational placement affects rehabilitative outcomes or access to services for youth in the juvenile justice system. According to national subject matter experts and practitioners in other states, the placement of juvenile justice within state government does not determine the agency's focus on youth rehabilitation or the availability and quality of rehabilitative services. Other factors are reportedly more influential, including leadership policies, procedures, and goals; funding available to expand services; and approaches to fostering cross-agency collaboration on policies and initiatives for court-involved youth.

Transferring DJJ to the HHR secretariat would not ensure better access to services, and there are valid concerns a transfer could hinder DJJ’s public safety mission

Transferring DJJ to the HHR secretariat would not ensure that court-involved youth access better or additional services. DJJ staff and other stakeholders report that HHR agencies across the state already have long waitlists and cumbersome processes and generally do not have the capacity to serve more youth. Additionally, HHR agencies’ services are delivered and coordinated at the local level, which would limit the effects of any organizational changes at the state level. Furthermore, DJJ likely would not receive additional attention under the HHR secretariat, which has 12 separate agencies, most of which have extremely large budgets, programs, and staff. Virginia and national subject matter experts stated that transferring DJJ to HHR could result in DJJ receiving less focus and resources than it does in the public safety and homeland security secretariat, which has fewer agencies and programs.

In addition to providing rehabilitative services, DJJ must ensure public safety, and several stakeholders expressed concerns that fulfillment of this mission could be hindered by moving to the HHR secretariat. DJJ’s public safety mission is embedded within its rehabilitative programming, which is specifically designed to address youth’s risk factors that contribute to delinquent behavior and to reduce the likelihood of reoffending. Stakeholders worry that if DJJ were transferred to the HHR secretariat, this specialized focus could diminish.

DJJ’s public safety responsibility is essential, and a higher proportion of court-involved youth are at risk of reoffending and have committed more serious offenses than in previous years. For example, the proportion of youth committed to DJJ custody identified as “high risk” has grown by nearly 20 percent over the past decade, with 84 percent of committed youth identified as high risk in FY24. It does not appear to be prudent to take actions that could hinder DJJ in carrying out its public safety function.

Related to its public safety mission, DJJ must maintain a high degree of coordination with other public safety agencies. For example, the Department of Criminal Justice Services oversees the state’s compliance with the federal Juvenile Justice Delinquency and Prevention Act requirements and administers related funding. The Virginia Department of Corrections (VADOC) coordinates case planning with DJJ for committed youth who will serve time at a VADOC facility after their DJJ commitment. DJJ also shares and receives intelligence and information from public safety agencies, such as the Virginia State Police and local law enforcement, which helps prevent and address criminal activity while ensuring due process. Public safety officials have expressed concerns that their ability to transmit and receive such information could be hindered if DJJ were more removed from the secretariat and further separated from other public safety agencies.

If the General Assembly wishes to move DJJ to the HHR secretariat, few costs would be incurred

Transferring DJJ to the HHR secretariat would entail minimal to no costs. Based on other recent transfers, the Department of Planning and Budget indicated a DJJ transfer would result in only minor, one-time administrative expenses, such as letterhead changes and updates to department codes and references by administrative and financial agencies (e.g., Department of Human Resource Management).

Several alternative strategies could achieve intended goals of transferring secretariats

Several strategies may better achieve the intended goals of transferring DJJ to another secretariat, such as improving rehabilitative services for court-involved youth and coordination between DJJ and HHR agencies, including:

- either codifying a Children’s Cabinet responsible for ensuring coordination between DJJ and HHR agencies or creating a cabinet-level position for this purpose;
- increasing funding for the Virginia Juvenile Community Crime Control Act (VJCCCA), which funds rehabilitative services for youth in each locality, and is one of the only statewide funding sources that can be used on early intervention services intended to prevent youth from engaging in delinquent behavior;
- increasing funding to provide embedded CSB mental health workers in all of DJJ’s court service units statewide (10 currently do not have embedded CSB workers); and
- taking additional steps to fully implement relevant recommendations from previous JLARC reports, including improving rehabilitative programming for youth in JDCs and at Bon Air JCC (*Virginia’s Juvenile Justice System*, 2021) and requiring local CSA programs to serve youth under the non-mandated category, which includes some youth in the juvenile justice system (*Review of the Children’s Services Act and Private Special Education Day School Costs*, 2020).

WHAT WE RECOMMEND

Executive action

- Track data on rehabilitative services youth are receiving through DJJ’s regional service coordinator to evaluate access to services and identify whether changes to the RSC model and its offerings are needed.

The full recommendation is available on page v.

Recommendation: Potential Transfer of DJJ to HHR

RECOMMENDATION 1

The Department of Juvenile Justice (DJJ) should, as part of its effort to improve documentation of rehabilitative or other services delivered to court-involved youth, track specific services youth receive through its regional service coordinator (RSC) and report on these services in its annual Data Resource Guide. DJJ should use the data it collects to (i) evaluate youths' access to services; (ii) ensure each youth is receiving and completing services that align with findings of their Youth Assessment and Screening Instrument; and (iii) evaluate whether changes to the RSC model, its service offerings, or service delivery are needed.



Potential Transfer of DJJ to HHR

Study resolution

- JLARC directed to study the **feasibility, costs, and benefits** of transferring DJJ from the Secretariat of Public Safety and Homeland Security to the Secretariat of Health and Human Resources
- Advocates contend transfer could better achieve DJJ's rehabilitative mission by
 - providing court-involved youth with better access to health and human resources (HHR) services and
 - improving coordination between DJJ & HHR agencies

Originated as Senate Joint Resolution 250 (2023), referred to JLARC by Senate Rules for consideration.

Research activities

- Interviews with current and former cabinet secretaries and agency directors, DJJ staff, and other subject matter experts in state and local government
- Interviews with public defenders, commonwealth's attorneys, and judges
- Interviews with national juvenile justice experts and juvenile justice agency staff in other states
- Review of data and information on the provision of services to DJJ youth

*More information about research methods in Appendix B.

In brief

DJJ already provides a range of rehabilitative services to youth, which are similar to HHR services and reportedly more accessible.

Many court-involved youth also receive services directly from HHR agencies, and DJJ's placement in the public safety secretariat does not appear to hinder its coordination with these agencies.

Organization of juvenile justice agencies within state governments varies, but organizational placement does not appear to factor into the quality or availability of services.

Transferring DJJ to the HHR secretariat would not necessarily ensure better access to services and could compromise DJJ's ability to carry out its public safety mission.

Several alternatives could be considered to achieve intended goals of proposed transfer.

In this presentation

Background

DJJ's provision of rehabilitative services

Agency coordination across secretariats

Considerations for moving DJJ to the HHR secretariat

Opportunities to improve youths' access to services without moving DJJ to the HHR secretariat

Public Safety and Homeland Security Secretariat consists of 10 state agencies

- Agencies are responsible for safeguarding Virginia and its citizens
- \$4.0B total budget and ~21,000 FTEs in FY24



Virginia Alcoholic Beverage
Control Authority



Commonwealth's Attorneys'
Services Council



Virginia Department
of Corrections



Virginia Department of
Criminal Justice Services



Virginia Department of
Emergency Management



Virginia Department
of Fire Programs



Virginia Department of
Forensic Science



Virginia Department of
Juvenile Justice



Virginia Parole Board



Virginia State Police

Health and Human Resources Secretariat consists of 12 state agencies

- Agencies are responsible for providing health-related services and funding, including to individuals with disabilities, low-income working families, and children
- \$28.6B total budget and ~15,000 FTEs in FY24



Assistive Technology
Loan Fund Authority



Department for Aging and
Rehabilitative Services



Department for the Blind
and Vision Impaired



Virginia Department
of Health



Department of Medical
Assistance Services



Office of Children's
Services



Virginia Board for People
With Disabilities



Department of
Behavioral Health and
Developmental Services



Virginia Department
for the Deaf and
Hard of Hearing



Virginia Department of
Health Professions



Virginia Department of
Social Services



Virginia Foundation for
Healthy Youth

Cabinet secretaries' duties are established in Code

- Duties include:
 - Representing governor and directing development of goals & objectives in accordance with governor's general policy
 - Performing managerial oversight & coordination, including holding agency heads accountable for performance
 - May also have specific duties
 - e.g., Secretary of Public Safety & Homeland Security coordinates system of offender transition & re-entry services
- Cabinet offices tend to have relatively few staff
 - PSHS allocated 9 positions; HHR allocated 5 positions

PSHS = Public Safety and Homeland Security

Secretariat structure organizes agencies around related missions and programs

- Secretariats generally include agencies
 - with interrelated missions or priorities
 - that are responsible for administering interdependent programs or functions
- For example, finance secretariat includes four state agencies that handle all state financial transactions: Dept. of Accounts, Dept. of Planning & Budget, Dept. of Taxation, & Dept. of the Treasury

DJJ is state agency responsible for administering & overseeing juvenile justice system in Virginia

- DJJ's mission is to “protect the public by preparing court-involved and committed youth* to be successful citizens”
- Operates 30 court service units (CSUs) throughout the state, as well as Bon Air Juvenile Correctional Center
- Oversees locally and regionally operated juvenile detention centers' (JDC) compliance with applicable laws and regulations
- Contracts for services and alternative placement options for youth, including services in the community and at JDCs

*Committed youth refers to youth who have been placed in DJJ custody by a judge's order.

Roles and responsibilities of court service units

- Court Service Units (CSUs):
 - Serve as intake when a charge (“complaint”) is filed against a youth
 - Determine whether case should go before a judge or be handled informally through a CSU-prescribed plan of services (“diversion”)
 - Make initial determination of whether youth should be detained in a JDC prior to their adjudication
 - Assess youth’s rehabilitative needs, develop service plans for diversion, probation, or parole, refer youth to community-based services
 - Supervise youth who are on probation or parole, ensure they are following service plan

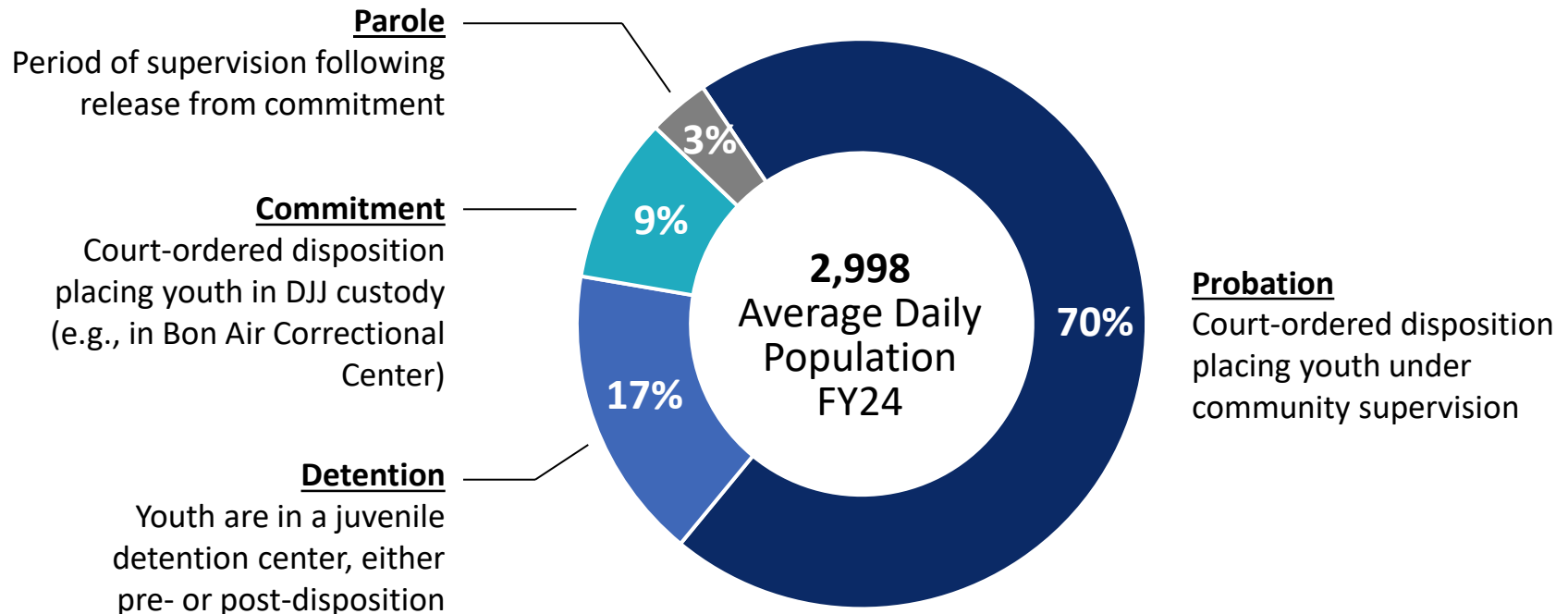
Roles and responsibilities of J&DR court judges

- Juvenile and Domestic Relations (J&DR) court judges:
 - Review CSU decision to detain youth in a JDC prior to adjudication (“detention hearing”)
 - Determine whether youth is guilty of alleged offense(s) (“adjudicated delinquent”)
 - Determine youth’s sentence (“disposition”), for example commitment to Bon Air Juvenile Correctional Center or probation
 - May prescribe community-based services for youth

DJJ began a “transformation” reform effort in 2016 to increase focus on rehabilitation

- Goals of transformation were to:
 - Ensure youth receive rehabilitative services that meet their needs and reduce the likelihood that they reoffend
 - Reduce the number of youth in state correctional centers, while maintaining public safety
 - Increase local placement options & community-based programs
- General Assembly authorized DJJ to reinvest funds from juvenile correctional center closures to increase array of community-based services

Nearly 3K court-involved youth each day, majority serving probation in the community



NOTE: Numbers may not sum because of rounding. Figure does not include ~5,000 youth annually whose cases were diverted and handled informally rather than through official court process. CSU staff may initially decide to detain youth pre-disposition, but this decision is reviewed by judge at youth's detention hearing. Post-disposition detention is ordered by a judge. Decision to require parole following youth's release from commitment may be ordered by a judge or administratively determined by DJJ.

Juvenile justice population is higher risk/need than in the past

- Juvenile arrests have declined in VA and nationally; youth who are arrested are accused of more serious offenses
- Diversion of lower risk youth to community services (away from juvenile justice system) has increased
- Therefore, remaining population consists of youth with highest risks/needs, and greatest public safety risk
 - For example, in FY24, 84 percent of youth committed to DJJ (in Bon Air or in JDCs) were identified as high risk, compared with 71 percent in FY13
 - DJJ staff note youth have more challenging behavioral health needs than in the past

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Background

DJJ's provision of rehabilitative services

Agency coordination across secretariats

Considerations for moving DJJ to the HHR secretariat

Opportunities to improve youths' access to services without moving DJJ to the HHR secretariat

Finding

Youth on probation and parole already have access to a range of community-based rehabilitative services through DJJ, which are similar to typical HHR services but are reportedly more accessible.

DJJ provides services to most youth through its regional service coordinator (RSC) model

- DJJ established a regional service coordinator model in 2016 for providing services to youth in the community
 - Contracts with Evidence Based Associates, which serves as the RSC statewide
 - Evidence Based Associates contracts with local service providers around the state who deliver services to youth
- ~73% of youth in the system are on probation/parole and receive services through this arrangement
- DJJ intends to expand RSC services to committed youth in Bon Air JCC and juvenile detention centers

Services delivered through DJJ's regional service coordinator are similar to HHR services

- In FY24, RSC reimbursed providers for the following services:
 - Clinical services (individual & family therapy, substance abuse, etc.)
 - Non-clinical services (anger management, mentoring, skill building, etc.)
 - Residential placements & services (group homes, independent living, etc.)

DJJ's RSC model has expanded access to community-based services

- DJJ staff report that RSC model has expanded services & that they are generally able to meet youths' service needs
- Since DJJ adopted RSC model, number of service providers increased from 78 in FY17 to 120 in FY25
- Model allows youth to access services that may not be available in their locality
 - Some HHR programs limit access to local providers

DJJ's RSC model emphasizes timely service delivery and improves service availability

- RSC required through its contract with DJJ to ensure that services are provided within 5 days of referral
- CSU staff stated RSC services are available more quickly than services provided by HHR programs, such as CSA*
- Consistent with findings from probation officer survey conducted as part of JLARC's 2021 juvenile justice study
 - Most probation officers who responded agreed they can (1) access services that meet specific needs of youth on their caseloads and (2) access services in a timely manner

*CSA = Children's Services Act. JLARC's 2020 report, *Children's Services Act and Private Special Education Day School Costs*, found that children referred to the CSA program could wait one month or more to begin services after referral.

DJJ also administers VJCCCA funding for similar community-based services for youth

- VJCCCA* funds provide rehabilitative services to youth in the community via local public and contracted providers
- Services delivered primarily to youth on diversion plans, probation, or who are at-risk of detention
 - Examples of services provided include substance use education and treatment, anger management, community service, & law-related education
- VJCCCA funds were distributed to providers who served 7,247 youth in FY24

*VJCCCA=Virginia Juvenile Community Crime Control Act. VJCCCA also funds some services for pre-trial youth in juvenile detention centers.

Finding

The absence of available data prevents understanding which specific services individual youth receive through DJJ's Regional Service Coordinator model and the effectiveness of these services.

Cannot track amount of services each youth receives, or effectiveness, due to data limitations

- While evidence exists (e.g., service invoices, interviews) that youth in the community are receiving services, DJJ does not have a detailed record of service delivery through the RSC
- DJJ plans to document more details about RSC service delivery in 2025
 - Plans to collect data, by individual youth, on service provider, funding source, service type, and the youth's progress and completion
- DJJ also planning to contract for a review of services offered by the RSC and their effectiveness

Recommendation

As part of its effort to improve documentation of rehabilitative or other services delivered to youth, DJJ should track and report on specific services youth receive in its annual Data Resource Guide and use the data it collects to

- evaluate youths' access to services;
- ensure each youth is receiving and completing services that align with findings of their YASI* assessment; and
- evaluate whether changes are needed to service delivery.

*Youth Assessment and Screening Instrument (YASI), which is used by DJJ to classify an individual's risk of reoffending and determine the individual's treatment needs.

Finding

Detained and committed youth are also supposed to receive rehabilitative services, and JLARC previously recommended improvements to services for this subset of youth.

Detained youth are supposed to receive services at Virginia's JDCs

- ~6,500 youth placed in one of Virginia's 24 JDCs* in FY24, most with short stays while awaiting trial
 - JDC services include anger management, substance abuse treatment, family therapy, and life skills training
- Services primarily delivered by JDC staff, but other entities like CSBs* or local social services departments may also provide services
 - Example: General Assembly allocates funding for CSBs to provide mental health and case management services in JDCs

*JDC=juvenile detention center; CSB=community services board. Some JDCs also provide services to committed youth who are serving their sentence in a Community Placement Program at the JDC.

Committed youth are supposed to receive services at Bon Air Juvenile Correctional Center

- Few youth, but present greatest public safety risks
 - Top five offenses of committed youth admitted to DJJ in FY24 were larceny, assault, robbery, burglary, & murder; 93% of youth had committed at least one felony offense
- Bon Air staff conduct psychological evaluations and are responsible for delivering rehabilitative services
- Current Bon Air staffing challenges may impact extent and effectiveness of rehabilitative service delivery
 - DJJ reports most youth complete core rehabilitative treatment before their release date (i.e., substance abuse)
 - Staffing levels prevent delivering additional beneficial services

General Assembly directed DJJ to evaluate programming for committed youth

- Based on recommendation from JLARC's 2021 report, General Assembly directed DJJ in the 2024 Appropriation Act to:
 - Evaluate its rehabilitative programming for committed youth to ensure it aligns with national evidence-based practices
 - Assess whether it has sufficient staffing levels to support such evidence-based programming
 - Provide recommendations to address any staffing shortfalls
- DJJ required to submit report of findings and recommendations by December 2024, but it has not yet been published

Additional 2021 JLARC recommendations to improve services not fully implemented

- Directed to General Assembly:
 - Require JDCs to use evidence-based programs & practices
 - Authorize DJJ to evaluate quality of JDC programming*
- Directed to DJJ:*
- Improve Bon Air staff training on rehabilitative programming for youth
- Take actions to mitigate Bon Air staffing shortages
- Ensure rehabilitative programming is based on best practices

*DJJ's JDC oversight responsibilities established in Code & do not currently include evaluating quality of rehabilitative programming. DJJ has taken some steps to improve staff training and rehabilitative programming but has not fully implemented recommendations to improve services for committed youth.

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Finding

Many youth in the juvenile justice system already receive services from HHR agencies, and DJJ's placement in the public safety secretariat does not appear to hinder coordination with HHR agencies.

Many youth in the juvenile justice system already receive services & benefits from HHR agencies

- **CSA:** DJJ referred 470 youth to CSA in FY24, including to community-based services, group homes, and residential treatment facilities
- **CSBs:** Provide services to court-involved youth via embedded mental health staff at CSUs and JDCs
- **DSS:** Majority of court-involved youth received benefits or services through VDSS (FY17–FY21), including child support enforcement (53%); Medicaid (76%); SNAP (69%); & TANF (34%)
 - ~12% of court-involved youth in foster care

CSA=Children's Services Act; CSBs=community services boards; DSS=Department of Social Services

HHR and DJJ services are similar, but DJJ services are specifically designed to reduce reoffending

- Similar services include mental health evaluations, case management, and individual & family therapy
- DJJ's services serve specialized purpose for youth in juvenile justice system because they are designed to address risk factors for reoffending, while HHR services are not
 - Example: Service providers used by DJJ are trained to target risk factors youth exhibit based on DJJ's YASI* assessment

*Youth Assessment and Screening Instrument (YASI), which is used by DJJ to classify an individual's risk of reoffending and determine the individual's treatment needs.

Lack of available data prevents quantifying number of DJJ youth receiving HHR services

- DJJ and HHR agencies have separate systems for managing and tracking service populations
 - Cannot tell whether a youth served by DJJ is also on an HHR agency's caseload ("crossover youth")
- DJJ has attempted to identify crossover youth using VLDS*, but aspects of VLDS have made this challenging
 - Example: DBHDS* does not participate in VLDS, so VLDS cannot be used to identify court-involved youth who have received CSB services

*VLDS=Virginia Longitudinal Data System; DBHDS=Department of Behavioral Health & Developmental Services

Little compelling evidence of insufficient coordination at state level between DJJ and HHR

- Most stakeholders reported no first-hand knowledge of hindrances to coordination between DJJ & HHR agencies
 - HHR agencies report including DJJ as a strategic partner in statewide initiatives (e.g., Safe & Sound taskforce)
- A few stakeholders observed some diminished coordination over time, especially after sunseting of governor's "Children's Cabinet" in 2022
 - 2022 legislation proposed to codify Children's Cabinet, was not enacted

*The Children's Cabinet was created in 2014 by Executive Order 21 as an advisory cabinet to the governor. Members included secretaries of education, health and human resources, public safety and homeland security, and commerce and trade; the lieutenant governor, and the first lady.

No evidence found of insufficient coordination at local level between DJJ and HHR

- No stakeholders reported first-hand knowledge of systemic coordination problems between DJJ & HHR agencies
- At local level, CSUs work with HHR agencies to coordinate case planning
 - Work with local DSS offices for youth in foster care
 - CSU staff are members of multi-disciplinary service planning teams used by CSA program*
 - In interviews, local HHR agencies and CSUs reported positive experiences working with one another

*The Children's Services Act requires local governments to establish family assessment and planning teams ("FAPT") composed of representatives from local DSS, community services boards, local health departments, and CSUs. FAPT teams evaluate and arrange services for at-risk youth eligible for CSA-funded services.

DJJ has several partnerships with HHR agencies

- CSUs refer youth and families to HHR agencies as part of DJJ's "pre-court services," including VDSS, CSA, CSBs, VJCCCA, & food/housing assistance
 - In FY24, over 5k families accepted these voluntary services
- CSBs provide mental health staff to 20 CSUs and 21 JDCs to address crises, evaluate mental health, make service referrals, and provide case management
- Code of Virginia requires DJJ to develop a model MOU that can be used by local agencies to share information about court-involved youth

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Finding

There is no consensus on the best placement of juvenile justice responsibilities in other states, and other factors are more critical for system improvement and outcomes.

Juvenile justice placement varies; 1/2 place with HHR

- Placed with an HHR secretariat or equivalent (24)
 - 5 place juvenile justice under HHR secretariat equivalent
 - 19, which do not have similar secretarial structure, place juvenile justice with agencies delivering HHR or child/family services
- Placed with public safety equivalent or are standalone (25)
 - 13 place juvenile justice under public safety secretariat or with agency performing public safety functions
 - 12 place juvenile justice in independent agencies

*Wisconsin is not included above because it splits juvenile justice responsibilities between two departments, one in public safety & one in HHR. More detailed description of other states included in online appendix.

Organizational placement in other states is not key to juvenile justice improvement or outcomes

- No conclusive evidence from other states' experiences that organizational placement affects rehabilitative outcomes or service access
- Subject matter experts & practitioners in other states believe other factors have more impact
 - Statutory language regarding system purpose and goals
 - Leadership policies, procedures, and goals
 - Funding to expand service access and availability
 - Inter-agency education on different roles, responsibilities, and resources

Case study: Wisconsin

- In 2016, WI transferred community-based juvenile justice programming to Dept. of Children & Families*
 - Goal to better align oversight of juvenile justice & child welfare
- Transfer was accompanied by multiple initiatives, including: (1) establishing statewide risk assessment; (2) developing data system linking juvenile justice & child welfare; and (3) building out juvenile justice service array
- WI staff indicate positive outcomes driven more by these other initiatives than the transfer

*Juvenile correctional facilities remain under Department of Corrections.

Case study: Michigan and Utah

- MI and UT cited both benefits and drawbacks of organizing juvenile justice under human services
- Benefits cited: (1) more collaboration because juvenile justice and human services staff are located in the same physical space and (2) more consistent focus on rehabilitation across gubernatorial administrations
- Drawbacks cited include concerns that juvenile justice mission was deprioritized because of competition with other, especially larger, human services programs that serve more youth

Finding

There is no evidence that transferring DJJ to the HHR secretariat would ensure better access to services or prioritization of youths' service needs, and there are valid concerns that a transfer could hinder the public safety aspect of DJJ's mission.

HHR agencies' lack of capacity creates challenges for serving more youth

- HHR agencies across the state already have long waitlists, limiting their capacity to serve more youth
- CSA funds a variety of local youth services, but many localities have chosen to not serve court-involved youth* through CSA because of costs and capacity

*Unless they are in foster care or at risk of being placed in foster care.

Service delivery and coordination primarily occur at local level, limiting impact of secretarial change

- Cabinet secretary actions have limited influence at the local level
- HHR agencies are state supervised but locally operated
- State agencies (i.e., VDSS & DBHDS) supervise local entities, including by distributing federal & state funding, promulgating regulations, & negotiating contracts
- Local agencies are responsible for program and service delivery, including coordination with one another

HHR secretariat is large; DJJ could become lower priority than it is within public safety secretariat

- Subject matter experts in Virginia and nationally reported concerns that transferring DJJ to HHR could result in DJJ receiving less focus than within public safety
- Already 12 HHR agencies, many of which are very large and complex (DMAS, DBHDS, VDH, VDSS)*
- Officials concerned about difficulty appointing HHR secretariat leaders who are sufficiently knowledgeable about juvenile justice system

*DMAS=Department of Medical Assistance Services, DBHDS= Department of Behavioral Health and Developmental Services, VDH=Virginia Department of Health, VDSS=Virginia Department of Social Services

Maintaining high degree of coordination with public safety agencies would be essential

- If moved to HHR secretariat, DJJ would still need to coordinate with public safety agencies. For example:
 - DCJS oversees state's compliance with federal Juvenile Justice Delinquency & Prevention Act requirements and administers related funding
 - VADOC coordinates case planning with DJJ for committed youth who have blended sentences and will serve time at a VADOC facility after their DJJ commitment
 - VSP shares investigative information about court-involved youth with DJJ

Current placement allows DJJ to share resources more easily with other public safety agencies

- Under current structure, it is easier for DJJ to leverage relationships and resources with other public safety agencies
 - Examples: VADOC has provided DJJ with staffing resources (e.g., dogs for drug searches at facilities, CSU staff Narcan training, nighttime security staff coverage at Bon Air JCC); partnership to help fund services for youth who age out of DJJ on adult probation
- Important to ensure this coordination continued if DJJ were transferred to HHR secretariat

Public safety aspect of DJJ's mission integral to provision of rehabilitative services

- DJJ's mission of ensuring public safety includes its provision of rehabilitative services, which are focused on reducing youth's likelihood of reoffending
- Stakeholders concerned that transferring DJJ to HHR could hinder public safety mission & eventually diminish specialized focus of these services
- Safety & security of detained/committed youth must be ensured before providing any rehabilitative programming
 - Small proportion of DJJ's population, but high risk/need

"DJJ has fundamentally different purpose [than HHR] of public safety before anything else...they rightly have policies that manage risk in a different way than a rehabilitative agency." –HHR agency staff

Finding

There would be low or no costs associated with transferring DJJ to the HHR secretariat.

Likely small or no financial impact to transfer DJJ to HHR secretariat

- Department of Planning and Budget indicated transferring DJJ to HHR secretariat would not result in a major expense or administrative burden
- Examples of minor costs associated with secretary transfer include:
 - Letterhead changes
 - Updates to department codes and references by administrative and financial agencies (e.g., DPB, VITA, DHRM)*

*DPB=Department of Planning and Budget; VITA=Virginia Information Technologies Agency; DHRM=Department of Human Resource Management

Recent transfers have had low to no fiscal impact

- **Virginia Alcoholic Beverage Control Authority (2018):** Secretary of Public Safety and Homeland Security → Independent agency
 - Intended to increase flexibility in setting its own policies, specifically related to human resources and procurement
- **Board of Accountancy (2019):** Secretary of Commerce and Trade → Secretary of Finance
 - Intended to closely align the responsibilities between VBOA and the secretary of finance

Recent transfers have had low to no fiscal impact (cont.)

- **Department of Military Affairs (2018):** Secretary of Public Safety and Homeland Security → Secretary of Veterans and Defense Affairs
 - Intended to (1) streamline communication between veteran affairs and federal defense entities and (2) better align resources and missions across veteran affairs agencies supporting National Guard members and families

In this presentation

Background

DJJ's provision of rehabilitative services

Agency coordination across secretariats

Considerations for moving DJJ to the HHR secretariat

Opportunities to improve youths' access to services without moving DJJ to the HHR secretariat

Several strategies could be considered to achieve intended goals of transferring secretariats

■ Codify Children's Cabinet:

- Children's Cabinet created by executive orders (2014, 2018) advised governor on policies related to Virginia's children and youth
- Included secretaries of public safety and homeland security and health and human resources, among other cabinet-level officials
- Could help to ensure coordination of various child-serving agencies across multiple secretariats

Several strategies could be considered to achieve intended goals of transferring secretariats (cont.)

- **Cabinet-level coordinator position:**
 - Could institutionalize coordination over time and ensure focus on improving service delivery for court-involved youth and families, as well as youth served by other public safety agencies
 - Position could also facilitate other initiatives, such as a comprehensive identification of crossover youth in the state and services they receive
 - Could serve as staff to codified children's cabinet

Several strategies could be considered to achieve intended goals of transferring secretariats (cont.)

- **Increase VJCCCA funding:**
 - VJCCCA service demand has increased in recent years, with many localities reportedly running out of funding midyear
 - VJCCCA is one of the only funding sources for prevention services (e.g., substance use education, gang prevention, truancy intervention)
 - In 2019, General Assembly allowed VJCCCA to pay for prevention services but did not increase funding

NOTE: In FY24, \$19.6M spent on VJCCCA services, including both state (\$10.0M) and local (\$9.6M) funding.

Several strategies could be considered to achieve intended goals of transferring secretariats (cont.)

- **Increased funding for CSB staff in CSUs:**
 - 10 of DJJ's CSUs do not currently have an embedded CSB staff person
 - Currently \$2M allocated for CSB staff in CSUs (FY24)
 - CSUs with CSB staff spoke highly of these positions and ability to streamline access to services
 - Staff can speed up process for CSB referrals as well as provide some services themselves, such as mental health evaluations and crisis interventions

Previously unimplemented recommendations could also help achieve intended transfer goals

- *Virginia's Juvenile Justice System* (2021) report included various recommendations & policy options to improve rehabilitative programming for youth in JDCs and at Bon Air JCC that have not been fully implemented
- *Review of the CSA and Private Special Education Day School Costs* (2020) included a recommendation to require local CSA programs to serve “non-mandated” youth, which includes youth in the juvenile justice system, that has not been implemented

JLARC staff for this report

Tracey Smith, Associate Director

Brittany Utz, Senior Legislative Analyst

Tess Hinteregger, Senior Legislative Analyst

Appendix A: Study resolution

Transfer of the Department of Juvenile Justice to the Health and Human Resources Secretariat

Authorized by the Commission on November 13, 2023

WHEREAS, the Department of Juvenile Justice provides accountability and interventions that improve the lives of court-involved youths, and prepare them for success as productive citizens; and

WHEREAS, in contrast with adult criminal law which is punitive, juvenile law is intended to be remedial and affords juvenile and domestic relations judges more discretion in handling delinquent behavior than in adult criminal law; and

WHEREAS, many youths admitted into a Department of Juvenile Justice direct care program may have a mental health disorder, attention-deficit/hyperactivity disorder, conduct disorder, oppositional defiant disorder, or a substance use disorder and have been prescribed psychotropic medication at some point during their lives; now, therefore, be it

RESOLVED by the Joint Legislative Audit and Review Commission that staff be directed to study the feasibility, costs, and benefits of transferring responsibility for the Department of Juvenile Justice from the Secretary of Public Safety and Homeland Security to the Secretary of Health and Human Resources.

JLARC shall make recommendations as necessary and may review other issues as warranted.

All agencies of the Commonwealth, including the Department of Juvenile Justice, and Offices of the Secretary of Public Safety and Homeland Security, and Secretary of Health and Human Resources shall provide assistance, information, and data to JLARC for this study, upon request. JLARC staff shall have access to all information in the possession of agencies pursuant to § 30-59 and § 30-69 of the Code of Virginia. No provision of the Code of Virginia shall be interpreted as limiting or restricting the access of JLARC staff to information pursuant to its statutory authority.

Appendix B: Research activities and methods

Key research activities performed by JLARC staff for this study include:

- structured interviews with current and former cabinet secretaries and agency directors, DJJ and other state government staff, DJJ's regional service coordinator, commonwealth's attorneys, public defenders, judges, other states' juvenile justice entities, and national, state, and local subject matter experts;
- questionnaires to local HHR entities about services provided to court-involved youth;
- review of data and documentation on the provision of services for court-involved youth; and
- other documents and policy reviews, including state laws, regulations, policies, and national research relevant to the provision of services for court-involved youth and state organization of juvenile justice entities.

Structured interviews

Structured interviews were a key research method for this report. JLARC staff conducted 44 structured interviews for this study. Key interviews included:

- current and former cabinet secretaries of the Public Safety and Homeland Security (PSHS) secretariat and the Health and Human Resources (HHR) secretariat;
- state agency staff, including staff from the Department of Juvenile Justice (DJJ), the Department of Criminal Justice Services (DCJS), the Virginia Department of Corrections (VADOC), the Virginia State Police (VSP), the Virginia Department of Social Services (VDSS), the Office of Children's Services (OCS), and the Department of Planning and Budget (DPB);
- commonwealth's attorneys, public defenders, and juvenile & domestic relations district court judges;
- other Virginia stakeholders; and
- other states' juvenile justice entities and national subject-matter experts.

Cabinet secretaries

JLARC staff conducted interviews with current and former cabinet secretaries of the PSHS and HHR secretariats. Interviews were focused on the responsibilities of the respective cabinet offices, and the potential advantages and disadvantages that transferring DJJ to the HHR secretariat may have on the offices' operations as well as the other agencies they oversee. The cabinet secretaries were also asked about alternative strategies to a transfer that could improve the availability of rehabilitative services for youth and coordination between DJJ and the HHR secretariat.

State agencies

JLARC staff conducted multiple interviews with current and former DJJ staff. Topics varied across interviews but were primarily focused on the current status of rehabilitative services for court-involved youth and coordination between DJJ and HHR agencies; shortcomings with current services and coordination; the potential impacts of transferring DJJ to the HHR secretariat; and alternative strategies that may improve service availability and coordination.

The team also interviewed staff from DJJ's contracted service provider, Evidence Based Associates (EBA), primarily to learn about the rehabilitative services EBA provides for youth in the justice system and any gaps in those services.

JLARC staff conducted several interviews with staff of other public safety agencies—including the Department of Criminal Justice Services, the Virginia Department of Corrections, and Virginia State Police—and health and human services agencies, including the Office of Children's Services and the Virginia Department of Social Services. The interviews primarily focused on those agencies' current collaboration with DJJ and the services they provide to court-involved youth, as well as the potential impacts a transfer of DJJ to the HHR secretariat would likely have on those agencies and the youth served.

JLARC staff also interviewed staff from the Department of Planning and Budget (DPB) to learn about the potential fiscal impacts of transferring a department from one secretariat to another. Through these conversations, the team also gathered DPB staff perspectives on the potential impacts of transferring DJJ to the HHR secretariat.

Commonwealth's attorneys, public defenders, and J&DR judges

JLARC staff conducted interviews with commonwealth's attorneys, public defenders, and the Virginia Indigent Defense Commission, primarily to gather their perspectives on the current availability of rehabilitative services for court-involved youth, the impacts of any gaps in these services, and whether transferring DJJ to the HHR secretariat would improve service availability. In addition, these stakeholders were asked about any other potential advantages or disadvantages of this transfer, particularly related to court decisions. J&DR court judges were asked similar questions, in addition to questions about how, if at all, transferring DJJ to the HHR secretariat would impact their perceptions of DJJ and any sentencing decisions.

Other Virginia stakeholders

JLARC staff interviewed other Virginia stakeholders, including the Virginia Juvenile Detention Association (VJDA), Legal Aid Justice Center, Rise for Youth, and Voices for Virginia's Children.

The discussion with VJDA staff was primarily focused on the prevalence of rehabilitative service needs among the juvenile detention center (JDC) population, and the current availability of those services within JDCs. It also covered the interactions between JDCs and DJJ, as well as with agencies under the HHR secretariat, and the potential effects transferring DJJ to the HHR secretariat would have on JDC operations.

Interviews with the other aforementioned stakeholders concentrated on identifying current shortcomings in the rehabilitative services for court-involved youth and gathering perspectives on the potential advantages and disadvantages of relocating DJJ under the HHR secretariat.

Other state juvenile justice agencies and national subject-matter experts

JLARC staff interviewed staff from other states' juvenile justice agencies, including those in Michigan, Utah, Washington, and Wisconsin. States were selected if their juvenile justice responsibilities had been moved to a new cabinet-level department or secretariat in recent years. The interviews aimed to gather insights on several topics, including: the purpose of each state's relocation of juvenile justice operations; the costs and initiatives that accompanied that relocation; the advantages and disadvantages of the new and old organization structure; and alternative strategies for improving access to rehabilitative services for court-involved youth.

JLARC staff also interviewed several national subject-matter experts, including staff from the Council of State Governments (CSG), the Council of Juvenile Justice Administrators (CJJA), the Center for Juvenile Justice Reform (CJJR), and the Annie E. Casey Foundation (AECF). Interviews with these experts focused on the advantages and disadvantages of placing juvenile justice entities under different cabinet-level departments or secretariats, including public safety, health and human services, or standalone cabinet-level departments. These interviews also aimed to learn about other states that have recently undergone similar transfers and alternative strategies that could be adopted to expand rehabilitative services for court-involved youth.

Questionnaires

JLARC administered two questionnaires via email to a sample of four community services boards' directors and four Children's Services Act coordinators from different regions of the state. These practitioners were asked about the number of court-involved youth they serve and the frequency with which they interact with juvenile justice entities (e.g., court service units). They were also asked about the challenges they face serving court-involved youth or interacting with juvenile justice entities, and whether those challenges could be lessened or removed by transferring DJJ to the HHR secretariat. Finally, respondents were asked about alternative strategies to improve youth's access to their respective services and coordination between their entity and juvenile justice entities.

Service provision data and documentation

JLARC requested and received summary-level financial data from DJJ on payments made by DJJ to its regional service coordinator (RSC) for community-based services for youth from FY22–FY24. Data received from DJJ included a breakdown of payments made by service category (e.g., clinical services, assessments and evaluations, residential, etc.) and by supervision status (e.g., diversion, probation, parole, etc.). JLARC staff then used this data in conjunction with DJJ's approved RSC service listing to get a better understanding of which types of services are being provided most often by the RSC.

JLARC staff also downloaded FY24 data from the Office of Children's Services on DJJ referrals of court-involved youth to the Children's Services Act (CSA). JLARC reviewed data in which DJJ was

the referral source by service placement type to better understand the types of services for which DJJ is referring youth to CSA.

Document and policy review

JLARC staff reviewed numerous other documents and literature, such as:

- Virginia laws, regulations, and policies concerning secretarial organization and responsibilities, DJJ's roles and responsibilities, and the provision of rehabilitative services for court-involved youth (including those provided by relevant HHR agencies);
- other states' laws, regulations, policies, and publicly available documentation regarding the cabinet-level placement, and recent initiatives or reorganizations of juvenile justice entities;
- research literature on organizational management and best practices to facilitate effective coordination across agencies; and
- reports from national organizations (e.g., CJJR, American Youth Policy Forum, National Institute of Justice) regarding current trends in juvenile justice, the needs of court-involved youth, state level organization of juvenile justice, and best practices for enhancing rehabilitative services for court-involved youth.

Appendix C: Agency Responses

As part of an extensive validation process, the state agencies and other entities that are subject to a JLARC assessment are given the opportunity to comment on an exposure draft of the report. JLARC staff sent an exposure draft of the full report to the Department of Juvenile Justice (DJJ), the secretary of public safety and homeland security, and the secretary of health and human resources.

Appropriate corrections resulting from technical and substantive comments are incorporated in this version of the report. This appendix includes response letters from DJJ and the secretaries of public safety and homeland security and health and human resources.



Amy M. Floriano
Director

Dale L. Holden, Jr.
Chief Deputy Director

COMMONWEALTH OF VIRGINIA
Department of Juvenile Justice

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May 29, 2025

Mr. Hal E. Greer, Director
Joint Legislation Audit and Review Commission
919 East Main Street
Suite 2101
Richmond, Virginia 23219

Dear Director Greer:

Thank you for the opportunity to review the exposure draft of the JLARC report, *Potential Transfer of DJJ to HHR*. We, at the Department of Juvenile Justice (DJJ), greatly appreciate the collaborative nature of JLARC's comprehensive and thorough review.

DJJ is largely in agreement with JLARC's findings and recommendations. We agree that DJJ already provides a wide range of rehabilitative services to our youth, which are similar to the types of services provided by HHR agencies and that might be more accessible. Further, as JLARC notes, the services provided through DJJ are delivered "timely and effectively." DJJ agrees that effective collaboration already exists, even without a transfer, for court-involved youth who receive services from both DJJ and HHR.

DJJ also feels strongly that placing the agency under HHR will not positively affect rehabilitative outcomes or access to services for court-involved youth. On the contrary, DJJ shares the concerns expressed in the exposure draft that transferring DJJ to HHR could result in DJJ receiving less focus and resources than it does in its current secretariat which, compared to HHR, has fewer agencies and programs. Additionally, although DJJ is focused on rehabilitation and the provision of treatment and services, it must also provide for the public safety. As noted, our public safety mission is embedded within our rehabilitative programming, which is specifically designed to address youth's risk factors that contributed to delinquent behavior and reduce the likelihood or recidivism. DJJ must continue to exercise a high degree of coordination with the other public safety agencies to advance shared public safety goals.

For these and the other reasons stated in the exposure draft, DJJ is opposed to a transfer to HHR. DJJ looks forward to continuing our collaboration with HHR agencies in the provision of rehabilitative treatment and services to our court-involved youth and will enthusiastically work on other strategies, as directed or recommended, that may better achieve the intended goals of transferring DJJ out from under the Secretary of Public Safety and Homeland Security.

Sincerely,

A handwritten signature in cursive script, appearing to read "Amy M. Floriano".

Amy M. Floriano



COMMONWEALTH of VIRGINIA

Office of the Governor

Terrance C. Cole
Secretary of Public Safety & Homeland Security

June 3, 2025

Mr. Hal E. Greer, Director
Joint Legislation Audit and Review Commission
919 East Main Street
Suite 2101
Richmond, Virginia 23219

Dear Director Greer:

Thank you for the opportunity to review the exposure draft of the JLARC report regarding the potential transfer of the Department of Juvenile Justice (DJJ) to the Secretariat of Health and Human Resources. The Secretariats of Public Safety and Homeland Security (PSHS) and Health and Human Resources (HHR) appreciate the thorough and thoughtful analysis of this issue and are providing this joint response to JLARC's report and recommendations.

PSHS and HHR are largely aligned with JLARC's findings and recommendations. We agree that DJJ already provides a comprehensive array of rehabilitative services – many of which are comparable to those offered by HHR agencies. However, DJJ is uniquely positioned to deliver these services more efficiently and responsively due to its direct engagement with court-involved youth. We also agree that both DJJ and HHR currently maintain a productive and collaborative working relationship serving court-involved youth who receive services from both DJJ as well as HHR agencies.

The leadership of PSHS strongly believes that transferring DJJ to HHR would not improve rehabilitative outcomes or access to services for court-involved youth. As the exposure draft notes, DJJ currently benefits from a high level of attention and resourcing within PSHS given fewer agencies and programming compared to HHR. In addition, while DJJ is focused on rehabilitation and the provision of treatment and services, they also have the responsibility of maintaining public safety. The public safety mission is embedded within DJJ's rehabilitative programming, specifically designed to address the risk factors that contributed to the delinquent behavior while reducing the likelihood of recidivism. As noted in the exposure draft, DJJ also maintains a high degree of coordination with other public safety agencies to advance our shared goal of protecting public safety.

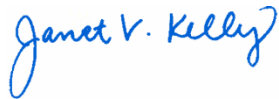
Since Governor Youngkin unveiled his *Right Help, Right Now* Behavioral Health Transformation Plan in December 2022, Virginia has prioritized the swift expansion and investment in the community mental health system. This investment has been critical to ensuring that Virginians, including youth, receive immediate behavioral health support before, during, and after crisis. This continuing collaboration with PSHS and DJJ is crucial given that HHR lacks the expertise in providing the specialized care and resources for youth with highest needs and greatest public safety risks.

In conclusion, PSHS and HHR concur with the findings in the exposure draft that transferring DJJ to HHR could hinder the public safety mission and diminish the specialized focus of the treatment and services provided to our court-involved youth.

Sincerely,



Terrance C. Cole
Secretary of Public Safety and Homeland Security



Janet V. Kelly
Secretary of Health and Human Services

Appendix D: Other states' placement of juvenile justice responsibilities

JLARC analyzed information on the state government placement of juvenile justice for all 49 other states (Table D-1). The identified approaches were those that JLARC staff could identify readily through interviews and publicly available information.

The placement of juvenile justice responsibilities in other states varies. Many states do not place juvenile justice within a secretariat because, unlike Virginia, they do not organize agencies under a secretarial system. In these states, juvenile justice responsibilities are either situated in a standalone agency or are placed in an agency with responsibilities that are broader than juvenile justice. The “placement type” column in Table D-1 signifies whether each state has a secretarial system, and subsequent columns signify the focus of the agency or secretariat responsible for juvenile justice programs.

Additionally, Table D-1 primarily focuses on the executive branch placement of juvenile justice operations, but some states split juvenile justice responsibilities across different branches of state government. For example, some states place probation operations under judicial branch entities, and their remaining juvenile justice operations fall under an executive branch agency. These instances are noted to the extent JLARC is aware of them.

TABLE D-1
State government placement of juvenile justice responsibilities

State	Placement type	Health/human services	Child/family services	Public safety	Standalone entity	Additional information
Alabama	Department				√	Judicial branch entities are responsible for probation and aftercare operations.
Alaska	Department		√			
Arizona	Department				√	Judicial branch entities are responsible for probation operations.
Arkansas	Department	√				
California	Secretariat	√				
Colorado	Secretariat	√				Judicial branch entities are responsible for probation operations.
Connecticut	Department		√			Judicial branch entities are responsible for pretrial services and probation operations.
Delaware	Department		√			

Appendixes

State	Placement type	Health/human services	Child/family services	Public safety	Standalone entity	Additional information
Florida	Department				√	
Georgia	Department				√	
Hawaii	Department	√				
Idaho	Department				√	
Illinois	Department				√	
Indiana	Department			√		Judicial branch entities are responsible for probation operations.
Iowa	Department	√				Judicial branch entities are responsible for probation operations.
Kansas	Department			√		
Kentucky	Secretariat			√		
Louisiana	Department			√		
Maine	Department			√		
Maryland	Department				√	
Massachusetts	Secretariat	√				Judicial branch entities are responsible for probation operations.
Michigan	Department	√				
Minnesota	Department			√		
Mississippi	Department	√				
Missouri	Department	√				Judicial branch entities are responsible for probation operations.
Montana	Department			√		Judicial branch entities are responsible for probation operations.
Nebraska	Department	√				Judicial branch entities are responsible for probation operations.
Nevada	Department	√				
New Hampshire	Department	√				
New Jersey	Department			√		Judicial branch entities are responsible for probation operations.
New Mexico	Department		√			

Appendixes

State	Placement type	Health/human services	Child/family services	Public safety	Standalone entity	Additional information
New York	Department		√			
North Carolina	Secretariat			√		
North Dakota	Secretariat			√		
Ohio	Department				√	Judicial branch entities are responsible for probation operations.
Oklahoma	Department				√	
Oregon	Department				√	
Pennsylvania	Department	√				Judicial branch entities are responsible for intake, probation, and after-care operations.
Rhode Island	Secretariat	√				
South Carolina	Department				√	
South Dakota	Department			√		
Tennessee	Department		√			
Texas	Department				√	
Utah	Department	√				Judicial branch entities are responsible for probation operations.
Vermont	Secretariat	√				
Virginia	Secretariat			√		
Washington	Department		√			
West Virginia	Secretariat			√		Judicial branch entities are responsible for probation operations.
Wisconsin	Department		√	√		Responsibilities are split between the Department of Children and Families (community-based services) and the Department of Corrections (juvenile correctional centers).
Wyoming	Department		√			

SOURCE: JLARC analysis of publicly available reports and documentation on other states' organization of juvenile justice responsibilities.