



## Department of Public Safety and Correctional Services

### Office of the Secretary

300 E. JOPPA ROAD • SUITE 1000 • TOWSON, MARYLAND 21286-3020  
(410) 339-5000 • FAX (410) 339-4240 • TOLL FREE (877) 379-8636 • V/TTY (800) 735-2258 • www.dpscs.state.md.us

December 20, 2011

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INMATE GRIEVANCE OFFICE

The Honorable Edward J. Kasemeyer  
Chairman, Senate Budget and Taxation Committee  
3W, Miller Senate Building  
Annapolis, Maryland 21401-1991

The Honorable Norman H. Conway  
Chairman, House Committee on Appropriations  
Room 121, House Office Building  
Annapolis, Maryland 21401-1991

RE: DPSCS' Joint Chairmen's Report on the Youth Detention Center  
Population Projection

Dear Chairman Kasemeyer and Chairman Conway:

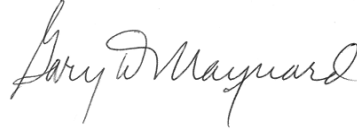
The language on page 293 of the 2011 Joint Chairmen's Report requested the following information of the Department of Public Safety and Correctional Services:

*Provide funds to construct a New Youth Detention Facility, provided that notwithstanding Section 6 of this Act, work may commence on this project prior to appropriations of all the funds necessary to complete this project. FURTHER PROVIDED THAT NO FUNDS MAY BE EXPENDED FOR CONSTRUCTION UNTIL THE DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES SUBMITS A REPORT TO THE BUDGET COMMITTEES PROVIDING THE FINDINGS OF THE NEW POPULATION ANALYSIS AND IDENTIFYING THE NUMBER OF BEDS TO BE PROVIDED IN THE NEW YOUTH DETENTION FACILITY. The budget committees shall have 45 days to review and comment following receipt of the report.*

Please find attached the report on the Population Projections. I hope that the stated information meets with your approval. If so, the Department respectfully requests the use of the \$17.52 million funding for the construction project.

I hope that this report will be informative and helpful to you and your Committee members. If the Department can be of any further assistance, please do not hesitate to contact me at 410-339-5005.

Sincerely,



Gary D. Maynard  
Secretary

Attachment:

- c: Senator Nathaniel J. McFadden, Vice Chair, Senate Budget and Taxation Committee
- Senator James E. DeGrange, Sr., Chair, Senate Public Safety, Transportation, and Environment Subcommittee
- Delegate James Proctor, Vice Chair, House Committee on Appropriations
- Delegate Adrienne Jones, Chair, House Subcommittee on Capital Budget
- Delegate Galen Clagett, Chair, House Subcommittee on Public Safety and Administration
- Members of the Senate Budget and Taxation Committee
- Members of the House Committee on Appropriations
- Mr. Matthew Gallagher, Chief of Staff, Governor's Office
- Ms. Catherine Motz, Deputy Chief of Staff, Governor's Office
- Mr. Joseph Bryce, Governor's Chief Legislative and Policy Officer
- Ms. Shanetta Paskel, Governor's Deputy Legislative Officer
- Mr. Warren G. Deschenaux, Director, Department of Legislative Services
- Mr. Matthew Klein, Capital Budget Manager, Department of Legislative Services
- Ms. Rebecca Ruff, Policy Analyst, Department of Legislative Services
- Mr. Chadfield B. Clapsaddle, Executive Director, Capital Budget, Dept of Budget and Management
- Mr. Christopher Zwicker, Budget Analyst, Dept of Budget and Management
- Ms. Chantelle Green, Staff, House Committee on Appropriations
- Mr. Matthew Bennett, Staff, Senate Budget and Taxation Committee
- Ms. Cathy Kramer, Department of Legislative Services
- Ms. Sarah Albert, Department of Legislative Services
- Deputy Secretary G. Lawrence Franklin, DPSCS
- Deputy Secretary J. Michael Stouffer, DPSCS
- Assistant Secretary David Bezanson, DPSCS
- Director Rhea L. Harris, Office of Legislative Affairs, DPSCS



**DEPARTMENT OF PUBLIC SAFETY AND  
CORRECTIONAL SERVICES**

Report on the Youth Detention Center's  
Population Projections

December 20, 2011

Governor Martin O'Malley  
Lt. Governor Anthony G. Brown  
Secretary Gary D. Maynard

## **PURPOSE**

In the 2010 General Assembly Session, capital funds in the amount of \$ 17,520,000 were preauthorized in FY2012 budget for the construction of the 180-bed Youth Detention Center project. However, in the 2011 General Assembly Session, the budget language for the appropriation was amended requiring the Department to submit a report on population projection to be considered for the new Youth Detention Center project. DPSCS placed the project on hold intending to re-evaluate the population projection (for the bed capacity) for design of the project in view of the declining population and the concerns of the youth advocate groups.

The budget language stated in the 2011 Joint Chairmen's report states:

*Provide funds to construct a New Youth Detention Facility, provided that notwithstanding Section 6 of this Act, work may commence on this project prior to appropriations of all the funds necessary to complete this project. FURTHER PROVIDED THAT NO FUNDS MAY BE EXPENDED FOR CONSTRUCTION UNTIL THE DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES SUBMITS A REPORT TO THE BUDGET COMMITTEES PROVIDING THE FINDINGS OF THE NEW POPULATION ANALYSIS AND IDENTIFYING THE NUMBER OF BEDS TO BE PROVIDED IN THE NEW YOUTH DETENTION FACILITY.*

Department of Public Safety and Correctional Services (DPSCS) has prepared this report as required by the budget language presenting the considerations in the earlier projection of 180-beds and the recent re-assessment leading to the new projection of 120-beds to be used for the re-design of the Youth Detention Center.

## **PROJECTION FOR 180 BEDS**

In projecting jail populations, a peak/classification factor was considered to account for routine fluctuations above the Average Daily Population (ADP) during any given month. These fluctuations could be the result of peak bookings and temporary holding needs over weekends, mass arrest periods, and times when there is a need for beds to classify and separate different kinds of detainees for segregation purposes such as health, administrative, disciplinary or other security reasons. Peak factors are calculated by analyzing the ADP for a specified period, and making comparisons to the actual population or peak population for the same period.

## **THE FORECAST RESULTS IN 2007**

The following outlines the peak/classification factors that have been applied to the baseline projected bed needs through 2025.

**Figure - 1**

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**Forecast Results**

<b>Projected ADP</b>		<b>Average Daily Population Totals for Youth</b>	
<b>Year</b>	<b>Youth</b>	<b>Year</b>	<b>ADP</b>
2005	118	<i>2004</i>	<i>119</i>
2010	121	<i>2005</i>	<i>124</i>
2015	122	<i>2006</i>	<i>123</i>
2020	122	<i>2007</i>	<i>142</i>
2025	123		
<b>Projected ADP with 1.47 Peak/Classification Factors</b>			
<b>Year</b>	<b>Youth - 1.47</b>		
2005	173		
2010	178		
2015	179		
2020	180		
2025	180		

*Note: Actual Data*

The original projection used a combine peaking and classification factor of (1.47) based on the special needs of the youth population for movement among cells and education, separation of gang members, and special educational requirements. These factors lead to the conclusion for the long term need for the Youth Detention Center to be designed and constructed with 180 beds.

The project program was completed December 20, 2007 and approved by the Department of Budget & Management on January 23, 2008. This project program required 180 single cell bed capacity (it included beds for general population - 128 male, 32 female, 32 segregation housing, and 4 special housing), with the ability to double cell some cells in the event of a population surge.

## CURRENT PROJECTION OF 120 BEDS

Upon the request of the Department of Public Safety and Correctional Services, and in conjunction with several advocate groups, the National Council on Crime and Delinquency (NCCD), reviewed the bed space needs forecast reported in the Department of Public Safety and Correctional Services' Project Program for New Youth Detention Center (Revised December, 2007). By using a different methodology, NCCD recommended a lower bed capacity requirement for the proposed facility. More than three years have passed since the original forecast was made. Several issues have reversed, such as a downward trend in both the (between ages 10 and 17) population and arrest rate of this same group in Baltimore City.

## THE FORECAST RESULTS IN 2011

Figure - 2

<b>Average Daily Population Totals for Youth</b>	
<i>Calendar Year</i>	<i>ADP</i>
<i>2008</i>	<i>131</i>
<i>2009</i>	<i>112</i>
<i>2010</i>	<i>92</i>

*Note: Actual Data*

<b>Projected ADP</b>	
<b>Youth</b>	<b>Year</b>
90	2015
93	2020
100	2025
103	2030

The bed space need for youth at BCDC shown in Figure - 2 is projected to increase 3.3 percent annually by 2020. Historically, the youthful male population is much larger and fluctuates more than the youthful female population at BCDC. The female ADP is projected to remain the same or increase slightly from 6 to 7. The male ADP is projected to increase 4.9 percent annually.

The National Council on Crime and Delinquency (NCCD) prepared a study entitled "Bed Space Forecast for Baltimore Youth Detention Facility" dated May 12, 2011. This study utilized more recent data through the year 2010, focusing strongly on 2009 and 2010. The differences in data yielded significantly different results. The NCCD study based their data on youth population; combined youth arrest (from the Department of Juvenile

Services and the Division of Pretrial Detention and Services' data), annual admissions for youth, average length of stay and calculated ADP. This study considered a combined peaking and classification factor of 1.15 based on peaks in the population ranging from 7%-9% and classification for movement among cells for administrative, legal, health or disciplinary issues of 7%. The conclusions of the NCCD study estimated a need for 117 to 119 beds for the new Youth Detention Center. The NCCD study indicated the significant differences were attributed to two factors; first was the variation in the peaking and classification factors based on the movement of youth thought out the facility and second was the unusual number of circumstances likely to have impacted the commitments in 2006 and 2007, including crime trends; changes in laws, policy, and law enforcement practices; the use of technology; information sharing with neighboring jurisdictions; hiring and grant monies.

### **NEW PROPOSED PLAN**

The revised Youth Detention Center program has been downsized submitted to Department of Budget and Management for review and reflects the lower demand for housing and associated program space. The revised proposed design reduces the building by approximately 56,000 gross square feet and lowers the five story project to a three story building with a partial fourth floor. The smaller building reduces the total project cost by approximately \$11 million as well as reduces staffing by approximately 10%.

### **CONCLUSION**

DPSCS accepts NCCD<sup>i</sup> recommendation amending the Capital Project Program to reflect approximately 120 beds as the proposed reduced design indicates with the appropriate reduced level of programmatic educational, medical and other support functions. If there is a population surge it will be managed though double occupancy of cells. Recent data, which was not available in 2007, supports a lower population projection. The Actual Daily Population count for youthful detainees held at BCDC has been between 52 and 80 for the last 12 months.

Based on a population projection of 120 beds, the Department intends to modify the project program for approval by Department of Budget and Management and amend the capital budget request. The program modification will highlight the changes in the component spaces recommended for the revised design for reduced capacity of 120 beds.

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<sup>i</sup> NCCD Report "[Bed Space Forecast for Baltimore Detention Facility](http://nccd-crc.org/nccd/index.html)", May 2011 <http://nccd-crc.org/nccd/index.html>