



**JUVENILE JUSTICE MONITORING UNIT**  
**OFFICE OF THE ATTORNEY GENERAL**

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**2008 ANNUAL REPORT  
INCLUDING 4<sup>th</sup> QUARTER, 2008**

**VOLUME TWO**

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# JJMU ANNUAL REPORT FOR 2008 INCLUDING 4<sup>th</sup> QUARTER, 2008

## VOLUME TWO

### Issues, Improvements and Unabated Conditions Reported by Individual Facility

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

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

#### Allegany County Girls Group Home

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

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

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

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

### Aunt CC's Harbor House

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

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

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

### Baltimore City Juvenile Justice Center

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

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

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

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

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

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

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

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

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

### **J. DeWeese Carter Children's Center**

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

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

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

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

## Cheltenham Youth Facility

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

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

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

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

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

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

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

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

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

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

### **Colbourne Group Home for Boys**

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

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

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

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

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

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

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

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

### **GUIDE Catonsville Structure Shelter for Boys**

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

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

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

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

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

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

### **Charles H. Hickey, Jr. School for Boys**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### Karma Academy - Rockville and Karma Academy - Randallstown

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

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

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

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

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

## **Kent Youth Boys Home and Larrabee House**

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

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

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

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

## **Liberty House**

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

## **The Linkwood Girls' Home**

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

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

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

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

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

Linkwood Girls' Home closed December 23, 2008.

### Lower Eastern Shore Children's Center

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

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

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

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

## Morningstar Youth Academy

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

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

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

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

## Mount Clare House

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

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

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

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

### Alfred D. Noyes Children's Center

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

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

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

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

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

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

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

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

### **Sykesville Shelter for Girls**

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

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

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

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

### **Victor Cullen Center**

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

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

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

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

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

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

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

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

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

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

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

### **Thomas J. S. Waxter Children's Center**

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

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

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

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

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

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

### The Way Home – Mountain Manor

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

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

### Western Maryland Children's Center

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

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

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

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

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

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

### William Donald Schaefer House

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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