



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.

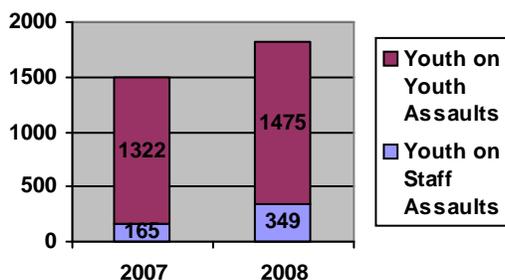
Youth on youth assaults declined by large percentages at 3 detention centers - from 81 to 42 at Waxter (48% decrease), 61 to 32 (47% decrease) at WMCC, and from 46 to 16 at Carter.(65% decrease),²² reflecting more stabilized leadership and improved staff functioning at these facilities.

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

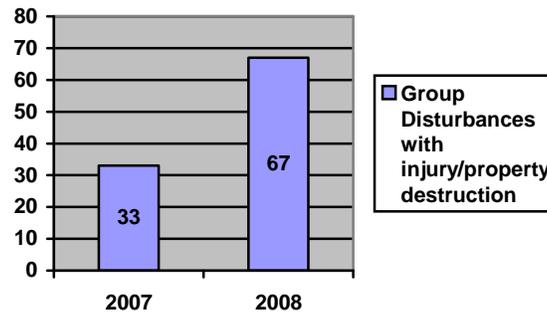
DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	455	595
Charles Hickey School	231	239
Cheltenham Youth Facility	205	240
Alfred Noyes Children's Center	131	158
Waxter Girls Children's Center	81	42
Western Maryland Children's Center	61	32
Lower Eastern Shore Children's Center	38	43
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



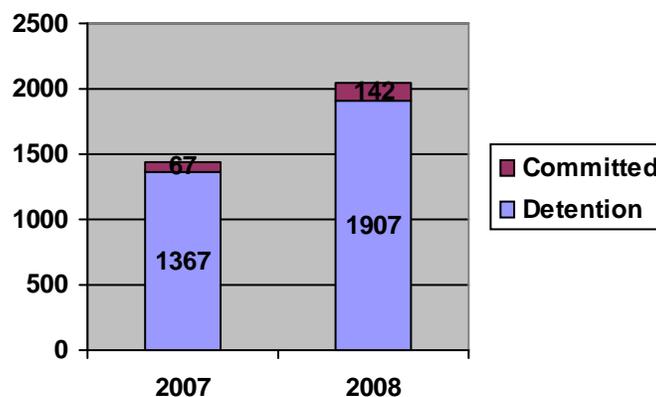
3. Restraints and Seclusion

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



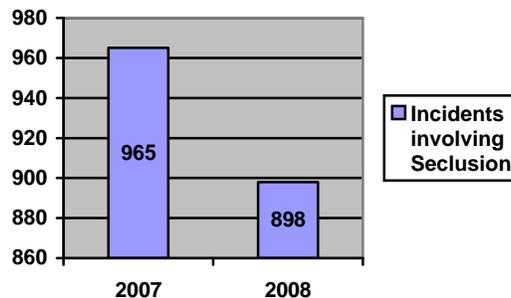
Restraint Incidents by Facility

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

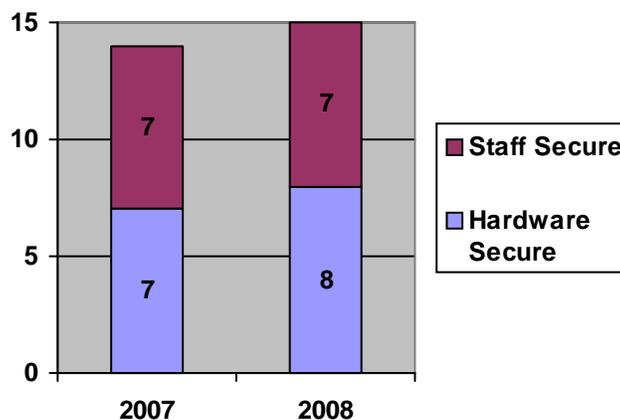
DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	388	630
Charles Hickey School	224	59
Cheltenham Youth Facility	98	3
Alfred Noyes Children's Center	105	66
Waxter Girls Children's Center	57	66
Western Maryland Children's Center	1	4
Lower Eastern Shore Children's Center	51	59
J. Deweese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

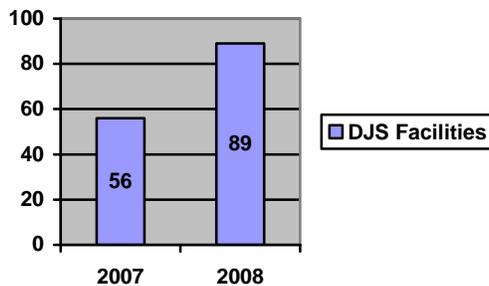
DJS HARDWARE SECURE FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	0	1
Charles Hickey School	3	0
Cheltenham Youth Facility	0	1
Alfred Noyes Children's Center	1	0
Waxter Girls Children's Center	1	2
Western Maryland Children's Center	0	0
Lower Eastern Shore Children's Center	0	0
J. Deweese 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

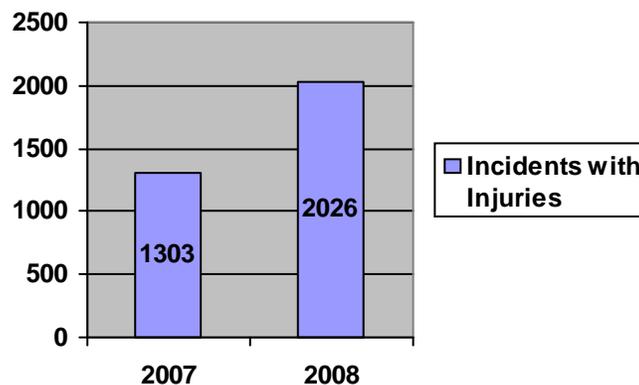
DETENTION FACILITIES	2007	2008
Baltimore City Juvenile Justice Center	7	5
Charles Hickey School	9	18
Cheltenham Youth Facility	11	21
Alfred Noyes Children's Center	3	11
Waxter Girls Children's Center	17	14
Western Maryland Children's Center	1	9
Lower Eastern Shore Children's Center	5	3
J. Deweese Carter 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>Maira 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; closed 2/08												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