



JUVENILE JUSTICE MONITORING UNIT
OFFICE OF THE ATTORNEY GENERAL

**2008 ANNUAL REPORT
INCLUDING 4th QUARTER, 2008**

VOLUME ONE

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JJMU ANNUAL REPORT FOR 2008 INCLUDING 4th QUARTER, 2008

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Systemic Issues

The Juvenile Justice Monitoring Unit (JJMU) respectfully submits this report to the Governor, members of the General Assembly, the Secretary of Juvenile Services, and members of the State Advisory Board on Juvenile Services as required by Md. State Govt. Code Ann. §6-401 et seq. (Supp. 2007). This year marks the seventh anniversary of the creation of the Monitor's Office and its sixth annual report.

This report discusses:

1. JJMU's activities and achievements during the reporting period;
2. Major systemic issues affecting the safety and treatment of youth in Department of Juvenile Services residential facilities;
3. Corrective actions taken by the Department to remedy problems and other progress during the year.

Readers are referred to our website at www.oag.state.md.us/jjmu for copies of all other reports of the Juvenile Justice Monitor from 2002 – present.

This report was produced by the staff of the Juvenile Justice Monitoring Unit – Moira Lee, Philip (Jeff) Merson, Nick Moroney, Tim Snyder, Tanya Suggs, Marlana Valdez, Kenya Wilson, and Claudia Wright.

Executive Summary

Population

The total number of youth held in secure detention remained stable this year, but the trend over the past three years is toward an increase in detention population (from an average of 253 youth in FY2005 to 282 youth in FY2008). The number of youth in pending placement status has declined over the past two years to FY2005 levels, and the length of time youth spend in pending placement has decreased to an average of 33 days.

The State continues to need significantly more programs providing alternatives to secure detention for youth. These programs are less expensive and more effective than out-of-home placements for youth who do not pose a public safety risk. Enrollment in the few programs available increased this year, but they are primarily located in and around Baltimore City.

Evidence-Based Practice programs such as Multi-Systemic Therapy and Functional Family Therapy serve youth in their homes and their communities via intensive therapeutic interventions. DJS expanded slots in these programs from 241 to 299 this year. These programs have been shown to cut re-arrest rates in half and should be quickly expanded to be available to many more youth and their families in all parts of the state.

Staffing

Both the number of allocated and filled staff positions at facilities increased this year, but the Department experienced continued difficulty retaining staff, and overtime hours increased by nearly 25%.

The system-wide staff vacancy level decreased to 5.8%. Staff turnover continues to be high, particularly in Baltimore City, where in one recent class of new hires, only 59% were still working for DJS after one month.¹

Staff training continues to be problematic, particularly with the increase in new staff members. In interviews, DJS staff questioned the appropriateness of their training. Entry-Level Training is provided by the Maryland Correctional Training Center – DJS staff would be better served by training designed specifically for youth care workers.

¹ Settlement Agreement between the State of Maryland and the U.S. Department of Justice, 3rd CRIPA Monitor's Report for the Baltimore City Juvenile Justice Center, 2008.

Some facilities continue to operate with significant numbers of staff who have not completed Entry-Level Training and are unable to work with youth without direct supervision of senior staff. By year's end, at least one-quarter of the staff members were not certified at BCJJC, Cheltenham, Noyes, the Youth Centers, Carter, and Victor Cullen.

Despite a push to decrease overtime hours, overtime increased by 24% this year, in large part due to a 200% increase in overtime hours at Victor Cullen, an 82% increase at Waxter, and a 59% increase at Hickey. Requiring staff to work overtime shifts reduces safety, hurts morale, and increases costs.

Ultimately, the solution to many of DJS' long-term staffing problems is to professionalize its youth care workforce. This process would involve increasing pay to be commensurate with surrounding jurisdictions, developing a set of required qualifications, and increasing education requirements.

Safety and Security

In almost every category, aggressive incidents increased at DJS facilities this year. This is a troubling development because additional numbers of staff and better training would have been presumed to reduce violent incidents.

Assaults increased system-wide in 2008, with youth on youth assaults increasing by 9% and youth on staff assaults increasing by 100%. The increase at the Baltimore City Juvenile Justice Center was most marked (a 178% increase in youth on staff assaults), but youth on staff assault rates increased at every DJS detention facility except for Western Maryland Children's Center and Carter.

Youth on youth assaults declined by large percentages at three detention centers – Waxter, Western Maryland, and Carter - but increased at all others.

Use of restraints increased system-wide despite departmental efforts to train staff to de-escalate situations without physical intervention when possible. Again, the most marked increase was at BCJJC, a 79% increase, but restraint use also rose considerably at Noyes and Waxter.

Seclusion was used significantly less in DJS facilities, a welcome improvement. Cheltenham virtually discontinued the use of seclusion this year, and system wide, seclusions decreased from 965 to 898.

Medical and Mental Health Services

Medical services improved as medical staff positions were filled. Medical space was improved in facilities with new infirmaries at both Cheltenham and Hickey. Some facilities continue to need additional space for medical services.

Youth with significant mental health issues continue to be inappropriately placed at DJS detention centers, placing a strain on limited staff resources and sometimes endangering the safety of other youth.

Programming

One of JJMU's major concerns focuses on the number of youth cycled through DJS committed care programs and re-arrested within a short period of time. Of 31 youth successfully completing the Victor Cullen program since its opening in July, 2007, 17 have already been rearrested. Recidivism rates among the Youth Centers and Waxter are also high.

The Department must give serious consideration to the reasons for the State's continued high recidivism. DJS residential facilities have not implemented rehabilitative programs whose effectiveness is supported by research, and the programs have been unevenly implemented by staff who are often untrained in program modalities. Aftercare is also lacking, and regardless of the quality of the residential program, youth need intensive aftercare support to reintegrate into the community. JJMU reports, particularly the 2nd Quarter, 2008, have discussed this issue in detail.

More structured programming is needed at every facility, for detained as well as committed youth. Community-provided programming at detention centers was discontinued when funds were depleted in September, and it has not been replaced except at BCJJC where a Boys Club opened in December.

Facility Maintenance and Physical Plant

Both the Hickey and Cheltenham facilities continue to be in poor condition and must be replaced as soon as possible. As we have reported throughout the year, the Baltimore City Juvenile Justice Center is an inappropriate environment for housing youth for more than a few weeks and other options for use of the space should be considered.

Waxter and Noyes are also housed in dilapidated and poorly designed old buildings that should be replaced. Welcome renovations were made at Carter this year, and the population was reduced – that facility's environment has significantly improved. The physical plants at LESCC and WMCC are new and enable much easier supervision of youth.

Physical conditions at the privately-operated programs JJMU began monitoring in 2008 are described in the body of the report.

Advocacy, Grievances, and Monitoring

Child Advocates appear to visit facilities regularly and work diligently to resolve grievances. Processing of grievances has improved considerably, and JJMU now receives copies of resolved grievances in a timely manner.

The State of Maryland was released from federal CRIPA oversight as to Cheltenham and Hickey in June, 2008 after it complied with the terms of the settlement agreement. CRIPA oversight of BCJJC continues, and the current agreement requires the State to achieve compliance with the agreement terms by June, 2009.

A new Quality Improvement Unit, established in late 2007, conducted thorough performance evaluations of all DJS detention facilities this year.

The Juvenile Justice Monitoring Unit in 2008

1. The Monitor's Function

The Juvenile Justice Monitoring Unit (“JJMU”; “Monitor’s Office”; “Monitoring Unit”) investigates and reports on conditions at thirty residential facilities for youth, including all facilities operated or licensed by the Maryland Department of Juvenile Justice (DJS). The facilities monitored by JJMU include 8 DJS-operated detention centers, 6 DJS-operated committed care programs², 5 shelters, and 12 group homes. Reports of the Unit’s evaluations are issued on a quarterly basis and address the following issues:

- Treatment of and services to youth, including:
 - whether their needs are being met in compliance with State law;
 - whether their rights are being upheld;
 - whether they are being abused;
- Effectiveness of the child advocacy grievance process and DJS monitoring process;
- Physical conditions of the facility; and
- Adequacy of staffing.

Md. State Govt. Code Ann. §6-404 (Supp. 2007).

Monitors make unannounced visits to facilities, visiting between one and four times per month, depending on current challenges at the facility. During these visits they inspect the physical plant, interview youth and staff, observe school classes, and review documents including seclusion reports, activity logs, medical records, school records, and staffing charts.

Monitors also review the DJS Incident Reporting and ASSIST Databases to follow up on incidents in facilities, particularly those involving alleged staff on youth violence, youth on youth violence, group disturbances or injuries. They review DJS Investigative Reports for incidents that prompt formal investigations and review all grievances filed by youth. Monitors participate in multi-agency meetings called to discuss reports of alleged child abuse or neglect in facilities.

Twice yearly Monitors incorporate their findings into Individual Facility Reports. When a serious and immediate threat to youth and/or staff safety is identified (e.g., fire safety code violations, escapes, or serious staffing or operational issues), the Juvenile Justice Monitoring Unit may issue a Special Report.

² The Thomas J.S. Waxter Center for girls includes both detention and committed care programs in one facility.

Monitors attend Facility Advisory Board meetings, which include community leaders and advocates, and report their findings to the Boards. JJMU also attends meetings of the State Advisory Board on Juvenile Justice and reports to its membership.

Current JJMU staff members include a Director, six full-time Monitors, and an Administrator. An Assistant Attorney General provides legal advice to the Unit.

2. Activities and Accomplishments in 2008

In calendar year 2008, our staff made over 400 monitoring site visits and produced nearly 90 monitoring reports. These included:

- A report on system-wide violence in detention facilities (4th Quarter, 2007);
- A report on rehabilitative programming in committed care facilities (2nd Quarter, 2008);
- Three Special Reports;
- Seventy-eight (78) Individual Facility Reports.

Expanded monitoring responsibility

Legislation enacted in the 2007 Legislative Session doubled JJMU's monitoring authority from 15 to 30 residential programs, effective January 1, 2008. Three full-time Monitors were added to our staff during the fiscal year, including two Monitors added to handle the additional workload.

The Unit was restructured, with two Senior Monitors taking responsibility for a team, a geographic region of the state, and approximately 15 facilities.

All staff were trained on the COMAR regulations applicable to private licensed residential programs, and we developed new work processes to successfully incorporate the new facilities into the monitoring program.

Child Abuse Investigations

JJMU has been instrumental in bringing together local Department of Social Services agencies, the Maryland State Police, State's Attorneys' Offices, and the Department of Juvenile Services to develop written protocols for the handling of allegations of institutional abuse and neglect. In addition to the Baltimore County Interagency Agreement on the Investigation of Child Abuse and Neglect at the Charles H. Hickey School, Memoranda of Agreement were signed in Anne Arundel County (Waxter Children's Center) and Carroll County (Thomas O'Farrell Center) this year. Agreements in Baltimore City and Montgomery County are in negotiation.

Monitoring and Report Changes

One of JJMU's goals for the year was to produce more data-driven reports and improve the consistency of reporting across institutions, enhancing our ability to measure progress. To that end, our 2008 reports analyzed data on violence, recidivism, and staffing. A uniform standards-based monitoring instrument is near completion and will be implemented in 2009. Reports issued this year also emphasized the importance of utilizing evidence-based practices in treating youth and the need to quantify youth progress.

We also enhanced the multi-disciplinary expertise of our team by adding Monitors with specialized education and experience, enhancing the expertise of current Monitors in the areas of special education, mental health, girls' issues, investigation, rehabilitative programming, and systems integration.

Our report focus also expanded to review systemic issues, including continuing escapes from secure facilities, detention center violence, and the success of rehabilitative programming in all seven committed care programs.

External Outreach

In the past year, the Juvenile Justice Monitoring Unit worked with a variety of other state and local agencies and youth-serving organizations to improve the quality of services for Maryland youth. These agencies and organizations include:

- Annie E. Casey Foundation
- Child Welfare League of America, Juvenile Justice Section Advisory Committee
- Georgetown University Center for Juvenile Justice Reform
- Juvenile Detention Alternatives Initiative, Baltimore City Juvenile Justice Center Self-Assessment
- Maryland State Advisory Board for Juvenile Services
- Maryland State Juvenile Justice Advisory Council
- Maryland Council on Child Abuse and Neglect, Children's Justice Act Committee (CJAC)
- Maryland State Police
- Maryland Office of the Maryland Public Defender
- Maryland Juvenile Justice Coalition
- Maryland Disability Law Center
- Montgomery County Commission on Juvenile Justice
- Montgomery County Criminal Justice Coordinating Commission
- State's Attorneys' Offices
- Juvenile Detention Alternatives Initiative
- Local Management Boards

- Local Departments of Social Services

Our staff made presentations to members of the Maryland General Assembly, juvenile court judges throughout the state, government employees, and citizen groups.

3. Organizational Priorities for 2009

Our priorities for the coming year include:

1. Completing employee qualification audits for all facilities monitored by JJMU (in progress) to ensure that no staff members with disqualifying criminal and/or child abuse backgrounds or insufficient credentials are working with youth;
2. Auditing youth educational files to ensure that all DJS youth are receiving educational services as required by law;
3. Documenting staff compliance with training requirements, particularly training on youth safety issues;
4. Researching and reporting on youth placed out-of-state;
5. Researching and reporting on youth with intensive mental health needs;
6. Learning more about the number of and outcomes for “crossover youth” (those involved in both the child welfare and juvenile systems).

Major Systemic Issues in 2008

Population

1. Detention Population

The total number of youth held in secure detention remained fairly stable between fiscal year 2007 and 2008. The trend over the past three years, however, is for detention population to run approximately 13% higher than it was in FY2005 (see chart below).

In the calendar year, average population rose slightly from the beginning to the end of the year (from 275 to 285), with a high of 295 in June and a low of 242 in August.

Although the Department has tried to implement new assessment tools, case management practices, and community programming in the past two years, these measures have not worked to reduce the number of youth in secure detention.

Average Number of Youth in Pre-Adjudication Secure Detention Fiscal Year Average 2005 – 2008

FY 2005	253
FY 2006	290
FY 2007	288
FY 2008	282

Average Number of Youth in Pre-Adjudication Secure Detention January, 2008 – November, 2008

January	275
February	290
March	271
April	275
May	289
June	295
July	274
August	242
September	260
October	293
November	285

Source: DJS Monthly Population Report, November 2008.

The Department continues to participate in the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) which focuses on strategies to reduce detention population. Baltimore City Juvenile Justice Center (BCJJC) is the pilot site, and discussions have continued for the past two years about expansion of the program state-wide. Twenty experts convened to conduct a self-assessment of the BCJJC facility in 2007, but the Department has never released the final report.

The number of youth in Pending Placement status³ has remained flat over the past four years, increasing from an average of 130 to 132 between FY2005 and FY2008. However, over the past two years, the average pending placement population has decreased from a high of 167 in FY2006 to 132, a 21% decrease.

The pending placement population consistently increased from January to July of 2008, averaging 111 youth in January and rising to 135 by July, a 22% increase. Between July and November of 2008, however, pending placement population consistently declined, from a high of 135 in July to 104 in November, a 23% decrease. Pending placement population in November, 2008 had significantly declined from the same month in 2007, from 137 to 104.

**Average Number of Youth in Detention (Pending Placement)
Fiscal Year Average 2005 – 2008**

FY 2005	130
FY 2006	167
FY 2007	144
FY 2008	132

**Average Number of Youth in Detention (Pending Placement)
January, 2008 – November, 2008**

January	111
Feb.	113
March	132
April	130
May	133
June	131
July	135
Aug.	122
Sept.	107
Oct.	100
Nov.	104

Source: DJS Monthly Population Report, November, 2008.

³ Post-adjudication/disposition and awaiting a residential placement

Youth remain in pending placement for a much shorter period of time than was the case two years ago, on average for 33 days. Approximately 20% of all youth wait in a secure detention facility for more than 90 days for a residential placement. In November, of 105 in pending placement status statewide, 22 (or 21.75%) had waited in detention more than 90 days for a residential placement.

**Number of Youth in Pending Placement Status for 90 Days or More in 2008
April – November, 2008**

<u>Month</u>	<u>Percentage</u>	<u>Details</u>
April	19%	(28 of 148 total)
May	26%	(36 of 137)
June	25%	(34 of 138)
July	22%	(33 of 149)
August	18%	(26 of 141)
September	21%	(26 of 123)
October	22%	(22 of 101)
November	21%	(22 of 105)
Average	21.75%	

Source: DJS StateStat Report, November 2008

3. Alternatives to Detention

The Department funds several community-based programs that reduce the number of youth in secure detention by providing supervision and services to youth in their homes at considerable cost savings compared with detaining them in secure juvenile facilities.

These programs are directly relevant to population issues in detention facilities because they reduce the need for secure detention beds, saving money, reducing overcrowding, and improving outcomes.

The vast majority of youth being supervised in the community are on Electronic Monitoring (EM), or Community Monitoring combined with varying numbers of check-ins with their Community Case Managers (the DJS title for probation officers). The number of youth on Community/Electronic Monitoring declined from 595 to 561 between October, 2007 and October, 2008.

Shelter use increased this year as the Department used more privately run shelters to house youth who lack appropriate parental supervision and could not return home but did not meet the risk criteria for secure detention.

Youth Enrolled in Detention Alternative Programs (State-Wide)

Detention Alternatives	Oct 2007	Oct 2008
Total Alternatives ADP	686	717
Shelter ADP	71	94
Evening Reporting including PACT-B.City	32	56
CD/EM	525	535
PACT	8	12
Other Detention Alternatives (DRAP)	0	20

Source: [DJS StateStat, November 2008](#); [DJS Population Report, December 2008](#)

There are currently two evening reporting centers in Baltimore, and an average of 56 youth attend these centers to receive services. One reporting center is funded by the Baltimore City Mayor’s Office, and the other is funded by the Department of Juvenile Services. There are no evening reporting centers for girls in the entire state. The PACT Center collaborates with youth and their families to develop intervention plans to improve youth behavior.

The Detention Wraparound Program (DRAP) is part of the larger Annie Casey Foundation’s Juvenile Detention Alternatives Initiative (see above) and provides increased community supervision with daily monitoring and weekly therapeutic interventions. It is also only available in Baltimore City and enrolled a total of 20 youth in November, up from only 2 in December of 2007.

Unfortunately, with a maximum of approximately 90 youth statewide receiving services via these detention alternative programs, most youth being supervised in the community receive no services except those provided via their Community Case Managers – the quantity and quality of those services depend entirely on the individual Case Manager.

During 2008, the Department planned revisions to tighten its case management system so that youth under Departmental supervision in the community could be better tracked and provided with services. When implemented, these reforms will include performance standards and strengthened supervision of Community Case Managers.

The Department has worked to expand detention alternative programs this year, and strides have been made, but these programs must continue to be expanded at a rapid pace. An increase of approximately 60 slots statewide in an entire year - while a large percentage increase - is still woefully inadequate to serve the many youth and their families who could benefit from these services, reducing costly residential placements and recidivism. And in many areas of the state, few detention alternatives are available.

4. Evidence-Based Practices

Evidence-Based Practices (EBP's) are programs that have been proven to significantly improve outcomes for youth. Three nationally-recognized programs are available in Maryland – Multi-Systemic Therapy (MST), Functional Family Therapy (FFT), and Multidimensional Treatment Foster Care (MTFC).

Because these programs can cut re-arrest rates by as much as 50% and avoid the need for out-of-home placement, they save states significant amounts of money. At the beginning of 2008, DJS funded 241 slots for EBP in the entire state. By the end of 2008, 299 slots were funded – a 26% increase.

EBP slots are currently available to youth who are otherwise at high risk of out-of-home placement. They should be expanded to a much large proportion of youth and their families who are involved in the juvenile system to reduce re-offending, residential placements, and choke off the adolescent “pipeline” to the adult criminal system.

Programs opened in Anne Arundel and Prince Georges Counties this year, but some areas such as Frederick County have no slots at all, and others, such as Montgomery County, have only 12 DJS-funded slots for its entire population of at-risk youth.

Staffing

Many of the ongoing problems discussed in this report – violence, poor supervision of youth, failure of effective programming – include a staff performance component. Quality, quantity, and retention of staff members are the most important factors in providing safety, security, and services to youth. The Department of Juvenile Services must raise standards for hiring, training and compensation in order to achieve the improvement that is necessary .

1. Staff Totals and Vacancies

In its FY2008 Strategic Plan, the Department of Juvenile Services expressed its commitment to recruiting and retaining personnel. As a result of this effort, the total number of positions allocated to DJS residential facilities increased in 2008 by 13%.

Many of the new and previously vacant positions were filled, resulting in a system-wide staff vacancy rate of 5.8%. Staff vacancy rates declined across the board at DJS facilities this year, including an 11% decline at Hickey and a 14% decrease at the four Youth Centers. The exception was the Waxter Center for Girls - staff vacancies there increased by 6% as reflected by the chart below.⁴

Total Positions and Vacancy Rates By Facility 2007/2008 Comparisons⁵

Facility	Total Positions		Vacant Positions		Vacancy Rate	
	2007	2008	2007	2008	2007	2008
BCJJC	171.2	222	9.2	-8	5.37%	-3.60%
Carter	22	31	1	-1	4.55%	-3.23%
Cheltenham	168	197	16	13	9.52%	6.60%
Hickey	144	152	22	7	15.28%	4.61%
LESCC	48	54	3	4	6.25%	7.41%
Noyes	70	87	10	10.25	14.29%	11.78%
Schaefer House	25	34	1	2	4.00%	5.88%

⁴ It should be noted that these figures include both mandated and non-mandated positions, and that the figures vary somewhat on a day-to-day basis as staff are hired and others leave.

⁵ Department of Juvenile Services Position Counts Reports for October 1, 2007 and November 7, 2008.

Victor Cullen	90*	87	36	5	40% ⁶	5.75%
Waxter	78	83	3.5	9	4.49%	10.84%
WMCC	60	63	11	6	18.33%	9.52%
Youth Centers	201.5	209	14.5	-15	7.20%	-7.18%

2. Turnover

a. Direct Care Staff Turnover

Direct care staff turnover, beyond the level expected by termination of unsuitable employees, is a concern because it reflects working conditions that make continued employment unacceptable to staff. With turnover, staff shortages occur because of the time lag between staff leaving and new staff filling the vacancy. Staff shortages lead to excessive overtime and staff burnout which affect safety, security, and programming.

The Department must do a better job of anticipating staff departures and recruiting to meet those needs. Staff must be recruited, hired and trained in sufficient numbers to allow for mentoring and supervision of inexperienced new employees by veteran staff members.

According to the Department of Juvenile Services StateStat Reports, DJS hired 278.25 permanent or contractual mandated (providing direct care services to youth) staff members in 2008. During that same time DJS terminated 160.75 mandated or contractual employees.

The most recent CRIPA monitoring report on the Baltimore City Juvenile Justice Center discussed the critical staff turnover problem there:

“At BCJJC, staff are hired continuously; unfortunately, they also frequently resign or are terminated. According to DJS staff, in one recent class of new hires, only 59 percent of the new RAs were still working at the facility after one month.”⁷

BCJJC has the most challenging retention issues of any DJS facility, but high turnover remains a problem system-wide.

⁶ Victor Cullen was not fully staffed or operating at capacity. Its staff vacancy rate is not included in averages.

⁷ Settlement Agreement between the State of Maryland and the U.S. Department of Justice, 3rd CRIPA Monitor’s Report for the Baltimore City Juvenile Justice Center, 2008.

3. Staff:Youth Ratios

The increased number of staff in residential facilities led to improved staff/youth ratios during 2008. Staff/youth ratios improved at every residential facility except Waxter where ratios were 1:5 in 2007 and 1:6 in September, 2008.

All facilities maintained a staff/youth ratio under 1:8 except for Lower Eastern Shore Children's Center which reported staff/youth ratios between 1:9 and 1:10. In spite of its higher staff/youth ratios, LESCC consistently reports a relatively low number of aggressive incidents. This is in part attributable to its experienced staff who are able to better manage group dynamics and keep situations from escalating than less-experienced staff at other facilities.

The Department reports staff/youth ratios of 1:8 or better during waking hours and 1:16 or better during sleeping hours. The 4th CRIPA Monitor's Report said that these "should be considered minimal staffing ratios – they are sufficient only to the extent that the population congregates in only a few locations."⁸

Staff/youth ratios are often not met in practice for a variety of reasons. Some youth require one-on-one supervision, taking a staff member away from supervision of the full group. Provisionally certified staff (those who have not completed training and may not be left alone with youth) are counted in the ratio even though they are unable to intervene with youth. It is not uncommon for staff who are on duty to leave an assigned post for breaks without replacement or documentation. Staff/youth ratios are a valid starting point, but adequate supervision of youth must include real life assessments of supervision needs and sufficient numbers of staff to allow necessary flexibility.

4. Overtime

In spite of new staffing positions and hires, overtime hours increased by approximately 24% system-wide this year. While new staff are hired and trained, experienced staff must still work significant overtime hours to maintain appropriate staff/youth ratios. Staff call-outs contribute to the overtime problem.

DJS began reporting overtime figures for StateStat in two-week intervals as of 6/20/07. The figures below reflect 12 weeks of DJS overtime hours reporting, from June 20th, 2007 through September 11th, 2007, and from June 4th, 2008 through August 26th, 2008.

⁸ Settlement Agreement between the State of Maryland and the U.S. Department of Justice, 4th CRIPA Monitor's Report for the Cheltenham Youth Facility and Charles H. Hickey, Jr. School, 2007.

**Staff Overtime Hours
By Facility
2007/2008 Comparison⁹**

Overtime Hours	6/20/07–9/11/07	6/04/08-8/26/08	Change
BCJJC	13,011.2	17,341.3	+33%
Carter	1,785.1	430.9	-76%
Cheltenham	16,495.1	20,070.1	+22%
Hickey	8,819.6	13,989.1	+59%
LESCC	1,609.1	882.3	-45%
Noyes	5,228.5	3,511.8	-33%
Schaefer	529.6	395.5	-25%
Victor Cullen	1,105.6	3,326.3	+201% ¹⁰
Waxter	1,959.4	3,567.5	+82%
WMCC	2,169.1	2,805.9	+29%
Youth Centers	1,869.8	1,414.8	-24%
Total	54,582.1 hours	67,735.5 hours	+24%

5. Staff Call Outs

Staff calls outs affect day-to-day staffing ratios, overtime, staff fatigue, safety, security, and staff morale.

The highest rate of call outs comes from staff at BCJJC, followed by Cheltenham, Waxter, Noyes, Hickey and WMCC. The Carter Center, Victor Cullen, and the Youth Centers have the lowest number of call-outs per employee.

⁹ Department of Juvenile Services StateStat Report covering June 20 - September 11, 2007, and June 4 - August 26, 2008.

¹⁰ Victor Cullen was not fully operational or fully staffed in 2007.

**Staff Call Out Hours
By Facility
July 30 – September 23, 2008¹¹**

	Total Staff Positions	7/30/08 to 8/12/08	8/13/08 to 8/26/08	8/27/08 to 9/09/08	9/10/08 to 9/23/08	Total Hrs.	Average per Employee
BCJJC	222 staff	138 hrs	208 hrs	139 hrs	173 hrs	658	3hrs
Carter	31	2	3	1	0	6	.20hrs
Cheltenham	197	81	72	96	92	341	1.7hrs
Hickey	152	35	38	28	27	128	.80hrs
LESCC	54	14	6	4	9	33	.60hrs
Noyes	87	20	15	35	23	93	1.1hrs
Schaefer	34	4	5	6	1	16	.50hrs
Victor Cullen	87	5	2	0	1	8	.10hrs
Waxter	83	31	22	26	32	111	1.3hrs
WMCC	63	16	10	13	9	48	.80hrs
Youth Centers	209	6	20	6	10	42	.20hrs

The JJMU 3rd Quarter, 2008 BCJJC Report notes that a DJS consultant in staff training stated that “shift commanders must spend up to 30 minutes at the beginning of each shift trying to fill open posts. They must determine which staff have called out or are unavailable and which staff who have completed their shifts must be drafted for a second 8-hour shift.”¹²

6. Staff Misconduct

According to the DJS StateStat Report, there were 297 staff violations of conduct from January, 2008 through October, 2008. In the DJS detention centers there were 39 Allegations of Physical Child Abuse by staff during the 3rd Quarter alone. The majority of these were ruled out or screened out by Child Protective Services, but the Department sustained staff misconduct in many of these cases. For example, at BCJJC during the 3rd Quarter 2008 there were 12

¹¹ Department of Juvenile Services Position Count Report, November 7, 2008.

¹² Juvenile Justice Monitoring Unit, 3rd Quarter, 2008 Individual Facility Report on Baltimore City Juvenile Justice Center.

incidents involving allegations of child abuse. All of the cases were screened or ruled out by CPS, but DJS sustained staff misconduct in 8 of the 12 cases.

7. Training

With a more professionalized and better-trained workforce, both recruiting and retention issues would be more successfully addressed. The training of DJS direct care staff is inadequate. Employees of the Department are trained at the Maryland Correctional Training Center (MCTC). MCTC training is designed for adult jails and prisons and is not appropriate or sufficient to support the DJS vision of rehabilitative and treatment services. More appropriate, comprehensive training for youth workers should be developed for DJS staff.

Efforts to improve training for staff working with girls have been disappointing. A consultant was hired in May, 2007 to implement a specific curriculum at Waxter, "Growing Great Girls," yet most staff interviewed for the 2nd Quarter, 2008 report, more than one year later, could not identify any specific rehabilitative model being used nor training to assist them in implementing the model.

Gender Responsive Training was offered by the consultant to several staff in a Train-the-Trainer format, but now that DJS has responsibility for continuing the training, it is scheduled infrequently. A certification was offered to staff completing the training, but few residential facility staff have completed the course. Staff who have completed Gender Responsive Training gave the course mixed reviews. Some said it was helpful, but others said most of the material was common sense, and that they did not learn new approaches.

Staff Training By Facility¹³

Training	Certified Staff ¹⁴	Staff Not Fully Certified ¹⁵	Percent of Staff Not Fully Certified
BCJJC	120	37	24%
Cheltenham	88	42	32%
Waxter	38	7	16%
Noyes	46	17	27%

¹³ DJS Position Count Report, November 7, 2008

¹⁴ Certified staff are those who have successfully completed Entry Level Training (or have been grandfathered in) and have received a positive criminal background clearance.

¹⁵ Non-certified staff are those who have either not completed Entry Level Training or have not received a criminal background clearance.

Hickey	102	17	14%
WMCC	48	9	24%
LESCC	31	4	11%
Schaefer	19	1	5%
Youth Centers	165	48	29%
Victor Cullen	26	36	58%
Carter	19	8	30%

8. Professionalizing the Residential Workforce

In 2006, the General Assembly required DJS to submit a plan to improve its recruitment and retention of staff. That plan, submitted before the 2007 legislative session, included the following provisions:

- increasing base salaries for initial hires;
- hiring and referral bonuses for certain key job categories, e.g., nurses, social workers, teachers, and school psychologists;
- tuition assistance/student loan repayment programs;
- attendance and retention bonuses for all direct care staff, including bonus for completing 12 months of employment with continued good attendance; and
- geographically based recruitment and retention bonuses.

Some of these strategies have been implemented, but others have not. The FY 2008 Executive Budget Analysis commented:

*For the most part, these strategies were not new. Indeed, the plan noted that some have been available to DJS for some years (for example, hiring and referral bonuses for nurses and social workers and tuition reimbursement) but have not been funded.*¹⁶

¹⁶ Source: Department of Legislative Services, FY 2008 Executive Budget Analysis

The Department continues to provide hiring bonuses for key staff, including nurses, special education teachers, social workers, and psychologists. A hiring bonus of \$500 is available to direct care staff who complete 6 months of work successfully, with an additional \$500 bonus available after completion of 12 months.

However, these measures have not moved the Department further toward professionalization¹⁷ of its residential direct care staff. Some ways to professionalize youth rehabilitation workers would include:

1. Developing a set of required qualifications for direct care staff, including a requirement that staff members have either a 2- or 4-year college degree evidencing interest in the field.
2. Increasing pay to be commensurate with the level of responsibility and dedication expected of staff and with the pay levels of comparable staff in surrounding jurisdictions.

Maryland's starting salary for Entry Level Resident Advisors Trainees (direct care staff without previous work the field) is approximately \$28,500.¹⁸ At Victor Cullen, where salaries were raised to attract more staff, beginning Resident Advisory salaries are:

Trainee	\$31,451
AA Degree:	\$33,177
BS/BA Degree:	\$35,020

Maryland does not require that Resident Advisors have any post-high school education.

By contrast, the District of Columbia's beginning direct care staff salary is \$38,000/year. Salaries for direct care staff at the Fairfax County, Virginia Juvenile Detention Center begin at \$42,000. Fairfax County Detention Center employees have 4 year college degrees, and similar proposals are being considered in the District of Columbia.

Recruiting and then retaining skilled and experienced staff who are committed to youth development and rehabilitation is essential to youth safety

¹⁷ "Professionalization is the process by which an occupation transforms itself into a true profession of the highest integrity and competence." Nilsson, Henrik (undated). "[Professionalism, Lecture 5, What is a Profession?](#)" (PDF). [University of Nottingham](#). This process may include establishing qualifications and an oversight body. Professionalization also establishes conduct norms, requiring that members of the profession conform to the norms. See Kim A. Weeden, *Why Do Some Occupations Pay More than Others? Social Closure and Earnings Inequality in the United States*, *American Journal of Sociology*, 108, 2001, pp.55–101; Steven Hatcher, *Norms in a Wired World*, *Cambridge University Press*, 2004.

¹⁸ Some geographic differentials are applied. For example, the base Resident Advisor Trainee salary in Montgomery County is approximately \$32,000.

and ultimately, to their successful rehabilitation. In order to recruit and retain skilled and experienced staff, the Department must increase base pay, improve training, reduce required overtime, and professionalize its workforce.

Safety and Security

The total number of incidents in DJS facilities including Youth on Youth Assaults, Physical Restraints, Group Disturbances, and Youth on Staff Assaults increased considerably between 2007 and 2008. Safety and security of youth, staff, and the public remain issues of great concern.

On the following pages, the report presents data on each type of incident broken down by facility. All data was obtained from the Maryland Department of Juvenile Service's Incident Report Database. Both 2007 and 2008 data was collected from January 1 through December 1.¹⁹ This information includes all DJS-operated hardware-secure and staff-secure facilities monitored by JJMU in 2007 and 2008.²⁰

General conclusions that can be drawn from the data follow:

1. Eighty-two percent of all youth on staff assaults occurred at BCJJC, Hickey, Noyes, and Cheltenham, and Waxter, the system's five large detention centers. Over 86% of all youth on youth assaults occurred at the same five detention centers. Measures to reduce aggressive incidents in these facilities such as implementation of effective behavior management programs, increased quantity, quality and training of staff, and reductions in population should be a high priority. This is the same recommendation made in JJMU's Annual Report for 2007.
2. The safety situation at BCJJC remains critical, with a 200% rise in group disturbances in 2008, one of which was the subject of a Special Report from the Monitor's Office.

1. Assaults

Both youth on youth and youth on staff assaults increased throughout the system in 2008. Youth on youth assaults increased from 1488 in 2007 to 1633 in 2008, and youth on staff assaults doubled, from 189 in 2007 to 380 in 2008. The increase in youth on staff assaults is particularly troubling. It may result in part from the large number of new, inexperienced staff in DJS facilities who do not have the skills to maintain a safe environment.

Most of the increase in youth on staff assaults occurred at the Baltimore City Juvenile Justice Center, a 178% increase, from 46 to 128. The most recent CRIPA Monitor's Report for BCJJC discussed this issue:

¹⁹ December, 2008 data was not fully available at the time the report was written, so an 11-month comparison is provided.

²⁰ Victor Cullen opened on July 1, 2007.

“One of the more obvious contributors to the problem of youth violence at BCJJC is the lack of direct care staff skill in supervising youth. Incident reports are replete with examples of staff abandoning their posts temporarily (providing an opportunity for youth to fight) or failing to fully account for the youth in their care (allowing them to go into another area undetected) or ignoring obvious signs of tension or frustration among youth that escalate into violence. Improving staff skill in this area is essential to meeting the requirements of this Agreement...(T)he facility staffing pool is continually dominated by new, inexperienced staff who have yet to develop an array of effective supervision skills. At BCJJC, staff are hired continuously; unfortunately, they also frequently resign or are terminated. According to DJS staff, in one recent class of new hires, only 59 percent of the new RAs were still working at the facility after only one month.”²¹

However, increased numbers of youth on staff assaults were not limited to BCJJC – rates of youth on staff assaults increased at every DJS detention facility between 2007 and 2008 except for Western Maryland Children’s Center and Carter. Percentage-wise, the rate increases were noteworthy, as the charts below demonstrate.

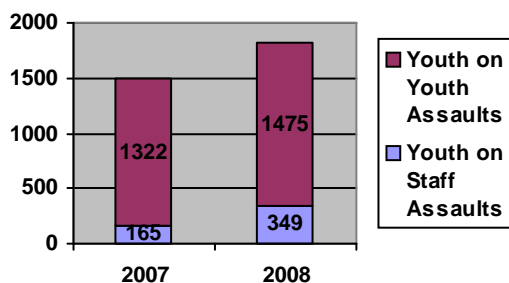
Youth on youth assaults declined by large percentages at 3 detention centers - from 81 to 42 at Waxter (48% decrease), 61 to 32 (47% decrease) at WMCC, and from 46 to 16 at Carter.(65% decrease),²² reflecting more stabilized leadership and improved staff functioning at these facilities.

Youth on youth assaults increased at all other detention facilities. Of most concern is the 31% increase in youth on youth assaults at BCJJC. Youth on youth assaults rose by 21% at Noyes, by 15% at Cheltenham, and by 13% at Lower Eastern Shore. Hickey’s rate remained fairly stable with a 3% increase.

²¹ Settlement Agreement between the State of Maryland and the United States Department of Justice, Third CRIPA Monitor’s Report for Baltimore City Juvenile Justice Center, pp. 11, 25.

²² A portion of the decrease in assaults at Carter can be attributed to the cap on population instituted during the year, but the facility generally functions much better than it did in 2007.

Total Youth-on-Youth and Youth-on-Staff Assaults (State Facilities Monitored by JJMU)²³



Youth-on-Staff Assaults at DJS Operated Facilities

DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	46	128
Charles Hickey School	27	37
Cheltenham Youth Facility	12	33
Alfred Noyes Children's Center	25	45
Waxter Girls Children's Center	19	42
Western Maryland Children's Center	12	11
Lower Eastern Shore Children's Center	9	15
J. Deweese Carter Center	7	5
TOTAL	157	316
COMMITTED FACILITIES		
Victor Cullen Center (Hardware Secure - Opened 7/1/07)	1	16
Backbone Mountain Youth Center (Staff Secure)	2	4
Green Ridge Youth Center (Staff Secure)	2	1
Meadow Mountain Youth Center (Staff Secure)	1	9
Savage Mountain Youth Center (Staff Secure)	2	3
TOTAL	8	33
OVERALL TOTAL (Detention and Committed)	165	349

²³ William Donald Schaefer House is not included because it is considered a Group Home and not considered "secure."

Youth-on-Youth Assaults by Facility

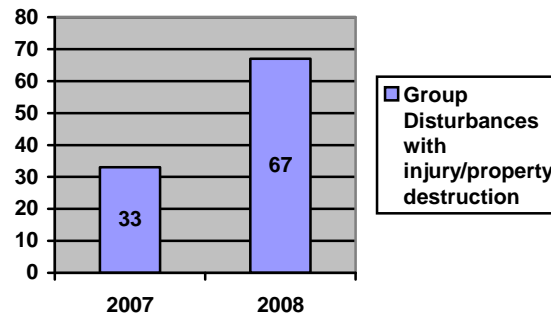
DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	455	595
Charles Hickey School	231	239
Cheltenham Youth Facility	205	240
Alfred Noyes Children's Center	131	158
Waxter Girls Children's Center	81	42
Western Maryland Children's Center	61	32
Lower Eastern Shore Children's Center	38	43
J. Deweese Carter Center	46	16
TOTAL	1248	1365
COMMITTED FACILITIES		
Victor Cullen Center (Hardware Secure Opened 7/1/07)	8	28
Backbone Youth Center (Staff Secure)	19	17
Green Ridge Youth Center (Staff Secure)	18	27
Meadow Mountain Youth Center (Staff Secure)	16	18
Savage Mountain Youth Center (Staff Secure)	13	20
TOTAL	74	110
OVERALL TOTAL (Detention and Committed)	1322	1475

2. Group Disturbances

System-wide, group disturbances resulting in bodily injury and/or property destruction more than doubled, but that number was primarily due to the 200% increase in such group disturbances at the Baltimore City Juvenile Justice Center – from 15 in 2007 to 45 in 2008. At most detention centers, the number of group disturbances declined or remained relatively stable during 2008. There were no group disturbances with injury or property damage at Lower Eastern Shore Children's Center, Waxter, Carter, or Western Maryland Children's Center, all relatively small centers with more stable staffing than other detention centers.

The number of these incidents at Noyes rose from 4 to 9, and Hickey increased from 8 to 11.

Total Group Disturbances Resulting in Injury and/or Property Destruction



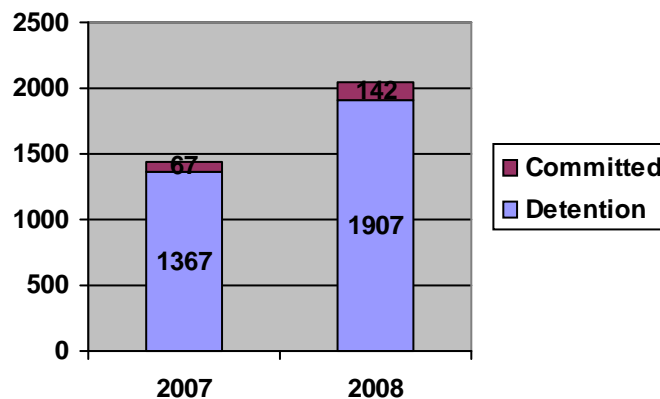
3. Restraints and Seclusion

Restraints increased in both detention and committed placements in 2008. Again, at BCJJC, restraints increased significantly, by 79%, another indication that staff are experiencing difficulty controlling the environment there.

Given the Department's focus on retraining staff in de-escalating most situations without moving to physical restraint of youth, the data showing increased numbers of restraints at most facilities is disappointing. At Noyes, restraints nearly doubled, an 82% increase. The number of restraints of girls at Waxter increased by 69%.

Restraints declined at Hickey, Lower Eastern Shore, WMCC, and Carter indicative of the stabilization of both Hickey and Carter. WMCC and Lower Eastern Shore have always maintained a relatively low level of restraints.

Total Restraint Incidents



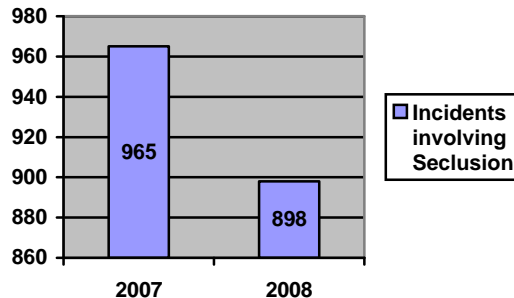
Restraint Incidents by Facility

DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	475	852
Charles Hickey School	248	241
Cheltenham Youth Facility	173	192
Alfred Noyes Children's Center	121	220
Waxter Girls Children's Center	119	201
Western Maryland Children's Center	100	91
Lower Eastern Shore Children's Center	83	74
J. Deweese Carter Center	48	36
TOTAL	1367	1907
COMMITTED FACILITIES		
Victor Cullen	6	55
Backbone Mountain	23	22
Green Ridge	11	40
Meadow Mountain	11	13
Savage Mountain	16	12
TOTAL	67	142
OVERALL TOTAL (Detention and Committed)	1434	2049

The number of seclusions of youth decreased in 2008, a very positive development. While the overall decline was not significant, when the very large increase in seclusions at BCJJC is discounted, most facilities experienced a decline in youth seclusions, in some cases, a dramatic decline.

Cheltenham virtually discontinued the use of seclusion this year, with only 3 incidents reported in the entire year. Hickey's number of seclusions decreased from 224 to 59 while Noyes' number decreased from 105 to 66. Although Carter's population was cut in half, it went from 41 to 9 seclusions in 2008.

Total Incidents Involving Seclusion (Detention Only)



Incidents Involving Seclusion by Detention Facility

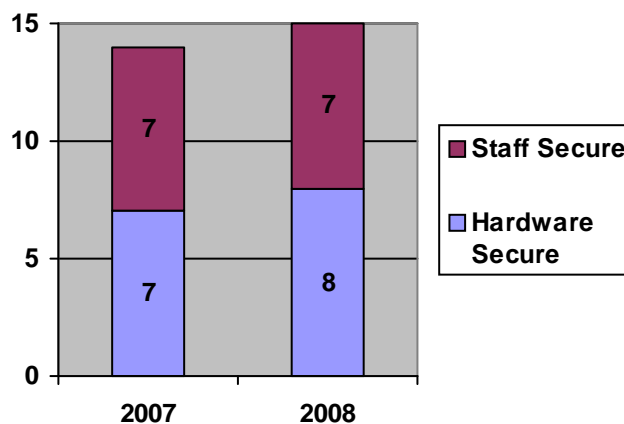
DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	388	630
Charles Hickey School	224	59
Cheltenham Youth Facility	98	3
Alfred Noyes Children's Center	105	66
Waxter Girls Children's Center	57	66
Western Maryland Children's Center	1	4
Lower Eastern Shore Children's Center	51	59
J. Deweese Carter Facility	41	9
Total	965	896

4. Escapes

The number of escapes system-wide remained about the same between 2007 and 2008. Hickey experienced no escapes this year, a notable improvement over the 3 escapes, some involving multiple youth, that occurred in 2007. Cheltenham had one escape of 3 youth in the summer which was the subject of a Special Report by the Monitor's Office. Carter, Victor Cullen, and Waxter all experienced 2 escapes, some of the events involving multiple youth.

Following the escapes, security equipment at Victor Cullen and Cheltenham was improved, and DJS continues to add surveillance cameras and improve fencing at most facilities. Most of the escapes also involved staff failure to appropriately supervise youth. In at least two instances, youth walked away from groups and their absence was not noted for some time.

Incidents of Escape (Hardware and Staff-Secure Facilities)



Escape Incidents by Facility

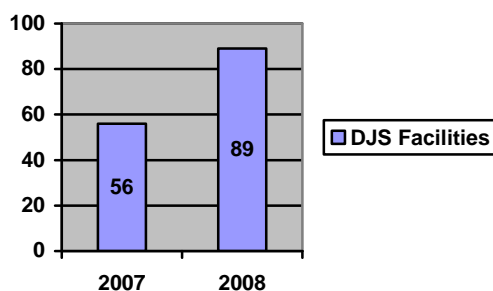
DJS HARDWARE SECURE FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	0	1
Charles Hickey School	3	0
Cheltenham Youth Facility	0	1
Alfred Noyes Children's Center	1	0
Waxter Girls Children's Center	1	2
Western Maryland Children's Center	0	0
Lower Eastern Shore Children's Center	0	0
J. Deweese Carter Center	1	2
Victor Cullen Academy	1	2
TOTAL	7	8
STAFF SECURE FACILITIES		
Backbone Youth Center	3	2
Green Ridge Youth Center	1	4
Meadow Mountain Youth Center	2	1
Savage Mountain Youth Center	1	0
TOTAL	7	7
OVERALL TOTAL (Hardware and Staff-Secure)	14	15

5. Allegations of Child Abuse

Child abuse allegations increased by 59% this year. Child abuse allegations are investigated by Child Protective Services, the State Police, and the Department of Juvenile Services, and the vast majority are ruled out. However, large increases in youth allegations of abuse can be an indicator of the quality of the environment in the facility, the prevalence of physical violence and/or physical restraint of youth, and the relationships among staff and youth.

Relatively few allegations were reported at BCJJC, but percentage-wise, there was a noteworthy increase in the number of child abuse allegations at Hickey, Cheltenham, WMCC, and Noyes.

Total Physical Child Abuse Allegations



Allegations of Physical Child Abuse (DJS Custody) by Facility

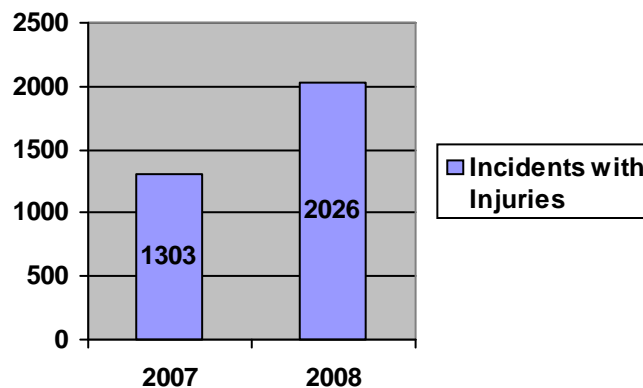
DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	7	5
Charles Hickey School	9	18
Cheltenham Youth Facility	11	21
Alfred Noyes Children's Center	3	11
Waxter Girls Children's Center	17	14
Western Maryland Children's Center	1	9
Lower Eastern Shore Children's Center	5	3
J. Deweese Carter Center	1	2
TOTAL	54	83
COMMITTED FACILITIES		
Victor Cullen Center (Hardware Secure - Opened 7/1/07)	0	3
Backbone Youth Center (Staff Secure)	0	0
Green Ridge Youth Center (Staff Secure)	1	0
Meadow Mountain Youth Center (Staff Secure)	1	3
Savage Mountain Youth Center (Staff Secure)	0	0
TOTAL	2	6
OVERALL TOTAL (Detention and Committed)	56	89

6. Incidents with Sustained Injury

Safety in DJS facilities remains a critical issue, with the total number of incidents involving sustained injuries increasing by 55% this year. Most of these injuries were sustained by youth at BCJJC which experienced an increase from 213 to 511 documented injuries this year. However, many other facilities also experienced increases, particularly Noyes, Waxter, Hickey, LESC, and Carter.

Considering that it did not operate at full capacity during the year, Victor Cullen also reported a considerable number of youth injuries, more than double that of any of the Youth Centers, similar facilities with more youth enrolled.

Total Incidents with a Sustained Injury



Incidents with Sustained Injury by Facility

DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	213	511
Charles Hickey School	306	373
Cheltenham Youth Facility	373	356
Alfred Noyes Children's Center	152	278
Waxter Girls Children's Center	81	148
Western Maryland Children's Center	41	55
Lower Eastern Shore Children's Center	43	88
J. Deweese Carter Facility	24	60
TOTAL	1233	1869
COMMITTED FACILITIES		
Victor Cullen Center (Opened 7/1/07)	5	76
Backbone Youth Center (Staff Secure)	8	4
Green Ridge Youth Center (Staff Secure)	22	37
Meadow Mountain Youth Center (Staff Secure)	16	14
Savage Mountain Youth Center (Staff Secure)	19	26
TOTAL	70	157
OVERALL TOTAL (Detention and Committed)	1303	2026

7. Other Safety and Security Concerns

a. **Special Reports**

This Office completed two Special Reports on escapes in 2008 – one from the Victor Cullen Center and one from Cheltenham. Both incidents were the result of multiple security breakdowns, and one involved the jumping and robbing of a staff person who was alone on a unit with 12 youth. The escape from Cheltenham resulted from lack of staff supervision of youth, and some staff falsified reports about the circumstances of the escape. Staff were disciplined in the incident.

A Special Report was also issued on a serious group disturbance at the Baltimore City Juvenile Justice Center.

b. Staff Behavior

There were two instances of DJS facility staff having inappropriate relationships with youth this year. There were also incidents reporting inappropriate conduct or comments by staff such as instigating arguments, assaults or improper use of restraints.

The facility with the highest number of inappropriate conduct allegations was Victor Cullen with 17. Hickey had 14, Baltimore City Juvenile Justice Center had 13 and Cheltenham had 10.

There were also several incidents during the year, at BCJJC and Noyes, in which staff allowed youth to assault one another and made no effort to intervene. The incidents resulted in several staff being disciplined and one staff being terminated.

Staff must be terminated when their actions threaten the safety and security of youth in facilities or they do not model appropriate adult behavior. Potential staff must also be properly vetted and screened to ensure youth will receive the best possible services and treatment.

c. Videotaping of Restraint Incidents

Although DJS instituted a policy requiring the videotaping of all restraint incidents, compliance with the policy has been very poor. Staff usually say the equipment was not available or not working properly. There are legitimate concerns regarding the feasibility of staff members videotaping a restraint when they may be needed to intervene in the situation. Internal video surveillance cameras would at least lessen the need for hand-held video cameras.

d. Mechanical Restraints

DJS does not use any padded restraints on youth. All handcuffs and leg shackles are bare metal. Some staff persons continue to use the restraints inappropriately and several incidents at BCJJC and Waxter involved staff actually carrying shackled youth by their mechanical restraints. The 3rd Quarter, 2008 report also discussed the very high use of mechanical restraints at BCJJC.

e. Child Abuse Investigations

JJMU and DJS have developed agreements in Baltimore (Hickey), Anne Arundel (Waxter) and Carroll Counties (Thomas O'Farrell) to better coordinate the investigation of child abuse cases in DJS facilities. Agreements are in development in Baltimore City (BCJJC) and Montgomery (Noyes) County.

So far, other counties, including Prince Georges (Cheltenham), Washington (WMCC), Kent (Carter), Wicomico (LESCC), Frederick (Victor Cullen) have not expressed an interest in improving coordination on these cases via multi-agency agreements. This year JJMU also reported on DJS and police investigators not attending some multi-disciplinary meetings to discuss child abuse cases – their attendance is critical if cases are to be thoroughly discussed.

f. Tool Control

Following the escape from Cheltenham in the summer, DJS agreed to update its Tool Control Policy which had been written in the early 1990's and did not take into account many aspects of facility operation more than 15 years later. To date, a revised policy has not been issued.

Facility administrators need not only a clear policy, but specific procedures to be followed to ensure safe control of tools. Two escapes in the past two years have involved secreted tools that staff did not discover even though they had been missing for several days.

g. Video Surveillance Monitoring

Video monitoring capabilities of the perimeter fence, grounds and facility interiors are currently available to some degree at all detention facilities except for Carter, Waxter and Noyes. Victor Cullen and Charles Hickey School have the capability to monitor the fence, grounds and cottage buildings but there is no monitoring capability for the education facilities. Cheltenham has the capability to monitor the fence but there is no monitoring capability for the grounds, cottage buildings and education areas. There are no stationary cameras at the committed programs in the Youth Centers.

h. Incident Reporting

Overall, staff appear to be doing a better job of fully completing incident reports. At a few facilities, incident reports were entered into the database very late (or occasionally not at all). Staff still do not consistently complete all areas in the forms – for example, whether there was an injury in the incident, and senior management reviews of incidents have not reached the level of sophistication at which the reports could be used to understand more systemic issues leading to incidents in the facility.

DJS Headquarters staff continue to work with Facility Administrators on improving incident reporting and conducting management reviews of the reports to draw conclusions about facility functioning.

Medical and Mental Health

1. Medical Staff

Overall medical staffing has improved at DJS facilities this year. Carter, which experienced a serious shortage of medical staff in 2007, is now fully staffed with two full-time nurses, one part-time nurse and a doctor who visits once per week. At this level, medical personnel are able to consistently carry out the delivery of medical services. Screening and physicals are done in compliance with departmental policy. Incident reports and seclusion forms include the appropriate medical documentation. A review of files reveals a high degree of care and concern for the youth by the medical staff.

Medical staffing has also improved at Noyes and Waxter. Noyes used contract nurses in the past, but now has one full-time nurse and is interviewing for three more nurses at the time of this report. Waxter hired an additional full-time clinician to work directly with committed youth.

Other facilities did not experience major staffing issues this year.

2. Medical Space

Several facilities lack sufficient space to provide private examination and treatment of youth, an issue reported by JJMU for several years. In some facilities a single room does triple duty as an examination room, medical file room, and office for nursing staff. There is little private space for examining youth or isolating sick youth.

Following our 2nd Quarter, 2007 Report on Critical Facility Needs, www.oag.state.md.us/jjmu, the examination room at Waxter was cleaned and is now appropriate for conducting medical exams. It continues to be too small with no room for isolation of sick youth.

Noyes has made some improvements this year by beginning renovation on an additional examination room attached to the medical area. There are no plans to build an infirmary at Noyes. Youth requiring isolation or ongoing infirmary care are generally transferred to Hickey or Cheltenham.

BCJJC has sufficient space and private rooms for sick youth, but too many special needs youth (those who need to be isolated from the general population for various reasons) are housed in the infirmary. Youth still receive appropriate medical services there, but it would be preferable to house special needs youth outside the medical suite.

Cheltenham opened a much-improved new infirmary building this year with space to house six youth. Unfortunately, youth in administrative segregation

are also being housed in the Cheltenham infirmary, with as many as eleven youth there at some times since the building opened.

Hickey also opened a new, more spacious infirmary. The infirmary now has additional office space for the medical supervisor, secretary and nurse practitioners. Medical and dental services are provided in the same area.

3. Mental Health Services

Detention centers provide limited mental health services. Using a variety of assessment tools, DJS staff assess youth entering detention for mental health treatment needs. Each detention center has a psychiatrist under contract for medication management. Generally youth receive medication as needed for mental health issues, but during 2008 we reported on lapses between the time youth were admitted to a facility and the time they began receiving medication – sometimes a lapse of several days.

Therapeutic groups meet once per week, and facilities comply with DJS standards requiring that youth identified as substance abusers receive drug counseling not less than once per week.

Our observation, however, is that only those youth with acute mental health needs receive individualized treatment in detention.

Committed placement programs provide individual therapy and therapeutic groups run by qualified staff, particularly in the area of drug treatment. Besides limited medication management by psychiatrists, detention facilities and shelters offer little in the way of therapeutic services or treatment.

The FY 2008 Strategic Plan says that DJS will train all remaining behavioral health staff, facility-based staff and community supervision staff on the use of the CASII (Child and Adolescent Service Intensity Instrument) that helps to determine the level of care each youth requires and to develop treatment plans and appropriate placement.

“Implementation of the CASII is the initial phase of an over-arching service plan assessment system. In the coming year, the Department will develop a guiding document to list all assessments and identify gaps and what resources are needed.” The Strategic Plan also says the Department will issue an RFP to multiple vendors to begin providing assessments. This will result in regular reports and data tracking which will be reported monthly. (Strategic Plan, p. 27)

After issuance of the Strategic Plan, the Department made a decision not to implement the CASII system-wide but to explore other assessment tools. It planned to select a new assessment tool in early 2008.

To date, the Department has still not selected a new assessment tool and few changes have been implemented to better assess mental health needs of youth in detention and shelter care.

4. Inappropriate Placement of Youth

Youth in need of intense mental health services continue to be placed in detention facilities. Staff are not trained to care for youth with serious mental health issues.

On March 4, a youth at Cheltenham injured his head while banging it against a wall. He was placed on Level 1 Suicide Watch. On March 5, the same youth broke a pool stick and disrespected staff so he was locked down and then spread his own feces in his room. He was taken to Southern Maryland Hospital in mechanical restraints. He was evaluated and released back to the facility on a Suicide Level III watch. On March 6, the youth assaulted staff. The youth had an extensive history of physical abuse, sexual abuse and neglect and had been diagnosed with both Bipolar Disorder and Post Traumatic Stress Disorder prior to placement at Cheltenham.

Apparently the Department of Juvenile Services and the Department of Social Services disagreed on which department should be managing this youth's case. As of March 14, the youth was placed in in-patient care at Springfield State Hospital.

This example highlights the safety and security concerns when youth are inappropriately placed in detention facilities.

Several staff and a public defender reported that many of the girls at Waxter have mental health issues. The critical needs of these girls cannot be met by staff in the Waxter environment. Major concerns result from detaining youth with serious mental health issues at these facilities such as additional staff needed to care for the youth (one-on-one staff to youth care is common at Waxter) and disruption of services to other youth (youth with mental health issues are disruptive in class and often incite fighting).

In addition to youth with mental health issues, pregnant girls should not be housed in detention facilities until DJS develops a system-wide program or regulations to deal with pregnant girls. (The Noyes 3rd Quarter, 2007 Report discusses these concerns). No formal parenting or pregnancy classes are offered to youth at Waxter or Noyes. Formal regulations and policies dealing with transportation of pregnant girls as well as system-wide programs for educating pregnant girls, detained parents, and staff should be implemented.

If the Department has no choice but to accept pregnant girls in detention, we continue to stress the need for a specific facility in which all pregnant girls

statewide would be detained. In addition, staff in contact with these girls should receive not only gender specific training but training in issues surrounding pregnancy, childbirth, and preparation for parenting. Facilities should also make special provision for pregnant girls and new mothers to maintain close contact with supportive individuals, family and otherwise, who would be important during their pregnancies and after.

It is incumbent upon the Department, the judiciary, law enforcement, and other relevant agencies to develop appropriate alternatives for youth with special needs. Facility staff should also be given authority to turn away youth who do not meet admission criteria.

5. Infectious Disease

Noyes experienced an outbreak of the chicken pox virus in late February. The outbreak posed a health risk to youth, staff and visitors. There was limited space at Noyes to isolate the youth and in turn another youth and 1 staff member contracted the virus. While the outbreak of chicken pox was handled conscientiously by DJS medical and Noyes staff, it has raised concerns regarding adequate protection for youth and staff against communicable diseases - some of which can have serious consequences if contracted.

It is not routine practice for juvenile justice programs to test all youth for communicable disease upon admission. However, facility youth and staff remain vulnerable until all youth are screened for infectious diseases.

A secure comprehensive assessment center could be developed to assess and screen youth and determine all service needs - including immunization and health concerns - before youth are placed in the general facility population. Immunizations should be updated as required to ensure that youth and others in the facility are protected. Before admission to the general population, youth should be screened for all common communicable disease that, if spread, could pose a significant risk to others.

Following the Noyes chicken pox outbreak, DJS began discussing a Memorandum of Understanding with the State Lab whereby the Lab would test incoming youth for varicella, hepatitis b and c, measles, mumps and rubella. That agreement should be pursued.

Programming

1. Structured Programming

DJS needs to fund more structured programming for youth at every facility and for detained as well as committed youth. JJMU has consistently recommended comprehensive programming for youth on weekends and on weekdays after school. In 2007, DJS allocated \$450,000 for provision of structured programming at BCJJC, Hickey, Carter, Waxter, and CYF and contracted with a number of community providers to offer programs within the facilities. The funding ran out in September, no contracts were renewed, and youth in these facilities have had little structured programming since that time. Discontinued programs include chess club, drumming, arts and crafts, mentoring programs, and self-empowerment workshops.

The Boys Club opened at BCJJC in December, a promising development, but it only provides two hours of programming per week for youth – one hour on a weeknight and one hour on the weekend each week.

DJS Standards require that youth receive two hours of structured programming daily, including one hour of physical recreation. Beyond standard compliance, the provision of constructive activities for youth is of crucial importance because of the considerable benefits to both youth and staff including the positive impact that planned and meaningful activities have on facility violence levels.

Frequently detention facilities house youth for months at a time. When youth have little or no constructive programming services, boredom and petty disagreements become commonplace and sometimes lead to acting out and the accrual of more charges - a contributing cause to the seemingly perpetual recycling of youth within the state juvenile justice system.

The Carter and Lower Eastern Shore facilities house youth awaiting placement or adjudication. Under the current administration of these facilities, structured programming has improved in 2008 despite limited space and depleted resources. At Carter, the weekly schedule includes an alcohol and drug abuse group, an anger management group, daily focus groups and Town Hall meetings. The Urban Leadership Institute conducts a weekly Life Skills program.

Cheltenham continues to offer a wide array of structured programming. It operates a canteen staffed by youth, a woodworking shop, and screen printing and ceramics studios.

2. Recreational Programming

A number of the youth facilities – Hickey, Cheltenham, Waxter, the Youth Centers, Morningstar, and Victor Cullen – have vast grounds available for sports and activities for youth. These programs tend to utilize this advantage for all types of outdoor recreation from football and basketball to outdoor cookouts and visiting. A few facilities – WMCC, LESCC – have little or no outdoor space, but are able to operate adequate recreation programs because the available indoor space is modern and quite adequate, and the populations are small and have relatively short lengths of stay.

Those facilities that are pressed for space – BCJJC, Carter, Noyes, GUIDE, Sykesville, and Schaefer House – are extremely limited in the recreation programs available to youth. All the recreation programs are limited by lack of staff, especially recreation directors, and even good programs may be offered inconsistently.

a. Space

For example, GUIDE Shelter has only a small parking lot for youth to play basketball when cars are not parked there. GUIDE has not followed through with arrangements for youth to use community facilities for recreation. The area is limited to one basketball hoop. Sykesville's small parking lot space has been expanded and paved, and the girls have also been using the small park across the street from the home.

Carter does not have a gym, but staff have been creative in remodeling space to install a lounge area with games and books, and an interesting game room with foosball, exercise equipment and a rock climbing wall. Carter is still in dire need of adequate outdoor space for recreation.

Waxter has a "cafenasium" (combination cafeteria and gymnasium), which is grim, noisy, and essentially inadequate for any activity. Outdoor space at Waxter is large but undeveloped and often too muddy for outdoor sports. Noyes' gym space is inadequate; it is difficult for the youth to play any other large muscle sports besides basketball. WMCC has sufficient indoor space that is used for large muscle exercise and also a designated weight room in the gym.

BCJJC has an extremely large population and many youth remain in the facility for long periods of time. It has a gym, but outdoor recreation is limited to only two concrete patio areas that are not even big enough for basketball. Recreation is a critical problem at BCJJC largely due to limited and inadequate space.

b. Staffing

Recreation Specialist positions have not been filled at Hickey, Cheltenham, LESCC and Carter for more than a year. Direct care staff assist with coordinating and facilitating daily activities.

During the third quarter youth were engaged in consistent recreational programming at the Youth Centers. Additional staffing at the Youth Centers made it possible for youth to go to a Shakespeare play, a two day camp out, softball tournaments, and Big Run State Park, among others.

Some facilities have begun to work together to meet the need for recreation even with staff shortages. Carter, LESCC and Morningstar have shared a number of activities including a Jeopardy night and basketball games. BCJJC, Hickey and Cheltenham have rotated basketball visits.

3. Therapeutic and Rehabilitative Programming

a. Positive Peer Culture/EQUIP

Today substantial research exists showing what works to rehabilitate delinquent youth. Programs that have been evaluated in controlled trials and show significant, sustained benefits to participants and society are referred to as “evidence-based practices.”²⁴

The primary therapeutic and rehabilitative model at DJS committed care programs, including the Youth Centers and Victor Cullen, is Positive Peer Culture (PPC)/EQUIP. EQUIP focuses on skills development, including social skills training, anger management, and correction of thinking errors. PPC is a group-based model premised on the theory that youth have the ability to help others, and by doing so, develop self-esteem, responsibility and positive social values.

Studies on the effectiveness of Positive Peer Culture have been mixed. Some studies have found that PPC improves youth behavior in facilities but does not yield long-term positive benefits. PPC is not included in evidence-based model program guides developed by the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP), the U.S. Surgeon General, or others.

In 2008, the California Evidenced-Based Clearinghouse for Child Welfare gave PPC a rating of “2” (on a scale of 1-5) as an evidence-based practice, based on the strength of research supporting it. This rating means that “at least one rigorous randomized controlled trial...has found the practice to be superior to an appropriate comparison practice...(and) in at least one (study), the practice

²⁴ See Coalition for Evidence-Based Policy, www.evidencebasedprograms.org.

has shown to have a sustained effect of at least six months beyond the end of treatment.”²⁵

However, the Center for the Study and Prevention of Violence Blueprints Program at the University of Colorado has issued a position summary discussing the mixed research results on PPC and cautioning that the adverse effect of some peer-based interventions, including Positive Peer Culture, “is a serious warning sign for this type of intervention (because) their beneficial nature and efficacy has not been consistently demonstrated.”²⁶

More study of PPC is needed and should be conducted in settings with highly-trained staff where the program is implemented with complete fidelity to the model. The efficacy of PPC in Maryland facilities already utilizing the model should be fully evaluated before decisions are made to expand PPC to additional juvenile offender programs around the state.

A portion of the PPC/EQUIP model includes Aggression Replacement Training (ART)®. ART has been designated an Evidence-Based Practice and has been shown to significantly reduce aggressive behavior in youth. While studies show ART to be effective when delivered individually, to date no studies have evaluated whether outcomes improve when PPC/EQUIP is added to the treatment protocol. And ART is a multi-week curriculum that is only one piece of the total PPC/EQUIP program.

b. Re-Arrest Rates for Youth Completing Victor Cullen’s Program

Outcomes for youth completing the Victor Cullen programming since its opening in July, 2007 are particularly troubling. By the end of November, 2008, 31 youth had successfully completed the Victor Cullen program. Seventeen of those 31 had already been rearrested.

This is a relatively small sample and cannot be compared to long-term recidivism rates which measure outcomes for larger numbers of youth at 1, 2, and 3 years following discharge.

Nevertheless, the high number of youth re-arrested soon after their discharge from Victor Cullen is an extremely important indicator of how well the program or its aftercare components are working. Many factors may affect recidivism, but these numbers are not encouraging, particularly for a program intended to be the model replicated in DJS residential programs around the state.

²⁵ <http://www.cachildwelfareclearinghouse.org/scientific-rating-scale.php#rating2>

²⁶ University of Colorado, Blueprints for Violence Prevention, Position Summary on Positive Peer Culture <http://www.colorado.edu/cspv/publications/factsheets/positions/pdf/PS-003.pdf>

Victor Cullen Short-Term Re-arrest Rates

Category	Total	Percentage
Youth Admitted and Discharged (July, 2007 – December, 2008)	45	100%
Youth Discharged before Program Completion (July, 2007 – December, 2008)	14	31%
Youth Successfully Discharged (October, 2007 – December, 2008)	31	69%
Youth Successfully Discharged but Re-Arrested (October, 2007 – December, 2008)	17	55%
Youth Successfully Discharged and Not Re-Arrested (October, 2007 – December, 2008)	14	45%

Youth were re-arrested between 22 days and 7 months following release. They were charged with a variety of juvenile and adult crimes, from tobacco violations to armed robbery.

In our 2nd Quarter, 2008 report, we suggested several possible reasons for the high rate of re-offending within a short period of time after discharge. Among the issues that should be further explored are:

1. Whether the model does not work to rehabilitate many youth;
2. Uneven implementation of the model;
3. Lack of aftercare for youth completing the program.

c. Youth Centers

The Youth Centers generally use a Positive Peer Culture/EQUIP model with ART and substance abuse treatment where appropriate. (See 2nd Quarter, 2008 Report for details on the variety of Youth Center programs.) Of 329 youth successfully completing the Youth Center programs in FY2006, 58% were re-arrested (in the juvenile or adult system) within 1 year.²⁷ Although DJS has published its FY2008 Statistical Report, recidivism data for FY 2008 and later was not available at the time of this report and will be updated when available.

Because the PPC program model is well established at the facilities and staff are highly experienced in the use of the model, re-arrest data should be closely studied to determine why youth re-arrest rates are so high.

²⁷ Department of Juvenile Services Annual Statistical Report for FY2007, p. 75.

d. Waxter Center for Girls

For its 2nd Quarter, 2008 Report, JJMU also examined rehabilitative programming at the Waxter Center for Girls but could find no evidence of a coherent or consistent treatment model. Although DJS maintains that a treatment model entitled “Growing Great Girls,” is used, Waxter staff and youth were unable to describe the rehabilitative process followed in the “Growing Great Girls” program.

Gender-specific training has been offered to staff at Waxter, but after an initial heavy schedule of training offerings, the training courses have been infrequently scheduled – in the last quarter of the year, every scheduled gender-specific training course was cancelled. DJS should immediately implement a comprehensive and effective program model at Waxter and ensure that staff are appropriately trained to deliver rehabilitative services.

e. William Donald Schaefer House

Staff at William Donald Schaefer House (WDSH) had been using a 12-Step model, based on Alcoholics Anonymous. At the end of the year, they incorporated PPC (without EQUIP) and are in the process of implementing “Seven Challenges”, a well-known substance abuse treatment program, in the spring of 2009.

3. Vocational Programming

While research shows vocational training programs for delinquent youth yield little long-term benefit, factors influencing outcomes for these programs include whether they are tied to valid career or continuing education opportunities. Providing youth with sufficient long-term post release assistance (aftercare services) such as organized mentoring and academic services is also a crucial factor in supporting youth as they work to sustain success.

Victor Cullen launched a promising ten-week pre-apprenticeship program during the summer of 2008 with an initial class of eleven youth. Designed in collaboration with the Maryland Department of Labor and the Steamfitters Union, the program generated significant press coverage, and the Department said it would be expanded to other residential facilities. Most youth involved gave the program high praise. JJMU recommended that youth completing the program be given extra supports after release and that youth post-release progress be tracked in order to gather more data on long-term benefits of the program.

The program has not been expanded nor been repeated at Victor Cullen. According to DJS, qualified instructors will not be available to run the program again until late winter/early spring, 2009.

If qualified instructors cannot be recruited during the school year, the Department should redesign the program so that youth can participate in it year-round. The program is innovative and follows best practices in connecting youth to jobs and employment resources in the community. The Department should make any adjustments needed to ensure that as many youth as possible benefit from the program – under a dozen youth in a full year does not give the program a chance to work at its full potential.

The Youth Centers operate a number of vocational programs, including carpentry, aquaculture, and auto mechanics. None of these programs is connected to ongoing job opportunities in the community, but youth generally enjoy them and gave particularly high marks to the Backbone Mountain carpentry program. No vocational programming exists at either Waxter or Schaefer House.

4. Aftercare

Youth returning home after residential placement need major support to succeed. The U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP) recommends research-based aftercare programs that seamlessly connect residential placement and reentry. No matter how strong the treatment program, without substantial aftercare support, most youth will be unable to fully integrate their newly gained skills into their everyday lives.

Maryland law requires that aftercare planning begin as soon as a youth arrives at a residential placement. Facility and community-based staff must develop a comprehensive step-down plan of services to be provided to the youth after discharge.

Our 2nd Quarter, 2008 Report examined aftercare planning at DJS facilities – the findings were mixed. Staff complained that involvement of youths' Community Case Managers varies considerably – some Community Case Managers interact often with the youth and treatment team while others rarely visit. The Youth Centers and WDSH develop detailed aftercare programs for their youth, and youth interviewed expressed satisfaction with the aftercare support they were receiving.

Youth interviewed post-release from Victor Cullen said post-discharge assistance was limited. Waxter staff said that aftercare planning is handled by the Community Case Manager rather than the facility. Girls interviewed at Waxter had little idea about what they would do post-release.

Facility Maintenance and Physical Plant

1. Large Detention Facilities

a. Hickey School and Cheltenham Youth Facility

Hickey and Cheltenham are both on large, scenic tracts of land with room to construct new buildings and increase outdoor activities. However, at both facilities, the Department continues to rely on ancient buildings for housing, dining, programming and recreation. The buildings are expensive to maintain and what maintenance is done is rarely adequate despite the best intentions of staff and maintenance personnel.

At Hickey, the campus bathrooms and shower areas remained in poor condition throughout the year. As reported in the first and third quarter of 2008, bathroom walls are stained and cracked and need painting and shower stalls are worn and dingy. Threadbare furnishings at both facilities do not meet the needs of youth with beds, linens and furniture in poor condition. Long-promised custodial positions at Cheltenham have yet to be filled and line staff and teachers continue to clean restrooms etc. in the school and administration buildings. Youth and staff complain that the facility is not clean. However, Hickey significantly enlarged its infirmary this year, creating additional office and examination space.

At Hickey, the east campus gym is currently under renovation and the road surface has been patched and repaved in places and a small wooden bridge installed, covering a ditch near the gatehouse. At Cheltenham, a newly renovated infirmary opened during the summer. The spacious, well-lit and equipped health center has 6 rooms forming part of an area designated exclusively as an infirmary.

The JJMU 1st quarter, 2008 report discussed concerns about youth being housed in the Cheltenham infirmary who did not have health-related concerns (youth who need to be segregated from the rest of the population for administrative reasons). The infirmary was nearly always overcrowded, and staff who needed to give attention to ill youth were also trying to supervise youth with a variety of significant behavioral and/or mental health issues. The Department addressed these concerns by stating that the new infirmary would house 6 to 8 youth.

Regrettably, the new health center, like the old infirmary, is being used as a fallback area to house youth considered too small or too young to mix with other residents; those who have been court-ordered to the health center for the duration of their stay at Cheltenham; and youngsters who have verbalized or indicated suicidal tendencies or have been diagnosed with serious mental illness. Despite the plan to have no more than 8 youth in the new infirmary, the population has gone to 10 and 11 and the Department has set a capacity of 14

as indicated on DJS population reports. The Department should consider a more appropriate approach to housing youth with distinct requirements and should address the Courts to request transfer or release when Courts are considering ordering youth as young as 12 years old to indefinite periods in detention facility infirmaries.

With the exception of a newly modernized infirmary at Cheltenham, the buildings at Hickey and Cheltenham should no longer be used to house troubled youth. Cheltenham has been targeted in the Department's construction plans as the first facility to be replaced with new construction. The Department should fulfill plans to demolish abandoned buildings. As older buildings are phased out, modular, portable buildings could be used as needed until permanent, modern structures replace them.

b. Baltimore City Juvenile Justice Center

Despite an outstanding location with in-house court and community services, the detention area on the ground floor of the Baltimore City Juvenile Justice Center (BCJJC) is a poorly designed, grim, prison-like facility. Violence among youth is a chronic problem in a facility too small for adequate educational, programming, and recreational facilities

The lack of space for indoor and outdoor activities and for schooling and therapeutic activities are serious obstacles in the way of counseling, testing, and family visiting of youth.

There is cause for concern regarding physical plant fire safety. When a sprinkler is set off by a youth, the water must be turned off until the sprinkler can be re-set. While the water is turned off, youth living areas are unprotected. Considering the number of lighters and matches that are found on the Units, intentional or accidental fire setting is a real possibility. During two group disturbances this year, youth set paper and clothing on fire after the water had been turned off. All safety systems must be functioning properly at all times and flammable materials must not be allowed to accumulate in pods, units or individual cells.

2. Small Detention Facilities

a. Waxter and Noyes

Youth at Waxter and Noyes are housed in dilapidated and poorly designed old buildings that are difficult to maintain. The bathroom areas at both facilities are beyond salvage. Renovation of restroom areas at Waxter is ongoing but remained uncompleted as of the date of this report.

Both facilities are prison-like environments with heavy screens on windows and heavy metal doors on youth rooms - a design that poses difficulties for youth supervision. The medical suite at Noyes does not have adequate space and or enough clinic beds. Waxter's gym doubles as a cafeteria and there is little space for programming at either facility.

New metal detectors were installed but are not yet operational at Waxter.

Waxter and Noyes both house relatively small populations and are well located in close proximity to population centers. Both facilities should be razed and replaced with new, modern design, modular/portable buildings at the existing locations.

b. Carter Children's Center

Carter was not designed as a detention center for youth and is inappropriate for that purpose; however, the condition of the physical plant has been mitigated by a reduction in population during 2008.

Upgraded windows and doors have been installed. Currently, each youth has his own room and all beds are suicide proof. There is a full time maintenance man and the facility exterior and interior is clean and well maintained. A modular unit added to provide adequate space for education services is now open. A new master control unit has been constructed. The Department has pledged to request funds for a cover for the outdoor basketball court.

There remains a shortage of space for indoor and outdoor recreational and therapeutic programming needs. The population should remain at the present maximum number of 15.

c. Lower Eastern Shore and Western Maryland Children's Centers

LESCC and WMCC are both modern facilities. Lower Easter Shore has the superior design with more light entering the building, which ameliorates the prison-like construction and better enables the close supervision of youth. Both buildings are adequate for rated population but are problematic when over-populated or short staffed.

LESCC is clean, well maintained and in compliance on required inspections.

Program space is limited for outdoor activities at LESCC. The Department should provide outdoor program space through construction, repair or renovation.

As noted in previous reports, porcelain toilets and sinks pose a hazard to youth and should be replaced with stainless steel models at LESCC and WMCC. At LESCC, all doors need to be wired so they can be centrally controlled.

3. Commitment Facilities

a. Victor Cullen Academy

The physical plant at Victor Cullen appears reasonably safe and secure but some concerns remain. There are no security cameras in the education area of the facility and there is no announcement box at the pedestrian gate control room so staffers must go to the gate to verify entrance requests.

b. William Donald Schaefer House

WDSH is beautifully renovated and well located. The facility is consistently clean and well maintained and provides a comfortable and safe environment for youth. The program should be able to use the kitchen for in house food service and would benefit from program space for indoor activities including the completion of renovations to the basement so that area can be used for indoor recreation.

c. Mount Clare House

While ideally located in a Baltimore City neighborhood, the physical facility at Mount Clare is in need of substantial renovation. The building is cramped and the structure and furnishings are old, rundown and hard to maintain. There is little space for youth therapy and recreation or staff office areas.

A corrective action plan addressing some of the physical plant shortcomings was put into effect by the Department, which owns the building, and the vendor in early March of 2008. The plan called for new kitchen equipment and carpeting, bathroom renovations, interior and exterior painting, extensive wall, ceiling and woodwork repairs, re-sanding of desks, and new furniture to replace worn out items in the common living room and in all of the youth rooms.

There are currently no functional wardrobes, closets or chest-of-drawers in youth rooms. The second floor bathroom leaks down into the kitchen. Deteriorated wood on the deck should be replaced. The fire escape should be repaired in places and should be cleaned and painted.

The Department has provided for new kitchen equipment of excellent quality and plans to have interior and exterior painting completed before the end of 2008. In sum, the corrective action plan has been partially implemented but many agreed-to improvements remain unaddressed at Mount Clare.

d. Allegany County Girls' Group Home

Staff and youth at ACGGH keep the grounds in good condition. DJS recently provided items including a refrigerator, washer, dryer, beds, dressers, carpeting and window repairs and is planning to repaint stairway railings.

e. Thomas B. O'Farrell Youth Center

TOYC closed in November, 2008. Although the facility underwent substantial repairs this year, the physical plant remains dilapidated and in need of significant repairs including an increase in the number of fire alarms and the installation of sprinklers before being considered for youth housing in the future.

f. Youth Centers: Green Ridge; Savage Mountain; Meadow Mountain; and Backbone Mountain

The Youth Centers are located on four tracts of scenic land in Allegany County, and Garrett County and have provided services to troubled youth for over 40 years. The physical plant consists of cinderblock and wood frame buildings with a few wood and metal frame buildings and some modular buildings.

Some of the wood frame buildings have surpassed their service life and it would be cost effective to replace buildings instead of trying to maintain them. The school building at Meadow Mountain, the storage building at Green Ridge, the storage building and the drug treatment double wide trailer at Savage Mountain, the office building and drug treatment building at Backbone Mountain are all examples of buildings which should be replaced.

There is need for additional case manager office space at Savage Mountain while Meadow Mountain needs more space for Addiction Counselors. The Substance Abuse building and the Administration building both need to have their flooring and carpeting replaced. The driveways at Backbone Mountain and Savage Mountain are in need of resurfacing. The shower facility at Green Ridge is in need of replacement, and the gym floor is also in need of replacement.

4. Shelters

a. Sykesville and Guide

Both shelter programs are housed in modular structures. There is little outdoor recreation space.

At Sykesville, the Department provided for the repair of a large hole in the driveway which is used for basketball. Girls are able to use the park across the street from the property.

At GUIDE, the house has been painted, the kitchen and bathrooms have been remodeled and the classroom floor has been tiled. The campus remains poorly lit. A fire marshal advised classroom wall paneling is flammable and should be treated or covered with fire rated dry wall – this should be done.

5. Facilities JJMU Began Monitoring in 2008

a. Morningstar/VisionQuest

The facility property is under private ownership and operated by Morningstar/VisionQuest. The physical plant is 55 years old and has being extensively renovated with usable space expanded by the vendor and the addition of a gym/recreation center for youth. The property includes wooded areas and open fields with a corral for horses used to conduct equestrian therapy and other programming.

b. Larrabee Girls' Home

The Larrabee building is extremely well maintained, both inside and out, and has a cozy home-like atmosphere. The furniture and fittings are modern, clean and in good condition. There is a computer for residents to use for research and homework. There is a wonderful garden out back with plants, flowers and trees which the residents help maintain. There is also a deck for resident use and the garden is big enough for residents to enjoy sporting and exercising pursuits in the open air.

c. Kent Youth Boys' Home

The physical plant, fixtures and fittings at Kent Youth are in excellent condition. The facility has been comprehensively renovated and expanded from what was once a sparse but solidly built parsonage. Administrative office sections were added in the late-1980s. An outbuilding was recently converted to serve as a small gym for residents. The residential building is beautifully appointed and well looked after despite its age. The home offers a welcoming environment and is exceptionally clean, well-maintained and comfortable. There is a basement which is utilized as a youth recreation area. The furniture and fittings are modern and comfortable and the building encourages a family atmosphere in keeping with the efforts of staff and administrators to provide a family-like structure for residents.

d. Aunt CC's Harbor House

The home is a 233-year-old structure renovated in 2005. The physical plant is in excellent condition, clean, and well maintained. There is a "comfortable" and "cozy" loft style sleeping area on the second level. The furniture is in fine condition however, residents do not have dressers, which should be provided.

e. Colbourne Group Home for Boys

During most of 2008 Colbourne operated out of a two-story home in Baltimore City. The home was old and in poor physical condition and in violation of fire and safety codes.

Colbourne announced plans to relocate to a new residence in April. The move finally occurred in late December.

f. The Dr. Henry F. and Florence Hill Graff Shelter for Girls

Graff is located in Boonsboro, Maryland, and is a well appointed and maintained facility with a home-like environment.

g. Karma Academy of KHI Services, Inc. (Randallstown)

The facility is located around woods and the general overall appearance is unsatisfactory. The outside of the house is unkempt and, on one visit, a loose rotting wooden railing with exposed nails was noted at the rear of the property. According to the facility's acting director, a lawn care professional periodically takes care of landscaping needs.

h. Liberty House

The home, which is located in Baltimore City, is a clean and well maintained old structure in generally good condition.

Some repairs are needed. The bathroom floor tiles in the basement need to be replaced. There is a loose bathroom sink and there is a missing manhole cover in a garden tool closet

i. New Dominion School

New Dominion is in Oldtown, Maryland. The central campus at New Dominion consists of an office building, school, dining hall, medical clinic, shower house, and laundry facility.

After 27 years of operation, New Dominion closed on September 22, 2008. Before being considered for youth housing in the future, roofing and flooring repairs need to be undertaken.

j. Karma Academy of KHI Services, Inc. (Rockville)

The building is owned by Montgomery County. It is unclear whether the County is responsible for larger interior maintenance projects or whether KHI Services is responsible. The interior building at Karma needs to be painted. There are several spots on walls where holes have been patched up, but not repainted. One classroom/office has a large piece of the ceiling drywall missing.

The exterior of the building is well maintained, however, a shed on the side of the building appears ready to collapse. Staff reported work orders would be placed for repairs.

k. The Linkwood Girls' Home

As of December 23, 2008, Linkwood ceased operations.

While the house is aged, the kitchen and living room area are clean, well maintained and some effort has been expended to make this part of the house comfortable. Care has been taken to add home-like touches. The finished basement area is in need of modernizing as the décor is very dated and the furniture is very worn.

l. The Way Home – Mountain Manor

The Way Home is located on the third floor of the main Mountain Manor building a few miles outside Baltimore City. The building has sprinklers and all fire certifications are in order. The program had no youth in residence and was temporarily not accepting referrals during the first quarter of 2008 but is operating normally at the present time.

Advocacy, Grievances, and Monitoring

1. Child Advocacy

Child Advocates appear to visit most facilities regularly and work diligently with youth and staff to resolve grievances.

It is less clear how often Community Case Managers and Aftercare Case Managers visit youth. In response to a request from JJMU, DJS said that it does not keep aggregate records on the number of Community Case Manager visits. Random inspections of facility visitation logs, however, show that some youth are visited infrequently by their Community Case Managers. Many youth do not know the names of their Community or Aftercare Case Managers. To ensure proper case management, the Department should begin collecting data on this issue and hold individual staff members accountable for making sufficient numbers of visits to youth assigned to them.

DJS provides copies of all grievances to JJMU after they have been completely reviewed and resolved. In the past, this has resulted in a lengthy lag time between the time a youth filed a grievance and the time the Monitor received the grievance. In 2008, DJS processed grievances in a more timely fashion and the lag time has been reduced significantly.

2. CRIPA

On June 29, 2005, the State of Maryland entered into a Settlement Agreement with the United States Department of Justice concerning the conditions of confinement at Cheltenham and Hickey. In June, 2007, the State and the Department of Justice amended the agreement to include the Baltimore City Juvenile Justice Center (BCJJC). A Monitoring Team was appointed to review, assess and report independently on the State's implementation of and compliance with the Settlement Agreement. The Team, and the reports they have produced over the last three years are referred to as CRIPA (because the threatened litigation was brought by DOJ under the Federal Civil Rights of Institutionalized Persons Act).

CRIPA monitoring of Cheltenham and Hickey ended on June 30, 2008 upon the Monitoring Team's report that the State was in substantial compliance with the Settlement Agreement. Six reports detailing the progress toward compliance in seven subject matter areas at Cheltenham and Hickey were filed during the monitoring period.

CRIPA monitoring of BCJJC began July 1, 2007. On June 30, 2008 monitoring was extended for one year because compliance had not been achieved. CRIPA monitoring of BCJJC is expected to end on June 29, 2009. Three reports have been filed to date, the most recent on December 31, 2008,

and these detail progress toward compliance in five subject matter areas. Since June, 2008 substantial compliance has been reached in two areas, mental health and quality assurance, while three areas – protection from harm, suicide prevention and special education continue to be monitored.

The recently released Third Monitor's Report regarding BCJJC states, "This facility portrait, in which rates of youth-on-youth assaults remain at historically high levels and rates of violence against staff are on the rise, is of great concern and indicates a facility in dire need of systematic interventions that address the root causes of violence."²⁸ The Third Report indicates that the State is in compliance on only 2 of 11 provisions (18%) and in partial compliance on 9 of 11 provisions.

3. Quality Improvement Unit

In late 2007, the Department of Juvenile Services established a Quality Improvement Unit within its Office of Quality Assurance and Accountability. This unit conducts yearly performance reviews in all DJS-operated residential facilities and makes recommendations to resolve problems identified in performance audits.

In 2008, the Quality Improvement Unit conducted on-site evaluations and issued reports on all DJS detention facilities, including Baltimore City Juvenile Justice Center, Carter Center, Charles Hickey School, Cheltenham Youth Facility, Lower Eastern Shore Children's Center, Noyes Detention Center, Waxter Center for Girls, and Western Maryland Children's Center.

The work of this Unit is thorough and its reports provide specific recommendations for improvement in 45 evaluation areas. All reports of the Quality Improvement Unit may be found at <http://djs.state.md.us/quality-assurance/quality-improvement-reports.html>.

²⁸ Settlement Agreement between the State of Maryland and the United States Department of Justice, Third Monitor's Report for Baltimore City Juvenile Justice Center, p. 7.

Appendix A

History of the Juvenile Justice Monitoring Unit

In 1999, the former Maryland Department of Juvenile Justice received national media coverage over the treatment of youth in its boot camps facilities. A Task Force investigation concluded that the Department lacked oversight and recommended creation of an external monitoring agency to report to the Governor and members of the General Assembly on conditions in DJS facilities as well as safety and treatment of youth in DJS custody.

Legislation in the 2002 session established the Office of the Independent Juvenile Justice Monitor in the Governor's Office of Children, Youth, and Families. In 2006, the Monitor moved to the Office of the Attorney General and was renamed the Juvenile Justice Monitoring Unit (JJMU).

Appendix B

JJMU Staff

The Juvenile Justice Monitoring Unit (JJMU) includes a Director, six Monitors, an Administrator, and an Assistant Attorney General. Our staff members are experienced professionals with a broad range of educational qualifications, substantive knowledge and practical skills including juvenile programming, child abuse investigation, special education, civil rights law and juvenile legal representation, counseling and casework, facility operations, and organization management.

Moira Lee joined the Juvenile Justice Monitoring Unit as a Monitor in February, 2008. Prior to joining the Unit, Ms. Lee worked as a civil rights litigator in Virginia. She is a licensed attorney in Illinois, Washington, D.C. and Virginia. Before beginning her career as an attorney, Ms. Lee taught an alternative education program to high school students in Portland, Oregon as an AmeriCorps VISTA volunteer. She also taught Constitutional Law to high school students in D.C. Ms. Lee earned her B.A. in political science from George Washington University and a J.D. (cum laude) from American University Washington College of Law.

Philip “Jeff” Merson is a team leader for the Central and Western Maryland areas of the State. Mr. Merson served 26 years with the Maryland State Police and retired as a Sergeant in 1999. He served 5 years on the Special Tactical Assault Team Element for the State Police and was instrumental in establishing the Child Abuse Sexual Assault Unit in Carroll County. Mr. Merson has investigated and provided instruction throughout Maryland and D.C. on Child Abuse issues for the past 18 years and is considered an expert in this field. He spent the last 6 years of his career with the FBI on a Violent Crime Task Force in Baltimore City. Upon retirement, Mr. Merson worked as an investigator with the Department of Juvenile Justice during the Western Maryland Boot Camp episode and served as the Assistant Director of Investigations before joining the Office of the Independent Juvenile Justice Monitor. Mr. Merson holds a Bachelor’s Degree in Sociology and a Master’s Degree in Education from Loyola College.

Nick Moroney joined the Juvenile Justice Monitoring Unit in 2008 and monitors facilities in Central Maryland, Baltimore City and the Eastern Shore. After completing high school and business school in Dublin, Mr. Moroney, an Irish native, worked in marketing before moving to Japan where he began teaching and writing. After settling in Maryland in the early 1990s, Mr. Moroney worked as a newspaper reporter and editor. For several years before he joined JJMU, Mr. Moroney taught in an alternative public school for troubled youth. Mr. Moroney received a B.S. degree in English from Towson University and an M.A. in Writing from Georgetown University.

Timothy Snyder joined the Juvenile Justice Monitoring Unit in 2001 after many years of working directly with troubled youth and their families. For eleven years, he served as Director of the New Dominion School in Maryland, an adventure-based residential treatment program for troubled youth. He also worked in direct care and family services at New Dominion School in Virginia. In private practice, Mr. Snyder consulted with numerous families experiencing difficulties with their children. He holds an M.A. in Pastoral Counseling (special emphasis in marriage and family counseling) from LaSalle University and a B.A. from Guilford College (Sociology).

Sharon Street has served as Assistant Attorney General for the Juvenile Justice Monitoring Unit since August, 2006. She has also worked as an Assistant Attorney General in the Environmental Crimes Unit and the Correctional Litigation Division and as a Staff Attorney with the Division of Pretrial Detention and Services. Ms. Street began her legal career at the law firm of Brown, Goldstein and Levy. She received her J.D. degree from the University of Maryland School of Law and her undergraduate degree from the University of Delaware.

Tanya Suggs is a New York City native who relocated to Baltimore in 1996 to attend Morgan State University where she earned a B.S. degree in 2000. Upon graduating from MSU, she worked as a Case Manager and Activities Coordinator for families and at-risk youth at Big Brothers and Big Sisters of Central Maryland. After six years with Big Brothers Big Sisters, she returned to graduate school at Boston University where she earned an M.S. in Criminal Justice. While working on her master's degree, she interned at a number of juvenile justice agencies, including the Baltimore City State's Attorney's Office Victim-Witness Unit and Partnership for Learning, an alternative to adjudication program for first-time juvenile offenders. She joined the Juvenile Justice Monitoring Unit in 2007.

Marlana Valdez joined the Juvenile Justice Monitoring Unit in 2007 after a 25-year career as a practicing attorney, professor, and management consultant. She started her career practicing family and children's law and served as General Counsel of the Texas Juvenile Probation Commission. For nearly two decades she taught family and children's law on the faculties at American University, George Washington University, and Georgetown University. In 2003, Ms. Valdez formed a management consulting firm, specializing in helping clients improve organizational performance and manage change. She completed a post-graduate program in Organization Development at Georgetown University and received both her J.D. and B.S. (Speech Communication) degrees from the University of Texas at Austin.

Kenya Wilson joined the Juvenile Justice Monitoring Unit as the Administrator in February, 2008. Prior to joining the Unit, Ms. Wilson worked in various administrative capacities for youth-centered organizations, including the Kennedy Krieger Institute in Baltimore, Maryland, The Darryl Green Youth Life Foundation, and Children's National Medical Center in Washington, DC. She is a Minister in Wheaton, MD.

Claudia Wright has been a Juvenile Justice Monitor since January, 2007. Ms. Wright began her career as a public defender, serving as Chief of the Juvenile Division of the Public Defender's Office in Jacksonville, Florida. She later litigated major class action cases for the American Civil Liberties Union National Prison Project, including cases challenging conditions of confinement for children in training schools, jails and detention centers. She was lead counsel on *Bobby M. v. Chiles*, which was the catalyst for reform of the juvenile justice system in Florida. Ms. Wright was a founder of Florida State University's first juvenile law clinic and founded Gator TeamChild, a multi-disciplinary juvenile law clinic at the University of Florida. Her article, "Re-Thinking Juvenile Justice - Using the IEP Concept to Create a New Juvenile Justice Paradigm", appears in the Fall 2007 issue of *The Link*, a publication of the Child Welfare League of America.

Appendix C

Facility Monitoring Responsibilities

<ul style="list-style-type: none"> • Baltimore City Juvenile Justice Center • J. DeWeese Carter Children's Center • Kent Youth Boys Group Home • Larrabee House Girls Residential Group Home 	<p>Claudia Wright 410-576-6597 (office) cwright@oag.state.md.us</p>
<ul style="list-style-type: none"> • Alfred B. Noyes Children's Center • Sykesville Structured Shelter • Victor Cullen Center 	<p>Jeff Merson 410-576-6959 (office) 410-591-3424 (blackberry) pmerson@oag.state.md.us</p>
<ul style="list-style-type: none"> • Allegany Girls Group Home • Backbone Mountain Youth Center • Green Ridge Youth Center • Meadow Mountain Youth Center • Savage Mountain Youth Center • Western Maryland Children's Center 	<p>Tim Snyder 301-687-0315 (office) 410-591-2009 (blackberry) tsnyder@oag.state.md.us</p>
<ul style="list-style-type: none"> • Aunt CC's Harbor House Shelter • Charles H. Hickey School • Colbourne Group Home • GUIDE Catonsville Structured Shelter Care • Liberty House 	<p>Tanya Suggs 410-576-6954 (office) tsuggs@oag.state.md.us</p>
<ul style="list-style-type: none"> • Cheltenham Youth Facility • Lower Easter Shore Children's Center (LESCC) • Morningstar Youth Academy • Mount Clare House 	<p>Nick Moroney 410-576-6599 (office) 410-952-1986 (blackberry) nmoroney@oag.state.md.us</p>
<ul style="list-style-type: none"> • Graff Shelter for Girls • Karma Academy for Boys Randallstown • Karma Academy for Boys Rockville • The Way Home - Mountain Manor • Thomas J.S. Waxter Children's Center • William Donald Schaefer House 	<p>Moira Lee 410-576-6960 (office) 410-935-1148 (blackberry) mlee@oag.state.md.us</p>

Appendix D

Facility Visitation Data

FY2008 VISITATION BY THE JUVENILE JUSTICE MONITORING UNIT

FACILITY	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	Total
Allegany Girls Home	3	2	2	1	1	1	1	1	1	1	0	2	16
Aunt CC's Harbor House	monitoring began 1/08						1	2	1	1	1	1	7
Baltimore City Juvenile Justice Center	0	2	2	1	2	0	3	3	3	2	2	2	22
Carter Children's Center	2	2	2	3	2		1	2	1	1	1	1	18
Catonsville Shelter (GUIDE)	2	3	3	2	1	1	2	1	2	0	2	1	20
Cheltenham Youth Center	2	2	2	1	1	0	0	1	3	1	3	2	18
Colbourne Group Home	monitoring began 1/08						0	2	2	1	2	2	9
Graff Shelter (San Mar)	monitoring began 1/08						0	1		0	2	1	4
Hickey School	0	3	2	0	3	0	2	2	3	2	3	2	22
Karma - Rockville	monitoring began 1/08						0	1	2	1	1	1	6
Karma - Randallstown	monitoring began 1/08						0	2	1	0	2	1	6
Kent Boys Group Home	monitoring began 1/08						0	2	1	0	1	1	5
Larrabee House	monitoring began 1/08						0	1	1	0	1	0	3
Liberty House	monitoring began 1/08						0	2	2	1	2	2	9
Lower Eastern Shore Children's Center	1	2	1	0	1	2	0	3	2	0	4	3	19
Maple Shade Boys Home	monitoring began 1/08												0
The Linkwood Girl's Home	monitoring began 1/08						0	1	3	0	2	2	8
Maryland Youth Residence Center	1	2	1	closed 9/07									4
Morning Star	monitoring began 1/08						0	0	1	1	2	1	5
Mount Clare House	1	2	1	1	1	0	0	1	2	2	0	0	11
New Dominion	monitoring began 1/08						1	2	2	1	2	2	10
Alfred D. Noyes Children's Center	2	2	2	2	2	3	2	2	3	1	3	2	26
One Love Group Home	no contract												0
Sykesville Shelter	2	2	0	1	1	1	0	2	2	1	1	1	14
The Way Home	monitoring began 1/08; facility closed 2/08						0	1	1	0	1	0	3

and reopened 6/08

Thomas O'Farrell Youth Center	1	2	2	1	3	1	0	2	2	1	0	2	17
Thomas Waxter Children's Center	3	2	2	1	2	0	0	3	0	1	2	5	21
Victor Cullen Academy	3	3	2	3	2	2	2	2	1	2	3	2	27
Western Maryland Children's Center	2	2	3	1	1	2	2	3	2	0	3	2	23
William Donald Schaefer House Youth Centers	1	1	2	0	1	0	0	1	1	1	1	1	10
Backbone	1	2	0	1	1	1	1	1	1	0	1	2	12
Green Ridge	1	1	1	1	1	2	0	2	1	0	1	1	12
Meadow Mountain	1	1	1	1	1	1	1	1	1	1	0	3	13
Savage Mountain	1	2	0	1	1	2	1	1	1	0	1	2	13
	30	40	31	22	28	19	20	51	49	23	50	50	413



JUVENILE JUSTICE MONITORING UNIT
OFFICE OF THE ATTORNEY GENERAL

**2008 ANNUAL REPORT
INCLUDING 4th QUARTER, 2008**

VOLUME TWO

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Issues, Improvements and Unabated Conditions Reported by Individual Facility

While the first section of the 2008 Annual Report covers system-wide issues, this section discusses issues in each of the approximately 30 individual residential facilities and programs that JJMU monitors. These issues include:

- Major issues or concerns identified by the Monitor's Office during the year;
- Corrective actions taken by DJS to address those concerns and other improvements;
- Ongoing issues or unabated conditions at year's end.

Allegany County Girls Group Home

The Cumberland Maryland YMCA operates the Allegany County Girls Group Home (ACGGH). The facility is located in Cumberland, Maryland on property owned by the Department of Juvenile Services. The group home serves nine female residents when full.

ACGGH seeks to establish a therapeutic environment by providing a "healthy home" setting for the girls. The group home accepts female youth who are experiencing emotional, behavioral, and relational problems. ACGGH describes its mission as facilitating healthy relationships, responsibility for behavior, honesty, mutual respect, learning, using appropriate conflict resolution skills, and making lifestyle changes leading to healthy adult development. The program relies on community resources for education, counseling, and health services. The average length of stay is 9 – 12 months.

The long-time Program Administrator resigned in September, 2008. In November of 2008 the YMCA selection committee hired a new Program Administrator who is a licensed social worker. The youth and staff have responded well to the change in leadership at the facility. The program appears to be more settled and better organized than in the past.

ACGGH remained low in census, averaging 6-8 youth during the second half of 2008.

Aunt CC's Harbor House

Aunt CC's Harbor House Shelter (Aunt CC's) is operated by North American Family Institute (NAFI). Low-risk males between the ages of 11 and 17 are referred to Aunt CC's by the Department of Social Services and the Department of Juvenile Services. Aunt CC's is an emergency shelter, an alternative to detention, and a placement for youth who require temporary care.

The residents are provided with group and individual clinical services, life skills education, food, clothing, and post release clinical services.

A major concern of the JJMU was an audit of staff files completed in the fall that revealed that Aunt CC's staff had not completed training in compliance with COMAR requirements. Employees should complete initial training prior to working with youth. Administrators at the facility need to review files on an ongoing basis to ensure that training and documentation is up to date. Corrective action is pending on these issues.

Baltimore City Juvenile Justice Center

Baltimore City Juvenile Justice Center (BCJJC) was constructed as a 144-bed detention facility for boys. It is located on the ground floor of the juvenile justice complex that includes courts and youth services in downtown Baltimore City, Maryland. Late in 2008, the Department of Juvenile Services closed two living units to accommodate the Boys Club program. There are now 120 beds available for residents.

Youth population at BCJJC remains too high. At the end of 2008, the population was at maximum capacity. Infirmary beds are used for sleeping non-medically involved youth when the population rises above 120, as it did several times in December.

The Monitor continues to recommend that BCJJC could be better utilized as a short term assessment center with youth moving to other facilities within 21 days. The oppressive physical environment, discussed in JJMU's reports throughout the year, is inappropriate for longer-term housing of youth. BCJJC's population should not exceed 48 youth at any time.

The population at the facility remains between 96 and 98 percent African American, and on many days there may be only one non-African American youth present.

The level of violence in the facility continues to be a serious problem. A decline late in the year in youth on youth assaults was accompanied by an increase in youth on staff assaults. In addition, there were two major group

disturbances during the second half of 2008. Population at BCJJC must be reduced in order to reduce the level of violence.

Programming is needed at BCJJC. The availability of structured rehabilitative or recreational programming declined during the last quarter of 2008 as community providers' contracts expired and preparation began to open a Boys Club in two closed housing units of the facility. The program began operation December 1, but it only provides youth with two hours per week of programming – one hour during the week and one hour on the weekend. This is the only programming available aside from school and one hour per day of large muscle exercise.

Two reports were issued regarding conditions at BCJJC by CRIPA monitors. At the end of the year, the Department had reached substantial compliance in 18% of the CRIPA provisions. The Third Report of the CRIPA Monitors, which covered the period from July through December 2008, was critical of the Department's failure to reduce the level of violence in the facility:

“Although the first 12 months of the reform effort witnessed substantial progress in over half of the original 29 provisions, progress in reaching substantial compliance with the remaining 11 provisions remains slow. The level of violence at the facility remains high...If the facility is to reach substantial compliance with the remaining 11 provisions by June 2009, it must identify the causes of youth violence...Each of the previous Monitors' reports has made this recommendation, but the DJS has yet to undertake such an analysis.”¹

J. DeWeese Carter Children's Center

J. DeWeese Carter Children's Center (Carter) is a 15-bed detention center for boys. It is located in one wing of an adult residential psychiatric facility in Chestertown, Maryland.

During 2007, JJMU reported the instability of leadership at the Carter Center. JJMU also recommended that seclusion of youth should not be used at Carter and that the facility population should be held to 15 youth. In addition, JJMU recommended that additional qualified medical staff be hired to ensure the provision of basic medical services and that MSDE should provide adequate school services at Carter.

All of the above recommendations were accepted and implemented at Carter. The population has been held to 15 since the first quarter of 2008. The new school building opened in December 2008. The quality of life has significantly improved for youth and staff during 2008.

¹ Settlement Agreement between the State of Maryland and the United States Department of Justice, Third CRIPA Monitor's Report for the Baltimore City Juvenile Justice Center, p. 5. Also see pp. 5-7.

Cheltenham Youth Facility

Cheltenham Youth Facility (CYF) is a 110-bed facility for young men 12-18 years of age. CYF is located in Prince George's County. The facility is comprised of three separate programs: detention (youth awaiting trial or committed placement); Re-Direct (a short-term program for committed youth); and a shelter program (youth under court supervision who do not require secure confinement). Re-Direct and the shelter program are located outside the security fence on the CYF campus.

Violent incidents have increased at CYF during 2008. The occurrence of youth on youth assaults with injury grew in 2008 with 23 for the last quarter of 2007 and then 31, 45, and 33 for the first three quarters of 2008.

The overall number of reported youth on youth assaults at CYF also grew during 2008, numbering 47 for the last quarter of 2007 and 48 for the first quarter of 2008 and then increasing to 72 and 61 for the second and third quarter respectively. There was also an increase in youth on staff assaults with 2 during the last quarter of 2007 and 11, 9 and 8 respectively for the first three quarters of 2008.

The number of physical restraints dipped at the beginning of the year and then rose during 2008 and remains stubbornly high at CYF. During the last quarter of 2007, there were 50 physical restraints reported and the number dropped to 41 for the first quarter of 2008. However, the use of physical restraints increased during 2008, with 53 and 55 reported for the second and third quarters respectively.

An escape from CYF occurred in August of 2008 by three youth (including one on suicide watch) using a tool stolen during a vocational class. Following the escape, the Department disciplined staff responsible for supervisory failures and retrained CYF staff on tool control issues and on general and suicide watch supervisory requirements. The Department also planned to implement an updated tool control policy and enhance security at CYF by installing a digital camera system to encompass areas of the fence and the public areas of the school and residential cottages.

As of the end of 2008, CYF does not have a digital camera system and staff continue to rely on hand held cameras to record incidents involving violence. Reliance on outdated technology has resulted in serious incidents going unrecorded because of camera or battery failure. The Department should implement its camera plan and an updated tool control policy including a vocational education component.

During 2008, DJS raised CYF capacity from 110 to 115 youths. Population levels remained relatively stable at CYF throughout 2008 although the daily population increased by 10% between the first and third quarter.

A new infirmary was built this year – a much-needed improvement. According to the DJS response to JJMU’s first quarter 2008 report, which drew attention to overcrowding in the old CYF infirmary, the new medical center at CYF was to “house a total of 6 to 8 youth.” However the infirmary continues to house youth for non-medical issues, and the Department decided to set a “surge capacity” of 10 youth for the renovated 6 bedroom infirmary.

The Education Department at CYF is operated by DJS. In addition to regular school classes, classes in life skills and career guidance are offered and the school has a dedicated guidance center. CYF has the most highly developed alternative education programs among the detention centers - programs include courses in information technology, graphic arts and horticulture. Other education related activities for youth at CYF include woodworking and silkscreen printing. CFY staff devotes considerable energy to these activities.

Funding for after-school and weekend activities at CYF has not been renewed as of the end of 2008 as a result of budgeting decisions. JJMU strongly recommends that DJS continues to support constructive programming for youth outside of school time.

Colbourne Group Home for Boys

Colbourne Group Home is a non-secure temporary transitional group home that is located in West Baltimore City. During 2008, the shelter housed a maximum eight boys, ages 15-17, who were awaiting placement for foster homes. At the end of the year, Colbourne moved into a new home in West Baltimore City that holds a maximum of four DJS youth. The home is operated by The Maryland Mentor Network (MMN).

The maximum length of stay is thirty days. The mission of the program is to provide individual and group counseling, sex offender treatment, crisis intervention, psychiatric and psychological evaluation, education, recreation, and career services.

During the year, youth were not receiving physical exams within 30 days of entering the home. Home administrators indicated that Medicaid will not pay for more than one physical per year. The home has not been collecting dental or medical information and staff are therefore unable to tell if youth are due for dental or vision related appointments. The parent company should hire an intake nurse and should also review youth medical files to ensure all that youth receive dental, vision, and physicals in a timely fashion. A corrective action plan is pending on medical-related issues.

An audit of employee files found that staff records, including criminal and child abuse background checks and training requirements were not in compliance with COMAR standards. Many files did not contain required background checks, and in some cases, MMN did not request records at all until the employee had been working with youth for some time.

Administrators should institute procedures to ensure that applicants are not hired until all criminal and child abuse clearances have been received and that new employees do not work alone with youth until their entry level training has been completed. Also, administrators should review files regularly to ensure initial and annual trainings and employee related documentation are complete and up to date.

The Dr. Henry F. and Florence Hill Graff Shelter for Girls

The Dr. Henry F. and Florence Hill Graff Shelter for Girls (Graff) is a 12-bed short-term shelter for girls pending court placement located in Boonsboro, Maryland. Most youth are from Washington and Frederick Counties. Graff is owned and operated by San Mar Children's Home, Inc. (San Mar). San Mar is licensed by the Department of Health and Mental Hygiene and serves youth with psychiatric diagnoses, but Graff Shelter is licensed by the Department of Juvenile Services (DJS). Girls may reside at Graff for up to 90 days.

No major concerns were reported at Graff during the year. The shelter provides a nurturing environment for girls. The facility is clean and well-manicured, the staff are conscientious and caring, and the girls seem positive about their experience at the shelter. Throughout the year the shelter has remained significantly under capacity, and DJS continues to refer few girls to the facility.

GUIDE Catonsville Structure Shelter for Boys

GUIDE Catonsville Structure Shelter for Boys (GUIDE) is operated by GUIDE Program Inc. The shelter is a non-secure residential program that is located on Department of Juvenile Services property. The modular residential unit is located on the grounds of Spring Grove State Hospital.

GUIDE houses a maximum of ten boys. The maximum length of stay is 90 days. The objective of the program is to provide temporary shelter, recreational programming, food, and education to pending placement males whose ages range from 12 -18.

Monitoring reports for the year noted that some services were not being provided as required by the Maryland Department of Budget and Management Action Agenda Contract. The home does not have a case manager to hold formal

conflict resolution groups and coordinate family assessments and intervention. The 2008 fire inspection report has not been corrected. The flammable classroom walls have not been replaced with fire rated dry wall or treated with fire retardant coating.

Lack of adequate supervision for youth at GUIDE is an ongoing cause of concern. Staff must supervise youth per required ratios at all times and arrangements should be made to rotate staff to ensure both youth supervision and physical plant perimeter coverage. A corrective action is pending on supervisory issues.

An audit of employee files found that staff had not completed training as required under COMAR. Employees should complete initial training prior to working alone with youth, and administrators should review files on an ongoing basis to ensure trainings and documentation are current.

Charles H. Hickey, Jr. School for Boys

The Charles H. Hickey, Jr. School for Boys (Hickey) is a State owned and operated detention facility for male youth between the ages of 12 and 18. The facility is located in East Baltimore County, and consists of three 24-bed cottages dedicated to detention and pending placement. The renovation of the fourth 24-bed cottage, Roosevelt Hall, was completed in August. Roosevelt Hall is not in use at this time. The current capacity for Hickey is 72.

In April, the fire alarm system at Hickey failed. The alarm system ceased working on the entire campus of Hickey, including the administration building, all living units and the former committed care units. Heat and smoke detectors were also inoperable, and the alarm would not sound at the gatehouse if a fire were to occur.

During the months that the campus was without fire alarms, the Maryland State Fire Marshal imposed fire watch requirements requiring staff to make frequent checks of all areas in buildings during the overnight shift and requiring a staff member to rove the campus overnight looking for signs of fire.

During the time the alarm system was not functioning, the Monitor conducted weekly visits to the facility to ensure the safety of the youth. When interviewed, staff were not fully aware of their responsibilities, nor were they conducting watches of locked offices, etc. in buildings.

Initially, DJS said that the system would be repaired within six weeks of its failure, but repairs were not completed until late August. The State Fire Marshal formally approved the system on August 29, 2008.

Another major security concern noted this year was the lack of video

surveillance cameras and staff radios. Hickey staff does not have an adequate number of radios, and some of the radios provided are defective. During monitoring visits, staff were repeatedly observed using their cell phones to communicate with others on the campus.

Hickey does not have internal video surveillance cameras, and a sampling of incidents showed that handheld cameras were not utilized during incidents as required by DJS policy. Video surveillance cameras should be installed at Hickey to help protect youth and staff. In the meantime, charged and properly functioning video cameras should be available on every shift, and the recording of incidents should begin at the onset of an incident. A corrective action is pending.

The physical plant is still in need of repairs. The Clinton and Mandela Hall bathroom walls are stained, cracked, or have peeling paint. Many of the shower stalls have no doors or curtains. Youth have expressed discomfort about showering with no curtains and currently shower in their underwear. The Monitor has suggested that at least half-curtains be added to the shower areas to enhance youth privacy. In addition, the ceiling at the entrance of the TMA building is caving in.

Roosevelt Hall, newly renovated, has been vacant for over four months in spite of the fact that Cheltenham and the Baltimore City Juvenile Justice Center remain crowded. This would be an ideal location for youth from the Justice Center who are in pending placement status because the Hickey campus has extensive outdoor areas and fields, unlike the Justice Center which provides almost exclusively an interior environment.

As of the end of 2008, the facility does not have a tool procedure as part of its facility operating procedure, and one needs to be instituted. The Monitor reported on the absence of a youth count facility operating procedure. In September 2008, the facility implemented a new youth count procedure which will improve security.

Several education, behavioral management plan, and structured programming issues should be addressed. Youth are not screened for education placement within 24 hours of admission. Earlier in the year, the Monitor reported on the difficulties that some youth had complying with the behavioral management plan (BMP) and recommended that a separate behavior management plan be developed for behaviorally challenged youth. Hickey administrators and Glass Mental Health collaborated to implement a Guarded Care Plan for these youth. While definitely a step forward, the plan is not producing the positive results hoped for and further modifications may be needed.

In September, the contracts of five structured programming providers expired. None of the contracts were renewed, leaving a complete vacuum of structured programming at the facility. Some four months later, no additional programming has been added. This means that aside from school and an hour of physical exercise each day, there is little for youth to do besides play cards or watch television. Hickey does not have a recreation coordinator.

Youth at Hickey continue to suffer from a shortage of clothing, linens, towels, and blankets. Adequate supplies of these items should be provided without delay. A shipment of approximately 300 pairs of socks arrived in the latter part of 2008 and a corrective action plan is pending for the remaining items.

Karma Academy - Rockville and Karma Academy - Randallstown

Karma Academy for Boys (Karma - Rockville) is a 13-bed residential treatment facility for boys located in Rockville, Maryland. It has been operated by KHI Services, Inc. since 1972. Karma - Rockville is licensed by the Department of Juvenile Services (DJS). The building is owned by Montgomery County. Youth are referred to Karma - Rockville by DJS and the Department of Social Services.

The Karma Academy (Karma - Randallstown) is an 8-bed unlocked, staff-secure, privately managed residential program for boys located in Randallstown, Maryland. It is licensed by the Department of Juvenile Services and operated by KHI Services, Inc.

Both Karma programs serve chronic low-level offenders with a focus on youth who need sex offender treatment and services. On average, it takes youth between 6 and 9 months to successfully complete either Karma program.

DJS has not promulgated standards for treatment of sex-offending youth based on the recommendations of the 2005 Sex Offender Task Force Report and 2007 follow-up report. DJS has not offered training to its licensed providers treating sex-offending youth.

A major shortcoming of the Karma programs is that their staff are not trained in the treatment of sex-offending youth. However, the Karma Director and therapists began attending a certification training course during the Fall of 2008 which will lead to all clinical staff being certified in the treatment of sex-offending youth. Currently Karma does not treat youth using any nationally-recognized or evidence-based therapeutic program. It is hoped that additional training and certification of Karma's clinical staff will lead to more sophisticated treatment of the youth the programs serve.

Kent Youth Boys Home and Larrabee House

Kent Youth Boys Home (Kent Youth) is a residential group home for 10 boys 14 to 18 years old. The facility is located in a semi-rural setting close to Chestertown on the Eastern Shore of Maryland. The boys' home was founded in 1971 to offer a locally based alternative to institutionalization or out-of-state placement.

Larrabee House (Larrabee) is a residential group home for adjudicated girls ages 14 - 17. Larrabee is located in Kingstown, Queen Anne's County, close to Chestertown. Youth are referred to Larrabee by the Maryland Department of Juvenile Services. Both Kent Youth Boys Home and Larrabee are operated by Kent Youth, Inc.

The issue causing most concern throughout 2008 involved an ongoing breakdown in communication between DJS case managers and facility administrators and workers at Kent Youth and Larrabee. The communication problems concerned decisions about youth placement, youth court dates, youth discharge dates, and other important information.

The facility and JJMU expressed concern about these issues and, subsequently, the DJS regional director for the Eastern Shore arranged meetings with the provider and with other Eastern Shore providers and worked to facilitate more open and timely communication between DJS community case managers and facility administrators and their case managers throughout the Eastern Shore.

Liberty House

Liberty House, operated by Youth Enterprise Services (YES), is a therapeutic group home and houses a maximum of ten at-risk male youth between the ages of 10 and 16. Individualized and multi-faceted treatment services are provided through psychotherapeutic interventions, clinical assessments, academic tools, counseling and recreational activities. Liberty House is licensed by DJS, but it accepted no DJS youth in 2008.

The Linkwood Girls' Home

The Linkwood Girls' Home (Linkwood) is an 8-bed residential group home for girls. Youth are placed there by various agencies including the Maryland Department of Juvenile Services (DJS). The home is located in Dorchester County between Cambridge and Salisbury on Maryland's Eastern Shore. The three-story building was originally a private home. Maple Shade Youth and Family Services, Inc. (Maple Shade), the parent company of Linkwood, is headquartered nearby (just over the county border in Wicomico County) and has operated the home for 22 years. The facility is licensed by DJS and does not

accept youth with longstanding, serious drug abuse or gang violence related issues.

During 2008, there were problems with the well water system at Linkwood. There was also a delay in setting up public school placements for a number of residents. Both problems were reported to the provider, Maple Shade, Inc. by JJMU.

As a result, the provider installed a new well system and paid for spring water to be delivered and transported youth for showers etc. while the well was out of commission.

The education problem proved more difficult to solve and ultimately, provider administrators decided they could not serve youth who were difficult to place in local schools and recommended those youth be sent home and that they be served in their local communities.

Linkwood Girls' Home closed December 23, 2008.

Lower Eastern Shore Children's Center

The Lower Eastern Shore Children's Center (LESCC) in Salisbury is a 24-bed maximum-security detention facility owned and operated by DJS. The facility is five years old. It is designed to house male and female youth who have been committed to DJS or who are awaiting adjudication. Youth are separated into three housing pods according to gender and security considerations.

LESCC was capably operated throughout 2008 as reported by JJMU. Concerns were expressed by JJMU about the number of incidents of physical restraint (33) and of seclusions (31) during the first quarter of 2008. JJMU also found that debriefing of staff following restraints and seclusions was inconsistently documented leading to lost opportunities for fine-tuning staff response to potentially difficult situations.

LESCC administrators arranged for staff re-training on the use of seclusion and restraint and on documentation following such events. The number of restraints declined from 33 in the first quarter to 17 during the third quarter of 2008. The number of seclusions declined from 31 in the first quarter to 12 in the third quarter of 2008.

LESCC demonstrates that maximum security facilities can be operated without excessive violence or hardship to youth and staff. Contributing to its success is its small capacity, seasoned administrators and staff, and new physical plant.

Morningstar Youth Academy

Morningstar Youth Academy (Morningstar) is a privately run residential camp serving boys from 14 to 18 years old who require substance abuse treatment. The facility is located in rural Dorchester County on Maryland's Eastern Shore. The center also includes a private alternative school for residents undergoing treatment. Youth are referred to Morningstar by DJS and typically stay from 6 to 9 months. VisionQuest Inc. has operated the facility since July of 2005.

Following a number of incidents during 2006 and 2007, management at VisionQuest appointed new administrators who took charge of Morningstar in the summer of 2007. The program has improved significantly since that time, resulting in a stable and nurturing environment for youth at the facility.

Morningstar operations improved significantly during 2008. There were fire safety concerns noted by JJMU regarding testing and maintenance of the sprinkler system and JJMU informed the facility administrators and contacted the Fire Marshal's Office.

Morningstar administrators arranged for a reputable fire safety company to inspect and make all necessary changes and adjustments to ensure the efficacy of the sprinkler system. A follow-up report by the Fire Marshal found the facility in full compliance.

Mount Clare House

Mount Clare House (Mount Clare) is located in downtown Baltimore City. The facility is a three-story house owned by DJS and operated by First Home Care Corporation/PSY Solutions. Mount Clare is a 12-bed group home that serves male youth ages 15½ -18 who have emotional and behavioral problems and are hard to place. Youth generally stay in the program from nine months to one year, but can remain until age 21 if necessary.

Although licensed by DJS, the group home also contracts for four beds with the Maryland Department of Human Resources (DHR) and four beds with the Maryland Department of Health and Mental Hygiene (DHMH). DJS owns and is responsible, along with the contractor, for the maintenance of the property.

Mount Clare was operated in an exemplary fashion throughout 2008. The need to renovate the aging and rundown interior and exterior physical plant, including fittings, furniture and appliances was addressed by JJMU and remains a major cause for concern. DJS owns the building and bears the primary responsibility for the performance of needed physical plant improvements.

During the first quarter of 2008, DJS worked with the vendor and devised a corrective plan to comprehensively address physical plant needs. As a result, improvements began with the procurement of kitchen appliances to replace worn out equipment as well as interior and exterior painting. DJS should complete the rest of the improvements listed in the corrective plan.

Alfred D. Noyes Children's Center

The Alfred D. Noyes Children's Center ("Noyes") is a State owned and operated detention facility located in Montgomery County. Noyes is comprised of three units for males and one unit for females. According to DJS StateStat information, Noyes can accommodate up to 57 youth.

The two major monitoring concerns at Noyes in 2008 were levels of violence and staff shortages. Between the 4th Quarter of 2007 and the 4th Quarter of 2008, Noyes' average monthly population decreased from 43 to 39; however incidents of aggression and violence increased significantly.

According to the DJS Incident Reporting Database, the last quarter of 2007 there were 25 youth on youth assaults, 5 youth on staff assaults, 31 physical restraints and 2 allegations of physical abuse (a total of 63 incidents). In the last quarter of 2008, there were 41 youth on youth assaults, 15 youth on staff assaults, 54 physical restraints and 5 allegations of physical abuse (a total of 115 incidents).

DJS has attributed the increase to an influx of difficult Baltimore City youth and better reporting, but the Monitor's Office believes that the facility should develop a more effective behavior management system, more closely screen staff before hiring, and install indoor surveillance cameras to attempt to bring down the levels of violence at Noyes. Also, DJS says youth are often unable to participate in outside recreation due to the amount of bird feces on the ground. Outdoor recreation is essential for teenage boys, and the facility should find a way to control the bird population or explore other options for getting youth outdoors.

During 2008, JJMU recommended that staffing be increased at Noyes. DJS added ten Resident Advisor positions to the Noyes staffing roster. Noyes also pursues regular and frequent staff recruitment efforts. However, at the end of 2008, there were still at least ten staff vacancies including five direct care staff positions that need to be filled.

JJMU had recommended for several years that suicide resistant beds be installed in the facility. DJS completed the installation of suicide resistant beds for all youth. JJMU had also reported on fencing security for several years, and this year DJS added no-climb mesh to the exterior fence and installed a fence alarm system.

As of the end of 2008, cameras and monitors needed to be installed to enhance fence security and JJMU also strongly recommends internal cameras and monitoring equipment be installed at Noyes for the protection of youth and staff. DJS indicated that the facility has installed wiring but cameras and monitoring equipment have not been installed.

During 2008, JJMU recommended that programming at Noyes be enhanced to reduce youth “down time.” Noyes has attempted to implement a Behavior Modification Program that provides four levels but there were problems involving inconsistent program application by staff. DJS should re-visit the Behavior Modification Program and make changes to enhance its effectiveness and ensure consistent application by staff.

Sykesville Shelter for Girls

Sykesville Shelter for Girls (“Sykesville”) is a private shelter care facility on State property. The State owns both the property and the modular building that serves as the shelter. The facility is managed by North American Family Institute and licensed by DJS. The facility can house and provide services for up to 10 females.

JJMU has recently expressed concerns about the physical condition of the facility and needed renovations, including repairing a crack in the foundation and water seepage. DJS reports that it is discussing moving the facility to a currently vacant building on the Springfield Hospital grounds that was used as a transitional program to house youth from the Thomas O'Farrell program. Both Thomas O'Farrell and the transitional house were closed due to physical plant problems. This office would discourage any move from one physically inferior facility to another physically inferior facility.

The facility administrator resigned, but a new administrator has been hired, and the staff and program meet the needs of most of the girls sent there by DJS. A physically appropriate and well maintained shelter facility is essential for these girls.

The facility was granted access and select staff were trained to operate the ASSIST and Incident Reporting Databases earlier in the year but that access is no longer available due to technical problems. Staff need access to both of these databases for the proper intake assessments of youth and the timely entries into the database of incidents that occur at the facility.

Victor Cullen Center

The Victor Cullen Center (Victor Cullen) is a State owned and operated secure treatment facility for adjudicated males. It is located in Frederick County,

Maryland just north of Sabillasville. The facility will eventually accommodate 48 youth in four cottages.

JJMU reported ongoing concerns regarding youth recidivism, vocational programming, adequacy of staffing, and adequacy of perimeter security during the year.

Most youth completing the Victor Cullen program since its opening in July, 2007 have not fared well after release. By December 1, 2008 17 of the 31 youth successfully completing the program had already been rearrested (see "Programming" section of the report, Volume One). Our 2nd Quarter, 2008 report discussed several possible explanations for the high re-arrest rate including lack of an evidence-based rehabilitative treatment model and weak aftercare planning and/or follow-up. By the end of the year, no changes to the treatment model at Victor Cullen were apparent, and youth completing the program continued to be rearrested at high rates.

One promising Victor Cullen program was the ten-week Pre-Apprenticeship Vocation Program that DJS designed. Eleven youth participated in the program which ran from May to July. The program generated significant press coverage and the Department said it would soon expand to other residential facilities. The program, however, has not been expanded nor has it even been repeated at Victor Cullen. According to DJS, qualified instructors will not be available to run the program again until late winter/early spring, 2009.

If qualified instructors cannot be recruited during the school year, the Department should redesign the program so that youth can participate in it year-round. The program is innovative and follows best practices in connecting youth to jobs and employment resources in the community. The Department should make any adjustments needed to ensure that as many youth as possible benefit from the program – under a dozen youth in a full year does not give the program a chance to work at its full potential.

The Maryland State Department of Education plans to provide electrical vocational programming for youth in school at the facility starting in January of 2009.

Staffing the facility continues to be challenging. During 2008, staff turnover was high, and many positions remain vacant (see Staffing section of the report). There are still only two therapists providing mental health services. The escape of two youth in June, involving an attack and robbery of a staff person, prompted the facility to begin assigning two staff members to each cottage on each shift.

The escape was the second from the facility since its opening. To improve security, DJS installed recording cameras around the facility perimeter

and at least one improved monitoring screen that provides quad screen viewing for comprehensive monitoring of the fence. The other two camera monitors should also provide quad screen viewing for comprehensive monitoring.

This office continues to recommend that a qualified security specialist be assigned to the facility to ensure that youth remain on the grounds. We also continue to recommend that staff be provided with distress alarms and that at least two staff be assigned to each cottage on each shift.

Thomas J. S. Waxter Children's Center

Thomas J. S. Waxter Children's Center ("Waxter") is a State owned and operated detention/residential treatment facility in Laurel, Maryland. The facility is comprised of one detention unit, one pending placement unit, and one secure committed program for young women under the age of 22. According to the Superintendent, the current maximum population capacity is 34.

Major problems at Waxter during 2008 centered on staff's inability to control youth behavior, inadequate bathroom facilities, limited therapeutic programming and lack of vocational programming for committed girls.

A new Behavior Management Plan has been implemented to improve youth behavior. However staff continue to struggle with girls who evidence severe behavioral health issues and whose frequent involvement in incidents disrupt services to all youth at the facility. The Monitor's office has repeatedly reported on the need to find appropriate alternatives to secure detention for girls with serious mental health issues. To date, this issue has not been resolved.

Following many years of discussion, construction of new bathroom facilities began in the fall. During the construction, one unit of the facility has been closed. The building process has taken months longer than anticipated and youth have been transferred to other facilities during the waiting period.

The facility does not have an evidence-based treatment program specifically designed for girls. Gender responsive training has been offered but not all staff have attended the training program and about half of staff interviewed said the training was not helpful.

Although DJS hired a consultant who worked with Waxter staff for more than 1 ½ years, implementation of the rehabilitative program is not apparent. Department administrators insist the Waxter program utilizes a combined approach incorporating Positive Peer Culture/EQUIP and a curriculum entitled "Growing Great Girls," but in interviews with front-line staff, they were unable to describe any programming models used at Waxter.

The Way Home – Mountain Manor

The Way Home is a 15-bed, non-secure group home for girls who are committed to the Department of Juvenile Services. It is located within the Mountain Manor complex of therapeutic programs in West Baltimore. The Way Home closed for several months during 2008. The program re-opened in May and now provides services to seven residents.

The Way Home treatment facility has a home-like environment with very caring and dedicated staff. Since re-opening in May, staff have been frustrated by their inability to ensure that girls are able to attend a school that best meets individual needs. The Way Home Administrators and DJS should develop a written policy to ensure girls are attending schools that meet their educational needs.

Western Maryland Children's Center

The Western Maryland Children's Center (WMCC) is a State owned and operated detention facility located in Washington County just outside of Hagerstown. WMCC is designed to accommodate a total of 24 youth. At present only males are housed at the facility.

During 2008, JJMU reported on concerns about staffing, safety and security, and programming at WMCC.

Early in the year JJMU reported on the need for increased staffing including direct care positions. DJS hired 11 residential advisors, increasing direct care staff numbers to 41. Nine residential advisor positions still need to be filled. The Department also created a second recreation management position and detailed a residential advisor to recreation duty, but has not completed implementation of these positions. Planned-for second addictions counselor and second social worker positions also remain unfilled.

Prior to and during 2008, JJMU reported on the need for enhanced fencing at WMCC and DJS has begun enhancing fencing by straightening the back fence upwards, increasing fence height by 6 ft. The Department should complete the fencing project.

JJMU reported on a surfeit of "down time" for youth and a lack of sufficient programming, particularly during evenings and weekends. The Department subsequently nominated a Residential Advisor to provide recreational and other activities. As a result, activities for youth at WMCC have increased significantly since August of 2008.

Staff members at WMCC continue to strive to maintain the positive and proactive culture for which they have become known. Youth frequently comment that it is the best center in which they have been placed. Youth describe staff members as fair, helpful and respectful to the residents.

William Donald Schaefer House

William Donald Schaefer House (WDSH) is a 20-bed, 90-day substance abuse treatment program for committed boys. It is located near Druid Hill Park in northwest Baltimore City, Maryland. WDSH is one of the few residential substance abuse programs for youth in Maryland. It provides a safe and humane short-term residential program for youngsters who do not require secure placement.

WDSH did not have a treatment model for much of the year. Following our second quarter report discussing lack of a coherent rehabilitative model at WDSH, staff were trained in Positive Peer Culture and the following week implemented the program. There are no plans to implement EQUIP at this time.

In addition, DJS adopted the "Seven Challenges" treatment model and curriculum for all residential substance abuse programs operated by the State. Currently the "Seven Challenges" model is under review for designation as an Evidence-Based Practice by the National Registry of Evidence-Based Practices (NREBP) of the U.S. Substance Abuse and Mental Health Services Administration (SAMHSA). Early studies have shown "Seven Challenges" to significantly reduce continuing substance abuse by youth, particularly those with co-occurring mental health diagnoses. WDSH staff are scheduled to be trained in the Seven Challenges treatment model at the end of February.

Youth Centers (Backbone Mountain, Green Ridge, Meadow Mountain, Savage Mountain)

The DJS Youth Centers provide commitment care services in four separate facilities: Green Ridge, located in Allegany County near Flintstone, provides 40 beds and serves western Maryland male youth in three separate programs – Mountain Quest, a 90-day intensive adventure based treatment impact program; Revelations, a substance abuse program lasting a minimum of 120 days, and a therapeutic program averaging six to eight months.

Savage Mountain, located in Garrett County near Lonaconing, provides 36 beds in a six to eight month treatment program, and serves male youth primarily from non-western Maryland counties.

Backbone Mountain provides 48 beds. Thirty-two beds are currently dedicated to the six to eight month treatment program, and 16 beds are

dedicated to youth in the college program. Backbone Mountain serves male youth residing primarily in non-western Maryland counties.

Meadow Mountain provides 40 treatment program beds and specializes in treatment of addictions in a six to nine month program. Meadow Mountain serves male youth residing primarily in non-western Maryland counties.

During 2008, JJMU reported on staff shortages and programming issues as well as the need to ensure Community Case Manager involvement and encourage family contributions to youth progress at the Youth Centers.

JJMU reported that staff shortages and insufficient staff training in the Youth Centers created safety and security concerns. DJS did significantly increase staffing at the Youth Centers. A JJMU recommendation that two staffers be assigned to the Reflections program to ensure full staffing of the program was implemented by the Department which dedicated two full-time staff to the Reflections program. The Department now also provides four additional days of focused and EQUIP training as part of initial or Entry Level Training (ELT) for direct care staff.

JJMU recommended that the Reflections/Ropes Program be fully staffed. DJS has dedicated two full-time staff to this valuable treatment enhancement program. The Department also decided to provide four additional days of Positive Peer Culture (PPC), and EQUIP training as part of initial or Entry Level Training (ELT) for direct care staff.

Throughout 2008, JJMU noted the problem of insufficient Community Case Manager visitation to youth in the Centers. Baltimore City-based youth were especially poorly served in this regard. The Department responded by focusing on the involvement of the Community Case Managers at facilities. Visitation to youth in the Centers has begun to increase significantly. The Department should continue to ensure regularly scheduled Community Case Manager visitation at the Centers for all youth, regardless of their home base location.

The JJMU has consistently recommended that increased family involvement be included in Youth Center programming. DJS has expanded a home visit program in place at Green Ridge in which youth can earn time at home to encompass youth at all four Centers.

Community Case Manager and family contact can be enhanced through the relatively inexpensive use of video conferencing. DJS is in the process of providing video conferencing in all of the centers.



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DJS RESPONSE

DJS provided its senior leadership, including the facility Superintendents and its licensed program providers, with the JJMU Fiscal Year 2008 Annual Report. DJS thoughtfully considered the reporting and suggestions provided by the JJMU and will take corrective action in areas in need of our attention and response.

There are various areas within the report where we may feel the JJMU either does not have the expertise in a defined area or the understanding of the operations of the facility to adequately identify findings or to make suggestions that will assist DJS in continuing to improve our facilities. For example, on page 21, the JJMU reports that facilities have a certain number and percentage of “staff not fully certified” but they are aware that they are including staff who are provisionally certified in that number. Provisionally certified staff can interact with and supervise youth. And at Cheltenham, for example, many of the “uncertified staff” are new and are currently in Entry Level Training for six weeks. Again, without context or a full understanding of the area, the JJMU miss reporting accurate facts that could help DJS understand an issue and address it. Instead, information is often not understood or is cast in such a way that does not assist our facilities. Because of these longstanding problems with much of the reporting, DJS does not feel these reports are as useful as they could otherwise be. However, we will certainly continue to address any areas identified within the JJMU report that warrant corrective action on our part.

The Department’s successful ongoing efforts to ensure appropriate services and conditions in DJS operated and licensed facilities are ongoing and were recognized during FY 2008 by two significant authorities external to DJS: The U. S. Department of Justice and the Council for Juvenile Correctional Administrators.

During FY 2008 DJS successfully exited from a Settlement Agreement between the State of Maryland and the United States Department of Justice. The Settlement Agreement required substantial compliance with 56 provisions for conditions and services at the Cheltenham Youth Facility and the Charles H. Hickey, Jr. School. The deficiencies that led to a federal CRIPA investigation and to the Settlement Agreement preceded Secretary DeVore’s leadership of DJS. Under Secretary DeVore’s leadership, DJS met all CRIPA standards for safety and security, behavior management, behavioral health care, special education services, and staff training.

In addition, five DJS facilities were recognized for exceptional performance in FY 2008 by the Council for Juvenile Correctional Administrators Performance-based Standards for Youth Correction and Detention Facilities (PbS). The facilities recognized by PbS for achieving Level 3 status in FY 2008 are Backbone Mountain Youth Center, Savage Mountain Youth Center, Green Ridge Youth Center, Meadow Mountain Youth Center, and the Waxter Children's Center detention program.

Following is a summary of the many positive, progressive activities going on throughout the state in all of the DJS run and licensed facilities. Whenever possible, we asked the facility Advisory Board Chairs for their input on how they think their respective facility has performed throughout 2008. All Advisory Board members have access to observe DJS facilities and to talk with youth and facility staff, so they have first-hand knowledge of facility operations. We have also included links, when available, to our own internal Quality Improvement (QI) reports. These reports are extremely comprehensive and in great detail outline the areas where our facilities need improvement (and where they are excelling) and how they rate as compared to other facilities across the state. We are confident the information below and our QI Reports offer a clear view of our facilities, our mission and expectations, and our commitment to the children of the State of Maryland.

DETENTION CENTERS

Alfred Noyes Children's Center (Noyes)

The Noyes Advisory Board has noted great improvements in the staffing at Noyes, including both direct-care and supervisory staff. Noyes has gone from having a vacancy rate of 40% to consistently maintaining nearly a full complement of staff. DJS was able to allocate 10 additional direct care contracts for Noyes that have been converted to permanent state positions. In addition, Noyes was able to hire a Psychologist.

The Board has also been impressed with the increase in programming for the youth including collaborations with outside organizations and Montgomery County's chapter of the Federation of Families. Events have included holiday celebrations to encourage family participation, arts education, as well as gender-specific programming in which several staff participated and were certified. A staff also was selected for, and completed, DJS' Leadership Development Institute. The Board has been especially pleased with the teachers' efforts to engage the parents of the youth at Noyes through parent information sessions and work to ensure that the education staff have access to ongoing professional development opportunities in partnership with the Montgomery County Public Schools. To read DJS' own internal Quality Improvement report on Noyes, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

Baltimore City Juvenile Justice Center (BCJJC)

During 2008, great strides were made to reform the largest and most challenged detention facility inherited by Secretary DeVore's administration. By the end of 2008, 20 of the 29 original

provisions under a settlement agreement with the Department of Justice were found in substantial compliance by federal monitors. DJS awarded a contract to the Boys and Girls Club of America, which opened a club inside BCJJC and began 7 day a week programming for the boys detained there. Training in Response Ability Pathways, a specialized approach to de-escalation of conflict, was provided to direct care staff. The total population was lowered by 24 beds, bringing the rated capacity down from 144 to 120 youth. Stays in pending placement were also lowered by weeks and sometimes months, lessening the time the youth were awaiting placement.

High quality mental health services were augmented when DJS contracted for even more staff and services to provide additional therapy and Aggression Replacement Training for the boys detained. In addition, a new classroom and office space began construction to provide even more classroom space for MSDE within the building and markedly fewer school suspensions were noted at the end of 2008. Though challenges remain, DJS is proud of the many improvements at BCJJC and is optimistic for its continued growth and success. To read DJS' own internal Quality Improvement report on BCJJC, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

Charles H. Hickey Jr. School (Hickey)

The year 2008 was a great year for Hickey. The facility was released from federal oversight and successfully came into compliance with 56 provisions of a settlement agreement with the Department of Justice. Highlights included the relocation of the medical suite and re-opening of a larger and more modern infirmary and examination area. Hickey also received a superior performance rating from Quality Assurance for its parent and guardian involvement with their education program.

In addition, the Chairman of Hickey's Advisory Board noted to DJS his impressions of the staff at Hickey; he remarked that they have a great deal of pride in the services they are providing to each student there and clearly enjoy working with the youth. He commented that the facility is clean and well run and the school facilities are excellent and thoroughly engaging for the students. He remarked on the "Special Incentive Rooms" where youth can watch sporting events and enjoy games and food by earning points through good behavior. And he also gave kudos to the medical staff and the new medical facilities; he commented that being at Hickey may be the first time some youth have had the availability of quality medical and dental care to restore their oral and physical health. The Advisory Board is active and has many exciting projects on its list to continue to expand on Hickey's successes. To read DJS' own internal Quality Improvement report on Hickey, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>.

Cheltenham Youth Facility (CYF)

2008 was also a landmark year for Cheltenham. CYF, along with Hickey, was released from federal oversight and successfully came into compliance with a settlement agreement with the Department of Justice. A new infirmary and medical suite opened offering cleaner and more modern facilities for the youth needing medical and dental care. On a recent visit to the facility,

the Chairman of Cheltenham's Advisory Board commented on the great strides that the facility has taken toward providing a more comforting and therapeutic environment for the young men at CYF. He was complimentary about the administration and the professionalism and passion that staff showed in their work with DJS' youth. He was also very impressed with the vocational programs that were taking place at the facility such as the graphic arts program and woodshop. He felt the instructors were not only giving the students work skills as it related to the particular craft, but also life skills, educating them on how to use the work skills gained in their everyday life. To read DJS' own internal Quality Improvement report on CYF, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

J. DeWeese Carter Center (Carter)

The year 2008 has been an incredibly successful year for the Carter Center and the facility has been able to fulfill many of the expectations of the Advisory Board. The Advisory Board has been very impressed with Carter's new indoor recreation area, the new MSDE building and school program, and the extra structured programming being provided in the evenings and on the weekends. The Advisory Board President has noted dramatic positive changes within the last six to nine months; there is a sense of pride and enjoyment in working with the youth and the professionalism of the staff is evident. The youth are engaging with the staff in a calm, warm and positive manner. Staffing within the facility has been maintained and the food has also improved greatly. Carter appreciates the positive observations by the JJMU and continues to enjoy its status as the "Miracle in Chestertown." To read DJS' own internal Quality Improvement report on Carter, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

Lower Eastern Shore Children's Center (LESCC)

The LESCC has set the tone for how to work with kids in a therapeutic and caring way while maintaining a safe and secure environment for all of the kids they serve. The Advisory Board of LESCC has indicated to DJS that they are very impressed with the staff's ability to work with both male and female populations so effectively and that the youth that have participated in the Advisory Board meetings have been "delightful." One reason for the solid relationships between youth and staff is the experience of the staff; it is considered a great strength to the facility and shows the pride they have in the service they are providing to the youth. The amount of activities and programming have increased over the last year at LESCC as well, to include a 4th of July Celebration, Talent Shows, a Fashion Show, sporting activities with other facilities, family days, and LESCC After Dark. The Advisory Board is active in trying to raise community support and supporting the youth, staff and administration of LESCC. To read DJS' own internal Quality Improvement report on LESCC, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

Waxter Children's Center (Waxter)

In February 2008, Waxter held its first annual "Kick off to Success" rally. A new program, "Growing Great Girls" was the focus of the year, with gender-responsive trainings being held with the theme 'Protect, Connect, Respect' and staff learning even more about how girls function

and grow despite sometimes difficult beginnings. Waxter also held a Family Day in August; nearly all of the parents attended and received informational packets from all of the departments and a presentation on the “Growing Great Girls” program. A Mother and Daughter Brunch was also held in October.

The Chair of the Waxter Facility Advisory Board has remarked to the Superintendent on the commitment and dedication of the staff members at the girls’ facility. During Advisory Board meetings, the young women expressed satisfaction with the conditions at the facility and the Board Chair was impressed with the transparency of the facility, opening its doors to visits by members of the Advisory Board and other organizations. Involvement by organizations such as the Junior League, Women's Bar Association, Girl Scouts, and others continues to provide positive and enriching services that help to create opportunities for growth. To read DJS’ own internal Quality Improvement report on Waxter, please follow this link:

<http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

Western Maryland Children’s Center (WMCC)

WMCC continues to excel in providing a safe and positive environment to the youth detained in the Western Maryland region. The facility has what has been described as the most effective behavior management system in the state and continues to provide high quality, prompt and professional nursing care. The leadership at the facility increased programming from 94 hours in the month of June to 235 hours in the month of December. Programming included an after school cooking class and anger management groups among others. The facility is fully staffed in nursing, social work, addictions and education and continues to provide excellent teaching by DJS’ own high quality teaching staff. To read DJS’ own internal Quality Improvement report on WMCC, please follow this link: <http://www.djs.state.md.us/quality-assurance/quality-improvement-reports.html>

TREATMENT CENTERS

Backbone Mountain Youth Center

Green Ridge Youth Center

Meadow Mountain Youth Center

Savage Mountain Youth Center

The President of the Advisory Board of the Youth Centers commented to DJS recently on the progress that is ongoing at the four Western Maryland sites that treat young men from throughout the state. He noted positively that several of the centers have developed a partnership with Frostburg State University (FSU) and that youth regularly attend numerous cultural events and programs there. FSU has responded and opened up their athletic facilities to some of the centers so the youth can swim in an Olympic size pool and use their gym. The centers are regularly called upon to FSU to help set up and tear down special programs and events that take place throughout the year and the boys really enjoy attending these programs after helping the university.

The boys also helped the community in several ways, including the Lonaconing clean up effort, putting up and taking down of Christmas lighting displays at Rocky Gap, and doing trail work at Rocky Gap as well. The centers participated in the Reflections Outdoor Adventure Program, America Corp Volunteer Program, and the Friendsville Cemetery clean up. Garrett Community College has opened up their doors to some of the youth to attend college courses on campus. Many of the youth are passing college classes and earning college credits, increasing their ability to succeed in the future; it is also commendable that there are a number of youth who participate in the GED Program and successfully pass the GED exam.

The other noteworthy accomplishment is the improvement of communication and involvement between the centers and their families. Many days throughout the year, parents are invited to visit their son's center for a special activity such as a picnic. When thirty-nine youth were allowed to go home for a visit over the holidays, all of them enjoyed their visits and returned successfully. Weekend visits have also increased for the youth who are ready to be released which has greatly helped the youths' transitions back to their homes. Follow-up communication and increased and improved transitioning efforts have enabled each youth completing the program to adjust to being home more successfully.

The President of the Board commended the Directors of all the centers for their continued dedication and commitment to the youth assigned to their facility. He feels that the Directors, teachers, and direct care staff at all the centers, along with the personnel from DJS Headquarters, are doing an excellent job working with the youth and preparing them for a more productive and positive way of life.

Victor Cullen Center (VCC)

The Victor Cullen Center (VCC) education team was very proud to open the new school in September 2008. The school developed a six hour school day with subjects to include English, Math, Social Studies, Science, Computer Training, and Library. VCC has a complete GED pull-out program to prepare students to take the exam. In addition, the education team added a Work Force Occupational Transition Specialist for additional transition resources. VCC continues to excel in providing youth with the opportunity to take the GED exam with tremendous success. Since August 2008, VCC has added seven more graduates to the list with an additional five pending results.

During 2008, DJS and VCC also hired a new Superintendent and Assistant Superintendent with tremendous knowledge and experience in working with at-risk youth. VCC also increased safety and security for the youth and community by adding fencing, additional campus outside lighting and a video surveillance system that includes eighty-four fully operational cameras facility wide.

VCC continues to increase communication with each youth's family members and community workers. On December 20, 2008, VCC held a family Christmas gathering. Ninety-eight family members attended and enjoyed a Christmas dinner and presentation that was enjoyed by all. The current Superintendent and Assistant Superintendent are looking forward to a successful 2009 with continued positive outcomes for the young men in the program.

LICENSED PROGRAMS

Allegany County Girls Group Home

In December 2008, the ACGGH welcomed a new Program Director who has prior experience as a therapist in residential settings. Also on board the ACGGH team is the new CEO of the Cumberland YMCA who encourages a strong relationship between the Group Home and that local YMCA. The Girls Group Home will be hosting its first annual Volunteer Day on April 25, 2009. There are plans to repaint the entire interior of the house, upgrade the furniture and implement a Serenity Room. The residents are planning to cook a lunch for the volunteers as well as participate in the activities.

Aunt CC's Harbor House

Aunt CC's Harbor House has made many great strides forward in 2008. In working with the Area Director for Baltimore City and conducting monthly meetings, the partnership between DJS and Aunt CC's has strengthened and admissions to the shelter have increased from 633 in 2007 to 815 in 2008. Another great achievement is that Aunt CC's Harbor House has entered into a partnership with (BARC) "Begin Again Resource Center, Inc." BARC provides mentorship to young adults by partnering with professional adults who desire to become committed mentors and make a difference in the lives of young people in need of direction. Ninety percent of the youth return to their home school and 17 were enrolled in a GED Program. Aunt CC's Harbor House continues to work to expand its ability to provide shelter and compassionate care to Maryland's young people.

Guide Shelter

During 2008, the residents at GUIDE Catonsville Structured Shelter completed over 1,200 hours of community service. The residents have been working with the homeless at both Paul's Place and at Echo House, including giving out clothing, serving food and even providing entertainment. As a result of these experiences, many of the residents have reported feeling a desire to continue to participate in service there, as well as wanting to change their lives for the better. The residents involved in this project showed remarkable improvement in their behavior while at the shelter and built positive relationships with the staff. As a result GUIDE Catonsville Structured Shelter will continue to incorporate these hands-on approaches to community service with the homeless.

Kent Youth Boys Home

The Boys' Home was awarded several Mac computers through a joint grant with Kent County Public School. A computer room was painted and desks were constructed to organize all of the computers for the youth to use for school work. The youth's schoolwork and grades since Sept 2008 until present have been excellent. One resident has gotten straight A's for two terms. Through the generosity of a board member, the new workout/weight room was finished. The youth at Kent participate in two main community service projects on a regular basis. First, Kent

Youth adopted a road that the residents and staff tend, assisting in the maintenance of that area within the community. The young men also go to a local nursing home and spend time with the residents playing Bingo and participating in other activities with them.

Larabee Girls Home

The staff at Larrabee House has welcomed the opportunity to help the girls they serve achieve many goals tailored to their individual needs. One of Larabee's youth graduated from high school last year. Upon graduation, her case manager determined that she was best served in the program and she stayed; she was offered a job at a local nursing home and enrolled in their GNA program. A newer youth is currently studying for her GED exam and wants to seek full-time employment. Currently, Larabee is working with a therapeutic riding program to develop a program for the girls to participate in at their facility and the residents write and produce a quarterly newsletter that includes poetry, drawings, stories, fashion tips, and music facts.

Liberty House

Liberty House has partnered with the Renaissance Center, a community-based, professional counseling service within a large church that offers counseling services that include Mental Health, Substance Abuse, Domestic Violence, Crisis Intervention, and Youth and Family Counseling. This augments their standard therapeutic programming in an effort to address some of the more difficult life issues facing the residents. Coinciding with the beginning of the school semesters and the summer break, the Renaissance Center provides group therapy sessions that address Anger Management, Grief and Abandonment, and Stress Management for teenagers in today's challenging world. Additionally, beginning in early 2009, selected residents will be enrolled in a four month "Rites of Passage" program offered by the Men's Empowerment Center, an outreach of Morning Star Baptist Church. The program is designed to develop maturity and a responsible life outlook in adolescent males.

Morningstar/Vision Quest

There has been much good news happening at Morningstar. November marked the beginning of the Fourth Direction Discharge Boards. Each youth who is eligible for discharge must conduct a presentation to their Multi Disciplinary Team regarding what they have learned throughout their program, their Relapse Prevention Plan and goals for the future. Morningstar had their first graduates and it was a big success! January also brought the Winter Congress with the theme of "Striving for Greatness". Educationally based, the congress brought out the best healthy competition in all of the youth. Each direction made a flag to represent the theme of the congress. Flags were proudly carried by the leader of each direction onto the opening circle to kick off the two day event. Along with other events, youth were encouraged to write and participate in a "Poetry Competition" Night. Day two was comprised of Jeopardy, Math Challenges, a History Bowl, and Spelling Bees. Jeopardy took on a special flavor when the staff competed against the youth and even the JJMU monitor joined the staff in this competition. At the conclusion of the two day event, winners were announced at the closing circle. The winning group was rewarded with an all day trip to the YMCA for weight lifting, basketball, and swimming.

The Way Home

Collaborative work by The Way Home clinicians and representatives of the Department of Juvenile Services in preparation for the facility's reopening in April of 2008 have proven to be extremely successful. One of the major goals of the group home (which is for girls between ages 14 and 18) is to construct a highly individualized treatment plan for every girl admitted which considers her unique strengths and clinical needs. The multidisciplinary clinical team implemented a "fast track" for two 18 year olds who had failed and re-offended in other community placements. During their residence at The Way Home, these two residents completed their GEDs, obtained the substance abuse and mental health services necessary for their treatment and enrolled themselves in the local community college. One graduate is in independent living and working at a job close to her apartment, and the other graduate is working full time in her home community.

The membership in the local YMCA has motivated most of the girls to lose weight and "keep fit" and the home's registered dietician gives classes on diet and nutrition. This quarter, the girls will be starting their own business and will be establishing a system-wide recycling effort that will help the environment and allow each resident to earn a "salary." Additionally, the girls are going to do a Welcome Wagon lunch for staff once per month where they will sell a packaged lunch to staff and use the money earned for special activities.

The girls are also organizing a new Community Services Committee which will investigate different types of community services in addition to the soup kitchen where they volunteer and the clothing and food drives they run. Some of the projects under consideration include a farm that houses abused and deserted horses and the local animal shelter that needs volunteer dog walkers. The girls also take care of their pet fish Charlie, Molly and Jaws.