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Our Youth... Maryland's Future

Three Year Plan FY 1996 - FY 1998

NCJRS

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February 1, 1995

January 12, 1995

Dear Members of the General Assembly:

This document describes the goals and objectives, as well as the accomplishments of the Department of Juvenile Services. Since I began my tenure as Secretary, the staff and I have worked hard to refine our mission of implementing positive change in our troubled youth.

Some of the accomplishments I am most proud of include:

- Creating a continuum of services
- Creating a Female Offender Task Force, which is charged with identifying female issues and developing specific programs and services
- Developing specialized programs including the Doncaster Boot Camp and the Hickey Sex Offender Program
- Maximizing limited resources by gaining access to alternative funding
- Committing to continuous improvement by instituting Total Quality Management Initiatives

While the administration and leadership is changing, I am confident that commitment to improving the lives of troubled youths will continue. This document outlines many initiatives that are still being pursued. I realize with new leadership comes new vision, but I am hopeful that this three-year plan will be helpful as a guideline and a basis for the new administration to begin its work.

I would like to take this time to extend my gratitude to Governor William Donald Schaefer and to the members of the General Assembly for their continued support and good ideas over these past years. I also send my best wishes to Governor Parris Glendening and to my successor. Whatever goals you establish, I can assure you that you will have the full support of a hard-working, dedicated and creative staff.

Though through the years ideas and ways to help young people have changed, the goal of the Department of Juvenile Services remains the same—to help Maryland's troubled youth become contributing citizens. I view this plan as a continuation of the important work that has been going on at DJS for many years, that is, the important work of changing young people's lives, because a young person with a bright tomorrow will assure a bright tomorrow for Maryland.

Though my tenure at the Department of Juvenile Services has not always been easy, it has always been rewarding. Thank you again for your support. I will always regard my service to DJS as a highlight of my career.

Sincerely,

Mary Ann Saar

Mary Ann Saar
Secretary

MARYLAND DEPARTMENT OF JUVENILE SERVICES

Executive Summary

Our Youth...Maryland's Future

Department of Juvenile Services

Three Year Plan

FY 1996 - FY 1998

VisionStatement

The vision of the Maryland Department of Juvenile Services is to be a constantly improving professional organization, nationally recognized for contributing to the creation of safe communities and productive, pro-social lives for the youth and families we serve.

MissionStatement

The Maryland Department of Juvenile Services provides individualized care and treatment to juveniles who have violated the law or who are a danger to themselves or others. Through a variety of programs and services that reflect the most creative, effective and efficient use of resources, the Department strives to help young people, with the involvement of their families, reach their full potential as productive and positive members of society. This is accomplished at the least restrictive level of care, consistent with public safety.

INTRODUCTION

Article 83C of the Annotated Code of Maryland establishes the legal authority and enabling power for the Department of Juvenile Services. The Department is charged with the responsibility of providing care and treatment services to youth in certain legal statuses:

- **delinquent** – a child who has been determined by the Juvenile Court to have committed an act which would be a crime if committed by an adult and requires guidance, treatment and rehabilitation.

- **CINS (Child In Need of Supervision)** – a child who requires guidance, treatment or rehabilitation, and
 - is required by law to attend school and is habitually truant; or
 - is habitually disobedient, ungovernable, and beyond the control of the person having custody; or
 - deports him or herself so as to injure or endanger self or others; or
 - has committed an offense applicable only to children (see Courts and Judicial Proceedings Article, Section 3-801).
- **pre-delinquent** – a youth described by Maryland law as one whose behavior tends to lead to contact with law enforcement agencies.

Traditionally, the large majority of the youth referred to Juvenile Services have been charged with a delinquent act. In fiscal year (FY) 1994, of the 50,178 complaints received by the Department, approximately 89 percent involved delinquent acts.

With the passage of legislation in the 1994 Session, the Department may experience an impact in both the number and profile of the client population referred to and served by the Department. The new legislation addresses issues affecting the treatment of youth, ranging from the handling of youth who commit serious, violent offenses to youth charged with possession or use of tobacco products.

History

Throughout its history, the Department of Juvenile Services has significantly altered the way it cares for troubled youth. Changes have taken place both philosophically and administratively. Juvenile Services' organizational structure has evolved from an administration within the Department of Health and Mental Hygiene, into an independent agency in 1987. In 1989, it was restructured as a principal Department in the Governor's Cabinet.

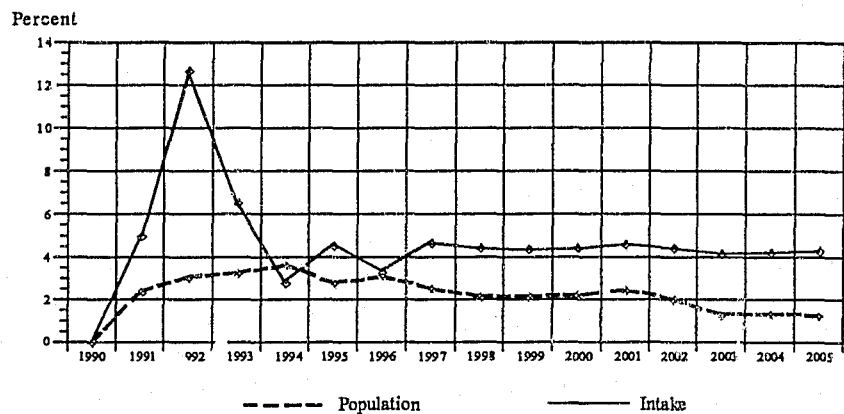
The organizational and administrative changes have been paralleled by changes in the delivery of services. Whereas in early years the focus was on providing custodial care, throughout the years the Department has evolved into a comprehensive service delivery system, which provides for a range of programs and services designed to address the needs of a diverse and complex population. The Department's reform initiatives in recent years illustrate the changes in service delivery. In 1988, the Montrose School, a secure commitment facility was closed, and in 1991 and 1992 the Department privatized the Charles H. Hickey, Jr. School and the Victor Cullen Academy, respectively.

Projections and Budget

Between FY 1990 and FY 1994, the Department's intake increased an average rate of 6 percent. Consistent with these recent trends, the Department anticipates that the percentage increase in the number of intake cases will exceed the percentage increase in the at-risk population (i.e., youth between the ages of 11 and 17), over the next few years.

Percentage Increase for Population and Intake - History and Projections

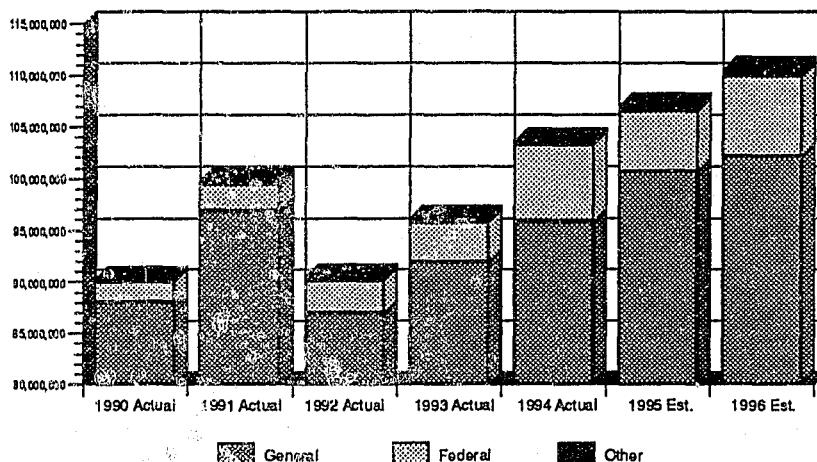
FY	% Increase In Population Year to Year	% Increase In Intake Year to Year
1990	N/A	N/A
1991	2.36%	5.02%
1992	3.03%	12.74%
1993	3.25%	6.53%
1994	3.58%	2.79%
1995	2.78%	4.55%
1996	3.02%	4.70%
1997	2.46%	4.45%
1998	2.11%	4.33%
1999	2.10%	4.36%
2000	2.19%	4.45%
2001	2.43%	4.59%
2002	1.95%	4.42%
2003	1.28%	4.18%
2004	1.28%	4.24%
2005	1.25%	4.29%



While intake has increased from 38,704 in FY 1990 to a projected 54,930 in FY 1996, a 42 percent increase, the total budget for the Department has increased only 22 percent and general funds have increased only 16 percent.

Budget Dollars

	<u>General</u>	<u>Total</u>
1990 Actual	88,026,709	90,263,131
1991 Actual	96,867,780	99,678,133
1992 Actual	86,920,010	90,567,043
1993 Actual	92,050,985	96,122,561
1994 Actual	96,972,838	104,634,878
1995 Approp.	100,700,393	107,049,878
1996 Request	102,181,000	110,548,628



The demands imposed by this influx of intake cases without corresponding budget increases are compounded by the complexity of cases entering the system, thereby requiring concentrated and creative management and operations.

Service Delivery Classification

In past years the Department's service delivery system was divided into four categories of care, known as the types of care. The four types of care were: Prevention and Diversion, Community Supervision, Residential Services, and Institutional Care. Using this format for service delivery showed that the broad categories did not accurately reflect variances in programming, nor did they depict the Department's full range of programs and services.

The Department undertook the task of designing a new system for classifying services, and in August 1993, a preliminary Continuum of Services was developed. This new flexible system codes programs and services according to measures such as restrictiveness and intervention.

LOOKING FORWARD

In September 1991, Mary Ann Saar was appointed as Secretary of the Department of Juvenile Services. Under Secretary Saar's direction and leadership, the Department has undergone numerous changes, not only in the structure and substance of its service delivery system, but also in the way business is conducted. DJS has creatively approached programming and service initiatives, focused more clearly on the diverse needs of the client population, and continuously improved the overall operations of the organization. This is evidenced by major accomplishments these past few years.

- ◆ Creating a continuum of services, which facilitates identification of service needs, and filling those needs that are most critical
- ◆ Pioneering the area of gender-specific programming through the creation of the Female Offender Task Force, which is charged with identifying female issues and needs and developing gender-specific programs and services
- ◆ Tackling the ever challenging arena of detention reform through legislation, programming, and the proposal of a state-of-the-art detention facility
- ◆ Responsibly confronting the obstacles associated with treating serious offenders through the development of specialized programs such as the Doncaster Boot Camp, Hickey Sex Offender Program and Victor Cullen Academy
- ◆ Shaping and actively pursuing an integrated service delivery system for Maryland's youth through active involvement in various liaison groups and by engaging in partnerships with other state and local agencies to explore consolidating youth services and programs
- ◆ Enhancing existing youth services by incorporating multi-cultural programming and parenting-skills training into the educational curricula at DJS facilities
- ◆ Maximizing limited resources by gaining access to alternative funding through federal entitlement programs, grants, and partnerships
- ◆ Exploring youth talent and acknowledging positive youth contributions through the creation of an arts program and youth awards program
- ◆ Forging ahead in the area of continuous improvement by instituting Total Quality Management (TQM) initiatives in the work place, emphasizing employee recognition, team building, and client-focused outcome measures

The vision for a better future is never ending as DJS engages in a process of continuous improvement and looks forward to facing new challenges. Major initiatives highlighted by the Department over the next three years follow.

Continuum of Services

The new Continuum of Services completed in August 1993 not only provides a fluid system for coding programs and services according to measures, such as restrictiveness and intervention, but it also facilitates identification of service gaps. Service needs identified in the previous plan, which were implemented this past year, include the Doncaster Boot Camp for aggressive offenders and the Maryland Youth Residence Center Structured Shelter Care Facility in Baltimore City. Other programming needs continue to be pursued as follows:

- Day Treatment Programming
- Sex Offender Continuum of Care
- Mental Health Initiatives

Mental Health Initiatives

The Department recognizes that many of the youth we serve have serious emotional problems in addition to delinquent behavior, and these youth require intensive, specialized treatment. To respond to this population, DJS formed an alliance with the Mental Health Administration (MHA) to examine the feasibility and desirability of collaborating to develop residential services for seriously emotionally disturbed youth. Long range plans include the development of an interagency forensic facility for seriously emotionally disturbed and behaviorally disordered youth. In the immediate future are plans to designate at least 15 beds at a residential treatment center for DJS youth who are seriously emotionally disturbed and behaviorally disordered.

Also, funds have been identified to support the development of a classification system which would go beyond the current system which identifies risk/needs. The new classification system will address treatment modalities and assist in identifying the appropriate programming for youth.

DJS is actively involved in an interagency team represented by police, prosecutors, Department of Human Resources (DHR), MHA, the Judiciary, the Governor's Office, and the Juvenile Justice Advisory Council to respond to the mental health needs of youth in the juvenile justice system. This team is one of five nationwide selected by the National Coalition for Mentally Ill and the Criminal Justice System to focus on mental health issues of youth.

Female Offenders

With the appointment of the Female Population Task Force in April 1992, Mary Ann Saar brought gender-specific issues into the limelight, and several activities to promote awareness of female offender issues and gender-specific programming have occurred since that time. The first year report noted many accomplishments: implementation of the Female Intervention Team (FIT) in Baltimore City; implementation of a parenting skills curriculum for both boys and girls in DJS committed facilities; development of a Sensitivity to Sex Abuse Survivors training for DJS staff; improvements to the Cheltenham Young Women's Facility (CYWF); and the formation of a 501 C3 Volunteer Auxiliary for CYWF.

An exciting new advancement this past year was the development of a creative, gender-specific program design for female offenders in structured residential care. Another exciting event was the realization of a DJS statewide caucus devoted entirely to female issues. The purpose of the Female Roundtable, which was held on October 14, 1994, was to heighten awareness about this special population and to encourage gender-specific programming and services.

Detention Reform

Concern about the average length of stay in secure detention and the resulting problems, which range from concern about youth rights to crowding in detention facilities, prompted Mary Ann Saar to establish detention reform as a major initiative for the Department soon after her appointment as Secretary. Many actions have taken place to address this area of reform since that time. They include:

- developing and implementing alternatives to secure detention;
- upgrading the quality of facilities' programs and expanding capacity;
- planning for the development of a new state-of-the-art detention facility in Baltimore City;
- collaborating with courts, law enforcement and other juvenile justice personnel at both the state and local levels to form a composite of the system's problems and to identify possible solutions; and
- commissioning various intra-agency task forces to examine detention problems and to recommend solutions.

The most recent initiatives have focused on the quality of programming in existing facilities. This past year, a concrete educational curriculum more responsive to youth needs was implemented in detention facilities. It includes a multi-cultural component. To further enhance facilities' programming, the Department is aggressively pursuing an arts program, coordinating with the Maryland Science Center to provide an enhancement in the area of science, and implementing a parenting-skills training program.

Ten Year Facilities Master Plan

In October 1993, the revision of the Department's *Ten Year Facilities Master Plan* was approved by the Department of Budget and Fiscal Planning. Highlights of the plan include improvements to existing secure detention facilities, the construction of a residential treatment facility for committed young women, the construction of additional youth centers, and the proposed construction of a Juvenile Justice Center for Baltimore City, which is highlighted below. Each year the Department reevaluates the population projections and the effect on the proposed ten year capital improvement plan to ensure that the demands of the client population are met.

Juvenile Justice Center

The Department, in conjunction with the Juvenile Division of the Baltimore City Circuit Court, Office of the Public Defender, the State's Attorney's Office, and the Baltimore City Police Department, has proposed the construction of a Baltimore City Juvenile Justice Center which will provide, in one centralized location, intake, detention, court services, and case management for juveniles. In FY 1994, the Department evaluated more than 20 locations for the proposed facility. It is anticipated that the site selection process will be finalized and the design phase will be initiated in FY 1995. Pending funding approvals, construction will begin in the fall of 1996.

Juvenile Justice System Integration

In addition to the State Advisory Board for Juvenile Services, the Department is involved in serious undertakings to integrate the various components of the juvenile justice system. Through active involvement in various councils, DJS administrators, in collaboration with judges, juvenile court masters, prosecutors, public defenders, and local government representatives, are tackling a host of issues relevant to juvenile justice. These committees include:

- DJS/Policing Liaison Group (DJS and policing entities statewide)
- DJS Judicial Liaison Committee (DJS and judges statewide)
- DJS/SAO Liaison Committee (DJS and state prosecutors)
- Washington Metropolitan Area Council of Juvenile Court Judges and Administrators (juvenile court judges and administrators from northern Virginia, Washington D.C. and surrounding Maryland counties)
- Baltimore City Juvenile Court Improvement Committee (DJS and Baltimore City court personnel)
- Baltimore Metropolitan Juvenile Justice Council (DJS administrators, judges, masters, state prosecutors, public defenders, and court clerks)

Grants Development and /Title IV-E

The Department is committed to gaining access to sources of alternative funding which will support the continued operation of existing programs, contribute to the development of new programs, and assist the Department in providing quality care to youth. This includes grants development and federal entitlement programs, such as Title IV-E and Title XIX.

In FY 1994, Title IV-E efforts attained four million dollars for the Department through federal financial participation. This represents an increase of three million dollars over the FY 1993 efforts. In addition to entitlement programs, the Department has aggressively pursued grant funding to support various programs and services. This past year, the Department acquired more than four million dollars in grant funds.

Fingerprinting Youth

In June 1993, Secretary Saar appointed a committee to consider whether youth referred to the Department for delinquent acts should be fingerprinted for positive identification purposes. As a result of the committee's recommendations, the Department of Public Safety and Correctional Services (DPSCS) promulgated regulations requiring that all juveniles arrested for delinquent acts be fingerprinted by the police, and that the fingerprints be submitted to DPSCS for placement in a specialized computer system. The Department is now working with other agencies to implement a fingerprint-based identification system.

Continuous Improvement

Total Quality Management (TQM) was introduced to DJS in March 1992. The ultimate goal of TQM is to enhance quality operations by involving all employees in decision making and problem resolution through self-directed, process improvement, and/or quality breakthrough teams. With the encouragement of Mary Ann Saar, the initiative was expanded to include the pursuit of quality in programs and services offered by DJS, as well as in the area of staff development.

Programs and Services include both vendor and state-operated programs. The quest for quality programming is being pursued via the following: compliance, quality, and new and enhanced services. These components of the Continuous Improvement Process allow DJS to responsibly and responsively create new programs and to enhance, change, and even delete services and programs which do not satisfy quality standards.

Staff Development is the quest for quality in overall operations. It is pursued via the following: growth and development, quality performance, and incentives and morale. These components of the Continuous Improvement Process cultivate a more responsible and interactive work environment for staff, which in turn fosters customer service and high caliber output.

Information Infrastructure

Communication is essential to the functioning of any organization, yet it is frequently identified as a weakness in the system. To correct this identified weak link, the Department of Juvenile Services is tackling the problem from two angles: internal communication among staff and the accumulation of information on the client population.

To promote internal communication, a local area network (LAN) was introduced to DJS headquarters in FY 1994. This system enhances communication by linking personal computers, thereby allowing files and programmed applications to be used by multiple computers. Future plans include the establishment of local area networks in all DJS offices. Eventually, local area networks will be connected and formed into a wide area network (WAN) to permit inter-office electronic communication.

To accumulate accurate information on the client population, the Department has proposed re-designing ISYS, the Information System for Youth Services. The Department has enlisted the services of the University of Maryland in this comprehensive effort. The first step will be to simplify entry into the system. By making the system more user friendly, it is anticipated that data entry will be improved and improved data entry will lend itself to accuracy in statistical reporting including recidivism rates.

GOALS

Our Youth...Maryland's Future is the theme of the Department's three year plan, since it emphasizes the Department's awareness and acceptance of the challenges and responsibilities that must be undertaken if we are to pave the way for a better future. This theme is consistent with the Department's vision and mission. Our actions today regarding the treatment of youth, greatly impact Maryland's future.

Shortly after her appointment as Secretary for the Department of Juvenile Services, Mary Ann Saar established four major goals to provide direction and assistance to all DJS staff in pursuing and fulfilling the Department's mission and legal mandate. These goals are:

- One: Promote stability and relatedness in the client population:** Provide youth with a sense of permanence and linkages to support systems through programming and services such as intensive family intervention, better case management, and transitional care.
- Two: Assure quality programming:** Develop standards for residential care; improve monitoring procedures; develop an evaluation strategy for evaluating all programs and services.
- Three: Maximize the use of existing resources:** Cooperate with other departments and agencies to enhance service delivery and eliminate duplication of efforts; improve existing facilities via Capital Budget requests; increase and strengthen service delivery with grant funds.
- Four: Recognize employees as the Department's most valued resource:** Promote a positive work environment to lessen the confusion, conflict and stress levels of employees; intensify investment in staff through training; utilize the individual talents of staff to the fullest potential; encourage job sharing, TQM Teams, employee recognition and work incentives.

Many accomplishments have been noted these past few years, but the quest for excellence is never ending as the Department continually improves its operations to work with *Our Youth...Maryland's Future*.

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Overview

We know that the young people who enter the juvenile justice system have many different reasons for "why" they got there. However, I think its our job to help them figure out "how" to get back on their feet into a meaningful place in our society and to prevent them from going deeper and deeper into a system that for many is a place of no return.

Mary Ann Saar

Vision Statement

The vision of the Maryland Department of Juvenile Services is to be a constantly improving professional organization, nationally recognized for contributing to the creation of safe communities and productive, pro-social lives for the youth and families we serve.

Mission Statement

The Maryland Department of Juvenile Services provides individualized care and treatment to juveniles who have violated the law or who are a danger to themselves or others. Through a variety of programs and services that reflect the most creative, effective and efficient use of resources, the Department strives to help young people, with the involvement of their families, reach their full potential as productive and positive members of society. This is accomplished at the least restrictive level of care consistent with public safety.

INTRODUCTION

Article 83C of the Annotated Code of Maryland establishes the legal authority and enabling power for the Department of Juvenile Services (DJS). The Department is charged with the responsibility of providing care and treatment services to youth in certain legal statuses:

- **delinquent** – a child who has been determined by the Juvenile Court to have committed an act which would be a crime if committed by an adult and requires guidance, treatment and rehabilitation.
- **CINS (Child In Need of Supervision)** – a child who requires guidance, treatment or rehabilitation, and
 - is required by law to attend school and is habitually truant; or
 - is habitually disobedient, ungovernable, and beyond the control of the person having custody; or
 - deports him or herself so as to injure or endanger self or others; or
 - has committed an offense applicable only to children (see Courts and Judicial Proceedings Article, Section 3-801).
- **pre-delinquent** – a youth described by Maryland law as one whose behavior tends to lead to contact with law enforcement agencies.

CINS and pre-delinquent youth are also referred to as **non-delinquent** youth. The Department previously received complaints concerning a third type of non-delinquent youth, Child In Need of Assistance (CINA). However, as a result of legislation, effective July 1, 1991, the Department of Human Resources (DHR) now receives CINA complaints for processing. (See Courts and Judicial Proceedings Article, Section 3-810.) In addition, DHR can now authorize shelter care for this population where previously only DJS exercised this authority. (Courts and Judicial Proceedings Article, Section 3-815)

With the passage of legislation in the 1994 Session, the Department may experience an impact in both the number and profile of the client population referred to and served by the Department. The new legislation addresses issues affecting the treatment of youth, ranging from the handling of youth who commit serious, violent offenses to youth charged with possession or use of tobacco products. (Chapter 641 of the Laws of Maryland, 1994)

Serious, violent offenses committed by juveniles sixteen years of age and older, some of which were previously referred to DJS, are now in the jurisdiction of

*Of all the
animals, the boy
is the most
unmanageable.*

Plato

*The child is the
father of the
man...*

Wordsworth

The crime problem is in part an overdue debt that the country must pay for ignoring for decades the conditions that breed lawlessness.

Chief Justice Earl
Warren

the adult court system. These include abduction, kidnapping, second degree murder, manslaughter, mayhem or maiming, second degree rape, robbery with a dangerous or deadly weapon, second and third degree sexual offenses, crimes involving firearms, carjacking, assault with intent to murder, assault with intent to rape, assault with intent to rob, and assault with intent to commit a sexual offense in the first or second degree. There are provisions in the law for youth to be transferred to the jurisdiction of the juvenile court system if it is determined to be in the best interests of the child and society.

Legislation regarding the use and possession of tobacco products by minors serves to impose penalties on juveniles for use and possession of tobacco products and to increase penalties to adults who provide minors with tobacco products. Citations may now be given to juveniles who purchase, possess, or use tobacco products. The concerned youth will be referred to DJS Intake and sanctions may be imposed, such as referral to a smoking cessation clinic or assignment to supervised work programs. The full impact of the aforementioned legislation is yet to be determined.

Traditionally, the large majority of youth referred to Juvenile Services have been charged with a delinquent act. In fiscal year (FY) 1994, of the 50,178 complaints received by the Department, approximately 89 percent involved delinquent acts.

Juvenile complaints are received from various sources, including the Department of Education, the child's parent or guardian, or citizen complaint. However, the majority of all juvenile complaints are filed by the police. In FY 1994, police complaints accounted for 89 percent of the total complaints received.

These complaints, or cases, are processed by Intake Officers, who are located in offices throughout the State of Maryland. Intake Officers review each complaint, and based on various criteria, including but not limited to seriousness of the offense, prior case history, and home and school adjustment, may make one of four possible dispositions: disapprove; close at Intake; refer to Court for a formal hearing in the matter; or handle informally by providing voluntary services without Court intervention.

If there is sufficient reason to believe that the youth will abscond or re-offend while awaiting judicial proceedings, the Intake Officer may recommend detention. In such cases, a detention hearing is held in Court, and the youth may be removed from the community and placed in a detention facility or other short-term program pending the outcome of the judicial proceedings. A detained youth is presumed innocent and is not subject to participation in treatment programs without voluntary consent.

The majority of cases which are processed through Intake are handled without formal Court intervention. In FY 1994, only 40 percent of the total complaints were referred for a formal Court hearing.

Once a youth is referred to Court and determined to be delinquent, the Court may order probation or may commit the youth to the Department of Juvenile Services. Many of the youth who are adjudicated delinquent are placed on probation. These youth continue to live in their own homes under supervision provided by a case manager. The case manager may refer the youth and family for other services as needed, such as psychological counseling, tutorial services, and recreational activities.

History

Throughout its history, the Department of Juvenile Services has significantly altered the way it cares for troubled youth. Changes have taken place both philosophically and administratively. Juvenile Services' organizational structure has evolved from an administration within the Department of Health and Mental Hygiene, into an independent agency in 1987. In 1989, it was restructured as a principal Department in the Governor's Cabinet.

These changes in status were accompanied by numerous organizational changes. Although functions and responsibilities are periodically transferred among divisions to enhance quality of operations, the last major reorganization occurred in September 1992, when the Department downsized from four to three divisions. At that time the Department minimized administrative functions in order to focus the majority of its resources in the area of direct care services to youth.

The downsizing of the Department was turned into an opportunity for positive change. The reorganization facilitated the Department's efforts to accomplish its goals and fulfill its mission by putting staff where they are most needed. DJS has become an organization made stronger by fewer divisional separations. Staff have become more integrated, creating greater strength within the organization.

The organizational and administrative changes have been paralleled by changes in the delivery of services. Whereas in early years the focus was on providing custodial care, throughout the years the Department has evolved into a comprehensive service delivery system, which provides for a range of programs and services designed to address the needs of a diverse and complex population. This comprehensive delivery system includes services ranging

Look not sorrowfully into the past; it comes not back again. Wisely improve the present; it is thine. Go forth to meet the shadowy future without fear, and with a manly heart.

*Henry Wadsworth
Longfellow*

*Our task now is
not to fix the
blame for the
past, but to fix
the course for the
future.*

John F. Kennedy

from front-end intervention services, such as prevention and diversion, to the most restrictive type of care, secure commitment. These services are provided through a continuum of both public and private provider programs.

The Department's reform initiatives in recent years illustrate the changes in service delivery. In 1988, the Montrose School, a secure commitment facility was closed, and in 1991 and 1992 the Department privatized the Charles H. Hickey, Jr. School and the Victor Cullen Academy, respectively. Furthermore, the Hickey School, which once housed only a detention program and a secure committed program, now allows for specialized programming. The contract provides for operation of a 144-bed Enhanced Security Program for serious habitual offenders, a 72-bed Impact Program, a 24-bed Sex Offender Program and a 48-bed Detention Program. This selectivity in programming is a good example of the Department's commitment to provide quality programs that are both responsive to the needs of youth and responsible to society. With new legislation passed during the 1994 Session, there will be an additional enhancement to programming as youth participate in renovating cottages on the campus as part of a practical work training program, which benefits both the youth and the state. (Article 83C, §2 - 119.2)

*In spite of everything I still believe that people are
really good at heart.*

Anne Frank

Projections and Budget

Between FY 1990 and FY 1994, the Department's intake increased an average rate of 6 percent. Consistent with these recent trends, the Department anticipates that the percentage increase in the number of intake cases will exceed the percentage increase in the at-risk population (i.e., youth between the ages of 11 and 17), over the next few years. (Figure 1) Population projections provided by the Maryland Office of Planning were combined with actual intake data to determine the number of intake cases expected.

Population and Intake - History and Projections

<u>FY</u>	<u>11 - 17 Year Old Population</u>	<u>% Increase In Population Year to Year</u>	<u>Intake</u>	<u>% Increase In Intake Year to Year</u>
1990	393,238	N/A	38,704	N/A
1991	402,517	2.36%	40,646	5.02%
1992	414,722	3.03%	45,824	12.74%
1993	428,215	3.25%	48,815	6.53%
1994	443,542	3.58%	50,178	2.79%
1995	455,888	2.78%	52,463	4.55%
1996	469,658	3.02%	54,930	4.70%
1997	481,207	2.46%	57,377	4.45%
1998	491,367	2.11%	59,859	4.33%
1999	501,663	2.10%	62,470	4.36%
2000	512,668	2.19%	65,250	4.45%
2001	525,103	2.43%	68,246	4.59%
2002	535,364	1.95%	71,264	4.42%
2003	542,210	1.28%	74,244	4.18%
2004	549,150	1.28%	77,393	4.24%
2005	556,014	1.25%	80,711	4.29%

We are all continually faced with a series of great opportunities brilliantly disguised as insoluble problems.

John Gardner

Percentage Increase for Population and Intake - History and Projections

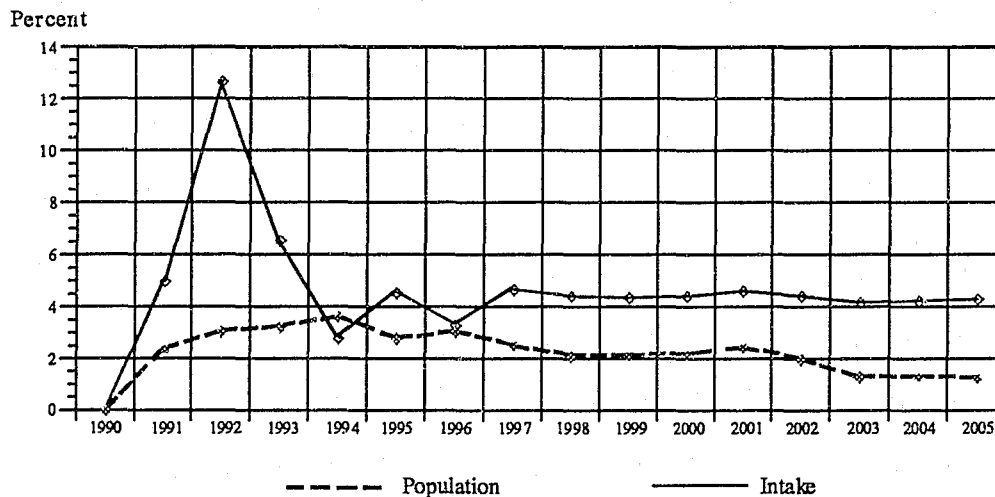


Figure 1

While intake has increased from 38,704 in FY 1990 to a projected 54,930 in FY 1996, a 42 percent increase, the total budget for the Department has increased only 22 percent and general funds have increased only 16 percent. Budget dollars are presented in Figure 2.

Budget Dollars

	<u>General</u>	<u>Special</u>	<u>Federal</u>	<u>Reimbursable</u>	<u>Total</u>
1990 Actual	88,026,709	41,748	2,049,455	145,219	90,263,131
1991 Actual	96,867,780	32,716	2,614,907	162,730	99,678,133
1992 Actual	86,920,010	38,026	3,259,420	349,587	90,567,043
1993 Actual	92,050,985	37,114	3,725,289	309,173	96,122,561
1994 Actual	96,972,838	69,762	7,257,734	334,544	104,634,878
1995 Approp.	100,700,393	87,505	5,911,260	350,720	107,049,878
1996 Request	102,181,000	94,998	7,821,380	451,250	110,548,628

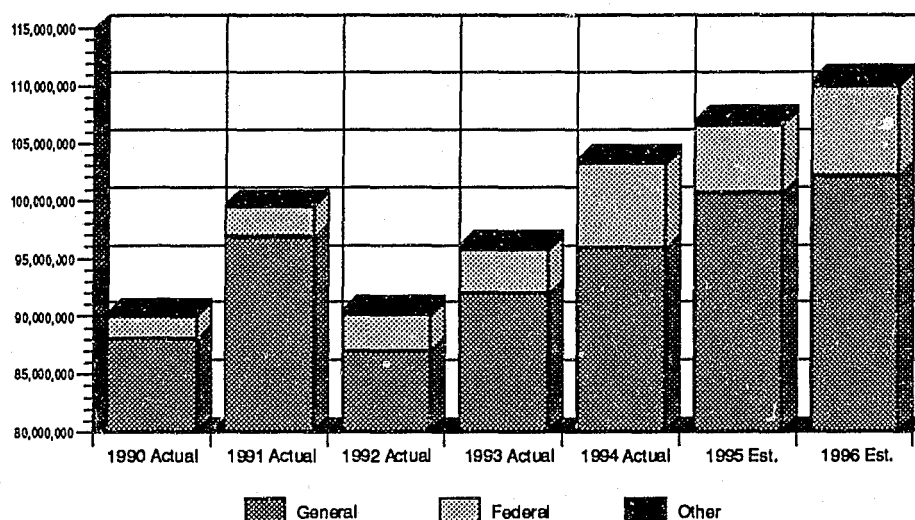


Figure 2

The demands imposed by this influx of intake cases without corresponding budget increases are compounded by the complexity of cases entering the system, thereby requiring concentrated and creative management and operations.

Do not put your faith in what statistics say until you have carefully reviewed what they do not say.

William W. Watt

Service Delivery Classification

In past years, the Department's service delivery system was divided into four categories of care, known as the types of care. The four types of care were: Prevention and Diversion, Community Supervision, Residential Services and Institutional Care. Using this format for service delivery showed that the broad categories did not accurately reflect variances in programming, nor did they depict the Department's full range of programs and services.

The Department undertook the task of designing a new system for classifying services and in August 1993, a preliminary Continuum of Services was developed. This new flexible system codes programs and services according to measures such as restrictiveness and intervention.

Unlike the old system, placements in the new system may fall into more than one category based on type of program, length of stay, and other factors. For example, in the old system, the Hickey School was categorized as Type IV - Institutional Care. The new system reflects the variances in programming housed at the Hickey School: a twelve month enhanced security program for more dangerous youth; a three month impact program for serious offenders; a specialized program for sex offenders; and a detention program.

Refinement of the new DJS Continuum of Services is an ongoing process. An inter-divisional work group has begun to define the continuum of services definitions and to develop a program rating system.

The Service Inventory which follows provides the skeleton of the services contained in the Continuum of Services. (Table 1) Access to these services occurs via the Intake Standards and the DJS Classification System.

*It is a bad plan
that admits of no
modification.*

Publilius Syrus

*Imitators copy an
idea; innovators
build on it.*

Dan Zadra

SERVICE INVENTORY GUIDE

The Service Inventory represents an accounting of all direct care services provided by the Department, the associated costs, and number of clients served. Also, it offers a comparison of the Department's service delivery system for FY 1994 and FY 1996. In reviewing the Service Inventory, please note the following:

The figures presented are based on the budget prepared by the Department of Budget and Fiscal Planning under the direction of Governor William Donald Schaefer.

The dollar amounts rendered include all funding sources: General, Special, Federal and Reimbursable.

For FY 1994, the actual budget and actual number of youth served are provided. Budget figures for FY 1996 reflect the budget allowance. Number of youth served are projections only.

For Core Services, the total number served per year is presented because Average Daily Population (ADP) projections are not readily available. Youth and family members are counted in service delivery numbers for Youth Services Bureaus.

Field Services Operations refers to all functions carried out in the six Field Services Area offices including intake, community arbitration, probation, protective supervision and aftercare services.

Average Daily Population (ADP) projections are calculated for Enhanced Services (where appropriate), Residential Programs and Structured Facilities. Not appropriate (N/A) is recorded in the Number Served column for those programs which provide supplemental services to youth who are counted in other categories.

An asterisk (*) indicates that an explanation is provided in the Comments column.

SERVICE INVENTORY					
SERVICE CATEGORY	FY 1994 ACTUAL DOLLARS	FY 1994 ACTUAL No. SERVED	FY 1996 ALLOWANCE	FY 1996 PROJECTED No. SERVED	COMMENTS
Core Services	\$ 22,741,921	78,143 yr.	\$26,479,591	83,246 yr.	
Youth Service Bureaus	1,864,782	18,056	2,059,974	18,056	Projection based on FY 93 actual. Total intake complaints/cases recv'd. Services include intake, probation, aftercare and community services.
Prevention Services	203,053	8,760 *	2,000,608	8,760 *	
Diversion Programs	1,088,009	1,149	1,554,099	1,500	
Field Services Operations	19,586,077	50,178	20,864,910	54,930	
Enhanced Services	\$ 9,811,312	709 ADP	\$11,812,952	926 ADP	
Comm. Det./Electronic Monitoring	1,264,679	244	1,511,297	387	Includes \$1.8 million from subprogram 935 and \$30,000 for Md. Entitlement Screening System. Includes POC substance abuse service, Project Change and Training: Juv. Coalition. Includes Volunteer, Health, Education and Transportation services, and Wicomico Acts.
Non-Residential Contractual	3,566,045	465	4,072,918	539	
Non-Residential Purchase of Care	192,811	N/A	210,000	N/A	
Evaluation Services	251,414	N/A	405,000	N/A	
Services Reform Initiative	427,500	N/A	2,060,521 *	N/A	
Substance Abuse Services *	788,684	N/A	1,005,476 *	N/A	
Program Enhancements *	3,320,179	N/A	2,547,740	N/A	
Residential Programs	\$ 28,897,827	949 ADP	\$29,784,223	1,048 ADP	
Ocean City Project	64,925	2	123,318 *	2	
Structured Shelter Care (SSC)	3,156,263	59	3,109,195 *	91	
Family Shelter Care	430,607	55	362,720	40	Includes additional funds for non-residential component. Includes Cheltenham SSC, MYRC and five privately operated SSC's Facilities. Includes education money. Excludes CHHS, Victor Cullen, and Doncaster Boot Camp. \$1.8 million was trans. to Services Reform Initiative. Excludes Meadow Mountain substance abuse program. Includes Schaefer House, Meadow Mt. & Young Women's subs. abuse prg.
Foster Care	424,604	53	540,948	61	
Foster Care Support	162,215	50	107,044	50	
Living Classroom	263,628 *	6	258,672 *	12	
Residential Contractual *	5,238,867	82	3,115,114	52	
Residential Per Diem	8,117,087	257	11,033,000 *	340	
Specialized Per Diem	1,833,105	34	1,032,720	20	
Residential Co-Funded	1,535,080	130	1,669,635	137	
Youth Centers *	6,178,044	160	6,917,808	180	
Residential Substance Abuse Programs *	1,492,402	61	1,514,049	63	
Structured Facilities	\$ 31,384,283	706 ADP	41,821,936	997 ADP	
Victor Cullen	6,393,816	153	9,304,469	172	Includes detention, committed, impact and sex offender programs. New program. Excludes addictions program.
Charles H. Hickey, Jr. School *	12,931,980	208	16,488,316	315	
Doncaster Boot Camp *	N/A	N/A	2,628,453	30	
Cheltenham Young Women's Facility *	1,004,210	16	1,076,426	19	Excludes CYWF and Shelter Care program. On any given day the total number of youth served in all categories is approximately 22,400.
State Operated Detention Facilities					
Carter	858,191	25	936,570	27	
Cheltenham *	5,604,912	183	6,727,168	275	
Noyes	1,730,783	52	1,933,229	56	
Waxter	2,744,422	66	2,610,305	100	
Holdover	115,969	3	117,000	3	
GRAND TOTAL *	92,835,343		109,898,702		

Table 1

LOOKING FORWARD

In September 1991, Mary Ann Saar was appointed as Secretary of the Department of Juvenile Services. Under Secretary Saar's direction and leadership, the Department has undergone numerous changes not only in the structure and substance of its service delivery system, but also in the way business is conducted. DJS has creatively approached programming and service initiatives, focused more clearly on the diverse needs of the client population, and continuously improved the overall operations of the organization. This is evidenced by major accomplishments these past few years.

*Do not follow
where the path
may lead. Go
instead where
there is no path
and leave a trail.*

Anonymous

- ◆ Creating a continuum of services, which facilitates identification of service needs, and filling those needs that are most critical
- ◆ Pioneering the area of gender-specific programming through the creation of the Female Offender Task Force, which is charged with identifying female issues and needs and developing gender-specific programs and services
- ◆ Tackling the ever challenging arena of detention reform through legislation, programming, and the proposal of a state-of-the-art detention facility
- ◆ Responsibly confronting the obstacles associated with treating serious offenders through the development of specialized programs such as the Doncaster Boot Camp, Hickey Sex Offender Program and Victor Cullen Academy
- ◆ Shaping and actively pursuing an integrated service delivery system for Maryland's youth through active involvement in various liaison groups and by engaging in partnerships with other state and local agencies to explore consolidating youth services and programs
- ◆ Enhancing existing youth services by incorporating multi-cultural programming and parenting-skills training into the educational curricula at DJS facilities
- ◆ Maximizing limited resources by gaining access to alternative funding through federal entitlement programs, grants and partnerships
- ◆ Exploring youth talent and acknowledging positive youth contributions through the creation of an arts program and youth awards program
- ◆ Forging ahead in the area of continuous improvement by instituting Total Quality Management (TQM) initiatives in the work place, emphasizing employee recognition, team building, and client-focused outcome measures

These are just a few of the many accomplishments which have brought recognition to the Department as a progressive and responsible government agency. But the vision for a better future is never ending as we engage in a process of continuous improvement and look forward to facing new challenges.

Major initiatives highlighted by the Department over the next three years include the following:

Continuum of Services

The new Continuum of Services completed in August 1993 not only provides a fluid system for coding programs and services according to measures, such as restrictiveness and intervention, but it also facilitates identification of service gaps. Service needs identified in the previous plan, which were implemented this past year include the Doncaster Boot Camp for aggressive offenders and the Maryland Youth Residence Center Structured Shelter Care Facility in Baltimore City. Other programming needs continue to be pursued as follows:

Day Treatment Programming is an intensive, comprehensive, multi-disciplined approach to treating youth in their home communities. These structured, individual, community-based programs provide outreach, advocacy, counseling and case management services to both the youth and their families. To explore the need for day treatment programming in Maryland, a task force was initiated in March 1993. Activities completed to date include: assessing the need for this type of programming via a DJS needs survey; developing a generic program design to serve as the foundation for specific program development; selecting target areas to initiate pilot programs; and collaborating with other agencies on program implementation issues and funding strategies.

Local program development is now in progress in four areas of the state. However, funding has not been secured. Therefore, the main focus in coming years will be to identify and obtain funding to support this type of programming.

Sex Offender Continuum of Care is a range of services designed to provide highly specialized services for young sex offenders. Some services already in place include an intensive, secure residential program located at the Charles H. Hickey, Jr. School; non-residential programs in Baltimore City and Baltimore and Harford Counties; a specialized sex offender assessment tool used in Prince George's County; and private residential and non-residential programs.

*One person with
a belief is equal to
a force of ninety-
nine who have
only interests.*

John Stuart Hill

*A gem cannot be
polished without
friction, nor a
man perfected
without adversity.*

Chinese proverb

To provide services to the sex offender population, DJS staff functioning in various job duties will require specialized knowledge and training. Therefore, DJS will conduct a training needs analysis to determine who should be trained, what kind of training should be provided, and how much training is needed. Based on the results of the analysis, the specialized training programs will be implemented.

Parallel to the training initiative, a study will be conducted to identify service needs of present and projected populations of youthful offenders charged with sex offenses who come to the attention of the Department. A long-range plan outlining service priorities, acquisition of service resources, and implementation schedules will be developed.

Mental Health Initiatives are detailed in a subsequent caption.

Other service needs which have been identified to appropriately address the needs of the client population include a short-term residential intervention program for young women, independent living programs, violent offender programming, and initiatives to recruit multi-lingual staff. These programs and services will be explored in the coming years.

Mental Health Initiatives

The Department recognizes that many of the youth we serve have serious emotional problems in addition to delinquent behavior and these youth require intensive, specialized treatment. To respond to this exacting population, DJS formed an alliance with the Mental Health Administration (MHA) to examine the feasibility and desirability of collaborating to develop residential services for seriously emotionally disturbed youth. Long-range plans include the development of an interagency forensic facility for seriously emotionally disturbed and behaviorally disordered youth. In the immediate future, there are plans to designate at least 15 beds at a residential treatment center for DJS youth who are seriously emotionally disturbed and behaviorally disordered. The Mental Health Administration (MHA) has agreed to convert existing beds to create additional secure capacity in the Regional Institute for Children and Adolescent (RICA) programs. The Resource Development Committee of the Sub-Cabinet is examining the issue to determine the number of secure beds needed.

Also, funds have been identified to support the development of a classification system which would go beyond the current system which identifies

risk/needs. The new classification system will address treatment modalities, and assist in identifying the appropriate programming for youth. In addition, a mental health screening capability is being examined in an effort to divert youth with mental health needs to appropriate services at Intake.

DJS is actively involved in an interagency team represented by police, prosecutors, DHR, MHA, the Judiciary, the Governor's Office and the Juvenile Justice Advisory Council to respond to the mental health needs of youth in the juvenile justice system. This team is one of five nationwide selected by the National Coalition for Mentally Ill and the Criminal Justice System to focus on mental health issues of youth. In addition, DJS has been invited for the first time to participate in a MHA Forensic Steering Committee which is responsible for developing the State's Forensic Services Plan. Issues relevant to the DJS population will be discussed in this plan.

Female Offenders

A highlight of the past few years is the attention given to the specific issues and programming needs of the female offender. This population has long been neglected and is only recently coming into focus. With the appointment of the Female Population Task Force in April 1992, Mary Ann Saar brought gender-specific issues into the limelight and several activities to promote awareness and gender-specific programming have occurred since that time. The first year report noted many accomplishments: implementation of the Female Intervention Team (FIT) in Baltimore City; implementation of a parenting-skills curriculum for both boys and girls in DJS committed facilities; development of a Sensitivity to Sex Abuse Survivors training for DJS staff; improvements to the Cheltenham Young Women's Facility (CYWF); and the formation of a 501 C3 Volunteer Auxiliary for CYWF.

An exciting new advancement this past year was the development of a creative, gender-specific program design for female offenders in structured residential care. Not only does the program promise to be innovative, but the process by which the program was designed was also unique. A leader in the area of female offender programming acted as consultant to a DJS task force represented by many disciplines including institutional staff.

Another exciting event was the realization of a DJS statewide caucus devoted entirely to female issues. The purpose of the October 1994 Female Roundtable was to heighten awareness about this special population and to encourage gender-specific programming and services. Future planning efforts will focus on implementing the action plans identified at the conference.

*You don't live in
a world all alone.
Your brothers are
here too.*

Albert Schweitzer

*People support
what they help
create.*

Anonymous

*All sunshine
makes the desert.*

Arabian proverb

*Although the
world is full of
suffering, it is
also full of the
overcoming of it.*

Helen Keller

Detention Reform

Concern about the average length of stay in secure detention and the resulting problems, which range from concern about youth rights to crowding in detention facilities, prompted Mary Ann Saar to establish detention reform as a major initiative for the Department soon after her appointment as Secretary. Many actions have taken place to address this area of reform since that time. They include:

- developing and implementing alternatives to secure detention;
- upgrading the quality of facilities' programs and expanding capacity;
- planning for the development of a new state-of-the-art detention facility in Baltimore City;
- collaborating with courts, law enforcement, and other juvenile justice personnel at both the state and local levels to form a composite of the system's problems and to identify possible solutions; and
- commissioning various intra-agency task forces to examine detention problems and to recommend solutions.

The alternative programming implemented in the past few years includes community detention (CD), electronic monitoring (EM), a day reporting center, enhanced community detention for the more aggressive youth, and a structured shelter care program for youth in Baltimore City. Updates on the recommended facility improvements and the proposed detention facility are included in the sections, "Ten Year Facilities Master Plan" and "Juvenile Justice Center," respectively.

The most recent initiatives have focused on the quality of programming in existing facilities. This past year, a concrete educational curriculum more responsive to youth needs was implemented in detention facilities. It includes a multi-cultural component. To further enhance facilities' programming, the Department is aggressively pursuing an arts program and coordinating with the Maryland Science Center to provide an enhancement in the area of science.

This past year a parenting-skills training program was initiated at two committed facilities – the Cheltenham Young Women's Facility and the William Donald Schaefer House. Plans to expand this program to detention facilities are underway.

Additional programming plans include super-enhanced community detention programs in Baltimore City and Prince George's County. This program model will provide intensive supervision to youth who will remain in their own homes. Since this program is targeting a very aggressive population, the staff to client ratio is one to five and the youth will receive a minimum of three contacts per day.

Ten Year Facilities Master Plan

In October 1993, the revision of the Department's *Ten Year Facilities Master Plan* was approved by the Department of Budget and Fiscal Planning. Highlights of the plan include improvements to existing secure detention facilities, the construction of a residential treatment facility for committed young women, the construction of additional youth centers, and the proposed construction of a Juvenile Justice Center for Baltimore City, which is highlighted below. Each year the Department reevaluates the population projections and the effect on the proposed ten year capital improvement plan to ensure that the demands of the client population are met.

Juvenile Justice Center

The Department, in conjunction with the Juvenile Division of the Baltimore City Circuit Court, Office of the Public Defender, the State's Attorney's Office, and the Baltimore City Police Department, has proposed the construction of a Baltimore City Juvenile Justice Center which will provide intake, detention, court services, and case management for juveniles in one centralized location. By housing these various components in a single facility, the Department anticipates improved communication among agencies, earlier family intervention, better case management, and improved interaction among the youth, their families and the agencies which provide services. A key component to this proposed system is an integrated information system.

In FY 1994, the Department evaluated more than 20 potential locations for the proposed facility. It is anticipated that the site selection process will be finalized and the design phase will be initiated in FY 1995. Pending funding approvals, construction will begin in the fall of 1996.

Juvenile Justice System Integration

In addition to the State Advisory Board for Juvenile Services, the Department is involved in serious undertakings to integrate the many components of the juvenile justice system. Through active involvement in various councils, DJS

*If at first you
don't succeed
you're running
about average.*

M. H. Alderson

*Coming together
is a beginning,
staying together
is progress, and
working together
is success.*

Anonymous

administrators, in collaboration with judges, juvenile court masters, prosecutors, public defenders, and local government representatives, are tackling a host of issues relevant to juvenile justice. These committees include:

- DJS/Policing Liaison Group (DJS and policing entities statewide)
- DJS Judicial Liaison Committee (DJS and judges statewide)
- DJS/SAO Liaison Committee (DJS and state prosecutors)
- Washington Metropolitan Area Council of Juvenile Court Judges and Administrators (juvenile court judges and administrators from northern Virginia, Washington D.C. and surrounding Maryland counties)
- Baltimore City Juvenile Court Improvement Committee (DJS and Baltimore City court personnel)
- Baltimore Metropolitan Juvenile Justice Council (DJS administrators, judges, masters, state prosecutors, public defenders and court clerks)

Grants Development and /Title IV-E

The Department is committed to gaining access to sources of alternative funding which will support the continued operation of existing programs, contribute to the development of new programs, and assist the Department in providing quality care to youth. This includes grants development and federal entitlement programs, such as Title IV-E and Title XIX.

The Department developed a cost allocation plan which formed the basis of claiming a portion of administrative and case management costs incurred by the Department in implementing Title IV-E. In addition, DJS implemented a random moments time study to capture case manager activities claimable under Title IV-E and Title XIX. In FY 1994, Title IV-E efforts attained for the Department four million dollars through federal financial participation. This represents an increase of three million dollars over the FY 1993 efforts.

In addition to entitlement programs, the Department has aggressively pursued grant funding to support various programs and services. This past year, the Department acquired over four million dollars in grant funds. The *Three Year Plan* highlights the Department's continued activities associated with grants development and federal financial participation programs.

Fingerprinting Youth

In June 1993, Secretary Saar appointed a committee to consider whether youth referred to the Department for delinquent acts should be fingerprinted for positive identification purposes. As a result of the committee's recommendations, the Department of Public Safety and Correctional Services (DPSCS) promulgated regulations requiring that all juveniles arrested for delinquent acts be fingerprinted by the police, and that the fingerprints be submitted to DPSCS for placement in a specialized computer system.

The Department is now working with other agencies to implement a fingerprint-based identification system. The system will provide a state identification number for each juvenile which will follow the juvenile into the adult system. Bar code scanners will be used to transfer the identification numbers between fingerprint computers and DJS computers. Currently the Department is in the process of purchasing scanners for this purpose.

Fingerprinting and assignment of state identification numbers will permit the Department to positively identify the youth under its jurisdiction and enhance the research capabilities so important for program evaluation. The system will be subject to stringent quality control standards and system audit procedures. A balanced approach will provide the benefits of identification without exposing the individual to a set of procedures which would contradict the philosophy of the juvenile justice system.

Continuous Improvement

Total Quality Management and *Program Outcome Evaluation* were two separate initiatives in the previous plan. However, since both initiatives focus on promoting continuous improvement, they are now grouped together.

Total Quality Management (TQM), although previously considered to be reserved for private enterprise, was introduced to DJS in March 1992. Endeavors in this area were enhanced in FY 1993, when the Department formed a partnership with Motorola, Inc. to facilitate implementation of the continuous improvement process in the work place. The ultimate goal of TQM is to enhance quality operations by involving all employees in decision making and problem resolution through self-directed, process improvement, and/or quality breakthrough teams. With the encouragement of Mary Ann Saar, the initiative was expanded to include the pursuit of quality in programs and services offered by DJS, as well as in the area of staff development. Extensive training efforts were advanced in FY 1994 to introduce staff to the concepts and principles of continuous improvement. Teams have been formed to address everyday work issues and special topics such as cultural sensitivity and proposed legislation.

We are what we repeatedly do. Excellence, then, is not an act but a habit.

Anonymous

I believe we are in agreement that unless we measure client outcomes, we will never know if we are spending our resources wisely. However, it will take a new mindset to accept this approach...

Mary Ann Saar

This initiative focuses on the provision of quality services to both external and internal customers as outlined below:

Programs/Services – (includes both vendor and state-operated programs) The quest for quality programming is being pursued via the following:

Compliance – This is promoted via contract compliance monitoring and quality assurance teams.

Quality – Methods and tools which promote quality monitoring are in use and continue to be explored. Some examples include evaluation protocol, outcome-based measures, and recidivism reporting.

New and Enhanced Services – New programs and services continue to be developed based on need and effectiveness. The continuum of services identifies gaps in service. Quality monitoring and compliance monitoring identify both the efficiency and effectiveness of the services.

These components of the Continuous Improvement Process, allow DJS to responsibly and responsively create new programs and to enhance, change, and even delete services and programs which do not satisfy quality standards.

Staff Development – The quest for quality in overall operations is pursued via the following:

Growth and Development – Training initiatives which appropriately address staff needs and encourage the continued growth and development of staff are being pursued in all divisions. This past year, the pre-service training curriculum which is offered to all new employees was redesigned to include job-specific training. The first week of the 80-hour training session provides an overview of the Department and general course information; the second week provides course information specific to the job function.

Quality Performance – Through outcome-based measures and the principles and practices of total quality, DJS is identifying both internal and external customers and actively pursuing a customer service orientation in all Divisions. Performance measures already in use include new staff evaluation tools for Field and Residential Services' staff.

Incentives and Morale – Issues which greatly impact staff are being addressed. For example, expansion of volunteer coordinators throughout the state, and active participation in the Cooperative Education Program provide more "people power" and help ease the burden of overextended staff. Recognition of staff efforts is apparent in numerous awards ceremonies.

These components of the Continuous Improvement Process cultivate a more responsible and interactive work environment for staff, which in turn fosters customer service and high caliber output.

Information Infrastructure

Communication is essential to the functioning of any organization, yet it is frequently identified as a weakness in the system. To correct this identified weak link, the Department of Juvenile Services is tackling the problem from two angles: internal communication among staff and the accumulation of information on the client population.

Internal communication – A local area network (LAN) was introduced to DJS headquarters in FY 1994. This system enhances communication by linking personal computers, thereby allowing files and programmed applications to be used by multiple computers. A feature of the system is electronic mail which permits messages to be sent between linked computers. Plans are underway for a LAN to service Baltimore City (Area I). Future plans include the establishment of local area networks in all DJS offices. Eventually, local area networks will be connected and formed into a wide area network (WAN) to permit inter-office electronic communication.

Information System for Youth Services (ISYS) – The current youth information system has been plagued with problems from the onset and it is often viewed as a cumbersome, non-serving system. As overwhelming numbers of cases/complaints continue to flood the system each year, accurate information becomes more difficult to maintain. Yet, good data is critical to basic operations, such as tracking youth complaints. To promote accuracy in data, the Department has proposed re-designing the information system to make it more of a management tool. The Department has enlisted the services of the University of Maryland in this comprehensive effort. The university's Human Computer Interaction Laboratory (HCIL) and Department of Psychology will be working with DJS to reform the system. This will be accomplished through a series of steps which include:

My green thumb came only as a result of the mistakes I made while learning to see things from the plant's point of view.

H. Fred Ale

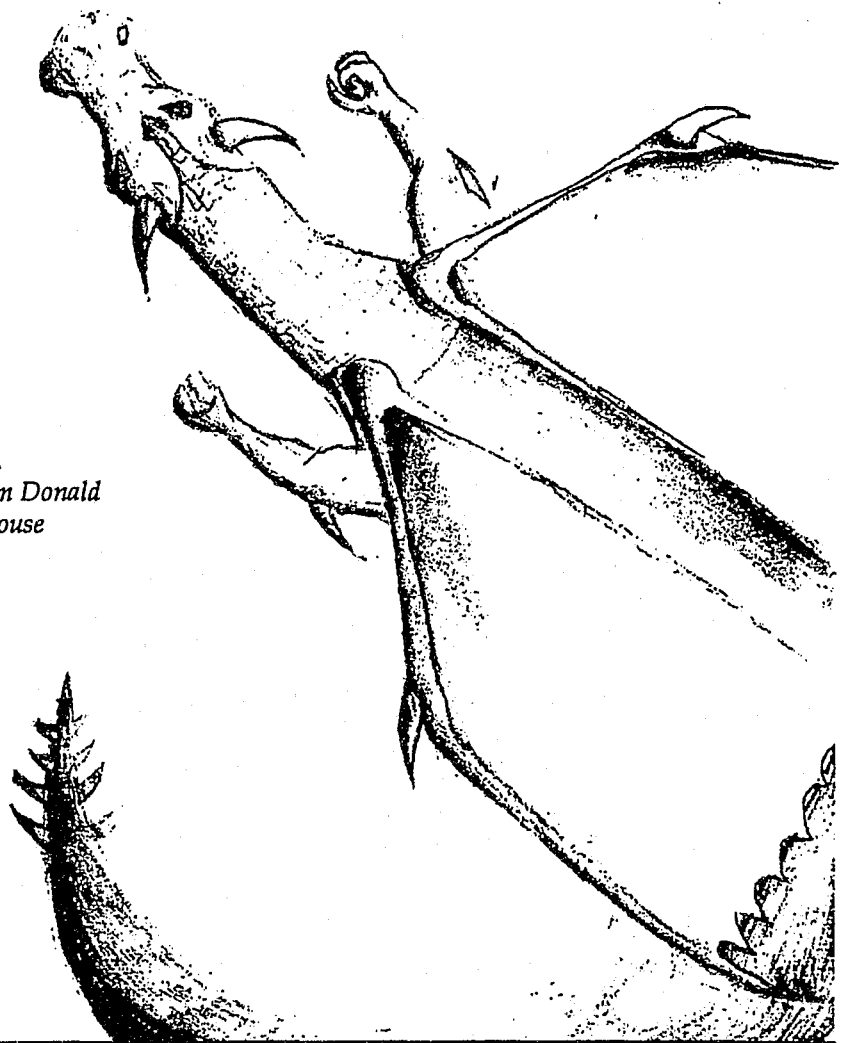
*Unless you try to
do something
beyond what you
have already
mastered, you
will never grow.*

Ronald E. Osborn

- an analysis of the current system;
- determining how the information can be most useful to DJS;
- sampling the user population; and
- producing a user interface designed for workers with the most needed information "up-front."

The first step will be to simplify entry into the system. By making the system more user friendly, it is anticipated that data entry will be improved and improved data entry will lend itself to accuracy in statistical reporting including recidivism rates.

*Ray D.
Student, William Donald
Schaefer House*



GOALS

Our Youth...Maryland's Future is the theme of the Department's three year plan, since it emphasizes the Department's awareness and acceptance of the challenges and responsibilities that must be undertaken if we are to pave the way for a better future. This theme is consistent with the Department's vision and mission. Our actions today, regarding the treatment of youth, greatly impact Maryland's future.

To provide direction and assistance to all DJS staff in pursuing and fulfilling the Department's mission and legal mandate, Secretary Mary Ann Saar established four major goals which continue to drive the efforts of the Department. These goals are:

- One: Promote stability and relatedness in the client population:** Provide youth with a sense of permanence and linkages to support systems through programming and services such as intensive family intervention, better case management, and transitional care.
- Two: Assure quality programming:** Develop standards for residential care; improve monitoring procedures; develop an evaluation strategy for evaluating all programs and services.
- Three: Maximize the use of existing resources:** Cooperate with other departments and agencies to enhance service delivery and eliminate duplication of efforts; improve existing facilities via Capital Budget requests; increase and strengthen service delivery with grant funds.
- Four: Recognize employees as the Department's most valued resource:** Promote a positive work environment to lessen the confusion, conflict and stress levels of employees; intensify investment in staff through training; utilize the individual talents of staff to the fullest potential; encourage job sharing, work teams, employee recognition, and work incentives.

The chapters which follow provide information on each division within the Department. The DJS organization is designed to facilitate an efficient, cost-effective and quality service delivery system. One chapter is dedicated to each division and provides descriptive information, followed by the proposed initiatives for that division. Each initiative is related to one of the four goals and addresses an area of concern. Each concludes with an outline of the steps needed for implementation. Figure Three presents a summary of the Department's initiatives.

The constant message these children receive is that they are unimportant, that they are despised, that life is not of value, that one should live for the moment, that dreams or plans for the future are not for them. These are the obstacles we must overcome.

Mary Ann Saar

Three Year Plan Initiatives

	Office of the Secretary	Field Services	Residential Services	Administrative/Program Services
1. Promote stability and relatedness in the client population.	Coordinate detention reform initiatives in Baltimore City. Establish a system to support day treatment programming. Institute Y.E.S. program.	Promote intra-departmental efforts to encourage continuity of care and services.	Address detention issues. Expand pre-vocational training and create programs that develop educational opportunities.	Improve DJS capability to expand non-residential programming. Improve utilization and service delivery in foster care system.
2. Assure quality programming.	Develop a validated continuum of services and levels of intervention system. Develop an evaluation system.	Review and revise statewide standards of care.	Evaluate program models and redesign as needed. Provide multi-cultural diversity training and Afro-centric programming. Continue with steps toward accreditation. Continue implementation of a comprehensive health care system.	Update inventory systems. Improve contract administration and renewal procedures. Expand continuum of care for substance abusing youth. Identify prevalence of substance abuse and provide programs. Design and implement programming for females. Expand and enhance monitoring standards. Improve the quality of services in foster homes.
3. Maximize the use of existing resources.	Develop and implement a recidivism reporting system. Consolidate and centralize resources of volunteer activities unit. Expand mentoring program. Develop a job-readiness training program for young women.	Increase accountability and efficiency of restitution collection activities. Address program needs via cooperative efforts with other departments and agencies.	Explore community resources to address needs of residential services and programs. Create an arts program for all facilities.	Upgrade the information system. Reduce out-of-state placements by establishing in-state programs. Explore and exploit alternative funding opportunities through federal entitlement. Maximize the Department's capacity to access and successfully secure all potential funding sources.
4. Recognize employees as the Department's most valued resource.	Develop and expand the Community Education Program. Restructure the Department's MBE program. Systematize the Department's EEO program. Develop a standardized Risk Management program. Enhance relations and improve communications between facilities' staff and child advocates. Implement a team approach to problem solving department-wide.	Integrate TQ into Field Services' operations. Establish staff training and professional development system.	Enhance staff development via educational programs.	Issue an employee handbook. Improve training programs for all staff.

Figure 3



"Turtle"
Student, William Donald
Schaefer House

Organizational Design

There is a time we must firmly
choose the course we will follow,
or the relentless drift of events
will make the decision.

Herbert V. Prochnow

Organizational Design

In recent years (FY 1990 to FY 1994), the Department of Juvenile Services like all State agencies has operated in difficult economic times. Furthermore, despite only a 13 percent increase in the 11 to 17 year old population, cases referred to the Department increased approximately 30 percent. The challenge for the Department has been to remain true to its stated mission by providing a service delivery system to Maryland's troubled youth while protecting public safety, despite the troubled economic situation. Responding to the challenge, cost containment efforts were focused on restructuring the organization to minimize administrative costs and concentrate the limited resources on direct care services.

The organizational structure was streamlined in January 1992 from five to four Divisions and again in September 1992 from four to three Divisions. The restructuring eliminated two Assistant Secretary positions and other administrative positions, which although important, were not essential to operations. The workload was consolidated and redistributed into three areas: Field Services, Residential Services, and Administrative/Program Services.

Field Services is charged with providing intake, probation, protective supervision, and aftercare services to youth. Youth are referred to intake officers 24 hours a day. Youth placed on probation/protective supervision are assigned to case managers who provide supervision and direct services. Case managers assigned to aftercare are responsible for monitoring the progress of youth in residential placements and facilitating their return to the community. The Field Services Division is responsible for the operation of field offices in every county and Baltimore City, as well as management of the Interstate Compact.

Residential Services has responsibility for all state-owned and operated programs, detention facilities, and shelter care programs. Health, education, community detention, and transportation are also handled by the Residential Services Division. The state operates four detention facilities (a fifth one is privately operated), two shelter care programs, five Youth Centers, the William Donald Schaefer House, and the Cheltenham Young Women's Facility. The Schaefer House, Meadow Mountain Youth Center and the Cheltenham Young Women's Facility have substance abuse treatment programs.

Administrative/Program Services provides support services for statewide and headquarters operations. Administrative Services is responsible for department-wide services such as personnel, budget and finance, maintenance, procurement, information services, building maintenance, and other administrative operations. Program Services provides supportive operations relating to the development,

*It is quality
rather than
quantity that
matters.*

*Lucius Annaeus
Seneca*

enhancement, and implementation of private-provider programs. Responsibilities include program development, placement coordination, coordination of substance abuse services, program monitoring and licensing, grants development, and federal entitlement enhancement.

This streamlined approach is built around two major operational divisions: Field Services and Residential Services. The Administrative/Program Services Division provides support services in specialized areas that either cross divisional boundaries, or are of department-wide concern. (Figure 4)

DJS Organizational Design

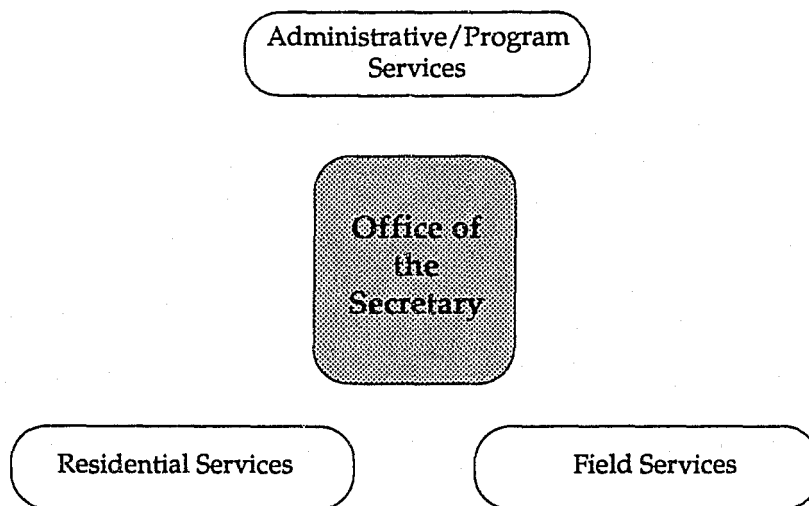


Figure 4

Keeping administrative services as small as possible has allowed for limited resources to be concentrated in the areas of greatest need – Field and Residential Services – and the programs and services which serve these youth. Also, by putting staff where they are most needed, DJS is an organization made stronger by fewer divisional separations. Integration of the staff has improved and this contributes to the achievement of the Department's goals. Refer to the Organizational Structure. (Figure 5)

The secret is to work less as individuals and more as a team. As a coach, I play not my eleven best, but my best eleven.

Knute Rockne

Department of Juvenile Services Organizational Structure

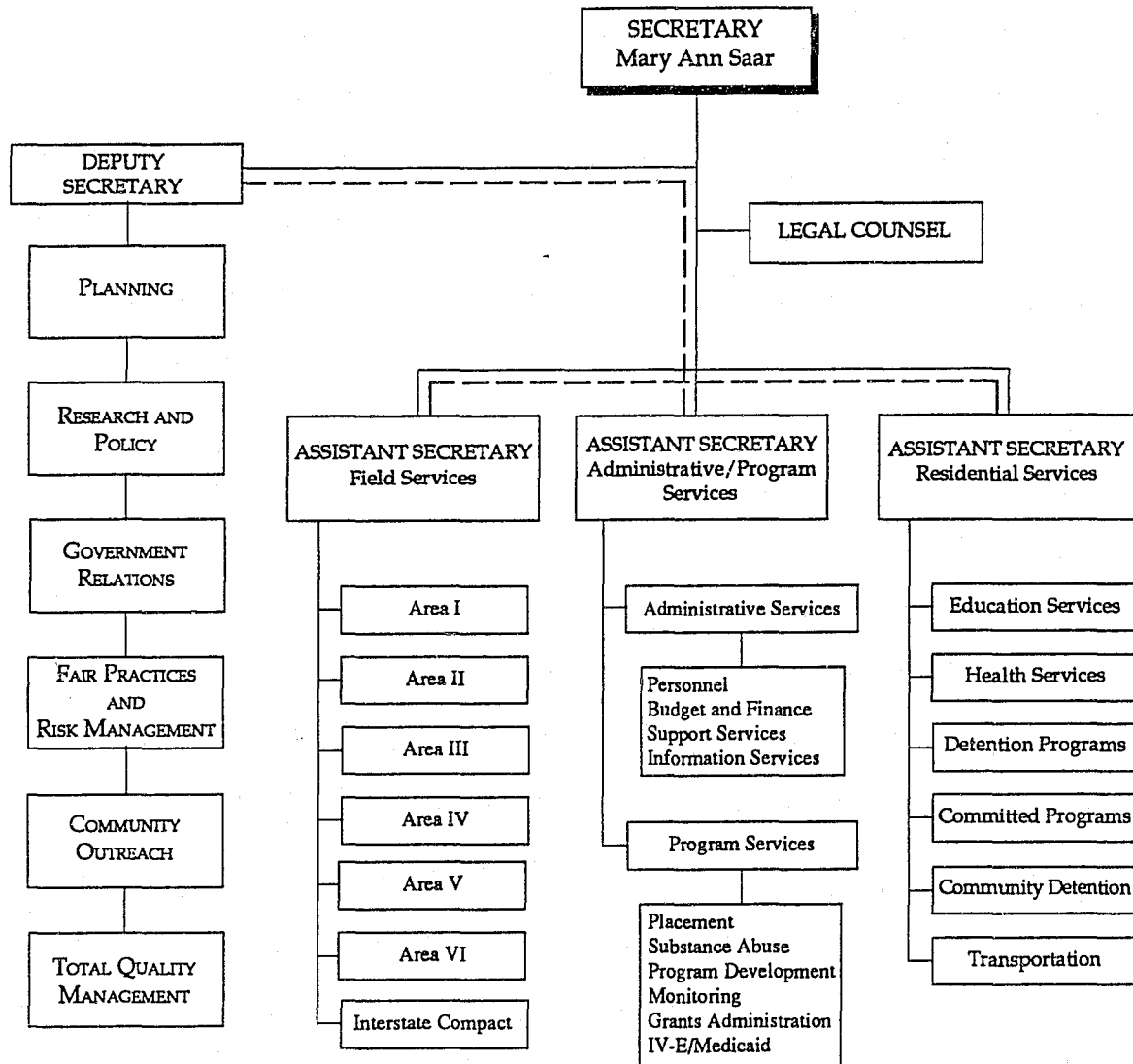


Figure 5

Department of Juvenile Services Organizational Structure

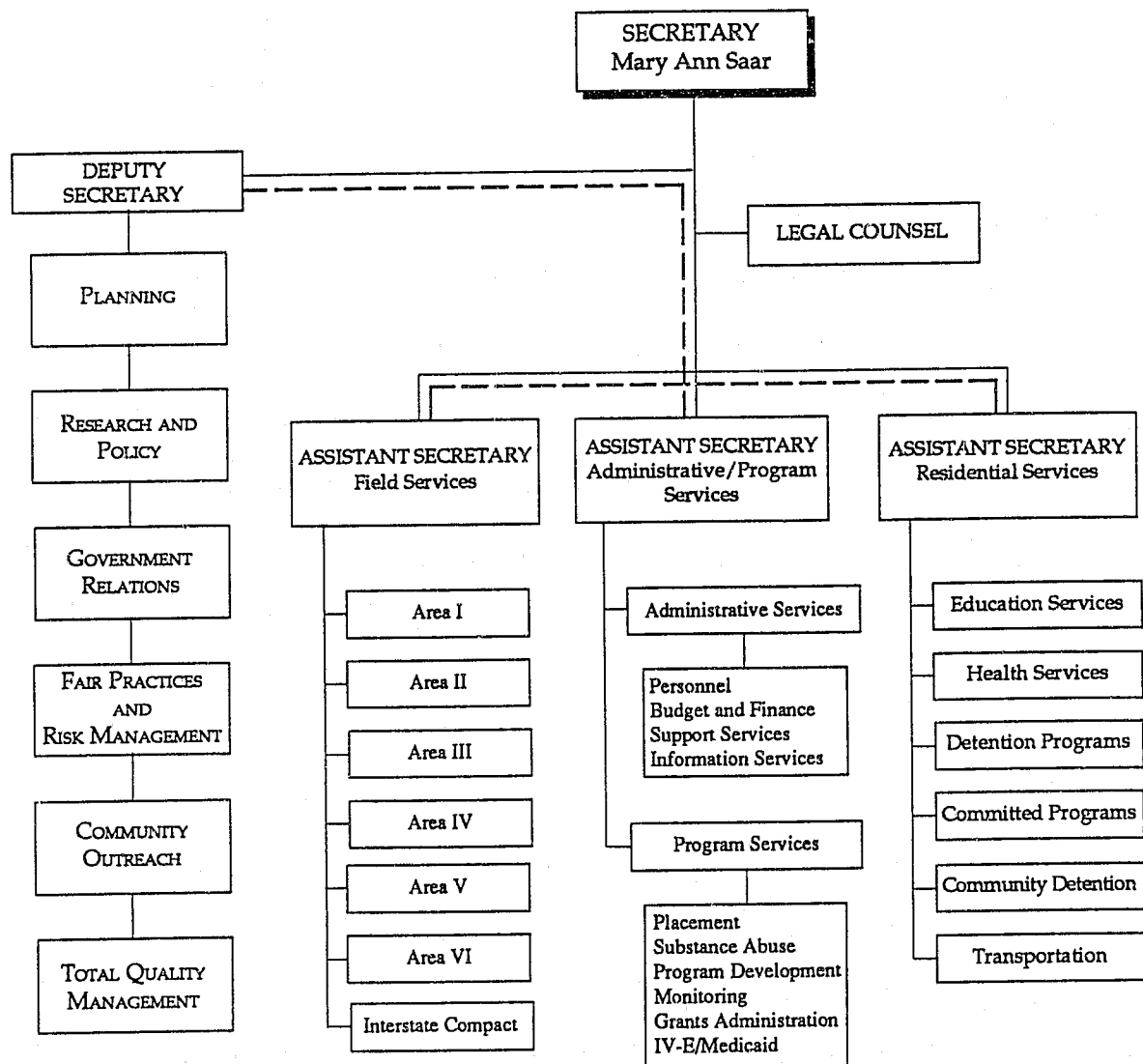


Figure 5

Anything one
man can imagine,
other men can
make real.

Jules Verne

OFFICE OF THE SECRETARY

Executive direction for the Department is administered from the **Office of the Secretary**. In addition to executive leadership, this office includes planning, research and policy, government relations, fair practices and risk management, community outreach, and total quality.

Planning and Research/Policy

This office consists of two units: Planning and Research/Policy. It is responsible for all planning activities, research services, and systems integration for the Department's policies and procedures. These units provide comprehensive planning services and management analyses in strategic, decision-making areas and the research coordination necessary for the delivery of services. Previously referred to as Capital Planning, and Policy, Planning and Research, the unit names have been changed to more accurately depict the delineation of duties.

The Planning unit is composed of two distinct components, service planning and capital planning, that are linked together by the common goal of providing the comprehensive strategies necessary for the delivery of services to our youth and families and the facilities and programs in which these services are delivered. Service planning is responsible for the development, implementation, and tracking of the Department's *Three Year Plan*. Other responsibilities include short and long-range planning; problem definition and goal setting; program development on the development of new services; and grant development on the preparation of proposals which could fund new programs.

Capital planning is responsible for the development, implementation, and tracking of the *Ten Year Facilities Master Plan* and all capital projects. The master plan provides for proper programming of all state-owned facilities, including those facilities which are privately operated. As part of implementation of the master plan, the Department is coordinating the efforts for the Baltimore City Juvenile Justice Center.

Major responsibilities for Research and Policy include research projects, policy formulation and maintenance, recidivism reporting, and program evaluation. This unit refines the continuum of services, assists in program monitoring and quality assurance, and networks with other agencies.

Research responsibilities include preparing standard reports, fulfilling requests for accumulation and analysis of data, coordinating research projects, and serving as consultant to various DJS management teams.

The duties of the policy coordinator include acting as consultant to various DJS teams and committees about policy needs and preparation, assisting in the implementation of policy, including assessment of training requirements, and establishing links with the American Correctional Association and the Maryland Criminal Justice Society.

Major developments of the Office of Planning and Research/Policy over the past few years are noted as follows:

- *Ten Year Facilities Master Plan* which was approved by the Department of Budget and Fiscal Planning in September 1993
- Charles H. Hickey School renovation design to provide for a facility that meets life, safety, and health codes and allows for proper programming of the youth
- *Three Year Plan Tracking System* to monitor the Department's progress in achieving its goals
- System to support the development of day treatment programming in Maryland
- Statewide needs assessment regarding day treatment services
- Structured shelter care needs assessment for Baltimore City
- DJS Continuum of Services
- Pilot study for recidivism and specific measures for use in determining the recidivism rates for all programs
- Procedures and standards for case records management and a standard placement report
- Cheltenham Young Women's Facility study which prompted the creation of a program redesign committee to improve services to young women

Over the next three years, the Office of Planning and Research/Policy is committed to implementing day treatment programs in Maryland; continued involvement in justice system reforms; and the promulgation of statistical, recidivism, and program evaluation reports. The Department's master plan proposes the construction of a Juvenile Justice Center for Baltimore City, a new facility for committed young women, improvements to existing secure

*A great pleasure
in life is doing
what people say
you cannot do.*

Walter Gage

*A company's
commitment to
quality makes
people proud to
work.*

Anonymous

*Never, Never,
Never Quit.*

Winston Churchill

detention facilities, and the construction of additional youth centers. An exhibit illustrating the capital budget projects for the next ten years is attached. (Figure 6)

Previously, administration of the Department's Total Quality program was included in the duties of this office. However, to strengthen the Department's commitment to quality operations throughout the Department, this function has since been moved to a direct reporting status to the Deputy Secretary. Total Quality is discussed in a subsequent section titled "Continuous Improvement."

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Coordinate detention reform initiatives in Baltimore City.

Concerns about the average length of stay in secure detention and the ensuing ramifications, such as crowding in facilities, highlighted detention reform as a major DJS initiative. Several efforts have been made to address the issue of detention reform, the most comprehensive of which is the proposed Juvenile Justice Center for Baltimore City. In conjunction with the Juvenile Division of the Baltimore City Circuit Courts, Office of the Public Defender, the State's Attorney's Office, and the Baltimore City Police Department, DJS has proposed the construction of a Baltimore City Juvenile Justice Center, which will provide in one centralized location, intake, detention, court services, and case management for juveniles. By housing the various components in a single facility, the Department anticipates improved communication among agencies, earlier family intervention, better case management, and improved interaction among the youth, their families, and the agencies which provide services.

During FY 1995, the Department anticipated that the project would be in the design phase. Despite an extensive search which included consideration of more than 20 potential sites, the Department encountered problems locating an appropriate and acceptable site for the facility. As a result, efforts have been delayed by one year. This is reflected in the schedule below.

1996 Coordinate efforts during the design phase of the Baltimore City Juvenile Justice Center.

Participate in Juvenile Justice reform initiatives being undertaken by various councils and committees.

1997 Coordinate efforts during the construction phase of the Baltimore City Juvenile Justice Center.

10 YEAR CAPITAL IMPROVEMENT PLAN

#	PROJECT	FISCAL YEAR									
		96	97	98	99	00	01	02	03	04	05
1	Juvenile Justice Center Baltimore City	LD 2,865		DC 38,150	E 500	E 500					
2	Construct Youth Center Allegany County	D 365	C 5,256	E 70							
3	Young Women's Academy Anne Arundel County		D 357	C 6,247	E 158						
4	Construct Youth Center Western Maryland		D 180	C 3,350	E 75						
5	Renovate Md. Youth Residence Center Baltimore City			D 200	C 3,350	E 75					
6	Renovate Cheltenham Youth Facility Prince George's County			D 1,015	C 7,950	C 7,950					
7	Renovate Alfred D. Noyes Youth Facility Montgomery County			D 100	C 1,600						
8	Career Center Baltimore City			D 180	C 2,900						
9	Renovate J. DeWeese Carter Youth Facility Kent County				D 45	C 695					
10	Renovate Youth Centers - Phase I Western Maryland					D 115	C 2,135				
11	Renovate Waxter Center Anne Arundel County					D 100	C 1,625				
12	Construct 48 Bed Detention Center Area II					D 120	C 5,865	E 135			
13	Construct Youth Center Western Maryland						D 175	C 3,045	E 70		
14	Construct 15 Bed Detention Center Eastern Shore							D 125	C 2,200	E 55	
15	Renovate Youth Centers - Phase II Western Maryland							D 160	C 2,615		
Summary of Costs		\$3,230	\$5,793	\$49,312	\$16,578	\$9,555	\$9,800	\$3,465	\$4,885	\$55	\$0

L = Land Acquisition
 D = Design
 C = Construction
 E = Equipment
 999 = Dollar Value; Thousands

*By perseverance
the snail reached
the ark.*

*Charles Haddon
Spurgeon*

*There is no failure
except in no longer
trying.*

Elbert Hubbard

Establish a system to support the development and implementation of day treatment programming in Maryland.

In March 1993, a focus group was convened at the request of Secretary Saar to explore day treatment programming options for DJJ youth. Day treatment services are a multi-disciplined approach to treating juveniles while they reside in their home community. These services may serve youth in various stages of the continuum of services, ranging from early intervention to alternatives to institutionalization.

A process to accomplish this task was developed and divided into two phases. Phase one, the planning phase, was completed in FY 1994. It included the completion of a statewide assessment to identify day treatment programming needs; the formation of an inter-Departmental team to facilitate coordination of efforts, statewide; the development of a "generic" program design to provide the basis for the community-based program development; initiation of funding strategies; and the development of a list of target sites to initiate program development.

Phase two, the community development stage, is currently underway in four areas of the state: Harford County, Prince George's County, Washington County, and Baltimore City. Activities include local area networking, modifying the "generic" program to meet specific area needs, and pursuing funding sources.

Funding has been and continues to be a major issue. The pilot program which was planned for FY 1995 has not yet been implemented due to lack of funding. Local, state, federal, and private foundations are being tapped to secure funding for this project. Over the next three years, funding strategies will be a priority as we proceed with phase two of this very important project.

1996 Develop a minimum of three funding strategies to support day treatment programming.

Initiate a site-specific day treatment program in at least one of the targeted sites.

1997 Survey program participants and staff, conduct program observations, and review client data to assess program effectiveness.

Modify program as needed, based on the results of the previous step.

Initiate a second site-specific day treatment program.

1998 Establish a funding stream to support the development and continued operation of day treatment programs.

Develop one or more day treatment programs.

Assess program effectiveness as stated above.

GOAL 2: ASSURE QUALITY PROGRAMMING

Develop a validated continuum of services and levels of intervention system for residential and non-residential programs.

Categorizing programs according to standardized definitions of restrictiveness and intervention promotes the goal of providing quality and consistent care to all clients. This proposed system generates a continuum of services based on categorical rankings and codification of programs in terms of restrictiveness and intervention for both residential and non-residential programs. The codification system is flexible and allows for reliable and easy program updates. Eventually, this system will help in matching youth to programs and services when used in conjunction with the Classification System.

A preliminary DJS Continuum of Services was developed in August 1993. Subsequently, an inter-divisional work group was convened to refine the continuum of care definitions and to develop a program rating process. The first draft of the continuum of services with well-defined levels and procedures for program selection was established in FY 1994. However, the process of refining the system components and re-surveying all programs is still in progress; therefore, all steps relating to this project have been pushed forward as noted below.

1996 Conduct a preliminary validation process for continuum related instruments and test their ability to aid in program selection for youth, as measured against 20 traditional resource staffings.

Develop policies and procedures governing use of the continuum.

Provide training for resource coordinators in use of the continuum.

1997 Implement, statewide, the continuum of services system to assist program selection, program cataloging, and program needs analyses.

Devise a process to update the continuum of services.

1998 Update the continuum of services based on data generated in validating the instrument and the first year of implementation.

Quality is never an accident; it is always the result of high intention, sincere effort, intelligent direction and skillful execution; it represents the wise choice of many alternatives.

Will A. Foster

Nothing is more terrible than activity without insight.

Thomas Carlyle

There are in fact two things, science and opinion; the former begets knowledge, the latter ignorance.

Hippocrates

Develop an evaluation system to enable effective and efficient delivery of services to youth.

The quality and effectiveness of programming is critical to the Department's ability to treat its youthful offender population. Evaluations are essential to determining program effectiveness and impact. During FY 1994, research staff provided technical assistance and oversight for a contracted pilot outcome evaluation of five residential programs. Through this pilot study, data for evaluation components including recidivism, pre-educational and post-educational levels, pre-testing and post-testing of self esteem, and socialization was collected.

To support comprehensive evaluation efforts, the Department plans to hire a researcher whose responsibilities will be dedicated to evaluation duties. Additional plans are underway to secure assistance from universities via grant funding to begin evaluating selected programs. A generic program evaluation protocol for residential programs is near completion, and it will be applied to at least two program evaluations in FY 1995.

- 1996 Refine the generic protocol and evaluate at least two more programs, including non-residential.
- 1997 Develop an evaluation plan which includes contracts and in-house evaluations.
- 1998 Conduct an assessment of the evaluation plan.

GOAL 3: MAXIMIZE THE USE OF EXISTING RESOURCES

Develop and implement a recidivism reporting system.

Recidivism reporting has been determined to be a priority of the Department since it provides a good indication of program impact. This important measure of program effectiveness also facilitates maximization of the Department's expenditures/budget.

To date, recidivism reporting formats for all programs have been designed and several reports have been completed including the Maryland Youth Residence Center (MYRC); Glen Mills Academy; DJS fully-funded, private, residential treatment placements; and the Youth Centers. The MYRC report prompted a complete program redesign from a group home to a structured shelter care facility. Over the next three years, reports will be generated and efforts to enhance recidivism reporting capabilities will be pursued.

- 1996 Evaluate the effectiveness of the recidivism reporting system and refine system as needed.
- Complete at least three recidivism reports.
- 1997 Complete at least three recidivism reports.
- 1998 Continue recidivism reporting.

Community Outreach

The Office of Community Outreach combines three programs: volunteer services, Foster Grandparents, and community education. The function of this office is to provide volunteer services to the youth under the care of the Department and to promote an understanding of the Department's mission through community education and public information programs. Consistent with the mission and duties of this office, several initiatives were established three years ago, two of which have been successfully implemented. They are: *Expand Foster Grandparents program to include non-stipend volunteers and Create an arts program for all facilities.*

A foster grandparent expansion program was initiated in FY 1993 to increase the pool of resources by promoting the recruitment of volunteers from all economic groups. To heighten awareness and interest in the program, information on the Foster Grandparents program was presented in a brochure promoting volunteer services. This brochure is distributed annually at the Maryland State Fair. Also, public service announcements promoting this program are aired over radio and television. These many efforts have resulted in program expansion by facilitating the on-going recruitment of foster grandparents.

The arts program was introduced at MYRC in 1993. A student intern was initially assigned to coordinate the project, which has since been transferred to Education Services under the Division of Residential Services. The arts program is currently in place at the William Donald Schaefer House. Plans are underway to incorporate the program into the Waxter Children's Center educational program in FY 1995.

The Office of Community Outreach continues to pursue the following initiatives.

Our society must make it right and possible for old people not to feel the young or be deserted by them, for the test of a civilization is the way that it cares for its helpless members.

Pearl S. Buck

*We can secure
other people's
approval, if we do
right and try hard;
but our own is
worth a hundred
of it.*

Mark Twain

*Do something for
somebody every
day for which you
do not get paid.*

Albert Schweitzer

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Institute an annual Youth Enrichment Services (YES) Program to be coordinated through the Foster Grandparents Program.

This initiative addresses the issue of self esteem in our client population. Foster Grandparents have long recognized in working with our young people, that they need to feel a sense of purpose and pride in their accomplishments. Therefore, the Youth Enrichment Services (Y.E.S.) Program, an awards program which honors youth, was initiated in FY 1994. The second year of the program, FY 1995, proved to be more successful than the inaugural year. More than 200 nominations were received and eight youngsters were presented with Y.E.S. awards.

This initiative is accomplished through a series of tasks which include contacting business sponsors, forming a steering committee, and soliciting award nominees. Due to the success of this program, plans are to continue it on an annual basis.

1996 Hold Third Annual Awards ceremony.

1997 Hold Fourth Annual Awards ceremony.

1998 Hold Fifth Annual Awards ceremony.

GOAL 3: MAXIMIZE THE USE OF EXISTING RESOURCES

Consolidate and centralize the resources of the volunteer activities unit.

Because of severe budget cutbacks, the Volunteer Services Unit sustained more than 50 percent reduction in staff between FY 1991 and FY 1992. In order to maximize the potential of the remaining staff, this initiative was proposed in FY 1993. A major accomplishment included reorganizing the work force from a staffing pattern based on geographic location to a staffing pattern based on function.

The Director of Community Outreach met with all facility superintendents and the Field Services Area Directors to outline the new volunteer services program. This resulted in the creation of Volunteer Liaisons – staff members in field offices and facilities who maintain volunteer programs in their own locations. In addition, four half-time volunteer coordinator positions were created in two area offices and two facilities in FY 1995. Future steps involve

evaluating the effectiveness of the coordinators and expanding the volunteer auxiliaries.

- 1996 Evaluate the effectiveness of the part-time positions through staff feedback and observation. Budget for more positions as needed.
- 1997 Coordinate efforts with the volunteer liaisons and volunteer coordinators to strengthen and expand volunteer auxiliaries, statewide.
- 1998 Follow up on evaluations of volunteer coordinator positions, and assist in ensuring that contract conversions are done for these positions.

Expand Mentoring Program.

With a grant from Volunteer Maryland!, DJS initiated a mentoring program in FY 1994. Mentors are highly specialized volunteers who receive in-depth training in counseling skills. The mentoring program which was piloted in Baltimore City matched 50 youth and mentors. Although this was a one-year grant, the Department responded to the success of and need for this type of program by assigning a staff person to continue efforts. This initiative succeeded in attracting new and highly motivated volunteers to DJS.

In FY 1995, the mentoring program was expanded into Prince George's County by becoming a host site for a new Volunteer Maryland! job-readiness/business mentoring initiative entitled: Women In New Dimensions of Work (WINDOW). Volunteer Liaisons are being trained to recruit, screen and retain mentors for this initiative.

- 1996 Create a permanent position for Volunteer Coordinator for interns and mentors and establish a series of training for DJS Volunteer Liaisons in mentor recruitment, screening, and evaluation.
- 1997 Evaluate the effectiveness of the Mentoring Program by measuring the number of youth served and the outcome of the mentoring.
- 1998 Increase the number of mentors by 10 percent.

Develop a job-readiness training program for young women.

One of the biggest difficulties facing young people being released from residential facilities is reintegrating back into the community and finding jobs, or returning to school. If not prepared to face the challenges which

*A friend is some-
one who knows the
song in your heart,
and can sing it
back to you when
you've forgotten
how it goes.*

Anonymous

*It takes two
wings for a bird
to fly.*

Jesse Jackson

*Enlighten the
people generally,
and tyranny and
oppressions of
body and mind
will vanish like evil
spirits at the dawn
of day.*

Thomas Jefferson

await them, many young people recidivate and return to a juvenile facility, an adult corrections institution, or go on welfare.

DJS was selected as a host site for a Volunteer Maryland! project designed to provide job-readiness training and career options for residents of the Cheltenham Young Women's Facility. Building on the success of the initial mentoring initiative, the goal of Women In New Dimensions Of Work (WINDOW) is to provide career counseling and placement to the residents of this facility.

The Volunteer Maryland! pilot program provides one paid full-time staff person, along with a host of volunteers to provide tutoring, career counseling, job-readiness training, and job placement opportunities. After the pilot program is completed and its effectiveness evaluated, the facility will continue to run the program through the Volunteer Auxiliary with assistance from residential facilities staff. A full time paid staff person was hired in FY 1995 to carry this initiative forward.

1996 Evaluate the Volunteer Maryland! program and transfer all duties to Cheltenham staff and Auxiliary members. Make program modifications based on the written evaluation.

1997 WINDOW becomes part of the vocational education program for Cheltenham Young Women's Facility. Initiative completed.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

Develop and expand the Community Education Program.

DJS functions as an integral part of the community, serving the troubled youth of Maryland. Community awareness and involvement in the Department's many activities is essential to quality operations. To promote this awareness and involvement, this office designed and is now implementing a community education program.

In FY 1994, the Office of Community Outreach produced an audio-visual presentation about the Department and the youth it serves. While this is a very valuable tool in and of itself, it is not complete. In FY 1995, in cooperation with other divisions, Community Outreach created fact sheets and brochures which support the video.

In addition, a Speakers Bureau was established, allowing the Department to employ the talents and expertise of staff to address civic and community organizations to educate and inform the public about the Department and the

juvenile justice system. By the end of FY 1995, 50 percent of speakers were trained in the use of the video and collateral materials.

- 1996 Evaluate the effectiveness of the Speakers Bureau by measuring the number of presentations made against a pre-determined baseline. Train remaining 50 percent of speakers in use of video and collateral materials.
- 1997 Review the materials for accuracy and timeliness and update as needed.
- 1998 Create an updated slide show/video on the mission and vision of DJS.

Fair Practices/Risk Management

The Fair Practices Office is responsible for promoting the Department's commitment to effective Affirmative Action/Equal Employment Opportunity and Risk Management programs. This commitment is expressed in the equitable and non-discriminatory treatment of all employees. The Fair Practices/Risk Management Office accepts complaints informally from employees who feel aggrieved about employment issues. The complaint may be handled internally by this office, or the employee can pursue redress with external enforcement agencies, such as the Equal Employment Opportunity Commission (EEOC), Maryland Commission on Human Relations (MCHR), or private counsel, without fear of retaliation.

Other functions managed by this office are risk management, child advocacy, and Minority Business Enterprise (MBE) procurement. This office conducts training, statewide, on employment-related topics including disabilities issues.

The Risk Management program was established to protect workers by maintaining a safe and healthful work place. The primary responsibility of this program is to minimize the number of work-related injuries by increasing both management and workers' safety awareness and its positive effects on efficiency in the work place. The Department works cooperatively with State Employees Risk Management Administration (SERMA) and INTRACORP, a private health care vendor which specializes in work place injuries and rehabilitation. Risk Management also involves conducting special investigations requested by executive staff. The requests concern issues or significant critical incidents that happen within the parameters of the Department of Juvenile Services.

In addition to duties associated with Risk Management and MBE procurement, the Department's Child Advocacy Team reports to this office. The Child

*Treat all men alike.
Give them all the
same laws. Give
them all an even
chance to live and
grow.*

Chief Joseph

Advocacy staff are experienced Juvenile Counselors who protect the rights of youth, ensure their fair treatment, and make certain that legitimate complaints from youth are resolved.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

Restructure the Department's Minority Business Enterprise (MBE) program.

The Department must refine its MBE Program in order to document and enhance its efforts to achieve the minimum goal of awarding 10 percent of the total dollar amount of all contracts to certified Minority Business Enterprises. The refinements are designed to enable efficient monitoring of MBE utilization and effective reporting to the Legislature and the Governor's Office of Minority Affairs. Initial steps in this process focused on developing and implementing a training program of MBE obligations for the Department's procurement officers and contract specialists on relevant and statutory changes. This was completed in FY 1995. Other steps in the process include the following.

1996 Conduct two pre-award and post-award meetings with contractors to discuss MBE obligations and reporting requirements.

Evaluate the effectiveness of training programs and contract awards as measured by a 10 percent increase in current minority and female contract participation.

Distribute quarterly lists to procurement specialists with current information on minority and female business owners.

1997 Refine training programs for contract specialists and procurement officers.

1998 Supply information on a quarterly basis to Financial Management Information System (FMIS) about minority contracts awarded by the Department. With feedback from FMIS, develop computer programs which permit automatic reporting of all DJS procurement activities, and facilitate efficient and effective reporting to the Governor's Office of Minority Affairs.

Systematize the Department's Equal Employment Opportunity (EEO) program.

Changes made in this area provided the groundwork for a positive EEO Program. EEO literature that reflects new EEO laws and changes in existing laws, such as the Americans With Disabilities Act and the Civil Rights Act of 1991, were updated and distributed to staff. Also, an EEO training program

*If error is corrected
whenever it is
recognized as such,
the path of error is
the path of truth.*

Hans Reichenbach

for supervisors and managers was developed. Americans With Disabilities Act training has been provided to 50 percent of DJS staff.

Continuing to strengthen the EEO program leads to increased employee morale. In the next few years, efforts toward this goal will continue with attention to compliance with the Americans with Disabilities Act (ADA) and the Civil Rights Act of 1991.

- 1996 Extend jurisdiction of the Fair Practices office to include handling of complaints, other than discrimination complaints, not handled through the grievance process. This allows staff to resolve differences, informally, resulting in an increase in employee morale.
- 1997 Restructure the Department's EEO Advisory Group to ensure representation from all DJS facilities.

Evaluate the impact of the EEO training and complaint programs as measured by staff surveys.
- 1998 Modify programs as needed.

Develop a standardized Risk Management program in the Department to effectively manage work-related risks, thus reducing costs associated with injuries and illnesses.

In FY 1993, the Department experienced a decrease in the net claim of injury costs per employee. The Department's commitment to this initiative has been demonstrated by our continued cooperation with SERMA and INTRACORP.

Minimizing both the outlay of money and the loss of employee hours due to accidents is a continued focus for Risk Management. To promote this goal, the Department has established a health and safety committee at each facility and a monthly reporting system on health and safety incidents. Other accomplishments in this area include:

- Establishing administrative policies and guidelines for implementing and managing the State Employee Risk Management Program to reduce employee work-related injuries or illnesses
- Training DJS staff on Risk Management policies and procedures
- Conducting health and safety inspections at DJS work sites
- Providing on-going training to staff on health and safety issues, walking and working surfaces, office health and safety, etc.

Like a boil that can never be cured so long as it is covered up but must be opened with all its ugliness to the natural medicines of air and light, injustice must be exposed, with all the tension its exposure creates, to the heart of human conscience and the air of national opinion before it can be cured.

Martin Luther King, Jr.

Few parents nowadays pay any regard to what their children say to them. The old fashioned respect for the young is fast dying out.

Oscar Wilde

Promoting worker safety continues to be a focus for the Department.

- 1996 Implement the Department's Risk Management Program, which consists of revised policies and procedures by coordinating efforts with SERMA and INTRACORP.
- 1997 Decrease by 20 percent the number and severity of work-related injuries and illnesses as measured against the number of incidents reported in FY 1996.
- 1998 Decrease by 20 percent the number and severity of work-related injuries and illnesses as measured against the number of incidents reported in FY 1997.

Enhance relations and foster better communications between facilities' staff and child advocates.

In performance of their duties, too often, child advocates are placed in conflicting situations with facilities' staff regarding children's rights. This initiative was developed to facilitate better understanding and to improve cooperation between child advocates and facilities' staff. Positive actions to resolve conflicts have resulted in a Peer Mediation group at the Waxter Children's Center. Youth at the center are trained to resolve conflicts and disputes through mediation. At the Youth Centers, monthly meetings to promote open discussions between facilities' staff and child advocates are convened and committees are formed to resolve issues presented at the meetings.

Another effort in this area was the design and distribution of a more appropriate job description for the position of Juvenile Counselor, Sr. (Child Advocate). These efforts have served to promote more harmonious working relationships and a better work environment.

- 1996 Convene monthly meetings at 50 percent of all detention facilities to promote open discussions between facilities' staff and child advocates.

Assess the effectiveness of the monthly meetings by achieving a minimum of two problem resolutions.
- 1997 Prepare a written document reporting the findings of the committees with specific recommendations to correct problems and to alleviate concerns of facilities' staff and youth.
- 1998 Decrease by 20 percent the number of grievances filed by youth through the Child Advocates as measured by the number of grievances filed in FY 1997.

Total Quality

Total Quality Management (TQM) was initially introduced to the Department in 1992, but endeavors in this area heightened in 1993 when DJS formed a partnership with Motorola, Inc. to facilitate implementation of a continuous improvement process in DJS. The ultimate goal of Total Quality Management is to enhance quality operations throughout the Department by involving all employees in decision making and problem resolution through self-directed, process improvement, and/or quality breakthrough teams.

Since its initiation, this process has greatly evolved beyond "management," and encompasses all facets of program operations. It includes a continuous improvement work ethic, outcome-based measures, and program and staff evaluations. To emphasize the comprehensive nature of this initiative, the word "management" has been deleted from the title. Also, to exhibit the Department's continuing commitment toward achieving a Total Quality (TQ) environment, in the spring of 1994, the Total Quality Coordinator and the function were moved from the Policy, Planning, and Research Office to a direct reporting status to the Deputy Secretary.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

Implement a team approach to problem solving which involves employees throughout all levels of the Department.

Activities to date in the area of Total Quality include:

- Developing a vision statement for the Department of Juvenile Services
- Forming a steering committee to guide the infusion of the TQ process throughout the Department
- Providing awareness training to 43 percent of all DJS employees to introduce them to the concepts of Total Quality
- Providing client-focused outcome measures training to management staff resulting in the identification of specific goals and measures for each division

Only a mediocre person is always at his best.

Somerset Maugham

Our future will be a reflection of our teamwork.

Anonymous

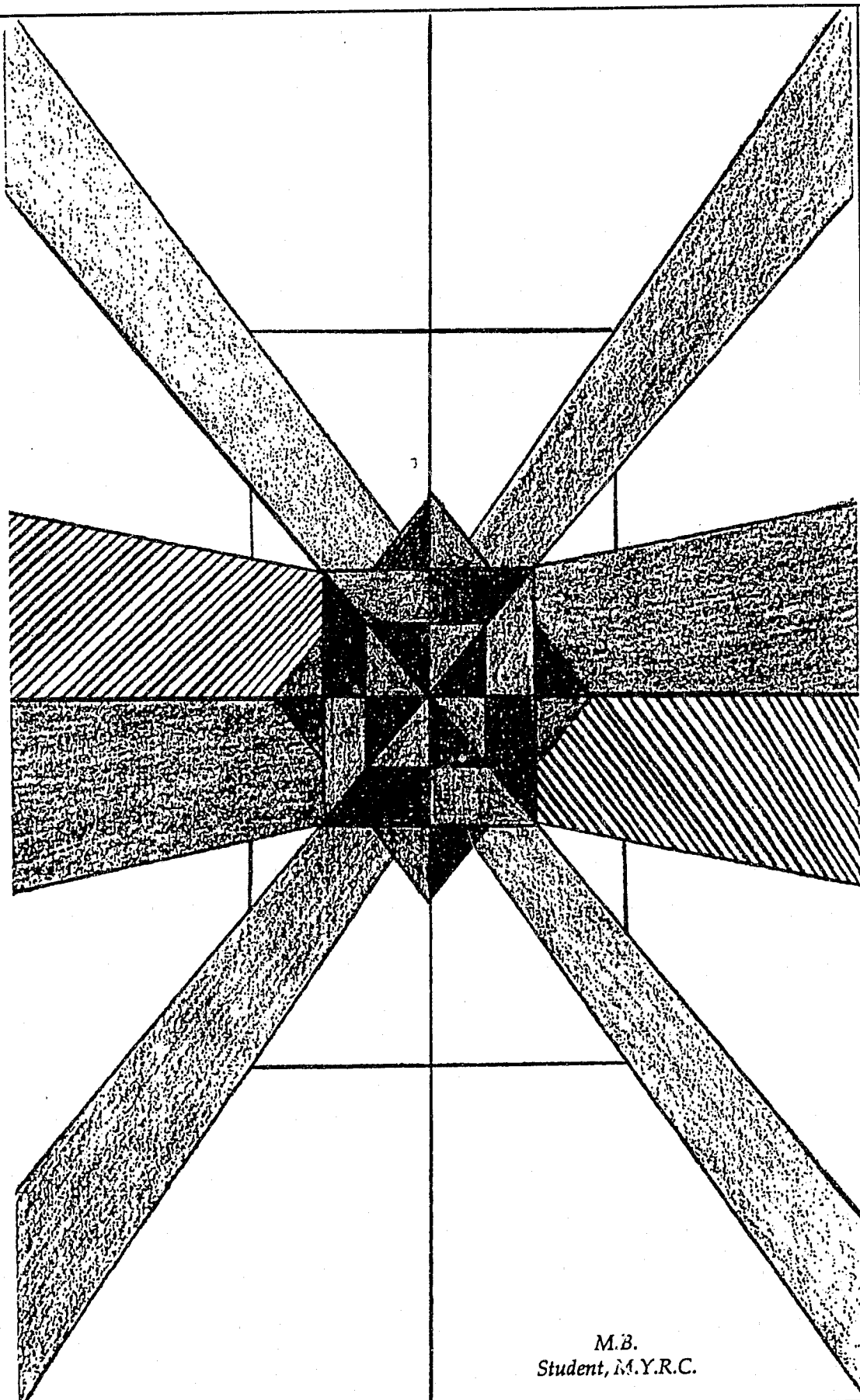
Quality marks the search for an ideal after necessity has been satisfied and mere usefulness achieved.

Will A. Foster

- Training provided to 11 employees as facilitators
- Providing more than 80 employees with team training
- Operating three teams to address identified issues
- Forming teams to address special interests such as Cultural Sensitivity and proposed legislation
- Identifying a computerized tracking system to provide measurements for benchmarking team accomplishments

Action steps to promote quality operations will continue as outlined:

- 1996 Develop a system for rotating membership on the steering committee to make it more representative of the Department.
- 1997 Increase the number of authorized teams by 20 percent.
- Using the team approach, design, distribute, and analyze the results of a customer satisfaction survey.
- 1998 Assess the "success" and effectiveness of the Total Quality process in DJS via a customer satisfaction survey.
- Evaluate and revise as needed the existing employee recognition program.
- Define and develop a values system for the work place that is acceptable to both management and line staff.



*M.B.
Student, M.Y.R.C.*

Field Services

The great use of life is to
spend it for something
that will out last it.

William James

FIELD SERVICES OVERVIEW

In FY 1994, the Division of Field Services was responsible for the management of 50,178 referrals (intake cases) to the Department of Juvenile Services. This Division provides intake, probation/protective supervision and aftercare services to the Department's clients. The intake process determines if formal court intervention is necessary, or if a youth can be served and the community protected through non-court informal intervention. Once a youth is referred to court and determined to be delinquent, the court, with recommendations from DJS staff, may dismiss the case, order probation/protective supervision, or commit the youth to the Department of Juvenile Services. DJS staff make recommendations using case management tools such as the Classification System. Once the youth is released from a residential placement, aftercare plans are implemented and monitored by case managers to ensure a youth's smooth transition into the community.

The functions of the Division are as follows:

Intake

Youth may be referred to the Department 24 hours a day. Intake Officers evaluate referrals through communication with the youth, the youth's family, the victim, and the arresting officer or other person who caused the complaint to be filed. Based on specific criteria, including but not limited to, seriousness of the offense, prior history of complaints, and home and school adjustment, they make one of four possible recommendations: referral to the State's Attorney's office for a formal court hearing; informal adjustment by providing voluntary services for 90 days without immediate court intervention; closing the case at intake with referral to community services; or disapproval for reasons of insufficient information. If there is reason to believe that the youth will abscond or re-offend while awaiting judicial proceedings, the Intake Officer may order detention on an emergency basis. In such cases, a continued detention hearing is held in court, and the youth may be removed from the community and placed in a secure detention facility, shelter care facility, or other short-term program pending the outcome of the judicial proceedings. Children in Need of Supervision (CINS) may be placed in shelter care or released to the youth's family or guardian. Case managers conduct intake hearings, preliminary investigations, and gather legal, social, educational and clinical information necessary to make a recommendation for formal court intervention.

*Remember that
what you possess
in the world will
be found at the
day of your death
to belong to
another, but what
you are will be
yours forever.*

Henry van Dyke

The world is divided into people who do things and people who get the credit. Try, if you can, to belong to the first group. There's less competition.

Dwight W. Morrow

Probation Supervision

Youth who are placed on probation are assigned case managers who provide supervision and direct services. Case managers provide these services through home visits, office visits, and ancillary contacts with the youth and the youth's family, the frequency of which is determined by the severity of the offense, as well as the threat to the public safety. Case managers are also responsible for preparing reports, such as service plans and progress reports, court ordered investigations and social histories. In cases where out-of-home placement becomes necessary, case managers initiate a staffing on the case, prepare recommendations for appropriate placement, and follow through with the placement process.

Protective Supervision

Case managers assigned to protective supervision provide supervision and direct services to court-referred CINS youth placed on protective supervision. Case managers provide these services through home visits, office visits, and ancillary contacts with the youth and the youth's family. These case managers are also responsible for writing service plans and reports ordered by the court, such as social histories and progress reports. Typically, case managers have case loads which include both probation and protective supervision cases.

Aftercare

Case managers assigned to aftercare are responsible for monitoring the adjustment and progress of youth in residential placements including state-owned and operated facilities. The case manager facilitates the youth's return to the family, community, and school, and provides a link to community resources to assist in a successful reintegration.

Interstate Compact

The Interstate Compact Unit interacts on a daily basis with Field Services staff, DJS transportation officers, law enforcement agencies, parents, other state Interstate Offices, and other state and local agencies, to ascertain pertinent and essential information regarding the movement and surveillance of particular youth.

This unit's responsibilities include:

- returning runaway or delinquent youth who leave Maryland to appropriate agencies;
- returning youth who have entered Maryland from another state;
- tracking youth under courtesy supervision from another state or those sent to another state;
- arranging secure transportation services for youth to or from the Baltimore-Washington International Airport or any other transportation center; and
- providing surveillance at airports for youth awaiting a flight from one state to another, to insure their safe and secure return.

Geographically, the scope of Field Services is divided into six areas. Each jurisdiction is administered by an Area Director.

There is at least one field office within each county of the State and multiple offices in Baltimore City. The six areas are configured as follows and are shown in Figure 7.

- | | |
|----------|--|
| Area I | Baltimore City |
| Area II | Baltimore, Carroll, and Harford Counties |
| Area III | Montgomery, Frederick, Washington, Allegany and Garrett Counties |
| Area IV | Cecil, Kent, Caroline, Talbot, Queen Anne's, Dorchester, Somerset, Wicomico and Worcester Counties |
| Area V | Prince George's, Calvert, Charles and St. Mary's Counties |
| Area VI | Anne Arundel and Howard Counties |

During FY 1995, an organizational change occurred within Field Services: a Special Assistant position was converted into that of a Deputy Director. Prior to this, the Assistant Secretary for Field Services directly supervised the six Area Directors. Area Directors now report to the Deputy, thereby freeing more of the Assistant Secretary's time to focus on broad strategic issues, inter-departmental coordination, intra-departmental communication and joint initiatives, as well as interaction with the legislature and budget agencies.

*So many worlds,
so much to do,
So little done,
such things to be.*

*Alfred, Lord
Tennyson*

*Work is love
made visible.*

Kahlil Gibran

**BUDGET ALLOWANCE AND PROJECTED INTAKE CASES BY AREA
FY 1996**

Field Services Direct Care	Budget	Intake Cases
Area 1	\$ 7,289,052	16,727
Area 2	2,711,635	9,173
Area 3	3,184,582	8,597
Area 4	1,977,148	5,328
Area 5	3,732,342	9,942
Area 6	1,970,151	5,163
Total	\$ 20,864,910	54,930

Table 2

FIELD SERVICES AREA MAP

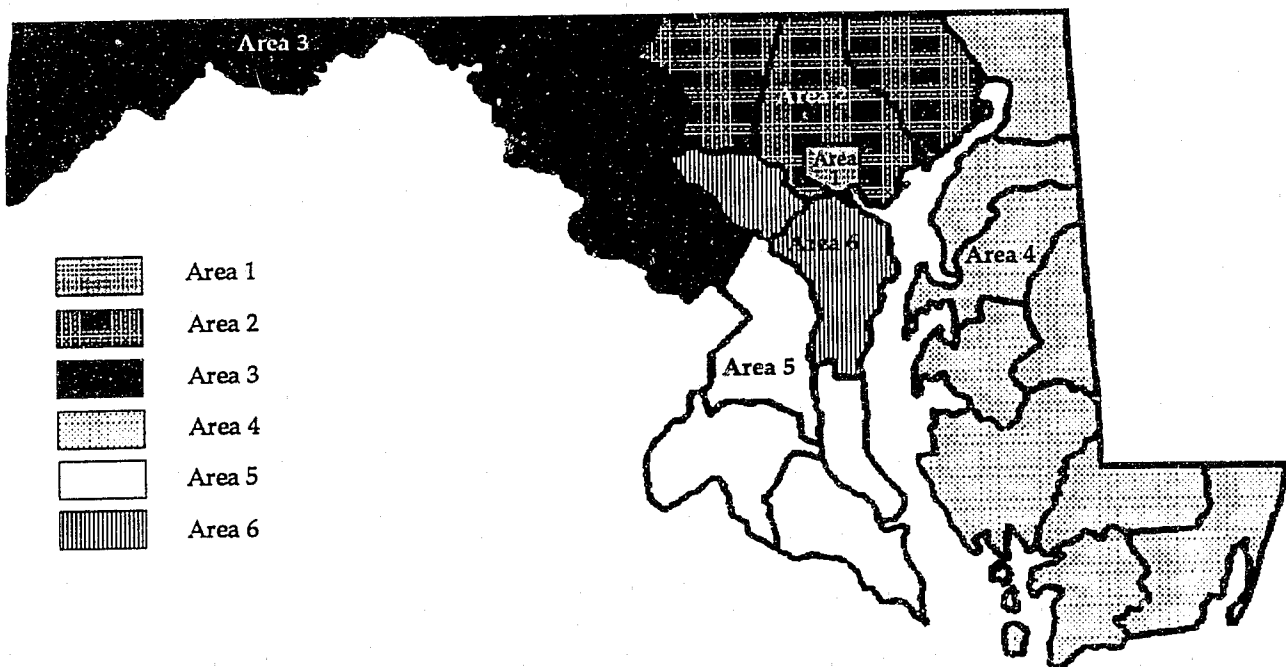


Figure 7

Other organizational changes planned for FY 1995 include the establishment of a second Assistant Area Director position to serve Area IV. Responsibilities of the two Assistant Area Directors will be allocated along functional lines: one responsible for administrative functions and the other responsible for supervising case manager supervisors. This type of organizational arrangement is viewed as appropriate for operating a rural, geographically large area, such as that represented by the nine counties on the Eastern Shore.

FIELD SERVICES INITIATIVES

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Recognizing the importance of the family in successfully treating youth and the need for community-based treatment services, one of the major initiatives pursued by the Field Services Division over the past three years focused on expanding family and community-based prevention services with the following outcomes.

Intensive Aftercare Supervision: This intensive program, which provides enhanced supervision and intensive service delivery to youth in their home communities, was initially implemented in Baltimore City and expanded to Prince George's County and parts of Baltimore County. Based on the success of the initial programs, in FY 1994, the program was augmented in Prince George's County, Baltimore County and Baltimore City to include youth released from the Impact Unit at the Hickey School. Charles, Calvert, and St. Mary's Counties have also implemented an intensive supervision program to serve Hickey Impact youth. The most recent development is an intensive aftercare program to serve all of Area V, Montgomery County, and Anne Arundel County for youth completing the Doncaster Boot Camp program.

DJS Advocates for Children (A.C.T.S.): This OJJDP funded program was initiated in FY 1994 to serve youth and families from Wicomico County, who are referred to the Department. The program targets youth who exhibit chronic, multiple problems and who are at risk for placement. Attention is also given to younger siblings. Services include in-home counseling, mentoring and advocacy. Caseloads are small and the focus is on working with the entire family in an effort to break the cyclical patterns associated with chronic family problems.

We can take a lot of physical and even mental pain when we know that it truly makes us a part of the life we live together in the world. But when we feel cut off from the human family, we quickly lose heart.

Henri Nouwen

It is not necessary to get away from human nature but to alter its inner attitude of mind and heart.

J. F. Newton

Female Intervention Team (FIT): This is a specialized DJS Baltimore City program designed to respond to the needs of young women. Services are provided to female youth and their families through a team approach involving specially trained case managers. The case manager's expertise and knowledge are combined to assist, support, and empower the girls and their families to recognize, cope with, and resolve their particular issues.

Area I Narcotics Anonymous (NA) Group: This program is designed to meet the needs of substance abusing youth. The usual NA format was modified to address adolescent developmental issues. This community-based effort is a strategy to address substance abuse as soon as it is identified as a treatment issue and to deter placement.

Working with Families Model: This program was developed for youth at the Youth Centers. This model promotes family involvement in the treatment process through focus-group meetings aimed at building on family resources.

School-Based Case Managers: Case managers have been placed in specific Baltimore City elementary schools to deter and reduce juvenile offending behavior by working directly with the youth within the community environment.

Day Treatment Programming: Field Services continues to participate in this Departmental initiative to develop a comprehensive, multi-faceted, community-based treatment program for youth. Local area development is underway.

The following initiatives are currently being pursued.

Promote intra-departmental efforts to encourage continuity of care and services.

From a youth's initial entry into the system until departure, Field Services workers provide case management. Because of this role, issues affecting youth services, even those that stem from another division, will at some point impact or be impacted by Field Services. For example, detention issues may be the primary focus of Residential Services; however, resolution of any youth problem requires the coordination of efforts on the part of Field Services.

To assure continuity of care, Field Services works closely with other Divisions within the Department. For example, Field Services Area Directors and Program Services Resource Coordinators meet regularly to discuss youth placement issues; Area Directors and Superintendents (Residential Services) meet regularly to discuss secure detention concerns and communication issues; and Field Services staff and Program Development staff meet to discuss program needs for youth. These meetings facilitate problem identification, short and long-range problem solving, and creative programming and implementation.

The following outcomes are products of cooperative efforts:

Aftercare For Continued Recovery: The joint efforts of Field and Residential Services resulted in the successful implementation of this federally funded program which provides intensive, community-based aftercare treatment services to youth released from one of the Department's three residential substance abuse treatment programs. The effectiveness of this program is being studied by the University of Maryland.

Continuity of Care: This pilot program represents another joint Field/Residential Services effort. This collaborative effort involves Baltimore City and Washington County male youth committed to the DJS Youth Centers. Parental participation is a requirement of this program, which continues the Youth Center's positive peer group culture in the community with parents as an integral part of the aftercare planning.

Hickey Sex Offender Aftercare System: Through the collaborative efforts of Field Services, Program Services, and Youth Services International (YSI), the vendor which operates the Hickey School, a specialized aftercare system was established to provide aftercare services to youth once they leave the Hickey sex offender program (Tamar). Selected staff received intensive training in the provision of treatment services to sex offenders. In addition, Area I has initiated the development of a complete continuum of services for sex offenders. Area I case managers interested in working with sex offenders are being identified, and they will be trained to work with sex offenders within their own units, providing intake, investigation, probation, or aftercare for community residential placements. This continuum is expected to impact referrals to Tamar by eliminating referrals on youth who do not require an intensive residential program.

*All your strength
is in your union.
All your danger
is in discord;
Therefore be at
peace hence-
forwards,
And as brothers
live together.*

*Henry Wadsworth
Longfellow*

*It is in the shelter
of each other that
people live.*

Peig Sayers

*This country will
not be a good
place for any of
us to live in
unless we make it
a good place for
all of us to live
in.*

Theodore Roosevelt

Crisis Response Teams: Field and Residential Services are working together to form teams to assist youth and staff by quickly responding to emergency and/or crisis situations in institutions and field offices resulting from such situations as the death of a DJS youth or staff person, natural disaster, threat to staff, or any other traumatic situation. The need for these teams was identified at a retreat in September 1994 attended by Area Directors and Superintendents. In addition to crisis intervention, other services to be provided include counseling and staff coverage. All team members will have a designated leader and be appropriately trained.

Hollander Ridge Community Program: The Community Outreach Office and Area I staff have worked closely together to develop and implement a prevention program for youth in east Baltimore City. This project involves parents, schools, and the local community center. DJS staff work at the center to facilitate program activities. The target population is six to thirteen year old males and females. Services provided include tutoring, parent and peer groups, health, and recreational activities. The latest initiative for this venture is an application for VISTA Volunteers to provide support services.

Disproportionate Representation of Minorities Study: This joint initiative involves the DJS Research Unit in a proposed study on the nature, extent, and reason for any disproportional representation of minorities in the Department's programs. The study will compare the proportion of minority population within DJS programs with the percent of minorities in the community to determine whether the degree of penetration of the youth in the Department's programs is related to the nature and extent of the offense history and the current offense of youth, as opposed to their minority status. The research should be completed in FY 1995. Corrective action based on the study findings will be pursued as warranted.

Paradox Detention Tracking Study: This intra-departmental initiative resulting from collaboration with the Office of the Deputy Secretary and the Information Services unit, involves the use of computer software (Paradox) to establish a more detailed tracking system on youth in detention. This initiative addresses issues relating to crowding in secure detention and the appropriate use of detention. On a weekly basis, Area Directors and Resource Coordinators (Program Services) review lists of information on detained youth generated through Paradox, and

work together to find ways to move these youth out of detention as quickly as possible. Both the Assistant Secretary for Field Services and the Deputy Secretary also review the Paradox data to monitor detention usage.

To further intra-departmental efforts on issues affecting youth services, the following steps are identified:

- 1996 Submit three exploratory concept papers for grants affecting the continuity of care and services in Field Services to the Grants Administrator for development and submission to federal agencies or private foundations. One concept paper will address evaluating the Restorative Justice Case Management approach discussed in Goal 2, and another will address providing Field Services staff with training in software packages such as Wordperfect and Paradox. (Refer to Goal 4, Establish a staff training and professional development system.) The topic of the third concept paper is yet to be determined.
- 1997 Submit one to three exploratory concept papers for grants affecting the continuity of care and services in Field Services to the Grants Administrator for development and submission to federal agencies or private foundations.
- 1998 Submit one to three exploratory concept papers for grants affecting the continuity of care and services in Field Services to the Grants Administrator for development and submission to federal agencies or private foundations.

Man can be as big as he wants. No problem of human destiny is beyond human beings.

John F. Kennedy

GOAL 2: ASSURE QUALITY PROGRAMMING

Review and revise statewide standards of care.

In the past three years, Field Services efforts to assure quality programming have focused on standardizing procedures and operations. In FY 1994, a Youth Assessment Task Force was formed to examine treatment responses available to DJJ youth and ways to promote a more balanced treatment response, taking into account public safety, accountability, and rehabilitation needs. A likely result of this effort will be recommendations for revising the needs and risk assessment components of the Field Services Classification process, leading to an expanded continuum of program options. This task force is chaired by an Area Director and includes representatives from Field, Residential, and Program Services.

*I refuse to accept
the idea that the
"isness" of man's
present nature
makes him morally
incapable of
reaching up for
the "oughtness"
that forever
confronts him.*

*Martin Luther
King, Jr.*

The efforts of the Youth Assessment Task Force are consistent with "Restorative Justice Case Management," an approach to case management which Field Services is currently pursuing. This approach is based upon the following concepts:

The way offenders think must be changed to motivate the offenders to restore, give back or make whole the community and the individual victim, through such actions as community service, restitution, and victim/offender reconciliation. A central element in this approach is the participation of the victim in this restorative process. An expanded continuum of graduated sanctions, especially expanded community supervision systems, is another important component of this approach. Public safety continues as a major element of Restorative Justice Case Management, and is addressed through graduated sanctions or restrictions. (Ray Ferns, "Restorative Case Management," *Perspectives*, Summer 1994.)

This new approach to case management will require a restructuring of how probation services are currently provided. To facilitate implementation of this new approach, case managers will need training. This will be provided in FY 1996. (See Goal 4, "Establish a staff training and professional development system for Field Services.") In addition, existing Probation/Aftercare policies and regulations may need to be revised.

Another effort to assure quality programming is the establishment of a detailed method of recording each case manager's time. In a 1994 legislative audit, the need for this type of information was noted, since this information can be used as one criterion for determining caseload size. Partially in response to this recommendation, Field Services developed a plan to design a standardized report form to be used by each Area in reporting caseload information using the software Paradox.

The most comprehensive effort to assure quality programming over the past few years has involved policy review and revision. Although Field Services is dedicated to meeting individual client needs and responding to differences in the local communities, this division must also operate from a uniform standard of practice. Therefore, Field Services launched a comprehensive effort to address standardization with the following results.

FY 1991 – Promulgated more than thirty policies governing probation services

FY 1993 – Policies reviewed and revised by a Field Services Task Force

FY 1993 – *Intake Standards for Delinquency Complaints* promulgated

FY 1994 – Area Directors surveyed to assess relevance of the standards and to identify needed changes

FY 1994 – Policies put in final form and reviewed by the
& Assistant Secretary for Field Services, the Deputy
1995 Secretary, and the Secretary

FY 1995 – Policies signed with effective dates ranging from October 1, 1994 to January 1, 1995

It is anticipated that by the end of FY 1995, the *Field Services Policy Manual* will be issued to all Field Services sta... Based on experience and a commitment to excellence, Field Services is committed to the position that standards must be continually reviewed and revised.

Efforts to further this initiative will continue over the next three years.

1996 Review and revise the Intake Standards for delinquency complaints.

Implement appropriate recommendations resulting from the Youth Assessment Task Force.

Develop and implement a standardized reporting process for caseload information.

Revise Field Services policies and regulations as needed to implement the Restorative Justice approach to case management of probation cases.

Implement the Restorative Justice Case Management approach in Field Services.

1997 Based upon the first year's results of an evaluation study of the Restorative Justice Case Management approach implemented in FY 1996, revise the approach as appropriate. (Funding for an evaluation of the approach by a private vendor is being pursued under Goal 1, *Promote intra-departmental efforts to encourage continuity of care and services.*)

1998 Based upon the second year's results of the evaluation study of the Restorative Justice Case Management approach, revise the approach as appropriate.

*If ever I said,
in grief or pride,
I tired of honest
things, I lied.*

*Edna St. Vincent
Millay*

GOAL 3: MAXIMIZE THE USE OF EXISTING RESOURCES

Increase the accountability and efficiency of restitution collection activities within Field Services.

Historically, the restitution program within Field Services has been understaffed and overburdened with a convoluted, time consuming, manual process for handling restitution checks, paying victims, and maintaining records on the receipt and payment of checks. In particular, this has been a problem for Field Services rural offices because of their limited number of personnel. Problems resulting from this situation include: difficulty in maintaining fiscal accountability procedures for insuring the proper handling of checks; lack of timely record keeping on the operation of the restitution program; and the lack of timely payment of restitution to victims. Restitution clerks have the dual functions of tracking restitution payments and providing victim services. Because of the time consuming nature of the current restitution system, little time is available to assist victims in areas other than restitution.

In an effort to streamline the current restitution system and thereby begin addressing the above identified problems, the Department contracted with a private vendor to develop the computer software necessary to receive pertinent information on restitution cases. Implementation of the new computer-based tracking system is currently underway. In FY 1995, a protocol will be developed and training provided for line supervisors and back-up personnel to monitor and use the automated system. The implementation process involves providing technical training to staff, operationalizing the software, and setting up computer stations, statewide.

The automated system promises to be more efficient and expeditious, thereby freeing worker's time to dedicate to victim assistance services. Additionally, the automated system will allow restitution checks to be paid on a more timely basis. To assure successful and consistent operations of the new restitution tracking system, Field Services has proposed this initiative.

- 1996 Develop and implement protocol for victim assistance services.
- 1997 Establish a Total Quality (TQ) team to identify improvement needs in Field Services restitution and victim assistance services.
- 1998 Implement recommendations made by the TQ team regarding restitution and victim assistance services, where appropriate.

To let oneself be bound by a duty from the moment you see it approaching is part of the integrity that alone justifies responsibility.

Dag Hammarskjöld

Address program needs via cooperative efforts with other departments and agencies.

The original emphasis of this initiative was on coordinating efforts with the Services Reform Initiative (SRI). This project was initially implemented in Prince George's County in FY 1989. Currently, each jurisdiction is involved in some phase of the Initiative, ranging from early planning stages to full implementation. Field Services continues to assist in these efforts with Area Directors assigned to each Services Reform Initiative to provide long term support. To further enhance cooperative efforts, there are joint meetings among Area Directors and Local Planning Entity (LPE) Directors. As a result of this joint effort, LPE and Area Directors are exploring the option of modifying the general SRI service model as related to DJS clientele from a primary focus on family preservation to one more appropriate to DJS clientele, i.e., greater emphasis on accountability and mentoring as related to the youth.

Since DJS involvement has been successfully incorporated as an integral part of ongoing SRI operations, efforts are now concentrated on an area of heightened importance – working with the Child Support Enforcement Administration to assure child support collection. In FY 1992, Field Services began an initiative to establish a system for obtaining parental financial support of youth placed in DJS facilities or purchase of care placements. Initially, Field Services proceeded to design an in-house process for collecting support. Later, it was determined that a more cost-effective approach would involve working with the Child Support Enforcement Administration of the Department of Human Resources (DHR) to establish a means of using the Administration's resources to obtain parental support.

During the second half of FY 1993, Field Services, in coordination with other Departmental personnel, began meeting with members of the Child Support Enforcement Administration to establish roles and responsibilities regarding the collection of parental support for DJS clientele. At the same time, the Child Support Enforcement Administration began planning for the development of a statewide computer system to allow the Social Services Administration to make automated referrals to the Child Support Enforcement Administration.

In FY 1995, DJS and DHR reached an agreement that effective September 1994, DHR would assume responsibility for determining the appropriate amount of money parents should pay and take the necessary action to collect these monies. DJS developed internal procedures to guide DJS participation in the referral system to the Child Support Enforcement Administration. These procedures are currently being implemented. Steps to assure continued success of cooperative efforts with support enforcement and smooth implementation of this system are identified below.

Group desire is different than individual desire. With individual desire, it's up to you to feed the fire. With group desire, you get all kinds of people rolling logs on from every direction.

Vincent Pfaff

Everyone appreciates being appreciated. Try to catch people red-handed in the act of doing something right - and praise them for it.

Bob Moward

- 1996 Area Directors submit to the Assistant Secretary for Field Services a report on the effectiveness of the parental financial support initiative with any needed modifications to the program.
- 1997 Implement appropriate changes in the parental financial support initiative.

The aforementioned are the two major cooperative efforts which affect the entire Division. There are also other cooperative efforts which are pursued on a local basis. One example is the **Building and Trade Guild Organization**. Area I, in cooperation with local government, private agencies and local businesses implemented this program, which provides foster fathers, medical, health, construction, computer and college preparatory training. Services available include stipends through the Job Training Partnership Act, scholarships to the Baltimore City Community College, and apprenticeship opportunities through the American Builders Corporation.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

Two major accomplishments in this area in the past few years include the development of a new employee appraisal instrument and an awards system. A new DJS employee appraisal system for Case Managers (Juvenile Counselors) and Office Professionals was developed and implemented for the FY 1992 annual employee evaluations. This instrument was evaluated in FY 1994 via a survey of Area Directors and generally found to be a useful and fair instrument. In FY 1993, an evaluation instrument for Unit Supervisors was implemented, followed by evaluation instruments for County Supervisors and Assistant Area Directors in FY 1994. In FY 1995, the Assistant Secretary for Field Services will utilize the new instruments to evaluate Area Directors.

These instruments have been successfully used, and continuous feedback on the instruments has been very positive. Not only do they serve as good indicators of employee performance, but they provide accurate and well-defined descriptions of the responsibilities and expectations of employees in the designated classifications.

To further motivate employees, in FY 1994, Field Services established an employee awards system for personnel who demonstrate individual achievement beyond the normal call of duty. Varying as to the level of achievement, staff may receive a Field Services certificate, a certificate with a gold seal, or a certificate with a seal in addition to a writing pen. On an annual basis, award

presentations are held at various locations throughout the state to honor staff for their contributions. Award categories include perfect attendance and years of service. Also at these events, the recipient of the Worker of the Year for the Area(s) and the Field Services statewide Worker of the Year are honored.

Recognizing the importance and value of employees, Field Services continues to pursue a total quality approach to management, as noted in the following proposed initiative.

Integrate the elements of Total Quality Management into the operations within Field Services.

As an initial step in Field Services participation in the Department's Total Quality (TQ) process, the Assistant Secretary and Area Directors attended Total Quality Management (TQM) training sessions presented by the Motorola Corporation. This training which occurred in June, September and November 1993, provided an orientation to Motorola's TQM methodology, including some problem solving exercises and the development of a vision statement for the Department.

Since that time, the majority of all Field Services staff have been provided with Total Quality Awareness training; staff from Areas I, III and V have received facilitator training; Area I has formed a team to address local issues; and the Area I team has been trained in the TQ team process. It is anticipated that by the end of FY 1995, each Field Services Area will have an operational TQ team and begin the training needed to address problems using TQ tools. In addition, each team will submit to the Assistant Secretary for Field Services a written plan of action for resolving the identified problems.

Field Services intends to continue supporting the Department's TQ process by accomplishing the following action steps:

- 1996 Field Services holds a retreat for selected Central Office and Field management personnel and TQ team representatives to discuss the progress of the TQ teams established in FY 1995 and offer suggestions for improving Field Services TQ efforts.

Each Area implements at least one suggestion identified at the TQ retreat.

- 1997 Implement in all remaining Areas, TQ projects successfully completed at the local level in FY 1996, that have statewide significance.

- 1998 Survey Area Directors to assess their degree of satisfaction with the TQ process and the TQ projects implemented in FY 1997, and to receive their suggestions regarding future TQ efforts.

*Nothing is more
dangerous than
an idea,
When it's the
only one we have.*

*Emile Auguste
Chartier*

*Teamwork divides
the task and
doubles the
success.*

Anonymous

*It is not enough
to have a good
mind. The main
thing is to use it
well.*

Rene' Descartes

Establish a staff training and professional development system for Field Services.

Training and staff development have been and continue to be a high priority for this Division. Many activities have taken place in this area since this initiative was proposed one year ago.

- The pre-service training curriculum was re-designed to make it more relevant to employees by making one week of the two-week program specific to Field Services. (FY 1994)
- One hundred fifty employees involved with the Intake process received training in Cultural Diversity and Sensitivity and Disproportionate Representation of Minorities in the Juvenile Justice System. (November and December 1993)
- A grant application was submitted to the federal government to conduct Cultural Diversity and Sensitivity and Disproportionate Representation of Minorities in the Juvenile Justice System training for Area Directors, Assistant Area Directors, County Supervisors, and Unit Supervisors. (October 1994)
- Four in-service training modules were offered: Court Presentation, Interviewing Skills, Counseling Skills, and Stress Management for Office Professionals. (November and December 1993)
- A certification process for Intake Workers is currently under development. (FY 1995)

Other training and staff development activities under consideration include:

- Development of training modules (e.g., course objectives, presentation method, course description) for direct service staff to receive training on the basic elements of their profession.
- Development of a certification process and the corresponding training courses for aftercare case managers.
- Training for probation and protective supervision case managers on the Restorative Justice Case Management approach. (Referenced under Goal 1, *Promote intra-departmental efforts to encourage continuity of care and services.*)
- Computer software courses to train staff in the use of the available computer technology to automate report writing, correspondence, and monitoring workloads and trends.

To accurately document all training received by workers, efforts are underway to establish and implement a system for recording and maintaining accurate records on Field Services employee training and staff development participation. This system will facilitate monitoring for compliance with the minimal required and optional training received. To enforce Field Services personnel participation in required staff training, a policy is being developed.

Staff development and training are essential to promoting quality operations; therefore, several steps are proposed to carry on this initiative.

- 1996 Implement the certification process for 90 percent of the staff involved in the Intake process.
- Obtain staff survey information on all training provided the prior year and modify the training modules as needed.
- Develop and implement enhanced management training for 50 percent of all employees at the supervisory level in Field Services and 25 percent of those employees who request to participate in the training.
- Provide Cultural Diversity and Sensitivity and Disproportionate Representation of Minorities training to all Area Directors, Assistant Area Directors, County Supervisors, and Unit Supervisors.
- Provide training to all probation and protective supervision case managers on the Restorative Justice Case Management approach.
- Provide training to all Aftercare case managers necessary for their certification.
- Identify the training needs (number of hours and types of training) for crisis team members and provide the needed training through DJS or outside resources.
- 1997 Design a pilot mentoring proposal to afford Field Services line and first-level management personnel opportunities to further their career development opportunities.
- 1998 Conduct a satisfaction survey of a representative sample of Field Services personnel regarding the training curriculum.

*Personally I'm
always ready to
learn, although I
do not always
like being taught.*

*Sir Winston
Churchill*

Residential Services

Do not forget that the value
and interest of life is not so
much to do conspicuous
things...as to do ordinary
things with the perception
of their enormous value.

Teilhard de Chardin

RESIDENTIAL SERVICES OVERVIEW

The Division of Residential Services is responsible for the Department's detention facilities, state-owned and operated committed programs, and all health and education services provided through the Department. The programs and facilities administered by this Division provide a wide range of services: counseling, education, vocational enhancement, recreational activities, health services, electronic monitoring, community detention, secure transportation and courtroom security.

The Division is also responsible for the operation of two shelter care programs. One is located on the grounds of the Cheltenham Youth Facility in Prince George's County, and the other is housed in the Maryland Youth Residence Center (MYRC) in Baltimore City. In addition to the two state-operated programs, the Department funds five other structured shelter care programs. These programs are operated by private vendors, and the overall program responsibility falls under auspices of the Administrative/Program Services Division.

The functions of Residential Services are divided into four basic units – Detention Services, Committed Programs, Educational Services and Health Services – with responsibilities as follows:

Detention Services: Secure facilities and associated services needed to provide residential care to youth awaiting a court hearing.

- **Secure Detention Facilities** are secure 24-hour institutional programs for the temporary confinement (generally between one and thirty days) of alleged or adjudicated delinquents, who are at risk of leaving the jurisdiction of the court or who pose a danger to themselves or others. There are five detention centers, four of which are state-owned and operated. The fifth detention program is a 48-bed, privately operated program housed on the grounds of the Charles H. Hickey, Jr. School.
- **The Cheltenham Youth Facility**, formerly known as Boys Village, is a sprawling campus located in Prince George's County. The facility houses the following programs:

Detention Program: four secure detention units that provide residential care and educational services to youth awaiting court hearings. The McGuire Cottage, which was previously designated for youth awaiting placement, was expanded to

*While guilt will
push us to do
good things
because they are
right, love
encourages us to
do the right thing
because it is
natural.*

Robert Wicks

*We are wide-eyed
in contemplating
the possibility
that life may exist
elsewhere in the
universe, but we
wear blinders
when contemplat-
ing the possibilities
of life on earth.*

Norman Cousins

24 beds and converted to a secure detention unit in September 1994.

Whyte Cottage: a secure unit for committed male youth awaiting placement. These youth differ from other detained youth in legal status, i.e., they are post-disposition. They have been committed to the Department and are awaiting placement. In the Spring of 1993, the McGuire Cottage was renovated for this use; however, this unit which was originally designed to house 15 youth, proved insufficient capacity to meet the number of youth in this category. Therefore, in August 1994, the Whyte Cottage, which has a capacity of 40 youth, was designated as the detention unit for youth awaiting placement. The program is self-contained, with all services provided on the unit, including education.

Shelter Care Program: a 20-bed structured shelter care facility that serves both males and females. The program provides residential care, usually for less than 30 days, in a staff secure environment for youth awaiting a court hearing or residential placement. Services include psychological and psychiatric evaluations, education (including health and sex education), drug assessment, counseling, recreation, and access to medical services.

Cheltenham Young Women's Facility: the only DJS long-term secure commitment program for females. The program provides individualized, intensive treatment services in addition to general care. The program also houses a federally funded substance abuse treatment program, accredited by ADAA in February 1993, with a program capacity of up to 10 females. Although this is a committed program, it is grouped with detention services since it is located on the grounds of the Cheltenham Youth Facility and overhead costs are shared.

- **The Holdover Facility** is a co-ed secure institutional program for the confinement of alleged or adjudicated delinquents located in Washington County. It differs from a detention center in that the term of confinement is 72 hours or less.
- **Community Detention (CD)** is an alternative program for youth who might otherwise be placed in secure detention while awaiting court action or review. These youth remain in the community; however, they are placed under intensive supervision seven days

per week. Grouped with community detention is **Electronic Monitoring (EM)**, which is an enhancement that provides 24-hour surveillance of youth with electronic devices.

- **The Enhanced Community Detention Project** is an alternative to secure detention that targets high-risk youth who live within the boundaries of Baltimore City. In addition to electronic surveillance, this intensive supervision program provides a minimum of two face-to-face contacts daily and enhanced services, including crisis counseling and referral to community resources. The program is funded through a grant from the Governor's Juvenile Justice Advisory Council (JJAC).
- **Transportation** provides secure transportation services for youth to and from Court and/or facilities, as well as courtroom security and escort services as needed. At the Department's request, the Department of Budget and Fiscal Planning (DBFP) conducted a comprehensive study of DJS Transportation Corps in FY 1993. Transportation services were restructured based on the recommendations of the study, resulting in more efficient and less costly delivery of services. These changes netted a savings of approximately \$300,000.

Committed Facilities: This unit provides care, treatment, and educational services to youth placed in both community and non-community based state-owned and operated residential programs.

- **Youth Centers** are long term (generally six months) residential programs which provide general care and intensive services for youth in a staff secure environment removed from the community. There are five Youth Centers in Western Maryland located in Garrett, Allegany and Washington Counties.

The continued demand for treatment services provided by the Youth Centers resulted in restructuring the centers to allow for more residents by adding five transitional living beds at each camp except Meadow Mountain, the substance abuse treatment program. Youth are now able to live in a house located on the grounds that provides a semi-independent environment during their last three weeks of stay. Due to the addition of the five transition beds, the capacity was increased to 45 at all centers, except Meadow Mountain, which remains at 35, providing a total Youth Center capacity of 215.

The greatest imprisonment of all, and therefore, the greatest freedom, is in your mind.

Patrice Gaines

Besides a safe, nurturing environment, the most important gift we can give a child is love and a sense of self-worth.

Mary Ann Saar

- **Community-Based Residential Programs** are programs which offer a group living experience, counseling, supervision, and other services in a community-based setting. The Department operates three community-based residential programs:

William Donald Schaefer House: a residential drug treatment program for males that was opened in April 1992 in the renovated building formerly known as the Boy's Group Home.

Maryland Youth Residence Center Structured Shelter Care Program (MYRC): a short term (up to 30 days with extensions granted by the court for up to 90 days), residential program, which provides temporary shelter and a variety of services, including basic care, education, medical and other services to youth in crisis. The crisis may be self-imposed, or resulting from a troubled family situation, school adjustment problems, negative community environment and/or other factors. The program capacity is 30. Since its initial operation, the program has remained at or near capacity.

The Living Classroom: the residential component of a privately operated vocational maritime program. In FY 1994, this program was expanded from 9 beds to 12 beds. Further expansion is planned to increase the capacity to 20 beds.

The Maryland Youth Residence Center Structured Shelter Care Program and the Living Classroom are both housed in the same building: the Maryland Youth Residence Center. This large, three-story building located in Baltimore City was originally built as an orphanage. This facility has been used by DJS to house various programs, including a group home for younger adjudicated males, commonly referred to as MYRC, and a group home for females, known as the Patterson Home for Girls.

In FY 1994, the building was renovated for conversion into a shelter care program to serve primarily Baltimore City male youth. The pressing need for shelter care beds, coupled with under-utilization of the group home beds, prompted this action. Statistics showed that approximately one-fourth of all shelter care admissions statewide were from Baltimore City; yet there was no program located within the confines of that jurisdiction. Baltimore City youth were sent to shelter care facilities around the state, resulting in many problems. The distance made it difficult for families to have contact with the youth; transportation to and from court was costly in both time and money; and it was inconvenient for case managers to perform their duties. The youth previously served by the group home are now placed in privately-operated group homes.

Educational Services oversees and provides technical assistance for education and recreation programs administered and/or funded by the Department. It is the responsibility of this unit to promote comprehensive, quality educational services which will enhance the development of each youth who has been placed in the care and custody of the Department. There are currently seven state-operated programs. This unit is also responsible for oversight of four contracted educational programs and coordination of various arrangements with all 24 local educational agencies and numerous vendors who provide contracted educational services funded by the Department.

Current programming includes basic academic core courses such as reading, math, English, social studies, science, language, physical education, music, and art. Pre-vocational training, remedial services in reading and math, GED, and special education are also available in some programs. Students enrolled in DJS programs range in age from eight to eighteen years and function at different academic levels from basic literacy to the secondary level.

Educational Services is also responsible for other pupil services, such as the transitioning of youth and educational records between their school and placement facility, not only on entering placement, but also on returning home to help ensure a smooth re-entry into the community school.

Health Services provides medical service to each youth placed in residential facilities operated by the Department. Cognizant of the fact that a youth's physical, emotional and mental well being influences overall fitness, nurses assess each youth and identify immediate needs using a holistic approach to health care.

Subsequent to the physician completing a history and physical examination, the youth's health care becomes a collaborative effort among the youth, the physician, the nurse and other DJS professionals.

The Health Services Unit is responsible for coordinating and overseeing the myriad components of health care throughout the Department. This includes a routine physical assessment which encompasses the health history, physical examination, immunization update and laboratory testing, health education, dietary services, dental care, sick care and emergency services. All youth have access to health care during their period of confinement.

Administratively, the unit provides guidance in the area of health policy and procedures with a goal to consistently offer a comprehensive, holistic health care approach to the state-operated and contracted facilities that deliver health services. Many youth who enter the system exhibit high risk behaviors

*A teacher affects
eternity; no one
can tell where his
influence stops.*

Henry Adams

*Wherever the art
of medicine is
loved, there also is
love of humanity.*

Hippocrates

DJS Operated Residential Facilities and Programs

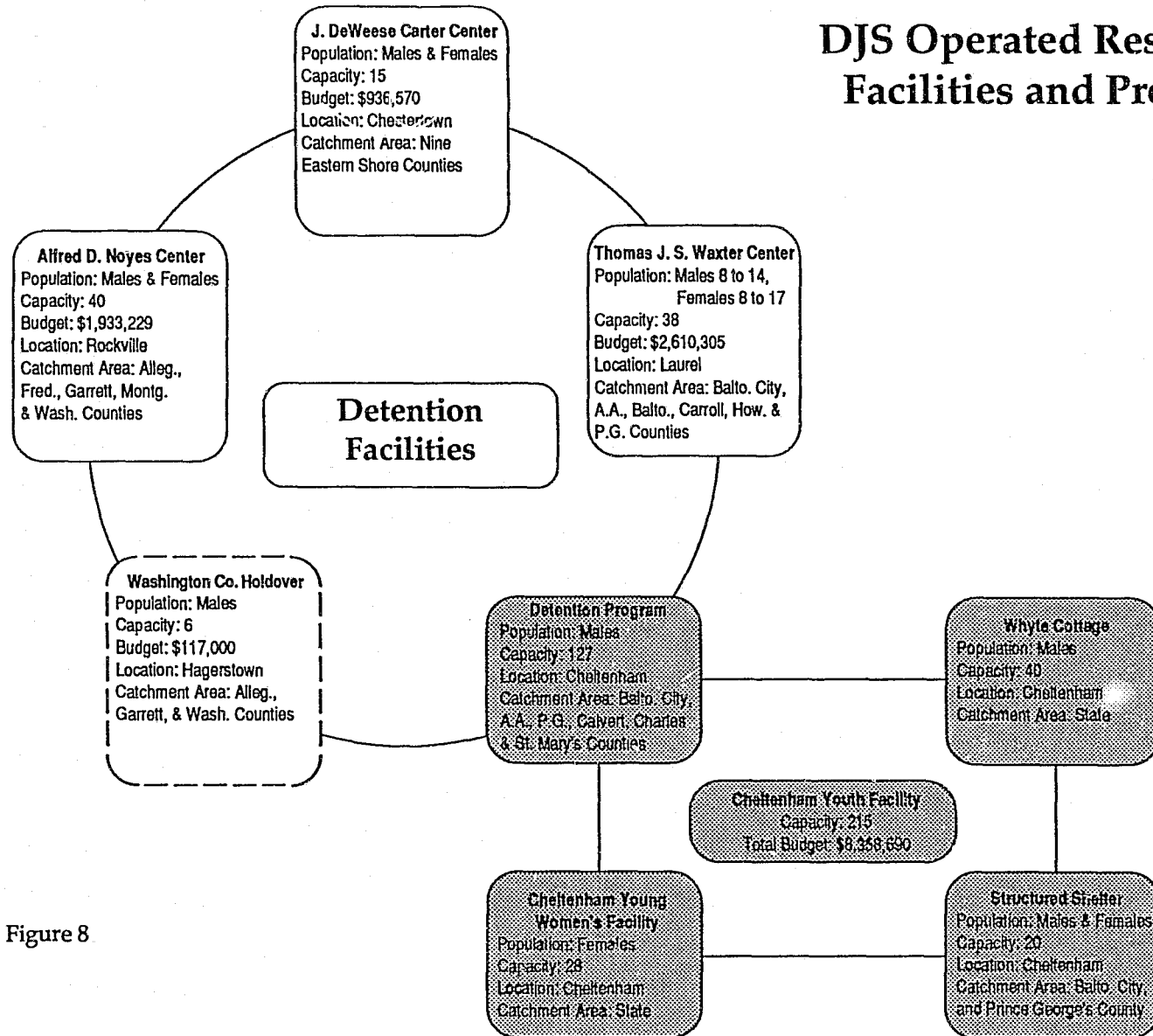
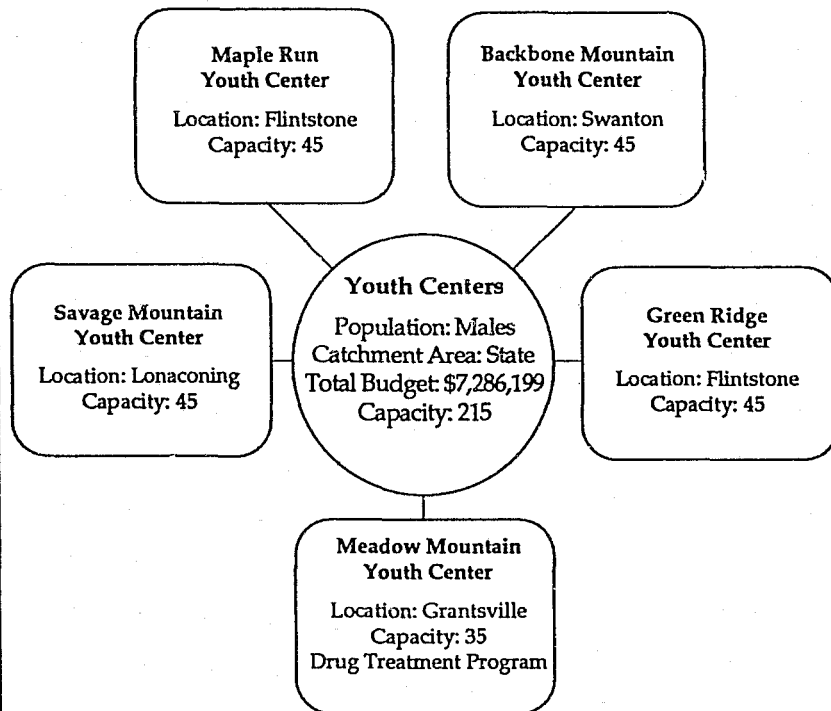


Figure 8

Note: The figures for each facility represent the FY 96 budget allowance and the architectural capacity, except for Cheltenham.

DJS Operated Residential Facilities and Programs (Continued)



DJS Group Homes Total Budget: \$2,470,129 Location: Baltimore Catchment Area: State		
Maryland Youth Residence Center (MYRC)		William Donald Schaefer House
Living Classroom Population: Males 16-18 Capacity: 12	MYRC Structured Shelter Care Program Population: Males 12-18 Capacity: 30	Population: Males 14-18 Capacity: 19*

*Capacity reduced from 21 to meet COMAR and ADAA certification standards.

Figure 8A

Note: Budget figures represent FY 96 budget allowance.

Ideals are like stars: you will not succeed in touching them with your hands, but like the seafaring man on the desert of waters, you choose them as your guides, and following them you reach your destiny.

Carl Shurz

that present a complexity of health issues. These include youth with sexually transmitted diseases, youth with chronic untreated medical conditions, substance abuse related illnesses, tuberculosis, teenage pregnancy, and poor self-image. The effort is made to educate and assist youth to become knowledgeable about disease prevention and to be responsible for their health by providing positive role models who practice medicine in a professional, nurturing, non-judgmental environment.

RESIDENTIAL SERVICES INITIATIVES

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Address detention issues such as overcrowding, length of stay and reintegrating youth back into the community.

This major initiative has been a priority for this Division over the past few years. Despite the time and resources dedicated to detention reform, the process is never ending, as an overwhelming number of youth continue to flood secure detention facilities, annually. Several strategies have been proposed, explored and, where appropriate, acted upon to promote detention reform. One primary example is the identification of the Whyte Cottage on the campus of the Cheltenham Youth Facility to serve a special population of detained youth, i.e., committed youth awaiting placement. Upon investigating crowding in detention, it was disclosed that many post-disposition youth remained in detention due to lack of bed space in committed programs or delays in placement resulting from the lengthy referral process. Since these youth are considered high-risk, they are maintained in secure detention rather than returned home. Housing these youth in one building allows the Department to program specifically for their special needs.

The aforementioned is just one example of the Department's responsible action to deal with this issue. The Department has aggressively pursued this initiative with positive outcomes, including new programs and collaborative plans. Examples follow:

Detention Reform Committee – a committee comprised of representatives from DJS, Baltimore City Juvenile Court, Baltimore City State's Attorney's Office, Baltimore City Public Defender's Office, and Youth Advocates, dedicated to exploring ways to reduce both

the number of detention admissions and the length of stay in detention for Baltimore City youth. This committee focuses on Baltimore City youth because they account for nearly 45 percent of the total number of detention cases.

Juvenile Justice Center – a proposed state-of-the-art secure detention facility that will provide a major overhaul of the detention system by uniting Court, secure detention, and DJS Intake services in one building with a computerized information network to support the system. (This center was proposed by the Detention Reform Committee.)

Community Detention Program (CD) – the expansion of this community-based detention program by more than 50 slots to increase the capacity of the Southern Maryland and Baltimore City programs.

Enhanced Community Detention Project – a federally-funded, state-operated program which added 18 additional slots to the existing 200 state-funded community detention slots. This program provides more intensive services to high-risk youth in Baltimore City.

Super Enhanced Community Detention – a proposed enhancement to Community Detention which will target very high-risk youth. Intensity of services exceeds those provided by Enhanced Community Detention. Frequency of contact is increased to a minimum of three times daily, with an additional telephone contact. The youth will also be on electronic monitoring. This program would be piloted in Baltimore City and Prince George's County.

Crossroads – a daytime report center in Baltimore City which serves as an alternative to secure detention. This privately-operated and grant-funded program has a daily capacity of 30.

Cheltenham Youth Facility – the expansion of McGuire Cottage from 15 to 24 beds in addition to the aforementioned conversion of Whyte Cottage.

Waxter's Children's Center – a modular unit is being added to this detention facility to increase existing bed space by 24.

Victory is not won in miles but in inches. Win a little now, hold your ground, and later win a little more.

Louis L'Amour

Detention issues remain a focal point for this Division and will be pursued over the next three years.

- 1996 Develop the program for the detention component of the proposed Baltimore City Juvenile Justice Center.
- 1997 Implement the detention program at the new Juvenile Justice Center.
- 1998 Conduct an assessment and prepare a written report with recommendations on the Juvenile Justice Center detention program.

Expand pre-vocational training and create programs that develop specific educational opportunities for youth

A quality educational program is both comprehensive and responsive to the needs of the student population targeted. Good educational programming involves not only what is taught but how it is taught. To provide quality education to youth in DJS facilities, many activities have taken place over the past few years. The first step involved an extensive revision of the curricula in both detention and committed programs. Revisions were completed and the curricula were implemented in FY 1994. In addition to core academic courses, the new curricula include life skills, social skills development, and multi-cultural awareness.

Acting on the "how" educational material is presented also prompted new and exciting initiatives which include the following:

- Maryland Science Center Project – Staff from the Maryland Science Center conduct on-site visits to all seven of the DJS owned and operated programs, as well as to Hickey, O'Farrell, and Victor Cullen. The purpose of the visits, which are held during normal school hours, is to heighten student interest in science by conducting experiments and other scientific demonstrations. The youth also periodically take field trips to the Science Center. This project is funded through federal dollars.
- Arts Program – Conducted by the Maryland Institute of Art, residents at the Schaefer House participate in an art therapy program. The youth are provided with an opportunity to explore artistic ability, while expressing those feelings they have not been able to share verbally. An art exhibit displaying students' work is a special feature of this project. Expansion of this program to other facilities is planned as outlined in a subsequent initiative. This program was initially introduced at MYRC.

Let early education be a sort of amusement; you will then be better able to find out the natural bent.

Plato

- Cooperative Education Program – Students from local colleges and universities participate in a paid internship program at the Cheltenham Youth Facility. They provide supplementary staff for the facilities while earning college credit and/or pay. The program is mutually beneficial to both DJS and student participants, since the facility is provided with staff assistants and the students gain valuable on-the-job experience.
- Legal Awareness Training – This grant funded program, which serves to heighten youth awareness about the juvenile justice system, legal rights, and legal responsibilities is provided by a licensed attorney.

If you think education is expensive, try ignorance.

Ruth B. Love

In addition to traditional academic instruction, pre-vocational training and post-secondary programming have been identified as important for many DJS youth to equip them for the work environment. To address this need, the DJS Superintendent of Education has established a relationship with representatives from the Job Training Partnership Act (JTPA) and the Maryland Department of Economic and Employment Development (DEED) to explore the use of services and funds to expand educational programming. Due to the success of these partnerships, the Department secured more than 100 slots for DJS youth in job programs in FY 1995.

Continuing the trend of quality educational programming for DJS youth, the following steps will be pursued over the next three years:

- 1996 Develop a written plan to provide specialized high technological training, (eg., computer programming) to youth in committed programs.
Develop and implement standards to reach "National Education Goals 2000" as mandated by Federal Government.
- 1997 Implement high technical training in a minimum of two committed programs.
- 1998 Develop a written comprehensive skills development plan to enable youth to operate in a technological society.

I hear and I forget. I see and I remember. I do and I understand.

Chinese Proverb

GOAL 2: ASSURE QUALITY PROGRAMMING

Evaluate existing program models in residential facilities and : sign programs as needed to be more relevant to the population served.

First say to yourself what you would be; and then do what you have to do.

Epictetus

To assure quality programming in all state-owned and operated programs, the Department formed Quality Assistance Teams to evaluate programs and facilities. The teams are comprised of DJS staff with expertise in areas such as education, medical/dietary, business, personnel, maintenance, transportation, and social work services. The reports prepared by the teams provide comprehensive summaries and assessment tools for the programs to use for determining program strengths and necessary modifications. To date, all of the DJS state-owned and operated programs have been assessed. In addition, the Department of Budget and Fiscal Planning (DBFP) conducted a comprehensive study of DJS transportation services in FY 1994, and an analysis of Community Detention was conducted by a DJS team to determine program design and effectiveness.

The evaluation of existing programs is a valuable tool which enables the Department to identify areas of need and enhance programs accordingly. For example, in FY 1994, a committee represented by staff from all DJS divisions conducted a study of the young boys' program at MYRC. Evaluation results showed that the boys' program, which was basically under-utilized, was not meeting expectations for youth progress and rehabilitation. This information, coupled with the identified need for a shelter care facility in Baltimore City, supported the Department's decision for program conversion.

Other actions have been taken to ensure quality programming:

- Implementation of a transitional living program at the Youth Centers, increasing total program capacity by 20, provides for smoother transitioning of youth back into the community.
- Implementation of the Continuity of Care program for youth at the Youth Centers represents a critical step in transitioning the youth back into the community. When a youth is ready for release from the program, he is returned to his home, but he remains officially assigned to the Youth Center for a six month period. During this time, the youth is monitored and provided with support to assist his readjustment to the community. If the youth fails to follow the prescribed service plan, he may be returned to the Youth Center. This program is being piloted in Baltimore City and Washington County.
- Incorporating social skills and self-esteem building training components into the educational programs at DJS facilities promotes positive decision making and helps youth develop communication skills.
- Expanding the number of slots in the Living Classroom program from 12 to 20 accommodates an increasing number of youth who can benefit from this program.

- Implementation of a Violence Prevention Program in the Living Classroom trains youth in conflict resolution and positive decision making.
- Conversion of four beds at the Schaefer House provides long-term treatment for youth who need additional services beyond the typical 90-day stay.
- Implementation of a Parenting Skills Training Program at the William Donald Schaefer House provides DJS youth with basic parenting skills in an effort to avoid or break the cycle of abuse and neglect.
- Extension of the substance abuse program at the Cheltenham Young Women's Facility increases length of stay from 60 to 90 days.
- Establishment of a Parent Advisory Council (PAC) at various facilities both state and vendor operated including MYRC, CYF, Hickey School and the Youth Centers involves parents and the community in the educational programs at the facilities. A PAC is currently being developed at two detention facilities – the Waxter Children's Center and the Carter Youth Center.

This Division's commitment to providing quality programs will continue over the next three years.

1996 Evaluate any divisional residential program that has not been studied since FY 1993 by the DJS Quality Assistance Team or by a formal evaluation process.

Establish a Total Quality team in at least 50 percent of all DJS owned and operated facilities to promote interactive decision making and quality operations.

1997 Conduct a survey in at least two facilities to assess the results of the Total Quality teams.

1998 Increase from two to six the number of teachers in the substitute teacher cadre which was established in FY 1994 with Federal funds.

Provide in-service training to all facilities' teachers on new teaching strategies for the 21st Century.

Democracy is measured not by its leaders doing extraordinary things, but by its citizens doing ordinary things extraordinarily well.

John Gardner

*One word frees
us of all the
weight and pain
of life: that word
is love.*

Sophocles

Provide multi-cultural diversity training to youth and staff and Afro-centric programming in DJS facilities.

Other efforts to assure quality programming over the past few years include program enhancements and redesign to emphasize the Department's commitment to cultural sensitivity. An Afro-centric training program was developed and piloted at MYRC and the Schaefer House. Plans to implement this program in all facilities are underway.

Staff from the Waxter Children's Center and other detention facilities received a three-day training course funded by the Juvenile Justice Advisory Council (JJAC). This training curriculum included an Afro-centric philosophical orientation, cultural themes, culturally competent empowerment models, and intervention techniques.

Pursuing the need for cultural sensitivity in programming, the Department formed a committee to explore and implement Afro-centric programs, including the nationally recognized Rites of Passage, in both state and privately operated residential programs. This committee includes representatives from Field Services, Program Services, Residential Services, and private vendors.

1996 Implement Afro-centric programming in at least two residential programs administered by Residential Services.

Evaluate the multi-cultural component of the detention and committed facilities' curricula and modify as necessary.

1997 Implement Afro-centric programming at all DJS owned and operated programs.

1998 Assess the Afro-centric programs in at least two facilities, using a survey/questionnaire.

Continue with steps toward accreditation.

The Department is committed to providing safe, secure and responsible residential programs for youth. The assurance of quality detention programs, highlighted as central to this theme, is recognized as a desirable and achievable goal. Therefore, the Department is pursuing accreditation of facilities by the American Correctional Association (ACA). A self-audit was conducted at the Noyes Children's Center in FY 1994 and efforts to correct the deficiencies noted in the self-audit are underway. Plans to pursue accreditation in other facilities are outlined below.

1996 Conduct a self-audit of Carter Youth Facility.

Correct deficiencies found as a result of the self-audit and request the official audit for accreditation from ACA.

Conduct a self-audit of the committed and detained programs at Cheltenham.

1997 Conduct a self-audit of the Waxter Children's Center.

Correct deficiencies found as a result of the self-audit and request official audit for accreditation from ACA.

1998 Conduct self-audit at the Youth Centers.

Correct deficiencies found in the self-audit and request official audit for accreditation from ACA.

Continue the development and implementation of a comprehensive health care system with development of a quality assurance component.

The goal of the Health Services Unit is to provide quality, comprehensive, consistent, and uniform health care to each youth entering the system. In terms of on-site nursing, this means assessing the youth within 72 hours of admission, identifying health needs, prioritizing youth for physician's clinic, triaging youth with health complaints, developing program oriented medical records, and maintaining accurate medical documentation.

In keeping with the Department's commitment to provide quality health services, the unit has reviewed standards from the American Correctional Association, the National Commission on Correctional Health Care, the American Public Health Association (Standards for Health Services in Correctional Institutions), and the American Nurses Association (Standards of Nursing Practice In Correctional Facilities) in order to develop purposeful health standards for the Department.

Progress was made in implementing problem oriented recordkeeping (PORS), a system of chart organization designed to focus on the needs of the patient. In-service nursing diagnoses training was held in March 1994 and attended by all of the nurses in the state-owned and operated facilities. Staff turnover at three facilities necessitated additional training; however, the unit continues to focus on the need for a uniform, consistent recordkeeping system.

Staff education remained a priority. The nurses have participated in several training sessions concentrating on the issues presented by the high-risk adolescent population they serve. Continuing education is recognized as being

We should always presume the disease to be curable, until its own nature prove it otherwise.

Peter Mere Latham

*You can only
cure retail but
you can prevent
wholesale.*

Brock Chisholm

paramount to the professional expertise necessary to adequately assess, document and coordinate the care of the Department's client population. This past year provided an opportunity for all of the nurses to attend a three-day seminar on sexually transmitted diseases, co-sponsored by DJS and the Baltimore City Health Department. This seminar afforded each participant an opportunity to expand their knowledge base.

A two-day seminar is planned for early 1995 that will be co-sponsored by DJS and Howard Community College's Office of Continuing Education. The focus of this training will be on skills needed to perform an adolescent assessment, interview techniques, and working with high-risk adolescents.

Realizing the difficulty nurses have in locating school immunization records and the opportunity provided to update the youth immunization status, efforts have been made to facilitate the transfer of this health information between the Department and MSDE. This will not only benefit the youth and the community, but it will additionally serve to minimize costly duplication of services.

Expansion of health information to a database has not yet been realized; however, efforts continue to be made in that direction. Expansion of the program continues to be hindered by issues of confidentiality and methods of controlling access to health professionals.

1996 Update adolescent health care curriculum in collaboration with educational services.

Develop a program which utilizes community resources for a continuum of health services to youth upon release.

Expand the medical component of ISYS.

1997 Provide in-service seminars for staff that promote positive attitudes and increase staff productivity.

Implement PORS on ISYS.

1998 Develop a statistical component of ISYS.

Pursue certification by the National Commission on Correctional Health Care for all facilities.

GOAL 3: MAXIMIZE THE USE OF EXISTING RESOURCES

Explore the creative use of community resources in inventing new alternatives to address the multi-faceted needs of residential services and programs.

Volunteers are an invaluable resource. They provide and enhance services for youth throughout the Department, while bringing energy and enthusiasm to the work place. Volunteers continue to be integral to the workings of the division. The volunteers consist of both young and old from within and outside the Department.

An example of volunteers in action is illustrated by the success of Community Service Day which was initiated in 1991. The first project was a "facelift" at the Cheltenham Youth Facility. Due to the hard work of volunteers, many of them DJS staff, Community Service Day has now become an annual event. Recent projects included painting the Schaefer House and MYRC; groundskeeping at MYRC; and making Christmas dolls for the Johns Hopkins Children's Center. It is anticipated that Community Service Day will be expanded to all facilities.

Another creative use of community resources is the use of the Cheltenham Youth Facility as a site for an adult work release program. The adult prisoners assist in groundskeeping and other non-direct child care areas. The high caliber of work has greatly benefited the facility and saved the Department money. The work release program has been expanded to MYRC.

The Department benefits from volunteer services; the Department also provides volunteer services by encouraging its client population to participate in volunteer activities. DJS youth participate in community service projects to give back to the community. The residents of the Schaefer House perform community service projects at the Food Bank. Residents from the Youth Centers participate in projects with the Department of Natural Resources and projects on the Chesapeake Bay.

To expand the scope of volunteers and community resources, this division has also participated in student internship programs that include undergraduate and graduate students. Student interns assist at the Waxter Children's Center, Noyes Children's Center, MYRC, Cheltenham Youth Facility and the Youth Centers. Criminal justice students from the University of Delaware intern at the Carter Center. Undergraduate and graduate social work students from the University of Baltimore, Morgan University and Johns Hopkins University apprentice at the Schaefer House and MYRC. Through the Cooperative Education Program, college students are working at the Cheltenham Youth Facility as paid interns. Future plans include expanding the student internship program and the use of community resources.

*You give but little
when you give of
your possessions.
It is when you
give of yourself
that you truly
give.*

Kahlil Gibran

*When people are
serving, life is
no longer
meaningless.*

John Gardner

Because a work of art does not aim at reproducing natural appearances, it is not, therefore, an escape from life...but an expression of the significance of life, a stimulation to greater effort in living.

Henry Moore

- 1996 Expand the student internship program to all DJS owned and operated facilities through cooperative education programs.
- 1997 Enhance facility programming by linking community resources to a minimum of two identified needs.
- 1998 Conduct an evaluation of the Cooperative Education Program through a survey/questionnaire.

Create an arts program for all facilities.

This originated as a volunteer initiative in the Office of Community Outreach, but it was transferred to Residential Services when the project was assumed by the Education Unit and a staff person was assigned to coordinate the project. The program was piloted at MYRC and it is currently operating at the Schaefer House. An art exhibit showcasing the students' work was held in March 1994 at City Hall galleries in Baltimore City. Plans are underway to implement the program at the Waxter Children's Center.

Due to the successful nature of this program, further expansion is planned as follows:

- 1996 Expand the program to the Noyes Children's Center.
 - 1997 Expand the program to the Carter Center.
 - 1998 Introduce an interdisciplinary approach in facilities' curricula that integrates an art program with a reading program.
- Through a survey/questionnaire assess effectiveness of the Arts Program.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

Enhance staff development via educational programs that are more responsive to the training needs and work experiences of the employees.

Staff development and training remains a critical issue in accomplishing the goals and initiatives of this division. Sensitivity to staff morale and motivation has prompted an even stronger commitment to enhancing the quality of work for Residential Services' employees through staff development and training.

A Training Manager was assigned to work specifically with the Residential Services Division in the Fall of 1993. The responsibilities of the Training Manager are to coordinate, monitor and supervise all training, and to provide technical assistance as needed. The first task was to redesign the pre-service training curriculum. This was accomplished in FY 1994. The first week of the 80-hour program provides an overall orientation to the Department and general courses relating to all DJS staff. The second week of training is provided on-site, and focuses specifically on facility policies and procedures. This new curriculum provides new employees with an understanding of the division's objectives, policies and human relations expectations.

In addition to pre-service training, a comprehensive training plan and curriculum for all facilities was developed incorporating staff input. The plan and curriculum is guided by ACA standards that contribute to the accreditation of the facilities. The in-service training calendar includes a variety of job-specific modules. Adjunct trainers from existing staff have been selected, utilizing their expertise while promoting cost effectiveness. The use of local area specialists to implement the training has expanded the knowledge base and kept staff current with the trends and technologies in the specialty areas.

To accurately record staff participation in training, an upgraded technological recordkeeping and documentation system was developed. Up-to-date training information on all staff will be available by January 1995.

Other accomplishments in the area of staff development over the past few years include:

- Franklin Learning System training, implementation and refresher course given to staff at the DJS Youth Centers.
- Bloodborne Pathogen training provided to staff in jobs or job classifications that place them in direct contact with youth, including youth supervisors and transportation officers.
- Educators' Conference in June, 1994 provided DJS staff an opportunity for training and professional development and networking with other educators.

Efforts to promote staff development continue as follows:

- | | |
|------|--|
| 1996 | Provide conflict resolution training to all detention facilities' staff. |
| | Evaluate training plan and curriculum to determine additions, deletions, redesign, updates and special area needs. |

*The growth of
the human mind
is still high
adventure, in
many ways the
highest adventure
on earth.*

Norman Cousins

What men and women need is encouragement. Their natural powers should be strengthened not weakened. Instead of always harping on a man's faults, tell him of his virtues. Hold up to him his better self, his real self that can dare and do and win out!...

Eleanor H. Porter

Provide motivational training to 50 percent of DJS facilities' staff.

1997 Provide motivational training programs to remaining staff.

Provide training with the use of interactive computer technology.

1998 Conduct an assessment of the training plan and curriculum and provide recommendations for needed revisions.

Institute employee recognition incentives.

This initiative was initially proposed to highlight the significance of staff contributions to the overall operations of the Department. The plan proposed acknowledging staff accomplishments at awards ceremonies; generating facility newsletters; and developing a more relevant and useful employee evaluation tool. All of these steps have been accomplished.

Employees of the Residential Services Division are honored in various awards programs throughout the year, including Employee of the Month, Employee of the Year, and the Gutridge Award for outstanding work performance. In June 1994, the Educators' Conference afforded another opportunity to acknowledge responsibilities and accomplishments of staff, specifically DJS educators.

To share information about staff on a more personal level, all facilities either issue a newsletter or post notices on a community bulletin board. In addition to highlighting work accomplishments, other information is provided, such as staff birthdays, hobbies and personal accomplishments.

A new employee evaluation tool was developed and implemented in FY 1993. This new instrument benefits employees by providing relevant and timely feedback on accomplishments and recommended areas of improvement. With this new tool, workers are assessed twice a year: a brief mid-year evaluation and an in-depth, year-end evaluation.

All of these steps have been incorporated into the normal operations of this Division. Therefore, this initiative has been successfully completed.



*Ray D.
Student, William Donald
Schaefer House*

Administrative/Program Services

Whenever the human
adventure reaches great
and complete expression,
we can be sure it is
because someone has dared
to be his unaverage self.

Rae Noel

ADMINISTRATIVE/PROGRAM SERVICES OVERVIEW

The Administrative/Program Services Division provides all centralized support functions for the Department and program support to the Field and Residential Services Divisions. This Division is subdivided into two sections with duties grouped according to area of specialization. The Administrative Services section is responsible for those services that are of department-wide concern such as personnel, financial services, support services (including maintenance and procurement), and information services.

The Program Services section provides support in areas relating to the development, enhancement, and implementation of private provider programs and services in the Department's service delivery system. Responsibilities include residential and non-residential placement of youth, coordination of substance abuse services, program and contract development, licensing, program monitoring, grants development, and federal entitlement enhancement.

*Every individual has a place to fill in the world and is
important in some respect whether he chooses to be so
or not.*

Nathaniel Hawthorne

ADMINISTRATIVE SERVICES OVERVIEW

The Administrative Services section of the Administrative/Program Services Division provides management support for the Department in the areas of personnel services, financial services, and administrative operations. This section provides expertise in various management fields and the internal controls necessary to assist the Department in managing available resources to enhance the overall operations of the Department. The mission of Administrative Services is to assist their customers, which include DJS employees, in providing the highest quality service to their customers, Maryland's youth.

Personnel Services

The Office of Personnel Management is responsible for the human resource activities of the Department which include employment, personnel classification, compensation, employer-employee relations, employee records, testing, training and staff development.

To promote more specialized training programs and staff development that specifically address the needs of each division, training was decentralized on a trial basis in FY 1994. Although there were benefits associated with decentralization, some significant issues, such as consistency in programming and generic DJS training needs were not addressed. Therefore, training responsibilities were returned to Personnel Management for overall coordination. To maintain the benefits of decentralization, a training specialist is dedicated to each division, specifically to address individual divisional training needs.

Under the direction of a Personnel Administrator, the operations of Personnel Services are divided into smaller units by function – Employment, Classification, Employee-Employer Relations, and Training and Testing.

The office of Personnel plays a vital role within the Department of Juvenile Services, actively and responsibly pursuing its goal to **Recognize Employees As The Department's Most Valued Resource**. The recruitment, retention, and development of the employees of the Department form the foundation of the work performed by this office. A new responsibility for this unit is testing for ten unique job classifications within the Department of Juvenile Services. This is the outcome of Senate Bill 292 which mandated that effective October 1, 1994, agencies assume responsibility for recruiting, examining, and hiring applicants for classifications that are unique to that agency.

*Whoever is happy
will make others
happy too. He
who has courage
and faith will
never perish in
misery.*

Anne Frank

Budget and Finance

The Budget and Finance office is composed of three units – Budget, Accounting and Auditing. This area has general responsibility for all aspects of the financial operations of the Department. This responsibility is primarily exercised through the Budget Unit. This unit is also responsible for fiscal control and reporting for all grants, and the preparation and maintenance of the Department's Cost Allocation Plan.

The Accounting Unit primarily is responsible for accounts payable, accounts receivable, payroll and timekeeping for DJS Headquarters, Maryland Youth Residence Center, the Schaefer House and the J. DeWeese Carter Youth Center. The other state-operated facilities, which are larger and self-contained, handle their own operations including general accounting.

Additionally, this unit is responsible for coordinating accounting issues across the Department and the central administration of the Juvenile Restitution Unit which was formed to handle payment of restitution to victims of juvenile crimes.

The Audit Unit provides fiscal monitoring of DJS contractors through biannual audits and year-end desk reviews. In addition, the Audit Unit conducts numerous special audits or reviews at the request of program monitors to identify perceived problems with the providers. This unit also supervises the Department's internal audit functions.

Administrative Operations

Two separate units noted in the previous plan, **Support Services** and **Information Services** have been combined to unite under one office all administrative support functions including information services. This new Office of Administrative Operations provides assistance to the Department in the areas of procurement, information services, facilities maintenance, fleet management, and telecommunications.

The Procurement Unit provides technical expertise in the procurement of commodities and services, including human service contracts for the provision of youth services and programs. This unit is responsible for the timely issuance of Requests for Proposals (RFPs) and Invitations for Bid (IFBs), and for processing contracts and purchase orders in accordance with procurement regulations. It handles the procurement of services for youth at all levels of the Department's continuum of care, ranging from front-end diversion and advocacy services to services for youth in facilities including medical services, such as physical evaluations, laboratory services, and pharmaceutical services.

*The measure of
a man's real
character is what
he would do if he
knew he would
never be found
out.*

Thomas Babington
McCauley

*Who has not
served cannot
command.*

John Florio

*The real winners
in life are the
people who look at
every situation
with an expecta-
tion that they can
make it work or
make it better.*

Barbara Pletcher

Other duties include the establishment and monitoring of building leases and inventory systems, which account for equipment, supplies, and materials purchased, stored, and used by the Department.

Information Services provides support to all divisions of the Department with automated data processing. This unit maintains the Department's statewide Information System for Youth Services (ISYS), and provides micro-computer applications and support. Information Services is also responsible for providing technical assistance in the procurement of computer equipment and software, and equipment maintenance and repair. In addition it provides expertise in planning for the Department's future office automation needs.

Other Administrative Operations units include Facilities Maintenance and Fleet/Telecommunications. Facilities Maintenance employees are engaged in the maintenance of DJS group homes and other DJS facilities. They also coordinate the efforts of securing funds to address identified problems. The maintenance and administration of the Department's motor vehicle fleet and telecommunications systems are also accomplished by employees of this office.

*Much good work is lost for the lack of a little
more.*

E. H. Harriman

PROGRAM SERVICES OVERVIEW

The Program Services section of the Division provides programmatic support to both Residential and Field Services. Service areas include coordination of programs for substance abuse, placement of youth in appropriate programs, and monitoring of all licensed and contractual programs, both residential and non-residential.

In addition, Program Services is responsible for program and contract development, foster care, licensing of residential programs, the attainment of federal entitlement funding, and grants development.

Substance Abuse

This office is responsible for the development and implementation of a comprehensive continuum of care for youth with substance abuse problems. Estimates continue to show that 40 percent of all youth referred to the Department have some level of drug involvement. The estimates also suggest that DJS youth are by definition at high risk for involvement in substance abuse.

It is the responsibility of the Substance Abuse Unit to continue to expand programming, enhancing the Department's capacity to provide assessment, prevention, treatment and aftercare services, and to monitor current programming. In addition, this unit provides clinical oversight to assessment counselors and develops evaluation components to determine program effectiveness.

Placement and Expenditure Management

The Placement and Expenditure Management Unit coordinates the placement of youth in residential and non-residential programs and manages the expenditure of funds available for these services. The unit provides consultation and coordination of services to the Department's Field Services staff, who are responsible for case management.

Placement services are coordinated through resource offices located in Area offices throughout the State. The Resource Coordinators are responsible for placement management, clinical evaluations, and non-residential purchase of care funds. Through a procedure involving a meeting between case management personnel and the resource office, known as a staffing, a youth's individual needs are discussed and resource alternatives identified.

*The deeper the
sorrow carves into
your being, the
more joy you can
contain.*

Kahlil Gibran

*When it comes to
your product or
project, people
will take quality
as seriously as
you do - no more
so.*

Philip B. Crosby

Resource offices serve as gatekeepers for residential programs. Their function is to coordinate staffings to screen for and find the least restrictive, most cost-effective programs for youth. Over the past few years this role has expanded to include gatekeeping for youth going to the Youth Centers, the Charles H. Hickey, Jr. School, and certain other programs not previously within the scope of the gatekeeping process.

Resource offices are also responsible for conducting the administrative review process for youth in out-of-home placements to ensure compliance with federal Title IV-B, enabling the Department to receive federal reimbursement of some placement costs for eligible youth.

Due to the problem of crowding in detention, this unit has made youth awaiting placement in detention a priority. Efforts are concentrated on moving these youth out of detention facilities into placements. An individual in Central Office has been assigned the duty of coordinating this effort.

Licensing

The Department currently licenses 30 private provider residential facilities. Licensing ensures that residential programs adhere to regulations and standards designed to protect the health, safety and welfare of youth in placement by examining criteria in the following areas: fire safety, sanitation, food service, staff qualifications and suitability, education, space requirements, and program content. A residential facility license normally is issued for a two-year period. Licensing is responsible for processing new and renewal licenses for these facilities.

Previously, the focus of licensing was on residential facilities. However, this unit has initiated a process to certify certain non-residential programs funded by the Department. The certification criteria are consistent with residential criteria and include fire and health, safety, staff qualifications, and program content of these programs.

Special Programs

The Special Programs Unit is responsible for pursuing alternative funding opportunities through federal funding participation, Medicaid eligibility, and grants development and coordination. Grants Development and Coordination, which was previously a separate unit, was joined with this office to unite all activities relating to the pursuit of alternative funding sources.

The Special Programs Unit is responsible for enhancing attainments in Title IV-E and Title IV-A programs. These are federal entitlement programs which provide federal financial participation on behalf of eligible youth and their families. Title IV-E focuses on preventing or shortening the stay of youth in out-of-home placements by working with families to enable the youth's return home or to more permanent placements. Title IV-E also provides a block grant to the State for independent living services and programs. The independent living funds can be used for program development, as well as individual youth needs.

In FY 1994, Title IV-E efforts attained for the Department more than four million dollars through federal financial participation, an increase of three million dollars from the previous fiscal year.

Currently, the Department is expanding its federal funding participation by implementing a Title IV-A Program, i.e., Emergency Services for Families and Children. The Title IV-A program provides emergency services to eligible youth and their families to prevent abuse, neglect, abandonment, and the out-of-home placement of children. This program provides reimbursement to the Department for preventive, transitional, and placement services.

To expand the scope of programs and activities, the Department established an Office of Grants Development and Coordination in October 1992. Before this time, there was no coordinated focus or concentrated attention on seeking potential sources of alternative funding. The function of this office is to aggressively pursue funding opportunities through Federal and intra-state agencies, as well as through foundations and corporations. Particular emphasis is directed toward the cultivation of previously untapped and non-traditional sources to support the continuation, expansion, and implementation of new and/or existing initiatives. The Grants Administrator is instrumental in fulfilling the Department's responsibilities in accessing, implementing, and managing grant awards.

Program Monitoring

The Monitoring Unit is responsible for ensuring that private providers who are licensed and/or certified by the Department comply with the relevant regulations. If the provider has a long-term contract with DJS, the terms and conditions of the contract are monitored for compliance. The Department strives to ensure quality services for youth by working with the private vendors to detect problems and to resolve them through the use of corrective action.

The Program Monitoring Unit is responsible for monitoring both residential and non-residential programs, statewide. The monitoring process has two

*Great minds
must be ready
not only to take
opportunities,
but to make them.*

Colton

*Quality levels
must not only be
attained but
maintained, and
improved.*

Anonymous

major components: program auditing and on-site monitoring. Program audits are conducted annually on all licensed facilities. This formal program compliance audit uses standardized tools and procedures and takes from two to four days to accomplish.

The second component, on-site monitoring, includes staff and youth interviews, compliance follow-up, unannounced visits, program observation, and physical plant checks, including documentation of all findings. This is carried out in accordance with an individual monitoring plan for each program. A minimum number of visits is established based on the needs criteria determined for each individual program.

In addition to the pre-determined site visits, visits are made in response to complaints, special requests, and critical incidents follow-up. This unit is also responsible for following up on all incidents reported by private providers to the DJS 24-hour on-call administrator reporting system. The numbers of incidents reported averages 50 to 80 per month.

Program monitors serve as the point people for activities surrounding start up, transferring, and closing out of private provider contracts and programs. They also serve as members of the Department's in-house Quality Assurance Teams and program evaluation committees.

Program and Contract Development

This unit was established in October 1992 to provide a focused approach to the development and enhancement of programs serving youth referred to the Department. The mission of the unit is to develop programs necessary to the creation of a comprehensive and effective service delivery system. The Department is constantly working toward improving its continuum of services that range from minimally restrictive interventions, such as non-residential programs, to highly restrictive interventions, such as secure residential programs. This service delivery system must address the needs of the youth and their families while respecting the need for public safety, all within the context of limited resources.

In September 1994, the unit was reorganized and expanded to assume the responsibility for preparing solicitation and contractual documents for youth services. Previously, the unit was responsible for the portion of documents that focused upon a description of services, while the Procurement Unit developed the other portions of the document. The intent of the reorganization is three-fold: to ensure that contracts are completed expeditiously; to ensure that the document is consistent; and to place responsibility for the development of the document in one office.

To promote responsible management of this function, this unit implemented "kick-off" meetings. These meetings serve the purpose of ensuring that DJS personnel who play a key role in a given contract are adequately informed and prepared for the start of a contract.

The unit also functions as a consultant in the development of vendor-operated programs that serve DJS youth and that do not have an exclusive contractual relationship with DJS, as well as those programs that are DJS-operated. Close collaboration with Planning, Policy and Research, Procurement Services, Field and Residential Services, and other entities within and outside the Department are necessary for this unit to successfully achieve its objectives.

An additional responsibility of this office is the administration of the Department's Foster Care Unit. This unit is responsible for restructuring and enhancing the existing foster care services provided by the Department. The overall goal of the unit is to create a foster care service delivery system that is responsive to the diverse needs of youth and their families. Direct services are provided to youth and their families which include case management; individual, family and group counseling; and crisis intervention. The program design model adopted for use emphasizes increased training and support to foster parents, teamwork in treatment planning and service delivery, and a strengthening of the relationship between the foster parent and the youth's family. For youth who do not have a family resource, this unit provides services by creating independent living treatment alternatives within the foster home environment. In FY 1994 the new foster care system was initiated in Baltimore City and Western Maryland.

*Goodwill is the
one and only asset
the competition
cannot undersell
or destroy.*

Marshall Field

ADMINISTRATIVE/PROGRAM SERVICES INITIATIVES

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Improve the Department's capability to expand non-residential programming.

Consistent with the philosophy of seeking the least restrictive environment and maintaining youth in their homes, there is a continuous need to increase the number and variety of non-residential program services available to youth and their families. A needs survey conducted by the Department in FY 1993 determined that in-home services and comprehensive day treatment intervention services were most needed.

In response to this identified need this initiative was proposed. Accomplishments to date include:

- Increasing the number of non-residential slots in Prince George's, St. Mary's, Charles, Calvert, Montgomery, Baltimore, Harford, and Anne Arundel Counties by an overall total of 50
- Creating intensive aftercare services for youth from Baltimore City, Baltimore County and Prince George's County released from the Impact Program at the Charles H. Hickey, Jr. School
- Expanding capacity for the Diversion contract in the southwest quadrant of Baltimore City by 30 percent
- Adding 10 new slots to the Living Classroom

The programs that were expanded generally provide outreach, advocacy, counseling, and case management services to youth and the families of youth who remain in their homes, or who have been discharged from out-of-home placement. The Living Classroom provides vocational and social skills training primarily to youth discharged from secure care settings. Additionally, opportunities for entrepreneurship are provided to some youth who have successfully completed vocational skills training.

Plans are currently underway to expand by 50 percent the slot capacity for the Baltimore City Advocacy Program.

The Department continues to participate with other agencies and the Office of Children, Youth, and Families in developing in-home service capabilities

*I start where the
last man left off.*

Thomas A. Edison

in several jurisdictions, designed to prevent out-of-home placements. These services are currently in place in nine areas: Prince George's County, Baltimore City, Garrett County, Montgomery County, and the mid-shore region which includes Caroline, Dorchester, Kent, Queen Anne's, and Talbot Counties. Expansion efforts are underway to include all other counties in the State.

- 1996 Develop a minimum of two new programs or program enhancements based on the needs identified in the previous year's assessment.
- 1997 Conduct a statewide needs assessment to determine future non-residential program needs.

 Formulate and present recommendations based upon the findings from the needs assessment.
- 1998 Implement recommendations approved by the Department.

Improve utilization and service delivery in the foster care system.

This objective is consistent with the Department's commitment to treating youth in the least restrictive environment while acknowledging the reality of limited financial resources. In FY 1993, the Department began its foster care initiative by establishing a recognizable program development entity within the Department.

The unit also began developing a new program design to improve the service delivery system to youth and the families of youth placed in foster homes. The focus of the program is to divert youth from more restrictive placements and to transition youth into family foster care in the community, or where appropriate, to foster care supported independent living.

In FY 1994, the Department began implementation of the program in Baltimore City and Western Maryland. Plans for future expansion are being developed.

The Department is also participating in the interagency Family to Family initiative with the Department of Human Resources, the Office of Children, Youth and Families, the Department of Education, and the Department of Health and Mental Hygiene. This initiative focuses on working intensively with youth and their families in a neighborhood-based foster care program.

- 1996 Conduct a formal written program evaluation to determine the effectiveness of the program.

 Present to executive staff recommendations based upon the findings of the evaluation.
- 1997 Implement recommendations approved by the Department.

*We make a living
by what we get,
but make a life by
what we give.*

Anonymous

- 1998 Conduct a formal written program re-evaluation to determine program effectiveness.

GOAL 2: Assure Quality Programming

Update inventory systems for state-owned facilities.

The process of standardizing inventory systems which was started in FY 1992 is complete. Headquarters and all facilities now have a standardized inventory management system. This standardization was accomplished by the conversion of the previously used D-Base system to a more compatible data system, which can be supported by in-house personnel. This system has been reviewed and approved by the Inventory Management Unit of the Department of General Services.

This Department's Inventory Management System is now prepared to be converted to the statewide Financial Management Information System (FMIS), which is expected to occur in FY 1996.

- 1996 Convert to FMIS.
- 1997 Conduct an assessment to determine effectiveness of FMIS and report findings with recommendations to DBFP.
- 1998 Implement any necessary changes in the system.

Improve contract administration and renewal procedures.

Assuring that the Department develops and awards contracts in accordance with COMAR regulations and in a timely manner, is the responsibility of the Procurement Services Office. A major achievement for this unit over the past few years was the procurement of contractors to operate and manage the Charles H. Hickey, Jr. School. Privatizing this historically state-operated and owned, secure committed facility was a major accomplishment for the Department. Other significant procurement undertakings have included the Victor Cullen Academy, the Boot Camp at Doncaster, and the Mount Clare House, an interagency effort serving severely emotionally disturbed youth.

An initiative of this unit in the past few years has focused on improving contract procedures and providing training to staff and private vendors to increase the efficiency of contract administration. Accomplishments to date include changing the tracking system from Lotus to Paradox to better track,

As you move forward, check each step for error. If you don't catch it, you inherit it.

Anonymous

manage, and report on contracting activities. In the area of training, programs have been developed for DJS employees with procurement responsibilities regarding RFP development and techniques in contract administration. These training programs provide basic information needed for successful procurement.

- 1996 Develop a new bid document (IFB) that is streamlined and more efficient.
- 1997 Conduct a formal survey of vendors to solicit feedback on the new bid document and the DJS procurement process in general.

Establish quarterly meetings with DJS personnel involved in the procurement process, including finance, legal, and divisional representatives, to improve communication, identify needs and problem areas, and to recommend alternative changes as needed.
- 1998 Revise solicitation document for youth programs as needed.

Expand the continuum of care for youth involved with substance abuse by refining the Department's capabilities to assess, educate, intervene, and treat youth for substance abuse issues.

In FY 1991, the Department fostered the development of a continuum of care for youth with substance abuse problems. The far end of the continuum includes three residential treatment programs, a model aftercare program, substance abuse screening for youth in detention, and alcohol and other substance abuse educational programs for youth in detention. At the front end, services include a training program for Case Managers to enable them to identify youth at intake or on probation who have substance abuse problems, referrals to the local health department for an assessment for youth who are suspected of having a substance abuse problem, and appropriate training and educational programs.

In addition to DJS programs and services, the continuum includes vendor-operated programs. Nearly all of the Department's contracts with private providers require some level of substance abuse services. For example, shelter care facilities are required to screen youth for substance abuse problems and provide the results to case managers; substance abuse counseling is required of the Doncaster Boot Camp program; and substance abuse services are mandated in all program components at the Charles H. Hickey, Jr. School. All of these services are identified within the Department's revised substance abuse policy.

Death is not the greatest loss in life. The greatest loss is what dies inside us while we live.

Norman Cousins

*We are healed of
a suffering only
by experiencing
it to the full.*

Marcel Proust

The goal to refine the Department's continuum of substance abuse services in FY 1995 included the following efforts:

- Revising the Department's Substance Abuse Policy
- Standardizing the process for evaluating alcohol and other drug abuse education programs in detention and making recommended program modifications
- Standardizing substance abuse treatment records and procedures in facilities
- Providing staff training on the implementation of the new client record procedures with special emphasis on writing client treatment plans
- Obtaining certification of the Substance Abuse Program Coordinator to train DJS staff to administer the Substance Abuse Subtle Screening Inventory (SASSI)
- Training DJS staff and some local Health Department representatives in 20 of the 24 jurisdictions in Maryland to administer the SASSI
- Obtaining certification from the Department of Health and Mental Hygiene's Office of Licensing and Certification for all DJS treatment programs

The Substance Abuse Unit continued to participate in the in-depth evaluation of two of the Department's residential treatment programs (Meadow Mountain and the Young Women's Substance Abuse Treatment Program at Cheltenham) and the intensive aftercare program (Aftercare for Continued Recovery). As of October 1994, all control and treatment subjects were identified and administered pre-tests and post-tests. The final information needed to complete the study will be the recidivism data that will be collected from ISYS, six months after the post-test.

Efforts to refine the continuum of care continue.

1996 Conduct a needs assessment to identify which jurisdiction should be targeted for enhanced aftercare services.

Provide training to at least 50 percent of all Field Services and Residential Services staff on the Department's revised Substance Abuse Policy and the impact the policy has on their job responsibilities.

By informally surveying Resource Coordinators and some field staff, assess the need for alternative living programs for youth who have completed substance abuse treatment and are in need of housing and aftercare services.

Monitor the implementation of Project Change, an African-American values clarification program, for male, African-American youth at Victor Cullen. Coordinate with a private consultant the development and begin implementation of a detailed evaluation of Project Change.

- 1997 In cooperation with the Department's Office on Grants, submit at least one proposal for grant funds to expand substance abuse aftercare services.
- 1998 Complete a needs assessment to identify the next site for a substance abuse aftercare program. This will include a review of county of residence for clients in residential substance abuse treatment programs and arrest rates for drug and alcohol offenses in each jurisdiction. In addition, information will be obtained through meetings with local Field offices and local health departments.

Accurately identify the prevalence of substance abuse among youth referred to the Department and provide programming for those youth, as well as youth involved in the sale and distribution of drugs.

During FY 1995, the Department's voluntary urine testing program was expanded at one site to include hair testing. Whereas urine testing indicated that only 5 percent of the youth tested were positive for cocaine, the hair analysis indicated that 36 percent of those youth were positive for cocaine. This data is another validation that approximately 40 percent of the youth served by the Department of Juvenile Services have a substance abuse problem.

In FY 1995, the Department was re-awarded a grant from the Governor's Drug and Alcohol Abuse Commission to implement a juvenile drug trafficking and violence intervention project. The program as described in the proposal was to be community-based and offer case management, supervision, tutoring, recreation, and referral for services. It was intended that the program would serve as an intervention vehicle to identify youth at risk of becoming involved in drug trafficking. The program required that linkages be established with the schools, that would serve as the main referral source, and with the community.

A Request for Proposals (RFP) was published twice. None of the proposals submitted contained all the core elements. After much consideration by the Department and the granting agency, it was decided to restructure the program and target the services for older youth.

It would be a great thing to understand pain in all its meanings.

Peter Mere Lathan

*If I have to, I can
do anything.
I am strong,
I am invincible,
I am woman.*

Helen Reddy

1996 Expand the voluntary urine testing program to obtain a significant sample size from the Department's facilities and contractual private programs.

Restructure the juvenile drug trafficking program for other youth. Examine pre-existing programs in Maryland that have been evaluated to determine an appropriate model for replication.

1997 Implement the restructured juvenile drug trafficking program.

1998 Evaluate the restructured juvenile drug trafficking program.

Design and implement programming which addresses the special needs of young females who come to the attention of the Department.

In 1992, Secretary Saar created a Female Population Task Force to examine the needs of young women in the juvenile justice system. In September 1992, the Task Force issued a report and made recommendations as to how the Department could provide better services to these young women. An implementation plan was formulated which provides a foundation on which a continuum of services can be built as resources become available. The undertakings of this multi-faceted, cross-divisional group are being coordinated by Program Services.

In November 1993, the Female Population Task Force issued its first annual report which outlined DJS accomplishments to date and updated its plans for future years. The accomplishments include:

- Full implementation of the Female Intervention Team (FIT) in Baltimore City. This is a specialized female caseload probation unit.
- Development of a program redesign committee to initiate a new program model for the Young Women's Facility at Cheltenham which is more sensitive to the needs and strengths of the girls than the present program model. (The program design has since been completed and implementation is underway.)
- Training provided to DJS staff by the Maryland Infants and Toddlers Program in regard to pregnant teens and teen mothers.
- Formation of a 501 C3 Volunteer Auxiliary for the Cheltenham Young Women's Facility and finding a corporate sponsor for the auxiliary.

- Development of a Sensitivity to Sex Abuse Survivors training to be given to all DJS field and institutional staff.
- Implementation of a ten-week parenting skills curriculum for both boys and girls in DJS committed facilities.
- Improvement in program and physical plant for the Young Women's Facility which included the following: buildings were renovated and redecorated; a Girl Scout Troop was established; a special education teacher was added; health services were strengthened.

DJS continues to be pro-active and creative in pursuing female-specific issues and programming. A major accomplishment this past year was the development of a new model program for committed young women, which is being implemented at CYWF. Also, on October 14, 1994 a Female Population Roundtable was held for 200 DJS staff, statewide. The conference served to provide awareness training to DJS staff and to encourage the development of gender-specific initiatives throughout the state.

To further promote the cause of female offenders, the Department has begun networking with other agencies throughout the country. Three members of the task force serve on the National Girls Caucus. The purpose of this organization is to promote services to young women in the juvenile justice system.

Steps to continue with this initiative over the next three years include the following:

- 1996 Complete "Sensitivity to Sexual Abuse Survivors" training for 800 DJS staff in Field and Residential Services.

Coordinate with Capital Planning the design of the new committed facility for young women.

Network with a minimum of four state agencies to begin coalition-building on gender-specific issues.
- 1997 Hold a statewide conference for young women-at-risk in conjunction with other organizations.

Work with DJS staff to implement at least four of the local initiatives suggested at the Roundtable.
- 1998 Assess services and service delivery to young women and decide whether the Female Population Task Force should continue, or prepare a final report and conclude.

*To love what you
do and feel that it
matters - how
could anything be
more fun?*

Katherine Graham

*Sorrows come to
stretch out spaces
in the heart for
joy.*

Edwin Markham

*Habit is habit,
and not to be
flung out of the
window, but
coaxed down-
stairs a step at a
time.*

Mark Twain

Expand and enhance the monitoring standards for residential and non-residential programs and services making more effective use of Monitoring Unit information.

In FY 1993, the Department developed a new monitoring system and protocol which was implemented in FY 1994. The new protocol is designed to be responsive to the Department's demands to ensure that services and programs are in compliance with contract provisions and regulations. New monitoring tools were developed and new report formats were established.

The Program Monitoring Unit has been very productive since the new protocol was installed. In FY 1994, the unit was able to expand its monitoring activities to include eight residential programs that are licensed by another agency but used heavily for DJS youth for a total of 88 programs monitored. In May of 1994, an intensive two-week program audit was conducted of the Charles H. Hickey, Jr. School with all program monitoring staff involved. The monitoring protocol and report was evaluated by outside consultants and found to be excellent. In FY 1994, the Program Monitoring Unit completed 444 monitoring visits, 19 full program audits (plus the Hickey audit), and 468 incident follow-ups.

To perform the duties and responsibilities associated with monitoring, the Program Monitoring Unit gathers large amounts of data about programs. In addition, monitoring activities generate much documentation and report writing. In order to make more effective use of all of this information and documentation, the decision was made to automate the unit and computerize much of the data collected. Initial steps in the process include purchasing equipment and training staff in the use of the computerized system.

1996 Automate report forms.

Develop linkages with other Program Services data networks.

1997 Review new data system and make changes as needed.

Begin review of protocol and identify changes necessary to move from a compliance model to a quality assurance model.

1998 Modify if necessary.

Improve the quality of services in foster homes.

This is a new initiative resulting from the restructuring of the foster care system which took place in FY 1994. The restructuring has enhanced the quality of foster homes through improved training for foster parents, teamwork with foster parents, and increased support and contact with foster parents. This initiative provides more of a focus upon quality assurance by creating a system of monitoring and evaluation that has meaningful outcomes. The system will address the criteria

and tools used for the selection of a foster parent, the criteria and tools used for the evaluation of an existing foster home, and the protocol for evaluation and monitoring. Existing tools have been reviewed and the first draft of a foster parent applicant evaluation form has been completed. Also, some policies dealing with issues of non-compliance have been included in a foster care manual.

- 1996 Redesign the monitoring instrument for foster homes.

 Develop a written protocol to be included in the *Foster Care Initiative Program Design* manual.
- 1997 Conduct at least one formal monitoring visit for all foster homes.
- 1998 Re-evaluate the monitoring instrument and protocol and make revisions, accordingly.

*The human
heart has hidden
treasures,
In secret kept, in
silence sealed.*

Charlotte Brontë

GOAL 3: Maximize the Use of Existing Resources

Upgrade the information system to assist in case management, reduce the paperwork burden, and increase efficiency.

The Department's current information system provides adequate data storage and on-screen recall. However, it is of limited usefulness in routine case management or service delivery reporting. Developing tracking systems to more effectively serve the needs of the Department is a priority. Enhancements to the system will improve case management efficiency, reduce paperwork through the automatic generation of routine forms and reports, and provide more effective communication linkages among staff.

Accomplishments to date include the development of a restitution tracking system and computer program for contract tracking. A local area network (LAN) has been established and plans are underway to convert ISYS to DB2, a relational software.

The goal of LAN is to enhance communication by linking personal computers and allowing files and programmed applications to be used by multiple computers. This includes Electronic Mail, which permits messages to be sent between linked computers.

DB2 allows data tables to be linked together even though they may contain disparate information. For example, a youth record containing address and related information can be linked to a listing of the youth's offense history or placement history. DB2 is becoming the standard for mainframe database management in Maryland.

Customer complaints are the schoolbooks from which we learn.

Anonymous

A major undertaking is the contractual agreement with the University of Maryland's Human-Computer Interaction Laboratory to evaluate the current configuration of ISYS. The initial assessment process will include: on-site visits by the laboratory's interface development team for user interviews; real-time data entry and retrieval (under DJS supervision) by members of the development team while visiting field offices and residential facilities; and, the administration of a survey titled, "Questionnaire for User Interaction Satisfaction," to a sample user population identified by the Department's Research and Policy Unit.

These activities represent an important first step in the process of making ISYS a meaningful and productive tool at all levels within the Department. Biannually, the Information Services Unit will conduct computer needs assessments throughout the Department. Based on these assessments, priorities will be established for ongoing automation. Other efforts will continue as noted.

- 1996 Implement Wide Area Network (WAN) linking pilot field/facility sites with Headquarters LAN.
- 1997 Complete conversion of ISYS.
- 1998 Conduct a customer survey to determine staff satisfaction with the new ISYS system.

Reduce out-of-state placements by establishing in-state programs.

To provide appropriate treatment services to troubled youth, it has often been necessary to send them to facilities outside the State. This separation of youth from family is costly, not only in dollars, but in emotional and social ramifications to the youth and family. There is a need to develop services which facilitate family reunification and keep treatment dollars in Maryland.

Examination of the out-of-state placement population reveals that youth being placed in out-of-state facilities present multiple problems, often involving serious emotional disturbance, extremely aggressive behaviors, and offense histories (particularly sex offenses and arson), which made placement in state programs difficult. In FY 1993, the Department participated with the Office of Children, Youth, and Families (OCYF) and other agencies in the development of a plan mandated by Senate Bill 588, which calls for the return of all youth in out-of-state placements by 1997.

Many efforts towards this end have been initiated including the Department's active participation on the Local Governing Boards established by OCYF. The purpose of the local governing boards is three-fold:

- to return youth from out-of state placements;
- to divert youth from out-of-state placements; and
- to keep youth in their own homes.

Programs for sex offenders have been established at two residential treatment centers in Maryland. Negotiations with DHR are ongoing regarding a facility for seriously emotionally deprived youth.

Over the next three years, the Department will continue to develop in-state alternatives to sending youth to an out-of-state program.

- 1996 Evaluate the impact of the development of in-state placements on out-of-state placement rates and conduct a cost analysis.
- 1997 Fully participate in the return of youth from out-of-state facilities in accordance with SB 588 to reduce this population by at least 50 percent.
- 1998 Continue to divert youth from out-of-state facilities.

Explore and exploit alternative funding opportunities through federal entitlement.

The Department is committed to accessing sources of alternative funding which will support the continued operation of existing programs, contribute to the development of new programs, and assist the Department in providing quality care to youth. Title IV-E, Title IV-A, and Title XIX programs potentially present an opportunity for the Department to achieve these objectives. The Department is expanding its federal funding participation by implementing a Title IV-A Program: Emergency Services for Families and Children.

Because these programs historically have focused on child welfare populations, juvenile services agencies have only recently exploited these opportunities. The Department is pursuing a variety of potential funding opportunities through these federal programs with few precedents to follow.

Three years ago both the Department of Human Services (DHR) and DJS revised their Title IV-E programs. As a result, the Department established a small unit to be responsible for implementing Title IV-E, statewide. Memoranda of Understanding were developed with DHR, the single state agency for Title IV-E funding, which authorized DJS to participate in this program.

The Department added procedures to field offices protocols to ensure compliance with Title IV-E regulations. An administrative review process for all

*It is the
commonest of
mistakes to
consider that the
limit of our
power of
perception is also
the limit of all
there is to
perceive.*

C. W. Leadbetter

Winners can tell you where they are going, what they plan to do along the way and who will be sharing the adventure with them.

Denis Waitley

youth in placement was established through the Placement Unit to ensure Title IV-B compliance. New legislation was passed to include required legal language in court orders for Title IV-E eligibility.

The Department took a giant step forward with the development of a cost allocation plan which formed the basis for claiming a portion of administrative and case management costs incurred by the Department in implementing Title IV-E. In addition, the Department implemented a random moments time study to capture case manager activities claimable under Title IV-E. An automated tracking system has recently been implemented in order to maintain control of the various activities associated with Title IV-E.

During FY 1994, the Department began to explore with the Department of Health and Mental Hygiene (DHMH) the applicability of Title XIX Medicaid eligibility to the juvenile population. Several recommendations were made to pursue this entitlement. As a result of efforts in this area, the Department was successful in having DHMH recognize youth at the privately operated Charles H. Hickey, Jr. School and the Victor Cullen Academy as eligible for medical assistance cards. The Department anticipates a reduction in program costs as the result of reimbursements attained through Medicaid for the medical costs of the youth in these programs.

The Department has also participated in an extensive interagency effort to establish a Residential Treatment Center (RTC) waiver which would allow for Medicaid reimbursement for non-residential services for the emotionally disturbed youth who otherwise would be in residential treatment centers.

In addition, the Department with the cooperation of DHMH has sought a Certificate of Need (CON) for the Sex Offender Treatment Program at the Hickey School. When granted, the CON would make the entire program eligible for Medicaid reimbursement and again return funds to the Department for most of the program's operating cost.

1996 Assess the effectiveness of the training process used to orientate and instruct Field Services staff regarding Title IV-E by monitoring relevant case record documentation and time study participation.

Develop independent living initiatives for submission to DHR for inclusion in its independent living grant which is funded through Title IV-E.

1997 Form a committee to review the Department's independent living programs and services to determine if they meet the needs of youth, and prepare a report on the findings with recommendations for enhancements or new initiatives.

1998 Re-evaluate the Department's implementation of Title IV-A. Prepare a summary report of findings and recommendations.

Maximize the capacity of the Department to access and successfully secure all potential sources of funding sufficient to enhance the provision of comprehensive services to the youth of Maryland.

When this initiative was initially proposed, it included Title XIX Medicaid funding reimbursement. Since entitlement programs are addressed in the previous initiative, the focus is solely dedicated to grant funding opportunities. Some changes in steps reflect this concentrated effort.

The Department has successfully sought grants which have provided varied program opportunities including: educational enhancements for special education, school breakfast programs, residential and non-residential drug abuse treatment programs, an intensified community detention program, an intensive advocacy program for families with multi-generational contact with DJS, summer initiatives, and victim assistance services. These grants total \$4.1 million of additional funds for FY 1995.

In the coming years, this office will be aggressively pursuing funding opportunities created by the "Violent Crime Control and Law Enforcement Act of 1994." Several program concepts will be developed by teams facilitated by the Grants Administrator to ensure that the Department is ready and capable of submitting quality grant applications.

To further develop a network of grant information and contacts, the Department has joined several state agencies to pilot a project with the Maryland Office of Planning to identify, coordinate, and maximize federal grant opportunities. Through the Federal Grant Information System (FGIS), the Department can access multiple sources of information from federal sources via a computer network and modem.

1996 Establish a comprehensive, automated grants administration information system, which tracks current programmatic and fiscal data.

Pursue funding opportunities via the "Violent Crime Control and Law Enforcement Act of 1994"; submit two grants linked to the provisions of the Crime Bill.

Develop three concept papers that support the priorities for programs and services established by the Department.

1997 Expand funding base by establishing relationships between the Department and at least two foundations and/or corporate endowments.

Submit two additional grants associated with the Crime Bill.

1998 Determine the success of grants development activities by assessing the increased level of external funding sources and dollar amounts as compared to FY 1995, FY 1996 and FY 1997.

*He that lives
upon hope will
die fasting.*

Benjamin Franklin

Re-evaluate priorities of the Department and develop three concept papers to support these priorities.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

Issue an employee handbook.

The Office of Personnel Management implemented a customer service practice in FY 1992 in order to become more responsive to the needs and requirements of the Department's employees. The *Employee Handbook* is an extension of these efforts to keep employees informed and to improve morale. The handbook has been completed and was originally scheduled for distribution in FY 1995. Meanwhile, the Department of Personnel (DOP) developed a personnel manual which is to be distributed to all state employees. The *DJS Employee Handbook* will be incorporated into the DOP manual and distributed in FY 1996.

- | | |
|------|--|
| 1996 | Distribute the <i>Employee Handbook</i> to all DJS employees statewide and develop criteria for revisions. |
| 1997 | Review the handbook annually and make necessary revisions and updates. |
| 1998 | Review the handbook annually and make necessary revisions and updates. |

Improve training programs for all staff.

Providing quality service in the context of a strained budget demands enhancing the skills of the Department's most valued resource – the employees. This initiative was developed to emphasize the need for training. At the time it was proposed, training was decentralized and so the initiative focused on Administrative/Program Services staff. Since the move back to centralization, the initiative has been appropriately changed to apply to all staff.

Recent efforts to enhance training included the identification of divisional needs and the development of training curricula to address those needs. Specifically, pre-service training was re-designed to better prepare staff for their responsibilities. In addition, in order to maintain an accurate account of staff training, a computerized system was developed and implemented. All staff training records are being entered into the system, which should be completed by the end of FY 1995.

*Stay at home in
your mind. Don't
recite other
people's opinions.
I hate quotations.
Tell me what you
know.*

Emerson

Identifying and developing new training programs based on DJS priorities and initiatives continues to be a priority. Another priority is ongoing assessment of the programs to determine effectiveness and relevance. The Training Unit will continue to identify needs, develop and implement training programs, and assess program effectiveness over the next three years.

- 1996 Develop four new training programs to address the specialized training needs assessed for each division.

Develop and issue to all DJS employees a course catalog and resource manual.

Monitor 100 percent of all DJS employee training records to promote quality assurance.

- 1997 Implement a minimum of six new training programs.

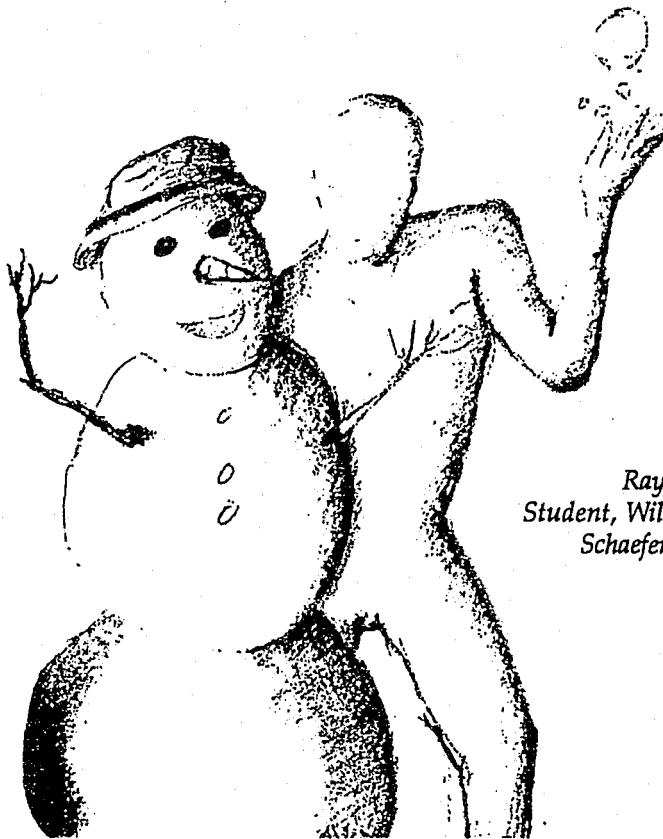
Evaluate each program for content, quality, and presentation through written forms and observation.

Determine program modifications, additions, and deletions based on the evaluations.

- 1998 Conduct a formal assessment of all DJS training curricula to determine appropriateness and effectiveness.

By virtue of being born to humanity, every human being has a right to the development and fulfillment of his potentialities as a human being.

Ashley Montagu



*Ray D.
Student, William Donald
Schaefer House*

SUMMARY

The Maryland juvenile justice system has had a long and varied history, dating back to 1830 when the legislature passed "An Act to Establish a House of Refuge for Juvenile Delinquents." In 1943, the State Department of Public Welfare took over authority for public and private institutions providing for the care, custody, and control of dependent, delinquent, abandoned, and neglected children. During the 1960's, Juvenile Services became part of the State's Department of Health and Mental Hygiene. In 1987, it was granted status as an independent agency and in 1989 the organization was restructured as a principal Department in the Governor's Cabinet.

The Department of Juvenile Service's legal authority and enabling power is provided by the Annotated Code of Maryland which charges the Department with the responsibility of providing care and treatment services to youth in certain legal statuses: delinquent, CINS (Child in Need of Supervision), and pre-delinquent youth. The majority of youth referred to the Department are charged with a delinquent act. In Fiscal Year 1994, 50,178 cases or complaints were referred to the Department, 89 percent of which involved delinquent acts.

Throughout its history, the Department of Juvenile Services has undergone numerous changes both philosophically and administratively. DJS has evolved from a system that primarily provided custodial care to a comprehensive service delivery system which provides a wide range of programs and services to address the multiple and diverse problems of the client population.

In September 1991, Mary Ann Saar was appointed Secretary for the Department. Challenges facing the new Secretary included increases in the client population far greater than projected, strained fiscal resources, and a disheartened organization. Responding to the challenges, immediate action was taken to downsize the administration from five to four divisions in January 1992 and again to three divisions in September 1992. Furthermore, to guide the Department in its development, the new Secretary established four major goals consistent with the Department's legal mandate and stated mission. The four goals are:

- Promote stability and relatedness in the client population
- Assure quality programming
- Maximize the use of existing resources
- Recognize employees as the Department's most valued resource

Leadership is the courage to admit mistakes, the vision to welcome change, the enthusiasm to motivate others and the confidence to stay out of step when everyone else is marching to the wrong tune.

E. M. Estes

*We have forty
million reasons...
but not a single
excuse.*

Rudyard Kipling

The Office of the Secretary and the three divisions developed initiatives relating to these four Departmental goals and a plan outlining the goals, initiatives, and specific time lines was developed for FY 1992 to FY 1994. The plan, *Our Youth...Maryland's Future* has been updated annually ever since.

There have been many accomplishments since the plan was first published in February 1992. Notable accomplishments include:

- Continuum of Services, which facilitates identification of service needs
- Female Offender Task Force, which is charged with identifying female issues and needs, and developing gender-specific programs and services
- Development of detention alternatives, and the proposal of a state-of-the-art detention facility
- Development of specialized programs for serious offenders such as the Doncaster Boot Camp, Hickey Sex Offender Program and Victor Cullen Academy
- Active involvement in various liaison groups to promote an integrated service delivery system for Maryland's youth
- Enhanced educational curriculum in facilities which includes multi-cultural programming and parenting-skills training
- Access to alternative funding through federal entitlement programs, grants, and partnerships
- Youth arts program and youth awards program
- Introduction of Total Quality Management in the work place.

In addition to accomplishments, the plan features the continuing efforts of the Department to meet the serious challenges ever present in the field of juvenile justice. Initiatives are proposed to address topics such as detention reform; female-offender programming; augmenting the continuum of services; outcome-based measures including recidivism reporting and program evaluation; alternative funding alternatives; DJS operations regarding risk management, equal employment and procurement; the information infrastructure; and staff training and development.

All of these initiatives are couched in a work environment which emphasizes customer service, team spirit, and the quest for excellence. This pursuit of quality will continue to guide the Department of Juvenile Services in fulfilling its mission ... to provide individualized care and treatment to juveniles while protecting public safety.



Ray D.
Student, William Donald
Schaefer House

*A conclusion is
the place where
you got tired of
thinking.*

Martin H. Fischer