

Our Youth... Maryland's Future

Three Year Plan FY 1995 - FY 1997



149531

William Donald Schaefer
Governor

Maryland Department of Juvenile Services
Mary Ann Saar
Secretary
February 1, 1994

Our Youth... Maryland's Future

Three Year Plan FY 1995 - FY 1997



149531

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Maryland Department of
Juvenile Services,

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

**William Donald Schaefer
Governor**

**Maryland Department of Juvenile Services
Mary Ann Saar
Secretary
February 1, 1994**



STATE OF MARYLAND
William Donald Schaefer
Governor
Mary Ann Saar
Secretary

February 1, 1994

Dear Members of the General Assembly:

The following pages describe how the Department of Juvenile Services intends to serve Maryland's troubled youth in the next three years.

This past year, the Department of Juvenile Services continued its process of streamlining services for Maryland's troubled youth. As with all State agencies, we are striving to serve our population in a more efficient, effective manner.

I am pleased to say that many of the initiatives proposed in last year's Three Year Plan have been implemented and are working well. We have established art programs in several facilities, and our mentoring program was begun and continues to grow. A major effort this past year was soliciting a new vendor for the Charles H. Hickey, Jr. School, and working with the new vendor to establish new programming at Hickey.

The Maryland Department of Juvenile Services continues to be on the forefront of innovative programming for juvenile offenders, and I am hopeful that the new programs introduced in this Three Year Plan will be as successful as programs previously launched. Some of our plans for the next three years include:

- Expanding and refining programs for young women
- Developing a Juvenile Justice Center in Baltimore City
- Establishing a system to obtain parental financial support
- Enhancing operations through Total Quality Management
- Implementing day treatment programming
- Developing and expanding community education programs

As has been the trend since I became Secretary at DJS, I am continuing to reduce management-level staff in order to expand direct care services for our youth. At the same time, I have restructured and enhanced training for staff to better support the Department's most valuable asset -- its employees.

The following pages reflect an even more refined and focused plan for the future of the Department of Juvenile Services. This Three Year Plan also reflects our vision of what we feel is important, because Maryland's youth are Maryland's future.

Sincerely,

Mary Ann Saar
Secretary

Executive Summary

Our Youth...Maryland's Future

Department of Juvenile Services

Three Year Plan

FY 1995 - FY 1997

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

The Department'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** - 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.

History

In the past 27 years, 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 evolved from an administration within the Department of Health and Mental Hygiene, into an independent agency in 1987, and 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 between Divisions to enhance quality 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. Coinciding with this organizational change and based on the recommendation of the Legislature, titles for the Division heads were changed from Assistant Secretary to Executive Director.

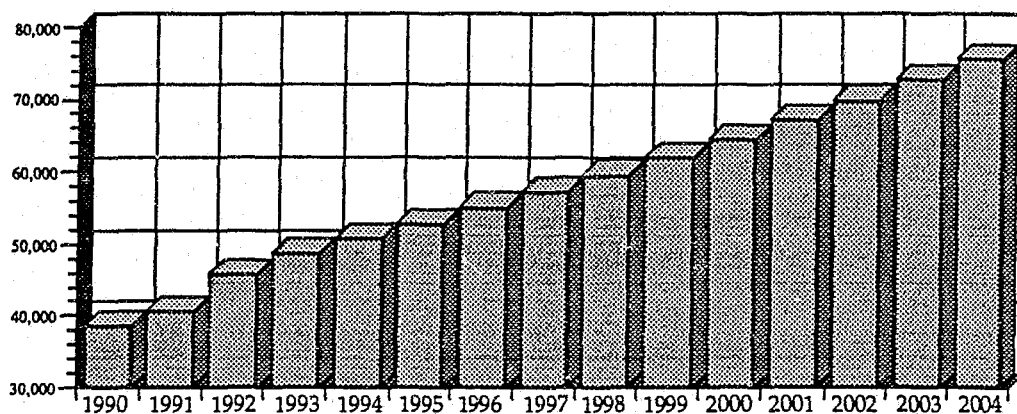
The organizational and administrative changes have been paralleled by changes in the delivery of services. Juvenile Services has evolved from a system which primarily provided custodial care to a comprehensive service delivery system which provides for a range of programs and services designed to address the needs of the diverse population served. This comprehensive delivery system includes services ranging from front-end intervention services, such as prevention and diversion, to the most restrictive type of care, secure commitment.

Projections and Budget

Between FY 1990 and FY 1993, the Department's intake cases increased an average rate of 8.2%. In fiscal year 1993, of the 48,895 complaints received by the Department, approximately 91% involved delinquent acts. Consistent with these recent trends, the Department anticipates that the number of intake cases will continue to increase over the next three years.

Intake History and Projections for At Risk Population

<u>FY</u>	<u>Intake</u>
1990	38,704
1991	40,646
1992	45,824
1993	48,895
1994	50,761
1995	52,920
1996	55,186
1997	57,385
1998	59,669
1999	62,096
2000	64,574
2001	67,257
2002	69,971
2003	72,814
2004	75,794



The surge in intake cases over the past few years was accompanied by severe financial cuts. In one year alone, between FY 1991 and FY 1992, the Department sustained a budget reduction of 9.1 million dollars. A reduction of this magnitude coupled by increased demands in both the numbers and complexity of cases entering the system, required concentrated and creative management and operations. With fewer dollars available to serve greater numbers of youth, the Department reorganized, cutting administrative costs to a minimum in order to preserve service delivery.

The total allowance for FY 1995 is 107.8 million dollars. Approximately 90 percent of this budget will be dedicated to direct care services.

LOOKING FORWARD

Creative programming continues to be a priority for the Department as we continue to build a comprehensive continuum of services replete with a range of rich and varied services which meet the complex and multiple needs of today's troubled youth. This past year, the Department undertook a major effort to redesign our service delivery system resulting in the development of the Continuum of Services in August 1993. We are now proceeding with the even greater task of filling in the service gaps in the continuum. Great strides in this area have been undertaken and the Department is now structuring more intensive, individual, community-based programs for difficult youth, which provide outreach, advocacy, counseling and case management services to both the youth and their families.

Other major accomplishments include advancements in the area of providing treatment services to female offenders. The Female Population Task Force, which was convened in April 1992, published its first annual report in November 1993. The report outlines accomplishments to date including: 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.

In education, DJS has also moved forward. A unified curriculum was developed for youth in DJS committed programs and a more concrete curriculum was implemented in detention facilities. Additionally, a multi-cultural component has been incorporated into the educational curriculums. Another major accomplishment in the area of education is the execution of an agreement between DJS and all local educational agencies (LEAs) to provide educational information on youth within a seven day period. This facilitates smooth transitioning of the youth into an appropriate educational level.

The Department looks forward to meeting challenges associated with providing services to troubled youth. Some major endeavors highlighted in 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 easy identification of service gaps. Identified service needs are being pursued as follows:

- Boot Camp
- Structured Shelter Care for Baltimore City
- 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. Therefore, steps are being taken to meet those needs through collaborative efforts and external funding sources. DJS is participating in the East Baltimore Mental Health Partnership, a grant administered through the Johns Hopkins Hospital, the goal of which is to design and implement a comprehensive system of services for 600 children and adolescents living in East Baltimore.

DJS is also actively involved in an inter-agency team of police, prosecutors, Department of Human Resources (DHR), Mental Health Administration (MHA), The Judiciary, Governor's Office and the Juvenile Justice Advisory Council (JJAC) 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.

A third major initiative is the Juvenile Forensic Task Force. This is an alliance between DJS and MHA to examine the feasibility and desirability of collaborating to develop residential services for seriously emotionally disturbed youth.

Female Offenders

Efforts by the Department have been undertaken in the past year to define the special needs of the population and to develop programs which will meet those needs. Future planning projects include:

- Implementation of a new program model at the Cheltenham Young Women's Facility.
- Establishment of two beds for pregnant teens at the Thomas J. S. Waxter Children's Center.
- Implementation of "Sensitivity to Sex Abuse Survivors" Training.
- Development of an auxiliary with 501 C3 status for the FIT unit in Baltimore City.
- Development of a shelter bed facility for young women in Baltimore City.

Detention Reform

Growing 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 the Department to aggressively tackle detention issues. Accomplishments to date include: expansion and enhancement of Community Detention to target high risk youth; access to Crossroads, a day time report center for youth who would otherwise be in secure detention; and the establishment of a detention reform committee with representatives from DJS and the Baltimore City Court system to address issues such as delays in court processing time. A major focus for the committee is the proposed development of a Juvenile Justice Center for Baltimore City which would house in one building all related operations, including centralized intake, all Court related services and a secure detention facility.

Juvenile Justice System Integration

In addition to the Juvenile Justice Advisory Board, the Department is involved in serious undertakings to integrate the juvenile justice system. Through active involvement in various councils, Juvenile Services 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. Expansion efforts are underway to involve policing entities statewide in these efforts. 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)

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 and the construction of additional youth centers. A major project included in this year's plan is the proposed construction of a Juvenile Justice Center for Baltimore City, which is highlighted below.

Juvenile Justice Center

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 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.

Program Outcome Evaluation

The quality and effectiveness of programming is critical to the Department's ability to treat its youthful offender population. In order to determine program effectiveness and impact, evaluation is essential. Some efforts in this area include:

- Evaluation of Youth Placement Alternatives: A pilot project, which is being conducted by the University of Maryland, to document the characteristics of DJS' most chronic and serious population; document the quantity and quality of residential and aftercare services; and assess the effects of alternative services.

- **Recidivism Reporting:** an important measure of program effectiveness which also facilitates maximization of the Department's expenditures/budget. Recidivism reporting formats for all programs have been designed and pilot reports have been completed. Efforts to enhance recidivism capabilities will be pursued over the next three years.
- **Juvenile Sex Offender Project:** a cooperative effort with the Office of Juvenile Justice Delinquency Prevention/National Council on Crime and Delinquency, which will provide an in-depth assessment of system processing and functioning for the handling of juvenile sex offenders in Baltimore City and Anne Arundel County.
- Other DJS programs are being evaluated or are targeted for evaluation.

Grants Development and Title IV-E

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. This includes grant development and federal entitlement programs, such as Title IV-E and Title XIX. In FY 1993, Title IV-E efforts attained for the Department more than one million dollars through federal financial participation. This plan highlights the Department's activities associated with grants development and federal financial participation programs.

Child Support Collection

Via a cooperative agreement with the Child Support Enforcement Administration of the Department of Human Resources (DHR), DJS is in the process of establishing a system to obtain parental financial support of youth placed in DJS facilities or purchase of care placements. The proposed system will allow DJS to refer parental support cases to the Child Support Enforcement Administration, who will in turn seek court orders for support, handle collection and dunning, and forward the collected funds to DJS. A tentative agreement between DJS and Child Support Enforcement was reached in October 1993, and finalization of the agreement is being pursued.

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. Based on the recommendations of the committee, the Department will now be working with other agencies to implement a fingerprint-based identification system. 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.

Total Quality Management

Total Quality Management (TQM) was initially introduced to the Department in March 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 TQM 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.

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 statements. Our actions today regarding the treatment of youth, greatly impact Maryland's future.

To provide direction and assistance in fulfilling its mission, the Department 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 working 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.

Several accomplishments have been achieved since these goals were established two years ago, and efforts continue as noted in this plan update. With the continued support of Governor William Donald Schaefer and the Legislature, the Department looks forward to furthering its mission to serve *Our Youth...Maryland's Future*.

Table of Contents

Overview	1
Organizational Design	23
Field Services	45
Residential Services	63
Administrative/Program Services	85
Summary	109

List of Tables

Table 1: Population Projections for 11 - 17 Year Old Age Group	8
Table 2: Intake Projections for FY 1990 through 2004	8
Table 3: Service Inventory	12
Table 4: FY 1994 Budget Allowance and Projected Intake Cases by Area	50

List of Figures

Figure 1: Population History and Projections for At Risk Population	8
Figure 2: Intake History and Projections for At Risk Population	8
Figure 3: Percentage of Budget Allocated to Administrative Costs and Direct Care Costs	9
Figure 4: Three Year Plan Initiatives	20
Figure 5: DJS Organization Design	26
Figure 6: DJS Organizational Structure	27
Figure 7: Capital Improvements Schedule	29
Figure 8: Field Service Area Map	50
Figure 9: DJS Operated Residential Facilities and Programs	70
Figure 9A: DJS Operated Residential Facilities and Programs (Continued)	71

Overview

Life means to have something definite to do - a mission to fulfill - and in the measure in which we avoid setting our life to something, we make it empty. Human life by its very nature, has to be dedicated to something.

Jose Ortega y Gasset

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

The Department'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** - 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 Social Services (DSS) initially receives CINA complaints for processing. (See Courts and Judicial Proceedings Article, Section 3-810.) In addition, DSS can now authorize shelter care for this population where previously, only DJS exercised this authority. (Courts and Judicial Proceedings Article, Section 3-815)

The large majority of the youth referred to Juvenile Services have been charged with a delinquent act. In fiscal year (FY) 1993, of the 48,895 complaints received by the Department, approximately 91% involved delinquent acts.

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 1993, police complaints accounted for 91% of the total complaints received.

I always turn to the sports page first. The sports page records people's accomplishments; the front page has nothing but man's failures.

Earl Warren

*Paralyze
resistance with
persistence.*

Edward R. Murrow

Juvenile complaints, or cases, are received and 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 1993, only 41 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

*The only thing
new in the world
is the history you
don't know.*

Harry S. Truman

In the past 27 years, 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 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 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. Coinciding with this organizational change, and based on the recommendation of the Legislature, titles for the Division heads were changed from Assistant Secretary to Executive Director.

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. Juvenile Services has evolved from a system which primarily provided custodial care to a comprehensive service delivery system, which provides for a range of programs and services designed to address the needs of a diverse population. This comprehensive delivery system includes services ranging from front-end intervention services, such as prevention and diversion, to the most restrictive type of care, secure commitment.

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 Center, respectively.

Through mutual agreement, the Department terminated the contract with the original vendor selected to operate the Charles H. Hickey, Jr. School. In May 1993, the operation of the school was contracted to a new vendor as a result of competitive procurement. 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.

Constants aren't.

John Peers

*First keep the
peace within
yourself, then
you can also
bring peace to
others.*

Thomas a' Kempis

Projections and Budget

Between FY 1990 and FY 1993, the Department's intake increased an average rate of 8.2%. 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 (youth between the ages of 11 and 17) over the next three years. Population projections provided by the Maryland Office of Planning were combined with actual intake data to determine the number of intake cases expected.

Population History and Projections for At Risk Population

11-17 Year Old

FY	Population
1990	391,849
1991	403,651
1992	414,815
1993	428,321
1994	442,493
1995	455,447
1996	468,913
1997	479,727
1998	490,484
1999	502,140
2000	512,954
2001	525,555
2002	536,790
2003	548,277
2004	560,010

Table 1

Population History and Projections
for At Risk Population

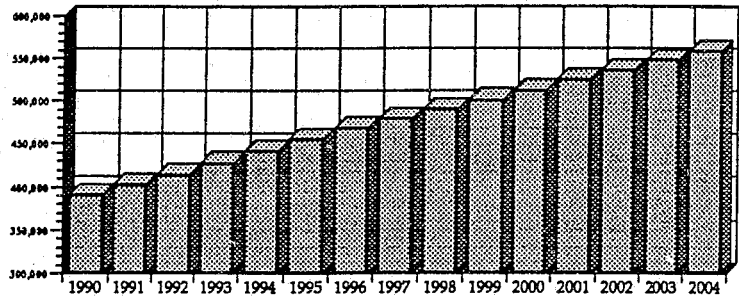


Figure 1

Intake History and Projections for At Risk Population

FY	Intake
1990	38,704
1991	40,646
1992	45,824
1993	48,895
1994	50,761
1995	52,920
1996	55,186
1997	57,385
1998	59,669
1999	62,096
2000	64,574
2001	67,257
2002	69,971
2003	72,814
2004	75,794

Table 2

Intake History and Projections
for At Risk Population

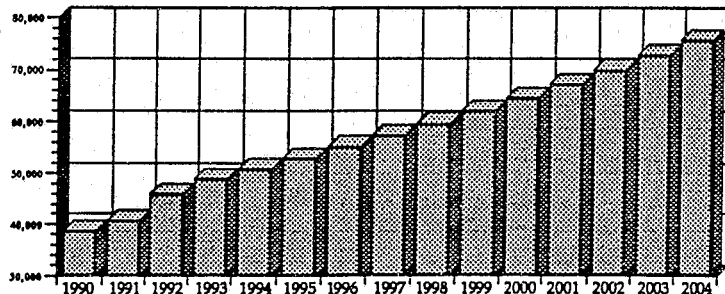


Figure 2

*Too many people
don't care what
happens so long
as it doesn't
happen to them.*

*William Howard
Taft*

The surge in intake cases over the past few years was accompanied by severe financial cuts. In one year alone, between FY 1991 and FY 1992, the Department sustained a budget reduction of 9.1 million dollars. A reduction of this magnitude, coupled by increased demands in both the numbers and complexity of cases entering the system, required concentrated and creative management and operations.

With fewer dollars available to serve greater numbers of youth, the Department reorganized, cutting administrative costs to a minimum in order to preserve service delivery. In FY 1992, 84% of the budget was dedicated to direct care costs with the remaining 16% going to administrative costs. In FY 1995 approximately 90% of the total budget will be dedicated to direct care costs. (Figure 3)

The Department's work has not gone unnoticed. Working with the Governor and Legislature and private funding sources, the Department's financial support is being brought into line with the service system it supports. In FY 1993, the actual dollar amount was \$96.1 million. Although this was an increase of more than five million dollars from the FY 1992 actual dollar amount, it is still less than the FY 1991 total budget of \$99.7 million. The budget allowance for FY 1995 is \$107.8 million. This increase will help bring the Department's budget in line with service needs of the increased population.

Percentage of Budget Allocated to Administrative Costs and Direct Care Costs

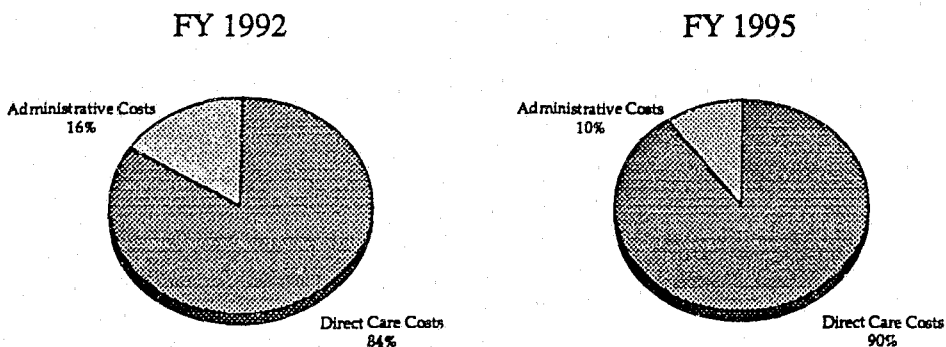


Figure 3

*What is to give
light must endure
burning.*

Viktor Frankl

*Let us train our
minds to desire
what the situation
demands.*

Seneca

*I hope the day
will never come
when the American
nation will be
the champion of
the status-quo.*

John Foster Dulles

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 currently in progress. 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 3) Access to these services occurs via the Intake Standards and the DJS Classification System.

*I am absorbed in the wonder of earth and the life
upon it.*

Pearl S. Buck

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 1993 and FY 1995. In reviewing the Service Inventory, please note the following:

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

For FY 1993, the actual budget and actual number of youth served are provided. Budget figures for FY 1995 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 Service Bureaus.

Field Service Operations refers to all functions carried out in the six Areas of Field Services 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.

*The price of
greatness is
responsibility.*

*Sir Winston
Churchill*

SERVICE INVENTORY

SERVICE CATEGORY	FY 1993 ACTUAL DOLLARS	FY 1993 ACTUAL No. SERVED	FY 1995 ALLOWANCE	FY 1995 PROJECTED No. SERVED	COMMENTS
Core Services	\$ 22,914,600	78,259 yr.	\$24,412,085	83,005 yr.	
Youth Service Bureaus	1,775,617	19,302	2,043,249	20,000	Includes Gen. Fund. & Fed. Funds for a Juvenile Drug Trafficking Project.
Prevention Services	381,598	8,760	989,040 *	8,760	
Diversion Programs	1,215,945	1,302	1,379,464	1,325	Total Intake complaints/cases rec'd. Services include intake, probation, aftercare and community services.
Field Service Operations	19,541,440	48,895 *	20,000,332	52,920	
Enhanced Services	\$ 6,370,380	702 ADP	\$ 8,382,597	696 ADP	
Comm. Det./Electronic Monitoring	1,115,617	203	1,169,413 *	210	Includes \$110,593 add'l funds for JJAC grant.
Non-Residential Contractual	2,262,994	499	3,278,608	486	
Non-Residential Purchase of Care	162,235	N/A	178,905	N/A	Includes \$20,000 to support "Capaign For Our Children" & Casey Project.
Evaluation Services	208,718	N/A	250,000	N/A	
Services Reform Initiative	104,000	N/A	230,521 *	N/A	
Substance Abuse Services *	291,164	N/A	1,017,715 *	N/A	Includes POC substance abuse service, Project Change and Training: Juv. Coalition.
Program Enhancements *	2,225,652	N/A	2,257,435	N/A	Includes Volunteer, Health, Education and Transportation services, and Wicomico Acts.
Residential Programs	\$ 27,775,661	917 ADP	\$33,760,258	1,133 ADP	
Ocean City Project	66,375	2	128,442 *	2	Includes additional funds for non-residential component.
Structured Shelter Care (SSC)	1,541,436	49	2,590,843 *	62	Includes Cheltenham SSC & funding for additional SSC beds.
Family Shelter Care	362,572	41	586,864	66	Excludes Schaefer House. Includes Girls Group Home, MYRC & Living Classroom. Excludes CHHS and Victor Cullen.
Foster Care	1,027,955	57	550,185	62	
Foster Care Support	212,035	56	131,812	35	
State Operated Group Homes *	1,629,636	41	1,539,166	46	
Residential Contractual *	4,176,184	84	4,535,274	84	Excludes Meadow Mountain substance abuse program. Includes Schaefer House, Meadow Mt. & Young Women's subs. abuse prg.
Residential Per Diem	9,072,914	211	12,582,448	299	
Specialized Per Diem	1,597,591	29	1,115,186	20	
Residential Co-Funded	1,036,775	137	2,321,073	200	
Youth Centers *	6,136,371	146	6,090,746	180	
Residential Substance Abuse Programs *	915,817	64	1,463,687	62	
Cheltenham Pending Placement *	0	0	124,532	15	New program.
Structured Facilities	\$ 27,331,598	654 ADP	29,813,782	736 ADP	
Victor Cullen	2,242,445	63	2,984,700	125	Includes detention, committed, impact and sex offender programs. Excludes addictions program.
Charles H. Hickey, Jr. School *	14,422,119	301	15,898,208	288	
Cheltenham Young Women's Facility *	889,067	18	1,039,770	20	Excludes CYWF, shelter care & Cheltenham pending placement program.
State Operated Detention Facilities					
Carter	879,067	22	921,422	22	
Cheltenham *	4,972,269	137	5,091,106	153	
Noyes	1,795,825	47	1,834,373	55	On any given day the total number of youth served in all categories is approximately 20,000.
Waxter	2,020,293	63	1,910,004	70	
Holdover	110,513	3	134,199	3	
GRAND TOTAL *	84,414,074		96,368,722		

Table 3

LOOKING FORWARD

The Department has evolved from a custodial care system into a continuum of care system which emphasizes a broad range of treatment services and programs. Creative programming continues to be a priority for the Department as we progress in building a comprehensive continuum of services replete with a range of rich and varied services which meet the complex and multiple needs of today's troubled youth. This past year the Department undertook a major effort to redesign our service delivery system resulting in the development of the Continuum of Services in August 1993. We are now proceeding with the even greater task of filling in the service gaps in the continuum. Great strides in this area have been undertaken, and the Department is now structuring more intensive, individual, community-based programs for complex youth, which provide outreach, advocacy, counseling and case management services to both the youth and their families.

Other major accomplishments include advancements in the area of providing treatment to female offenders. The Female Population Task Force, which was convened in April 1992, published its first annual report in November 1993. The report outlines accomplishments to date, including: 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.

In the area of education, DJS has also moved forward. This past year, a unified curriculum was developed for youth in DJS committed programs and a more concrete curriculum was implemented in detention facilities. Additionally, a multi-cultural component has been incorporated into the educational curriculums.

Another major accomplishment in the area of education is the execution of an agreement between DJS and all local educational agencies (LEAs) to provide educational information on youth within a seven day period. This facilitates smooth transitioning of the youth into an appropriate educational level.

The Department looks forward to meeting existing challenges associated with providing services to troubled youth. Some major endeavors highlighted in 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 easy identification of service gaps. Identified

*If someone says
can't, that shows
you what to do.*

John Cage

service needs are being pursued as follows:

- **Boot Camp:** a short-term, physically challenging residential program with a long-term aftercare component.
- **Structured Shelter Care:** a structured, short-term, residential program for approximately 40 youth in Baltimore City.
- **Day Treatment Programming:** an intensive, comprehensive, multi-disciplined approach to treating youth in their home communities.
- **Sex Offender Continuum of Care:** a range of services to provide highly specialized services for sex offending youth. 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;
 - specialized sex offender assessment tool used in P.G. County; and
 - private residential and non-residential programs.
- **Mental Health Initiatives** (detailed below).

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. Therefore, steps are being taken to meet those needs through collaborative efforts and external funding sources. DJS is participating in the East Baltimore Mental Health Partnership, a grant administered through the Johns Hopkins Hospital. The goal is to design and implement a comprehensive system of services for 600 children and adolescents living in East Baltimore.

DJS is also actively involved in an inter-agency team represented by police, prosecutors, DHR, MHA, the Judiciary, 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.

A third major initiative is the Juvenile Forensic Task Force. This is an alliance between DJS and MHA to examine the feasibility and desirability of collaborating to develop residential services for seriously emotionally disturbed youth.

*In the province of
the mind, what
one believes to be
true either is true
or becomes true.*

John Lilly

Female Offenders

Efforts by the Department have been undertaken in the past year to define the special needs of the population and to develop programs which will meet those needs. Future planning projects include:

- Implementation of a new program model at the Cheltenham Young Women's Facility.
- Establishment of two beds for pregnant teens at the Thomas J. S. Waxter Children's Center.
- Implementation of "Sensitivity to Sex Abuse Survivors" Training.
- Development of an auxiliary with 501 C3 status for the FIT unit in Baltimore City.
- Development of a shelter bed facility for young women in Baltimore City.

Detention Reform

Growing 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 the Department to aggressively tackle detention issues.

Accomplishments to date include: expansion and enhancement of Community Detention to target high risk youth; access to Crossroads, a day time report center for youth who would otherwise be in secure detention; and the establishment of a detention reform committee with representatives from DJS and the Baltimore City Court system to address issues such as delays in court processing time. A major focus for the committee is the proposed development of a Juvenile Justice Center for Baltimore City which would house in one building, all related operations, including centralized intake, all court related services and a secure detention facility.

Juvenile Justice System Integration

In addition to the Juvenile Justice Advisory Board, the Department is involved in serious undertakings to integrate the juvenile justice system. Through active involvement in various councils, Juvenile Services' 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. Expansion efforts are underway to involve policing entities statewide in these efforts. These committees include:

*Great discoveries
and achievements
invariably involve
the cooperation of
many minds.*

*Alexander Graham
Bell*

*Imagination is
the highest kite
you can fly.*

Lauren Bacall

- 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)

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 and the construction of additional youth centers. A major project included in this year's plan is the proposed construction of a Juvenile Justice Center for Baltimore City, which is highlighted below.

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.

Program Outcome Evaluation

The quality and effectiveness of programming is critical to the Department's ability to treat its youthful offender population. In order to determine program effectiveness and impact, evaluation is essential. Efforts in this area include:

- **Evaluation of Youth Placement Alternatives:** A pilot project, which is being conducted by the University of Maryland, to document the characteristics of DJS' most chronic and serious population; document the quantity and quality of residential and aftercare services; and assess the effects of alternative services.
- **Recidivism Reporting:** an important measure of program effectiveness, which also facilitates maximization of the Department's expenditures/budget. To date, recidivism reporting formats for all programs have been designed and pilot reports have been completed. Efforts to enhance recidivism capabilities will be pursued over the next three years.
- **Juvenile Sex Offender Project:** a cooperative effort with OJJDP/NCCD (National Council on Crime and Delinquency) which will provide an in-depth assessment of system processing and functioning for the handling of juvenile sex offenders in Baltimore City and Anne Arundel County.
- Other DJS programs are being evaluated or are targeted for evaluation.

Well done is better than well said.

Ben Franklin

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 grant development and federal entitlement programs, such as Title IV-E and Title XIX.

The Department has developed a cost allocation plan which has 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 1993, Title IV-E efforts attained for the Department more than one million dollars through federal financial participation. This plan highlights the Department's activities associated with grants development and federal financial participation programs.

Child Support Collection

Via a cooperative agreement with the Child Support Enforcement Administration of the Department of Human Resources (DHR), the Department is in the process of establishing a system to obtain parental financial support of youth placed in DJS facilities or purchase of care placements. The proposed system will allow DJS to refer parental support cases to the Child Support Enforcement Administration who will then seek court orders for support, handle collection and dunning, and forward the

collected funds to DJS. A tentative agreement between DJS and Child Support Enforcement was reached in October 1993, and finalization of the agreement is being pursued.

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. Based on the recommendations of the committee, the Department will now be working with other agencies to implement a fingerprint-based identification system. 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.

Total Quality Management

Total Quality Management (TQM) was initially introduced to the Department in March 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 TQM 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. Accomplishments to date include:

- Development of a headquarter's steering committee to guide the infusion of the TQM process throughout the Department.
- Training in the continuous improvement process provided to 30 staff, who will act as change agents in this endeavor.
- Initiation of awareness training and problem identification provided to staff in two of the six Field Services areas.

In November 1993, the Department sponsored 80 employees to attend the Governor's Quality Award Event. Within the next three years, it is a goal of the Department not only to attend the conference, but to be the recipient of a top award for achievements and excellence in the total quality process!

*The Master Mind Principle:
two or more people actively engaged in pursuit of a definite purpose with a positive mental attitude, constitute an unbeatable force.*

Napoleon Hill

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 in fulfilling its mission, the Department 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 working 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.

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 Four presents a summary of the Department's initiatives.

*You are successful
the moment you
start moving
toward a worth-
while goal.*

Chuck Carlson

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.
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 residential programs and service needs. 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.	Implement a team approach to problem solving department-wide. 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.	Integrate TQM into Field Services' operations. Establish staff training and professional development system.	Enhance staff development via educational programs. Institute employee recognition incentives.	Issue an employee handbook. Improve training programs for Division's staff.

Figure 4

Organizational Design

No one can whistle a symphony.

It takes an orchestra to play it.

H. E. Luccock

Organizational Design

In recent years, the Department of Juvenile Services, like all State agencies, has suffered severe financial cuts as a result of the downturned economy. From FY 1991 to FY 1993 the Department sustained more than ten million dollars in budget reductions. The implications of a financial contraction of this magnitude have been far reaching for both the availability of services and the organizational structure that supports the service delivery system. 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 in such a way so as to minimize administrative costs and concentrate the limited resources on direct care services.

The Departmental 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 departmental 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. This 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 facilities and detention services. Health and Education Services, which includes recreation, were transferred to this Division in September 1992. These units are responsible for the provision of services in facilities, since good management practice dictated that they be grouped with and report to the Division they serve.

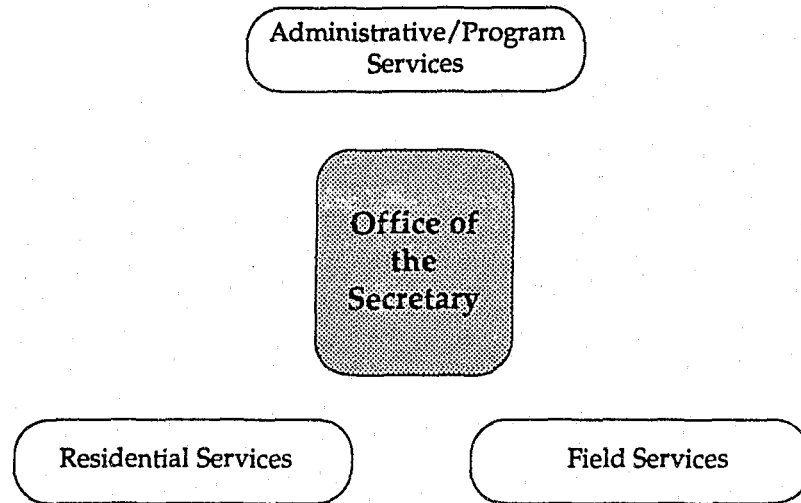
Administrative/Program Services provides all the centralized support functions for the Department, including personnel, budgeting, accounting, auditing, support services (such as maintenance and procurement), and information services. The Division is also responsible for providing program support to Field Services and Residential Services in the areas of child placement, substance abuse programming, program development and licensing, program monitoring, grant development, and federal entitlement enhancement.

Everything should be as simple as possible, but not simpler.

Albert Einstein

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 5)

DJS Organizational Design



A company is like a ship. Everyone ought to be prepared to take the helm.

Morris Weeks

Figure 5

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 which contributes to the achievement of the Department's goals. Refer to the Organizational Structure. (Figure 6)

Department of Juvenile Services Organizational Structure

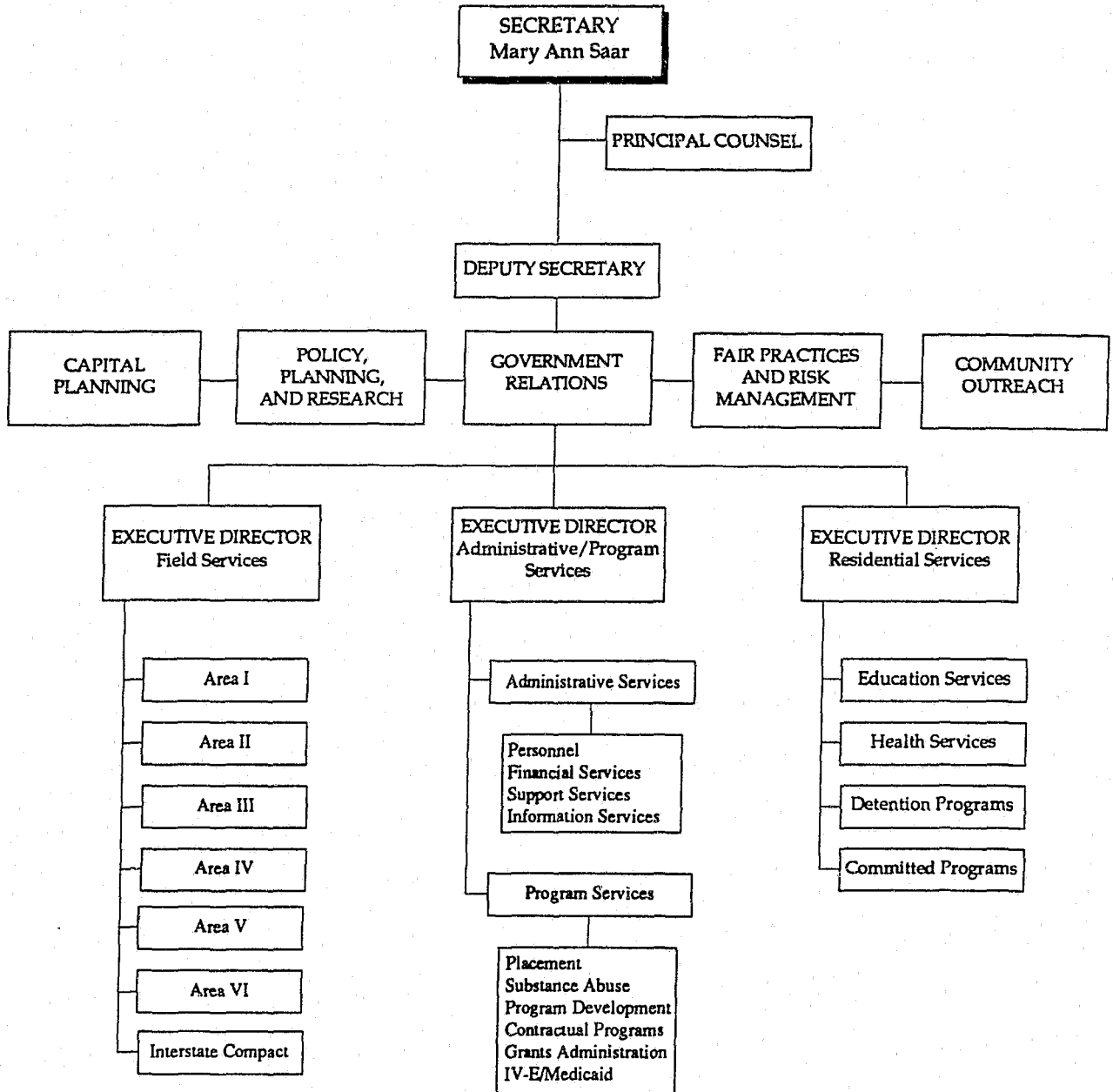


Figure 6

OFFICE OF THE SECRETARY

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

Capital Planning/Policy, Planning and Research

In May 1993, research was transferred from the Information Services Unit of the Administrative/Program Services Division to a newly formed unit under the Office of the Secretary. In addition to research, this office acts as the central repository and provides technical expertise and system's integration for the Department's policies and procedures. This unit works in conjunction with Capital Planning to coordinate all planning efforts and provide a direct channel for communication to and from executive leadership.

The newly reorganized office provides comprehensive planning services and management analyses in strategic decision-making areas, including problem definition, goal setting, policy coordination, short and long-range planning and the research coordination necessary for the delivery of services to our youth and families, and the facilities and programs in which these services are delivered. In addition, the Department has established a total quality management (TQM) process which will enhance the above services as well as the overall operations of the Department.

Major areas of responsibility include development, implementation and tracking of the Three Year Plan, the Facilities Master Plan, all capital projects, Department-wide implementation of TQM and coordination of policies and research data.

A major accomplishment of Capital Planning in the past year was the revision of the *Ten Year Master Facilities Plan* which was approved by the Department of Budget and Fiscal Planning in October 1993. Over the next ten years, capital planning projects will be implemented to upgrade existing facilities in order to assure a safe, secure environment for youth. The Department's master plan includes the proposed construction of a Juvenile Justice Center for Baltimore City. This facility will house the Juvenile Division of the Baltimore City Circuit Courts, the Office of the Public Defender, the State's Attorney's office, a detention center and centralized intake. The plan also proposes a new facility for committed young women, improvements to existing secure detention facilities, and the construction of additional youth centers. An exhibit illustrating the capital budget projects for the next ten years is attached. (Figure 7)

*Think and feel
yourself there!
To achieve any
aim in life, you
need to project
the end result...*

Grace Speare

10 YEAR CAPITAL IMPROVEMENT PLAN

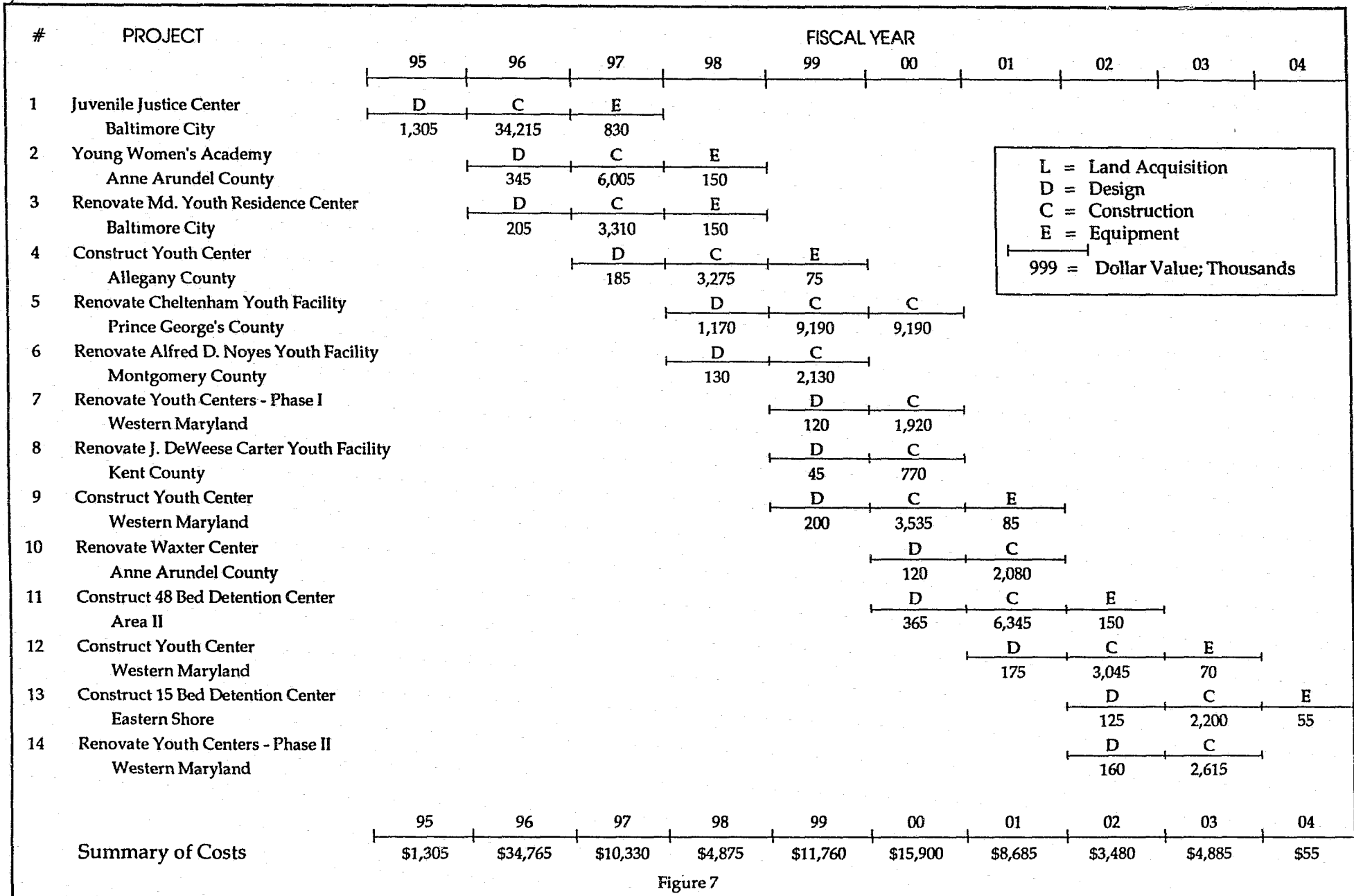


Figure 7

The doctor can bury his mistakes but an architect can only advise his client to plant vines.

Frank Lloyd Wright

If you can dream it, you can do it.

Walt Disney

Other major planning efforts in the past year include: a statewide needs assessment for day treatment services and a structured shelter care needs assessment for Baltimore City; development of a continuum of services; and continued involvement in the Female Task Force, which was established by the Department to improve services to young women. The Policy, Planning and Research Unit has completed a pilot study for recidivism and established specific measures which can be used to determine the recidivism rates for all programs. Other accomplishments include the establishment of procedures and standards for case records management and development of a standard placement report.

Over the next three years, Capital Planning and Policy, Planning and Research are committed to continued involvement in justice system reforms in Baltimore City, the establishment of a system to support day treatment programming for Maryland's youth and the realization of a total quality management culture throughout the Department.

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 Departmental 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 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 the various components in a single facility, the Department anticipates improved communication among agencies, earlier family intervention, better case management, and improved interaction between the youths, their families and the agencies which provide services.

- 1995 Coordinate efforts during the design phase of the Baltimore City Justice Center.
- 1996 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.

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 DJS 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.

The establishment of a day treatment system necessitates the active participation and efforts of many people both from within and outside the Department. In FY 1993, a process to accomplish this task was developed and divided into two phases. Phase one involves the planning efforts needed to lay the foundation for program development. Phase two outlines the steps necessary for actual community program development.

Phase one of the process has been completed. A major accomplishment was the completion of a statewide assessment to identify day treatment programming needs. Other accomplishments include the formation of an inter-Departmental team to facilitate coordination of efforts statewide; the development of a "generic" program design which will 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, will be aggressively pursued over the next three years.

- 1995 Initiate a site-specific day treatment program in at least one of the targeted sites.
- 1996 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.
- 1997 Develop one or more day treatment programs.

Assess program effectiveness as stated above.

Discovery is seeing what everybody else has seen, and thinking what nobody else has thought.

Albert Szent-Gyorgi

GOAL 2: ASSURE QUALITY PROGRAMMING

Conduct a needs assessment and develop a strategic plan for providing treatment services to the Department's female youth.

After the initial proposal of this initiative, the Secretary convened a task force with representatives from all Divisions and specialized areas within the Department to specifically address female issues and the programming needs of this special population which had heretofore been neglected. The task force is being coordinated through the Program Services Section of the Administrative/Program Services Division. The planning unit will continue to coordinate efforts with Program Services to develop appropriate programs and services and to address physical plant needs through capital budget projects such as the new facility for young women, slated for design and construction in FY 1996 and FY 1997, respectively.

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 will be flexible and allow for reliable and easy program updates. Eventually, youth will be matched to programs and services using this system in conjunction with the revised Classification System.

A preliminary DJS Continuum of Services was developed in August 1993. Subsequently, an inter-divisional work group has begun to refine the continuum of care definitions and to develop a program rating process. By the end of FY 1994 the continuum of services with well-defined levels and procedures for program selection will be established.

1995 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.

Humor is a prelude to faith and laughter is the beginning of prayer.

Reinhold Niebuhr

The guarantee of continuity is quality.

Captain Edward Rickenbacker

1996 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.

1997 Update the continuum of services based on data generated in validating the instrument and the first year of implementation.

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. Evaluation is required to determine program effectiveness and impact. During FY 1994, the Research unit 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 are being collected. Efforts are underway to secure funding for the full evaluation contract via Program Services in order to begin evaluating the selected programs. The Department is also developing a generic program evaluation protocol for residential and non-residential programs.

1995 Complete the generic evaluation protocol and use it for at least two program evaluations.

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.

While one person hesitates because he feels inferior, the other is busy making mistakes and becoming superior.

Henry C. Link

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 most 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 pilot reports have been completed. Over the next three years, reports will

be generated and efforts to enhance recidivism reporting capabilities will be pursued.

- 1995 Export ISYS data via computer programming to formats for recidivism reporting.
Test computer program on various programs/types of service reports.
- 1995 Initiate recidivism reports on prioritized programs/services.
- 1997 Refine system as needed.

GOAL 4: RECOGNIZE EMPLOYEES AS THE DEPARTMENTS MOST VALUED RESOURCE

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

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 TQM 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. Some accomplishments to date include:

- Development of a vision statement for the Department of Juvenile Services.
- Formation of a headquarter's steering committee to guide the infusion of the TQM process throughout the Department.
- Training in the continuous improvement process provided to 30 staff, who will act as change agents in this endeavor.
- Initiation of awareness training and problem identification provided to staff in two of the six Field Services' areas.

These and other efforts will continue over the next three years.

- 1995 Provide training to a minimum of six authorized DJS teams throughout the state.
Select a facilitator for each of the six authorized teams and provide specialized facilitator training.

As a rule of thumb, involve everyone in everything.

Tom Peters

-
- 1996 Develop a computerized tracking process to monitor TQM activity statewide.
- Benchmark TQM team accomplishments by measuring outcome against a pre-determined baseline of operation.
- 1997 Increase the number of authorized teams by 20%.

I am not afraid of problems for I am learning how to sail my ship.

Louisa May Alcott

If a man is a streetsweeper, he should sweep streets even as Michelangelo painted, or Beethoven composed music, or Shakespeare wrote poetry. He should sweep streets so well that the host of heaven and earth will pause to say, here lived a great streetsweeper who did his job well.

Dr. Martin Luther King, Jr.

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 create an understanding of the Department's mission through community education programs.

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. So often our young people are only noticed for what they have done wrong. The Foster Grandparents are mentors to these young people and wish to recognize them as tomorrow's leaders. The Foster Grandparents work with other DJS divisions to operate this program.

In FY 1994, the first year of the program was a success. More than 60 nominations were received and eight youngsters were presented with Y.E.S. awards.

This initiative is being accomplished through a series of tasks which include contacting business sponsors, forming a steering committee and soliciting award nominees.

- 1995 Hold Second Annual Awards ceremony.
- 1996 Hold Third Annual Awards ceremony.
- 1997 Hold Fourth Annual Awards ceremony.

*Allow children to
be happy their
own way; for
what better way
will they ever
find?*

Samuel Johnson

GOAL 3: MAXIMIZE THE USE OF EXISTING RESOURCES

Expand Foster Grandparents program to include non-stipend volunteers.

To increase the pool of resources, an expansion program was initiated in FY 1993 to promote the recruitment of volunteers from all economic groups. To heighten awareness and interest in the program, information on the Foster Grandparent program was presented in a brochure promoting volunteer services. This brochure is distributed at the Maryland State Fair every year. 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 process is in place and will continue; therefore, this initiative has been successfully completed.

Create an arts program for all facilities.

This initiative originated in the Office of Community Outreach with a student intern assigned to coordinate the project. The arts program was introduced at M.Y.R.C. in 1993, followed by the Waxter Children's Center, Schaefer House and the Cheltenham Youth Facility. As the program evolved, it was absorbed into the educational curriculum of these facilities with the exception of Waxter. (Plans are underway to incorporate the program into the Waxter Children's Center educational program in FY 1995.) Since it is part of the educational programming, this initiative has been transferred to Education Services under the Division of Residential Services.

Consolidate and centralize the resources of the volunteer activities unit.

Because of severe budget cutbacks, the Volunteer Services Unit sustained more than 50% 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. Accomplishments to date include reorganization 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 which maintain volunteer programs in their own locations.

1995 Conduct resource reassessment and create four half-time volunteer coordinator positions in area offices and facilities.

*A faithful friend
is the medicine of
life.*

Ecclesiasticus 6:16

*He has the right
to criticize who
has the heart to
help.*

Abraham Lincoln

- 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 state-wide.

Expand Mentoring Program.

DJS received a grant from Volunteer Maryland!, which provided a volunteer coordinator who was responsible for the design and execution of this program. In FY 1994, the mentoring program matched 50 youths and mentors. Although the grant was for one year only, the Department responded to the success of and need for this type of program by assigning a staff person to continue efforts. This volunteer coordinator will continue in FY 1995, dedicating 50% of work time to mentoring programs. Over the next three years, the program will be expanded to other areas of the State.

- 1995 Expand the program into one other jurisdiction.
- 1996 Expand the program into two other jurisdictions.
- 1997 Expand the program into two additional jurisdictions.

Develop a job-readiness training program for young women.

This is a new initiative which is responsive to the Department's emphasis on planning for young women in the system.

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. The goal of this new volunteer program, WINDOW - Women Investigating New Dimensions of Work - is to provide career counseling and placement to the residents of this facility.

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

The Volunteer Maryland! pilot program will provide one paid full time staff person, along with a host of volunteers to provide tutoring, career counseling, job-readiness training and job placement opportunities. The initiative will include training the Volunteer Maryland! Coordinator who will train the

If a child is to keep alive his inborn sense of wonder without any such gift from the fairies, he needs the companionship of at least one adult who can share it, rediscovering with him the joy, excitement, and mystery of the world we live in.

Rachel Carson

volunteers of the Cheltenham Young Women's Auxiliary to provide services to the residents. 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.

- 1995 Match young female residents with volunteers; begin tutoring and job-readiness workshops; and conduct site visits by various tradespeople and professionals to interest residents in new career options.

Match young residents ready for release with job opportunities.

Investigate other sources of funding for the volunteer coordinator position.
- 1996 Evaluate the pilot program and prepare to transfer duties to Cheltenham staff and volunteers. Make program modifications based on the written evaluation.

Facilitate the hiring of a part time volunteer coordinator by the Young Women's Facility to act as liaison between the facility and the auxiliary.
- 1997 WINDOW becomes part of the vocational education program for Cheltenham Young Women's Facility.

*For lack of training they lacked knowledge.
For lack of knowledge they lacked confidence.
For lack of confidence they lacked victory.*

Julius Caesar

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 has proposed this new initiative.

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 1994, in cooperation with other divisions, Community Outreach is creating fact sheets and brochures which will support the video. In addition, a Speakers' Bureau will be established allowing the Department to take advantage of the talents and expertise of its staff.

Staff members will address civic and community organizations to educate and inform the public about the Department and the juvenile justice system.

1995 Produce public service announcements and direct mail to civic and community organizations. Train staff in at least 50% of Field Service's Areas in use of video and collateral materials.

Book dates for speakers.

1996 Evaluate the effectiveness of Speakers' Bureau by measuring the number of presentations made against a pre-determined baseline.

1997 Review the materials for accuracy and timeliness and update as needed.

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 treatment of all employees and in the rendering of services to the Department's youth. This unit was transferred from Administrative Services to the Office of the Secretary to promote the highest level of visibility and support for this critical component of operations - fair practices.

A major function of this unit is responsibility for the Risk Management program, which 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. To achieve this end, the Department has worked cooperatively with State Employees Risk Management Administration, (SERMA) and INTRACORP, a private vendor.

Other duties of this unit include responsibility for conducting special investigations requested by executive staff about any critical incidents that happen within the parameters of the Department of Juvenile Services. In addition, the Department's Child Advocacy Team reports to this office. The objectives of the Child Advocacy Grievance Procedure are to protect the rights of youth, ensure their fair treatment and make certain that legitimate complaints from youth are resolved.

*It is never too
late to give up
your prejudices.*

*Henry David
Thoreau*

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 MBEs. 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. Efforts to date include the development of a training program of MBE obligations for the Department's procurement officers and contract specialists. Continued efforts include the following:

- 1995 Provide a minimum of two training programs for procurement offices and contract specialists on relevant statutory or regulatory changes.

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.
- 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% increase in current minority and female contract participation.
- 1997 Refine training programs for contract specialists and procurement officers.

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

Changes made in this area provided the groundwork for a positive EEO Program. Accomplishments include updating and distributing EEO literature to reflect new laws and changes in existing laws. Also, an EEO training program for supervisors and managers was developed. 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.

*The best minute
you spend is the
one you invest in
people.*

*Blanchard and
Johnson*

1995 Explore three federal funding sources for providing accessible transportation for persons with disabilities.

Update EEO literature (brochures, pamphlets) to reflect new EEO laws and changes in existing laws, e.g., Americans with Disabilities Act, and the Civil Rights Act of 1991.

Promote the Department's EEO program through the use of posters, DJS newsletters, etc. Promotional effectiveness will be measured by participation in six EEO training sessions.

1996 Extend jurisdiction of the Fair Practices office to include handling of complaints, other than discrimination complaints, that are not handled through the grievance process. This allows staff to resolve differences informally resulting in an increase in employee morale.

Restructure DJS' 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 and the EEO Advisory Group.

1997 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 DJS 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. The Department's efforts include the establishment of a health and safety committee at each facility and a monthly reporting system on health and safety incidents to Risk Management.

1995 Establish administrative policies and guidelines for implementing and managing the State Employee Risk Management Program to reduce employee work-related injuries or illnesses.

Train 25% of all DJS staff on Risk Management policies and procedures.

Conduct health and safety inspections at 25% of DJS work sites.

Provide on-going training to 25% of all staff on health and safety issues, walking and working surfaces, office health and safety, etc.

Nothing that is weak continues to serve.

David Seabury

- 1996 Implement the Department's Risk Management Program, which consists of revised policies and procedures by coordinating efforts with SERMA.
- 1997 Decrease by 20% the number and severity of work related injuries and illnesses as measured against the number of incidents reported in FY 1995.

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

In performance of their duties, too often the child advocates are placed in conflicting situations with facilities' staff regarding children's rights. Concerns have been expressed that the problems faced by facilities' staff in their direct dealings with youth are not understood, and that often, in the case of youth complaints, the total picture is not viewed. This initiative was developed to work toward achieving a better understanding and improve cooperation between child advocates and facilities' staff. A major accomplishment last year was the establishment of a Peer Mediation group at the Waxter Children's Center. Youth are being trained to resolve conflicts and disputes through mediation.

- 1995 Convene monthly meetings at all detention facilities to promote open discussions between facilities' staff and child advocates.
- Form committees to work on problem solving about issues raised in the monthly meetings.
- 1996 Assess the effectiveness of the monthly meetings by achieving a minimum of two problem resolutions overall.
- 1997 Report findings of the committee with specific recommendations to correct problems and to alleviate concerns.

Listening: you can convey no greater honor than actually hearing what someone has to say.

Philip Crosby

Field Services

To give service you must
add something which
cannot be bought or
measured with money,
and that is sincerity and
integrity.

Donald A. Adams

FIELD SERVICES OVERVIEW

In FY 1993, the Division of Field Services was responsible for the management of 48,895 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 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 and the victim. 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 recommend detention, on an emergency basis only. 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.

*There is no
higher religion
than human
service. To work
for the common
good is the
greatest creed.*

Albert Schweitzer

Some people see things as they are and say 'why?' I dream things that never were, and say 'why not?'

George Bernard Shaw

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 to appropriate agencies, runaway or delinquent youth who leave Maryland;
- 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 8.

- 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

*Nothing
contributes so
much to
tranquelize the
mind as a steady
purpose - a point
on which the soul
may fix its
intellectual eye.*

*Mary
Wollstonecraft
Shelley*

**BUDGET ALLOWANCE AND PROJECTED INTAKE CASES BY AREA
FY 1995**

Field Services Direct Care	Budget	Intake Cases
Area 1	\$ 7,081,801	15,427
Area 2	2,480,762	8,903
Area 3	3,084,618	8,711
Area 4	1,853,681	5,053
Area 5	3,613,517	9,915
Area 6	1,885,953	4,911
Total	\$ 20,000,332	52,920

Table 4

FIELD SERVICES AREA MAP

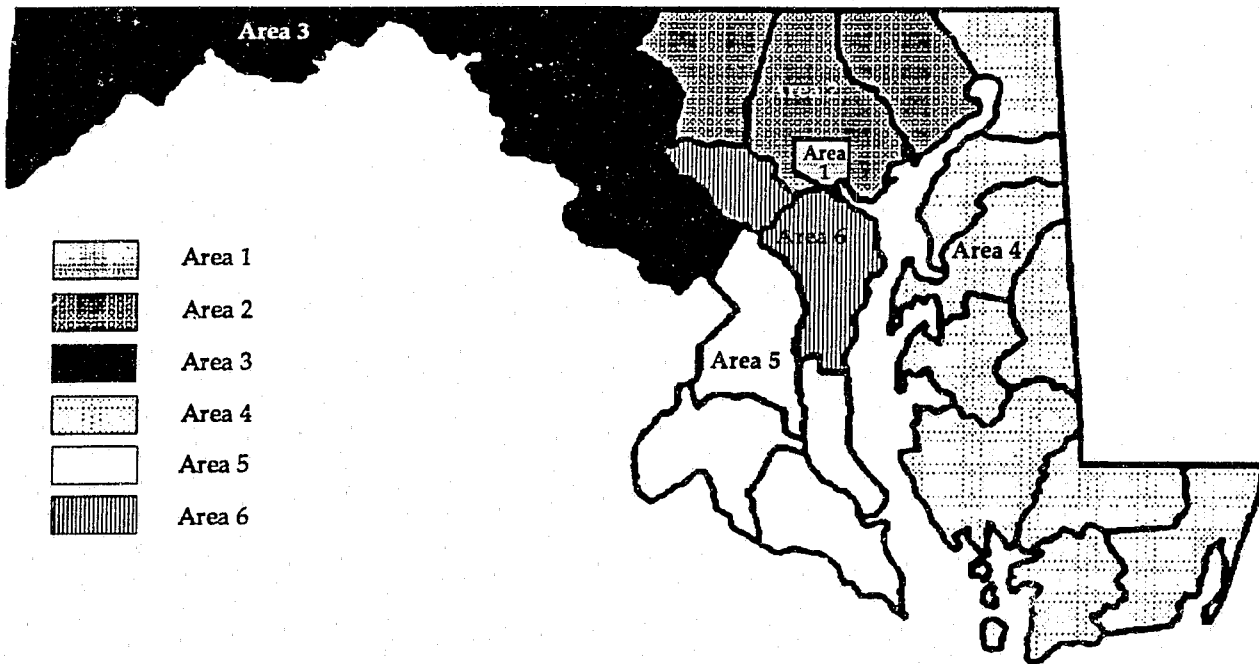


Figure 8

FIELD SERVICES INITIATIVES

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Expand family and community-based prevention services.

Recognizing the importance of the family in successfully treating youth and the need for community-based treatment services, this initiative was proposed two years ago. Efforts to strengthen these areas of treatment have been and continue to be actively pursued. Field Services has worked cooperatively with other Divisions within the Department to accomplish the following outcomes:

- Successful implementation of Aftercare For Continued Recovery, a federally funded program that provides intensive community-based aftercare treatment services to youth released from one of the Department's three residential substance abuse treatment programs.
- Development and initial implementation of the "working with families" model for youth at a Youth Center. This model promotes family involvement in the treatment process through focus-group meetings aimed at building on family resources.
- Placement of case managers in specific Baltimore City middle schools to deter and reduce juvenile offending behavior by working directly with the youth within the community environment.
- Active participation in the Department's initiatives to develop a system to support day treatment programming, a comprehensive, multi-faceted, community-based model of treatment services for youth. This includes participation of field staff in a statewide needs assessment; representation of Field Services on the Day Treatment Focus Group; and local Area involvement in community-specific program development.
- Active involvement in the Female Task Force initiatives, many of which emphasize family and/or community-based treatment.

These and many other efforts are on-going and have become operational. This Division will continue to engage in cooperative efforts with Program and Contract Development, Policy, Planning and Research and the Office of Grants Development to assure the continued expansion and assessment of programs for youth.

There is just one way to bring up a child in the way he should go, and that is to travel that way yourself.

Abraham Lincoln

*Many hands,
hearts and minds
generally
contribute to
anyone's notable
achievements.*

Walt Disney

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.

In FY 1994, Field Services participated in several intra-departmental efforts to promote continuity of care and services. Efforts included working closely with the Office of Substance Abuse and the Division of Residential Services to insure clarity of roles and an efficient, non-duplicative working relationship among the three residential substance abuse programs and the Aftercare for Continued Recovery Program, as well as to insure the effective implementation of the evaluation study of these programs.

In addition, the Executive Director for Field Services, the Area Directors, the Secretary and Deputy Secretary of DJS toured the Youth Centers in Western Maryland for two days in August 1993 to further inter-Divisional understanding and cooperation. This effort resulted in several ventures to respond effectively and efficiently to program service issues for youth in the Youth Center system. For example, Field Services suggested the need to develop an aftercare support group for youth who complete the Youth Center program, postulating that the establishment of a support group would reinforce within those youth the benefits gained from participation in the Youth Center program.

A committee of Field Services personnel was formed and drafted a plan to establish a support group program. This proposal was submitted to the Executive Director for Field Services. Subsequently, it will be submitted to the Secretary, Deputy Secretary, and Executive Director for Residential Services for their input. The program is targeted for implementation by the end of FY 1994.

Another initiative resulting from the Youth Center visit involves the need to incorporate an understanding of Afro-centric issues in the counseling provided to the youth population at the Youth Centers. A committee of Field, Residential, and Program Services personnel was formed to address this need. The committee will prepare a position paper for presentation to the Executive Staff in early 1994, providing recommendations for modifying the Youth Centers' counseling efforts to incorporate an Afro-centric perspective.

Another measure which supports continuity of care is the inclusion of Resource Coordinators on Area Field Services' Management teams. Each team includes the Area Director, County Supervisors, Assistant Area Director, and Resource Coordinator. The teams discuss administrative and case management issues. This has resulted in enhanced communication in placement planning as it pertains to individual cases and the placement process in general.

To address placement issues, in September 1993 the Executive Director for Field Services and the Director of Program Services began visiting field offices on an average of twice a month to participate in staffings for youth recommended for placement and to meet with the Area Directors and Resource Coordinators to identify needs and implement specific improvements in the placement process.

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

1995 Implement a specialized aftercare system for youth having completed the Hickey Sexual Offenders Program, that will address such issues as staff training needs and whether to develop specialized aftercare units or caseloads for these youth.

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.

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.

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.

GOAL 2: ASSURE QUALITY PROGRAMMING

Review and revise statewide standards of care.

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. In February 1991, Field Services launched a system to address standardization by promulgating more than 30

*Innovation is
simply group
intelligence
having fun.*

Michael Nolan

Patience creates confidence, decisiveness and a rational outlook, which eventually leads to success.

Brian Adams

policies governing probation services. In FY 1993, a Field Services Task Force reviewed all policies affecting the Field Services operation and, as a result, all Field Services policies were revised. By the end of FY 1994, these policies will be in final form and ready for distribution.

In FY 1993, *Intake Standards for Delinquency Complaints* were promulgated. These standards will be reviewed and revised as needed over the next two years. Field Services is committed to the position that standards must be continually reviewed and revised, based on experience and a commitment to excellence.

In addition to standardizing service planning, this Division pursued efforts to enhance accountability on the part of staff. A new DJS employee appraisal system was developed for Case Managers and Office Professionals and implemented for the FY 1992 annual employee evaluations. In FY 1993, an evaluation instrument for Unit Supervisor was implemented. Evaluation instruments for County Supervisors and Assistant Area Directors, and Area Directors have been completed and will be implemented in FY 1994.

Efforts will now be focused on the development of a Field Services Policy Manual and the perpetuation of an informal review process.

1995 Issue a standardized Field Services Policy Manual.

1996 Review and revise the Intake Standards for delinquency complaints.

GOAL 3: MAXIMIZE THE USE OF EXISTING RESOURCES

Expand the intensive aftercare supervision program model.

Intensive aftercare supervision programs provide enhanced supervision and intensive service delivery to youth in their home communities. This program model, which was initiated in Baltimore City, has been expanded to Prince George's County and certain areas of Baltimore County. In Prince George's County, the intensive aftercare program has been augmented to include youth released from the new Impact Unit at the Hickey School. Further expansion efforts will be coordinated through the Program and Contract Development Unit. Evaluation of the intensive aftercare model will be subject to the recidivism reporting process developed and implemented by the Policy, Planning and Research Unit. Although the responsibilities associated with this initiative are no longer under the jurisdiction of this division, Field Services will continue to play a vital role in program expansion by identifying programming and service needs.

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

Historically, the restitution program within Field Services has had a dual problem of being understaffed and of being burdened 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. The following problems have resulted from this situation: difficulty in maintaining fiscally responsible 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. In addition, since restitution clerks have the dual functions of handling restitution and providing victim services, the existing situation has resulted in limited victim services being provided by Field 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 and will be completed by Information Services by the end of FY 1994. The implementation process involves providing technical training to staff, operationalizing the software, and setting up computer stations, statewide.

With this new system, restitution clerks input all data into their computers. The data is transferred via a modem to the Department's central office computer. The automated system promises to free up significant restitution clerk time, allowing them to operate more efficiently and providing them with the time needed to deliver 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 statewide, Field Services has proposed this new initiative.

1995 Establish a protocol for line supervisors and back-up personnel to monitor and use the new automated restitution system.

Develop and implement the necessary training module for line supervisors and back-up personnel.

Implement line supervisor and back-up personnel protocol.

1996 Develop and implement protocol for victim assistance services.

The difference between the impossible and the possible lies in a man's determination.

Tommy Lasorda

1997 Establish a Total Quality Management team to identify improvement needs in Field Services restitution and victim assistance services.

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 and has since been expanded to eight areas of the state. Further expansion efforts are planned and Field Services continues to assist in these efforts. Field Services has Area Directors assigned to each Services Reform Initiative to provide long term support. Since DJS involvement has been successfully incorporated as an integral part of ongoing operations, Field Services efforts will now be 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 Departmental 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 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 October 1993, the Child Support Enforcement Administration tentatively agreed that Field Services may refer parental support cases to the Administration; agreed in principle that Field Services may use the Administration's electronic referral system; and agreed to seek court orders for support, to handle the collection and dunning, and to forward the collected funds to DJS. In addition, the Child Support Enforcement Administration is willing to handle cases from the Hickey School, the Schaefer House, Victor Cullen, and the Department's Youth Centers which are not able to be processed in an automated fashion because they are not eligible for Medical Assistance.

*The world
basically and
fundamentally is
constituted on
the basis of
harmony.
Everything works
in cooperation
with someone
else.*

Preston Bradley

- 1995 Implement statewide Field Services participation in the automated and manual referral system to the Child Support Enforcement Administration.
- 1996 Area Directors submit to the Executive Director for Field Services a report on the effectiveness of the parental financial support initiative with any needed modifications to the program.

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

Redefine and revitalize the work of the Juvenile Counselor via a more appropriate employee evaluation instrument.

Committees consisting of Field Services line staff were given the responsibility of developing a new employee appraisal instrument. The employee appraisal system for Case Managers (Juvenile Counselors) and Office Professionals were the first to be developed and they were implemented in FY 1993. 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. Implementation of these new instruments statewide has fulfilled the intention of this initiative.

Due to the "success" of the original instruments, other instruments have since been developed to include Unit Supervisors, County Supervisors and Assistant Area Directors, and finally, Area Directors. Continuous informal feedback serves as an indicator of the value of the instruments and identifies any need for "fine tuning". The focus is now on ensuring that the instruments are used as a positive motivator to enhance employee performance.

Develop a Field Services employee incentive program.

Field Services made great strides in implementing this initiative in FY 1994. To enhance Field Services' line staff communication with administrative staff, line staff are invited to serve as representatives on various committees, such as the Intake Committee, to prepare Executive Staff for the Joint Oversight Committee and the Department's Cultural Diversity Committee. In addition, considerable progress has been made in developing a training curriculum relevant to the needs of Field Services' line staff. For example, a trainer has been allocated to Field Services. The Executive Director for Field Services met with training personnel to discuss Field Services' training needs and the development of training modules, and a training program on Cultural Diversity issues was developed and provided to Intake staff via the assistance of a consultant.

There is no tranquilizer in the world more effective than a few kind words.

Pearl Bailey

In addition, in FY 1994 Field Services established an awards system for Field Services' 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 as well as a writing pen. Staff demonstrating significant achievements or potential are sent to State or national conferences, such as the annual meeting of the Maryland Criminal Justice Association or American Correctional Association conferences held in other states.

Field Services continues to operate current employee incentive programs, informally monitor the "success" of the incentive programs and institute new incentive programs when feasible. Therefore, this initiative has been completed.

It is noted that the steps relating to the development and implementation of a training curriculum have been transferred from this initiative and incorporated into two new initiatives which follow. The Department's commitment to Total Quality Management and the organizational change regarding training, (i.e., a Training Coordinator is now assigned specifically to Field Services) has resulted in a renewed and revitalized emphasis on training. Training will not only fulfill the practical requirements of job readiness, but it will also serve as both a motivational tool and an employee incentive.

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 Management (TQM) process, the Executive Director and Area Directors attended 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.

In addition to the above efforts, the Department's TQM Coordinator has met with the Area Directors, Assistant Area Directors, and Juvenile Counselor Supervisors in two Areas to provide an orientation and history of the State's TQM initiative, to involve the participants in problem-solving exercises, and to stimulate them to identify specific problems to work on within each Area using a TQM team problem solving approach. The Areas involved to date are Area I (meetings in October and November 1993) and Area II (September and October 1993 meetings and a January 1994 meeting). By the end of FY 1994, the Department's TQM Coordinator will meet with the remaining four Areas.

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

*It's amazing
what ordinary
people can do if
they set out
without
preconceived
notions.*

Charles F. Kettering

- 1995 Establish one TQM team in each Field Services Area that identifies a specific problem to be resolved and begin the training needed to address the problem, using TQM processes.

Each Area TQM team submits to the Executive Director for Field Services a written plan of action for resolving the identified problems .

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

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

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

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

In FY 1994, Field Services was given the authority and responsibility to begin developing a system for addressing the pre-service, in-service, and professional development needs of all Field Services' personnel. A significant step toward accomplishing this initiative occurred in October 1993, when the Executive Director for Field Services outlined the areas of responsibility for the Training Coordinator. Also in FY 1994, the Executive Director for Field Services established specific course content information for training case managers involved in the intake process, and recommended to the Deputy Secretary and other Executive Directors a curriculum for Pre-Service training of all Departmental employees. The first portion of the Pre-Service training is designed for all new employees. The second portion of the Pre-Service training is designed for Divisional employees such as Field Services or Residential Services with training specific to those functions.

In October 1993, a contract was negotiated with a private consultant to provide five, two-day training sessions in Cultural Diversity and Sensitivity and Disproportionate Representation of Minorities in the Juvenile Justice System for groups of 30 employees involved with the Intake Process. The training took place in November and December 1993.

In addition, during November and December 1993, four in-service training modules were offered in Court Presentation, Interviewing Skills, Counseling Skills, and Stress Management for Office Professionals.

*The only
medicine for
suffering, crime,
and all the other
woes of mankind,
is wisdom.*

*Thomas Henry
Huxley*

Field Services plans to develop two mandatory training packages by the end of spring 1994. One will be developed for all unit supervisors and one for all case managers involved in the aftercare process.

By the end of FY 1994, Field Services expects to complete a grant application to the federal government to complete Cultural Diversity and Sensitivity and Disproportionate Representation of Minorities in the Juvenile Justice System training for the remaining members of the Field Services staff.

1995 Establish and implement a system for recording and maintaining accurate records on Field Services employee training and staff development participation, and for reporting to Area Directors and the Executive Director for Field Services compliance with the minimal required (40 hours) and optional training received.

Develop a policy to enforce Field Services personnel participation in required staff training.

Develop a certification process and a training package leading to the certification of all staff involved with the Intake process.

Develop a curriculum of training modules for direct service staff to receive training on the basic elements of their profession.

Provide training opportunities for all professional employees to receive at least 40 hours of training and office professional staff to receive at least 20 hours of training each year.

1996 Implement the certification process for 90% 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% of all employees at the supervisory level in Field Services and 25% of those employees who request to participate in the training.

1997 Design a pilot mentoring proposal to afford Field Services line and first level management personnel to further their career development opportunities.

*Strive for
excellence in
everything you
do and you will
assure yourself of
satisfaction.*

*Martha Layne
Collins*

Residential Services

You have to have your
heart in the business and
the business in your heart.

Thomas J. Watson, Jr.

RESIDENTIAL SERVICES OVERVIEW

The Division of Residential Services is responsible for the Department's committed programs, as well as detention, health and education services. The programs and facilities administered by this Division provide a wide range of services which include: 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 the shelter care program located on the grounds of the Cheltenham Youth Facility. The Department funds six structured shelter care facilities; however, this is the only state-operated program. The remaining five structured shelter care programs are operated by private vendors, and therefore, fall under the Administrative/Program Services Division.

An addition to this Division in the past year includes the re-opening of McGuire Cottage at the Cheltenham Youth Facility in the Spring of 1993. This unit is designed to house 15 youth who are committed to the Department and awaiting placement. The program is self-contained, with all services provided on the unit, including education. The length of stay is two to four weeks.

Another addition is the assignment of a Training Specialist in Fall, 1993 to specifically focus on the training needs of this Division. Pre-service orientation and other generic training will continue to be conducted on a collaborative basis throughout the Department.

The functions of Residential Services are basically divided into four primary 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 last of human freedoms - to choose one's attitude in any given set of circumstances, to choose one's own way.

Viktor Frankl

*A clay pot setting
in the sun will
always be a clay
pot. It has to go
through the white
heat of the
furnace to become
porcelain.*

*Mildred Witte
Stouven*

- **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 cottages that provide residential care and educational services to youth awaiting court hearings.

McGuire Cottage: a secure unit for male youth, committed to the Department, who are awaiting placement. These youth differ from detained youth since they are post-dispositional.

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 eight 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 less than 72 hours.
- **Community Detention** 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, 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. As a result, it is currently being restructured to implement the recommendations of the study. These changes should net DJS a savings of more than \$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, one of which, Maple Run, was closed in November 1991 due to cost containment efforts. However, the center was re-opened in August 1992 after it was determined that these additional beds were needed to divert youth from placement in more costly out-of-state or privately operated residential facilities.

The continued demand for treatment services provided by the Youth Centers resulted in restructuring the centers to allow for more residents, as well as the addition of 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.

*I wish that every
human life might
be pure
transparent
freedom.*

Simone DeBeauvoir

- **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 four community-based residential programs:

Maryland Youth Residence Center is a large, three story, state-owned building located in Baltimore City. Used as an orphanage in the past, this facility now houses three DJS owned and operated programs:

Maryland Youth Residence Center (MYRC): a group home for younger adjudicated males who have chronic behavior problems.

Patterson Home for Girls: a group home which serves females who require a higher level of service and supervision than would be provided in a foster home.

The Living Classroom: the residential component of a privately operated vocational marine program.

William Donald Schaefer House is a residential drug treatment program for males that was opened in April 1992, in the renovated building formerly known as the Boys Group Home.

Education is the ability to listen to almost anything without losing your temper or your self confidence.

Robert Frost

Educational Services oversees and provides technical assistance for both educational and recreational 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 three 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 admitted to the Department's care and custody. Being cognizant of the fact that a youth's physical, emotional and mental health interact to influence 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 department 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 periods 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 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 a 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.

*All interest in
disease and death
is only another
expression of
interest in life.*

Thomas Mann

DJS Operated Residential Facilities and Programs

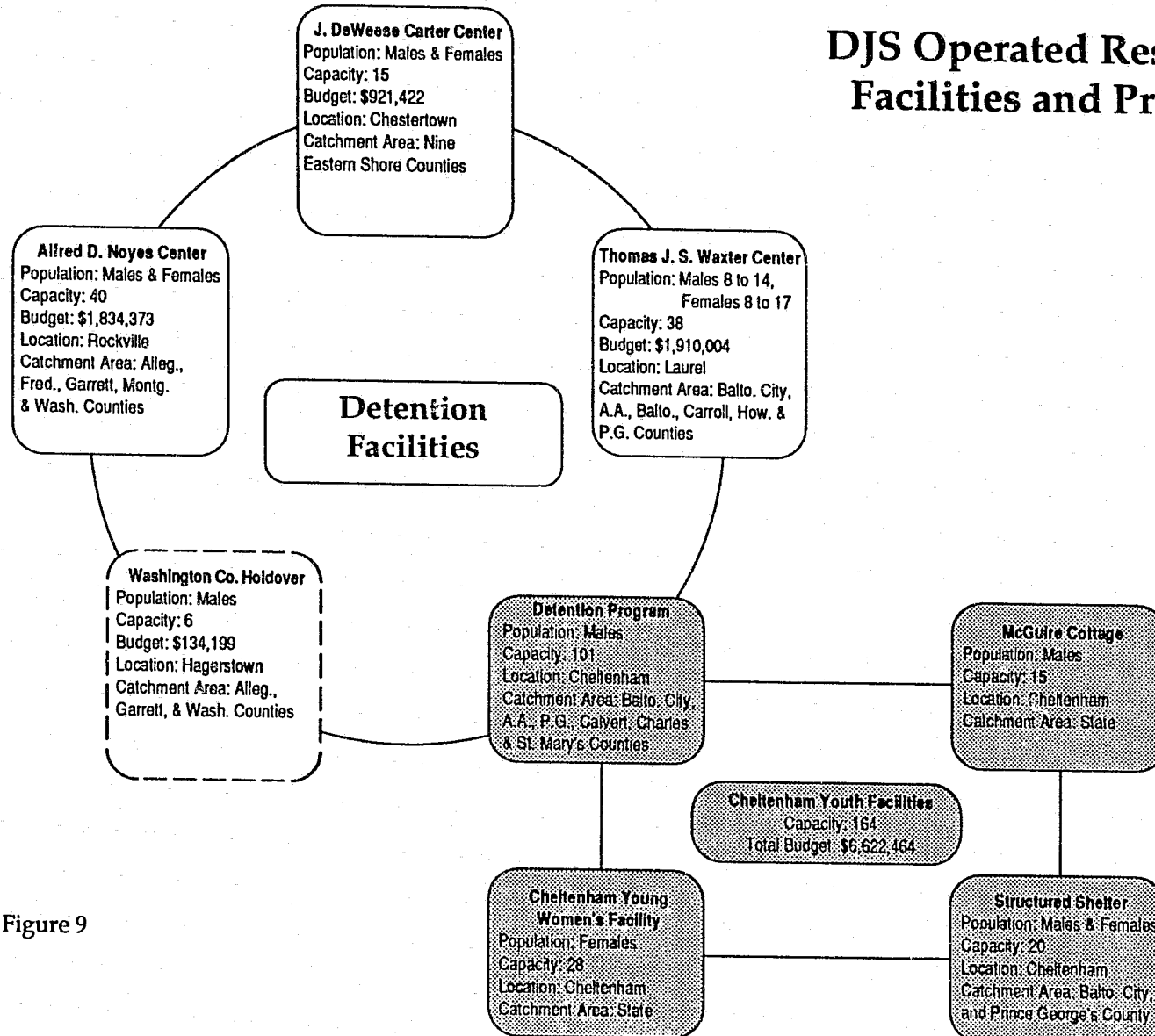
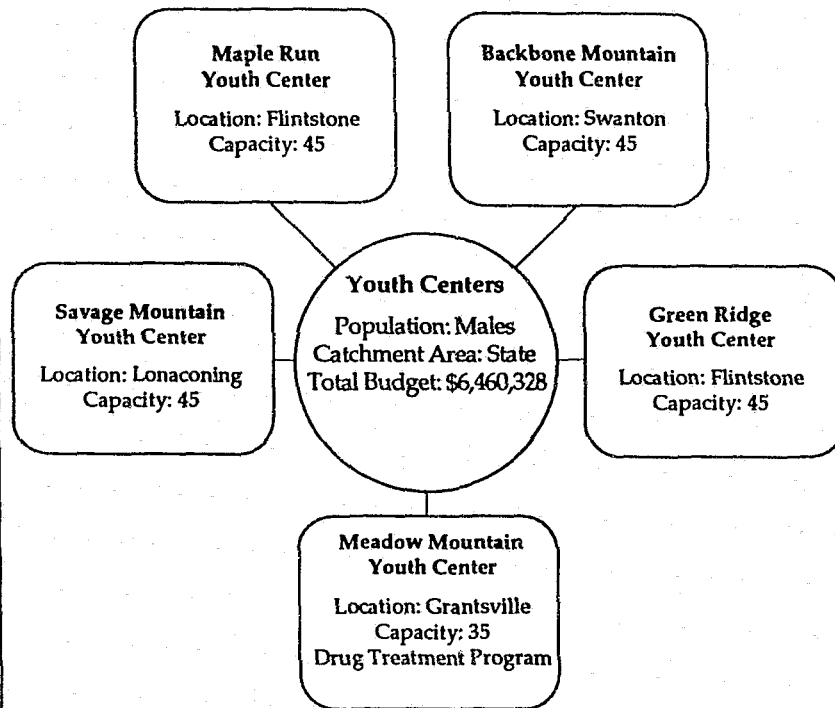


Figure 9

Note: The figures for each facility represent the FY 1995 budget allowance and the architectural capacity, except for Cheltenham.

DJS Operated Residential Facilities and Programs (Continued)



DJS Group Homes Total Budget: \$2,539,552 Location: Baltimore Catchment Area: State			
Maryland Youth Residence Center (MYRC)			William Donald Schaefer House
Living Classroom Population: Males 8-14 Capacity: 9	MYRC Boys Program Population: Males 8-14 Capacity: 27	Patterson Home for Girls Population: Females Capacity: 8	Population: Males Capacity: 19*

*Capacity reduced at William Donald Schaefer House to meet ADA certification standards.

Figure 9A

Note: The figures for each program represent the FY 1995 budget allowance and the architectural capacity except for MYRC which represents actual capacity.

RESIDENTIAL SERVICES INITIATIVES

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Continue implementation of the federally funded residential drug treatment program in the Cheltenham Young Women's Facility and participate in the implementation of the intensive aftercare treatment program for Baltimore City youth.

The Department has accomplished this initiative to successfully implement these two programs. In FY 1991, the Department received a federally funded four year grant for \$2 million dollars to implement two programs: a residential substance abuse treatment program for eight female offenders at the Cheltenham Young Women's Program and an intensive aftercare program for youth released from the three DJS operated substance abuse treatment programs.

The substance abuse component of the Cheltenham Young Women's Facility was opened in February 1992 and was certified by ADA A in February 1993. Most of the females served by the program have been from Baltimore City. In May 1993, the Young Women's Program moved to a new building, thereby allowing the separation of the substance abuse program from the regular committed program. During FY 1993, this program served 43 females.

The intensive aftercare program - Aftercare for Continued Recovery - also began accepting referrals in February 1992. During FY 1993, this model treatment program which emphasizes continuity of care and involves a comprehensive treatment model in which the youth maintains links with family and the community, served 158 youth, primarily from Baltimore City.

Residential Services will continue to coordinate efforts with Field Services and the Office of Substance Abuse to assure continued successful operations of both the residential program and the aftercare program.

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

The Department has aggressively pursued this initiative with positive outcomes, including new programs and collaborative plans. The **Enhanced Community Detention Project** is a federally funded, state-operated program which provides 18 additional slots to the existing 200 state-funded community detention slots. This program provides more intensive services to high risk youth in Baltimore

Every great and commanding moment in the annals of the world is the triumph of some enthusiasm.

Ralph Waldo
Emerson

City. Another program is **Crossroads**, a daytime report center which serves as an alternative to secure detention. This privately operated and grant-funded program serves 30 youth at a time.

Another positive result of the pursuit of this initiative is the formation of the Detention Reform Committee, which is comprised of representatives from DJS, Baltimore City Juvenile Court, Baltimore City State's Attorney's Office, Baltimore City Public Defenders Office and youth advocates. This committee is 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. As a result of this collaborative effort, plans are underway to construct a Juvenile Justice Center 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.

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

- 1995 Finalize the inventory request, services and corresponding budget for proposed Baltimore City Juvenile Justice Center.
- 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.

Develop a unified program curriculum that will provide appropriate instruction for the assessed needs of the individual student within state-operated facilities.

This initiative has been accomplished. Two curriculum committees were established in FY 1993. The first committee was charged with the development of a curriculum for detention facilities and the second with the development of a curriculum for committed programs. Both curriculums have been approved by the DJS Superintendent of Education and by the Maryland State Department of Education (MSDE) and all DJS education staff have been trained. Over the next three years, the Division will evaluate the curriculums and revise as needed.

The seeds of great discoveries are constantly floating around, but they only take root in minds well prepared to receive them.

Joseph Henry

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

A comprehensive educational program must include not only academic education, but pre-vocational training, social skills development, and post secondary programming which can lead to entry level job opportunities. The Superintendent of Education for DJS has established a relationship with representatives from both 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.

- 1995 Develop a written systematic approach for expanding partnership programs for DJS youth statewide.

Increase the technical and financial assistance from DEED by a minimum of 10%, depending upon allocation.
- 1996 Develop a plan to provide specialized high technological training, (i.e. computer programming) to youth in committed programs.
- 1997 Implement high technical training in a minimum of two committed programs.

Education is what survives when what has been learned has been forgotten.

B. F. Skinner

GOAL 2: ASSURE QUALITY PROGRAMMING

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

To assure quality programming in all state-owned and operated programs, the Department formed Quality Assessment 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 monitoring 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 with the exception of community detention and transportation services. Plans to assess transportation have been abandoned since a comprehensive study was completed this past year by the Department of Budget and Fiscal Planning (DBFP).

In addition, a committee comprised of staff from all the divisions is currently conducting a study of the young boys' program at MYRC. The evaluation of existing programs has enabled the Department to identify areas of need and enhance programs accordingly.

Accomplishments to date in the area of ensuring quality programming include:

- Implementation of a transitional living program at the Youth Centers, which not only increases program capacity by 20, but provides for smoother transitioning of youth back into the community.
- Inclusion of females into the Living Classroom, a vocational marine skills program housed at the MYRC building.
- Redesign of the Living Classroom program to double the number of youth served from 15 to 30 youth over the course of a year.
- Implementation of a Violence Prevention Program in the Living Classroom to train youth in conflict resolution and positive decision making.
- Reduction of program capacity at the William Donald Schaefer House Substance Abuse Program from 21 to 19 in order to meet ADA and COMAR standards.
- Conversion of four beds at the Schaefer House to provide long-term treatment for youth who need additional services beyond the typical 90 day stay.
- Implementation of Parenting Skills training at the Schaefer House, a program designed to provide DJS youth basic parenting skills to avoid or break the cycle of parental abuse and neglect.

This Division is committed to providing quality programs, and these efforts will continue over the next three years.

1995 Enhance recreation programs in detention facilities by providing additional staff and activities to be in compliance with ACA and CEA standards and COMAR.

Establish an on-going substitute teacher pool for all DJS state-owned and operated educational programs.

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

For decades great athletic teams have harbored one simple secret that only a few select business teams have discovered, and it is this: to play and win together, you must practice together.

Lewis Edwards

*Diversity: the art
of thinking
independently
together.*

Malcolm Forbes

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 year include program enhancements and redesign to emphasize the Department's commitment to cultural sensitivity. To promote appropriate programming in our residential programs, the Department is developing an Afro-centric training program, which is being piloted at MYRC and the Schaefer House.

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

- 1995 Provide multi-cultural diversity training for staff at all DJS owned and operated programs.
- 1996 Implement Afro-centric programming in at least two residential programs administered by Residential Services.

Evaluate the multi-cultural component of the Unified and Detention Curriculums and modify as necessary.
- 1997 Implement Afro-centric programming at all DJS owned and operated programs.

Continue with steps toward accreditation.

The Department is committed to providing safe, secure and responsible residential programs for youth. Quality detention programs are highlighted as central to this theme, recognized as a desirable and achievable goal. Therefore, steps toward accreditation continue.

A major accomplishment this past year was the completion of the self-audit at the Noyes Children's Center. Efforts are in progress to correct the deficiencies noted in the self-audit.

1995 Develop policies and procedures for secure detention facilities according to ACA standards.

Complete corrections of deficiencies identified by the Noyes self-audit and request the official audit from ACA.

Secure 100% compliance with the Correctional Education Association (CEA) standards for juvenile facilities.

Secure additional teaching and recreational staff for DJS residential programs to comply with ACA and CEA standards, as well as with COMAR regulations.

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.

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 order to meet the increased needs of the projected population and to provide quality program services, the health initiatives have become more focused. The Department is reviewing the current health standards, including those of the American Correctional Association and the Standards for Health Services in Correctional Institutions, in order to develop comprehensive yet simplistic health standards.

Much progress has been made in implementing the Problem Oriented Recordkeeping System (PORS), a method of chart organization designed to focus on the needs of the patient. It is particularly useful with team approaches to health care since it enhances the collaborative effort of problem resolution. Generic components of PORS include:

- Nursing Data Base
- Problem List
- Nursing Care Plan
- Nursing Progress Notes
- Discharge Summary

Do not let what you cannot do interfere with what you do.

John Wooden

Staff have been trained, forms have been developed, and it is expected that each of the six facilities will have PORS firmly in place by June 1994.

The ongoing educational needs of the medical staff have been recognized as being paramount to the professional expertise necessary to adequately assess, document and coordinate care needed by the youth. Several intensive training sessions specific to the needs of the high-risk youth have included: Adolescent Health Care Crisis, HIV and AIDS Education, Adolescent Health Assessment and Intervention with At-Risk Youth.

Due to the limited training opportunities and the funding available for this type of highly specialized education, efforts have been made to utilize community agency resources and Baltimore City and Howard County Health Departments. Recognizing that sexually transmitted diseases, tuberculosis and HIV positive youth are increasing in number, the emphasis will be made to provide education on these topics first.

ISYS training has been received by each of the facility nurses in preparation for implementation of a medical screen which will provide immediate access to specified health data. Expansion of this program is under investigation as efforts are made to explore methods to protect the confidentiality and limit the access of medical information to health professionals.

- 1995 Implement the quality assurance component in five facilities.

 Develop an educational curriculum for nurses to enhance their health care skills with special emphasis on health problems presented by high risk youth.

 Update adolescent health care curriculum in collaboration with educational services.
- 1996 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 sessions for staff which will serve to reinforce positive attitudes and increase staff productivity.

 Implement PORS on ISYS.

I believe that any man's life will be filled with constant and unexpected encouragement if he makes up his mind to do his level best each day, and as nearly as possible reaches the high water mark of pure and useful living.

*Booker T.
Washington*

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 this 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; grounds-keeping 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.

The Division has also participated in a student internship program that includes undergraduate and graduate students. Student interns are in place at Waxter Children's Center, Noyes Children's Center, MYRC, Cheltenham Youth Facility and the Youth Centers.

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. Over the past year, the use of the work release program was expanded to MYRC.

Not only does the Department benefit from volunteers, but our youth participate in community service projects and give back to the community. The residents of the Schaefer House perform community service projects at the Food Bank, while youth at the Youth Centers participate in projects with the Department of Natural Resources and projects on the Chesapeake Bay.

The Department's newest venture is the acquirement of a federally funded position which will facilitate the development of Parent Advisory Councils (PAC) in DJS facilities and DJS privately operated programs. The goal of this project, initiated in December 1993, is to involve parents and the community in the educational programs at the facilities.

If you can't do great things, do small things in a great way. Don't wait for great opportunities. Seize common, everyday ones and make them great.

Napoleon Hill

*Art is the stored
honey of the
human soul,
gathered on
wings of misery
and travail.*

Theodore Dreiser

1995 Through a survey/questionnaire assess the effectiveness of the student internship program and feasibility of expansion to other facilities.

Expand the Community Service Program to MYRC and the Youth Centers.

Increase the DJS participation in LEA (local educational agency) training by a minimum of 15%.

Implement a PAC in all DJS residential facilities.

1996 Expand the student internship program to all DJS owned and operated facilities.

1997 Enhance facility programming by linking community resources to at least two identified needs.

Create an arts program for all facilities.

This initiative originated as a volunteer initiative in the Office of Community Outreach, but it was transferred to this Division when the project was assumed by Education and a staff person was assigned to it. The program was initiated at MYRC in 1993 and expanded to other facilities, including Schaefer House and Cheltenham. An art exhibit of the students' work is planned for January 1994 at City Hall galleries.

Expansion of the program is planned as follows:

1995 Expand the program to the Waxter Children's Center.

1996 Expand the program to the Noyes Children's Center.

1997 Expand the program to the Carter Center.

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.

The Division of Residential Services has realized several significant accomplishments in this area, including:

- Staff training, implementation and refresher course for the Franklin Learning System at the DJS Youth Centers.
- Provision of Bloodborne Pathogen training to staff in jobs or job classifications that place them in direct contact with youth, including youth supervisors, transportation officers, etc.

Staff development and training remains a critical issue in accomplishing the goals and initiatives of this Division. The Division's sensitivity to staff morale and motivation has caused an even stronger commitment to enhancing the quality of work life for its employees through staff development and training.

To this end, a Training Manager has been assigned to work specifically with this Division. The Training Manager, with staff input, is developing a comprehensive training plan and curriculum for all facilities in the Division. The plan and curriculum will be guided by ACA standards contributing to the accreditation of the facilities.

The redesign of the pre-service training curriculum will ensure that new employees are adequately prepared to work and have a common understanding of the Division's objectives, policies and human relations expectations. The in-service training calendar will include a variety of job specific modules. The use of local area specialists will expand the knowledge base and keep staff current with the trends and technologies in the specialty areas. Adjunct trainers from existing staff will be selected, utilizing their expertise while promoting cost effectiveness.

The Training Manager will coordinate, monitor and supervise all training and will provide technical assistance where necessary. In addition, the Training Manager will develop and monitor an upgraded technological recordkeeping and documentation system for employee training.

1995 Develop an annual training curriculum for each facility.

Redesign pre-service training package.

Select and provide Training of Trainers training to staff serving as adjunct trainers in their areas of expertise.

Design a tracking system to maintain records and document staff training.

Rewrite training policy, procedures and practicums for training requirements to be in keeping with ACA standards.

1996 Provide conflict resolution training to all detention facilities staff.

The secret of success in life is for a man to be ready for his opportunity when it comes.

Benjamin Disraeli

Evaluate training plan and curriculum to determine additions, deletions, redesign, updates and special area needs.

1997 Provide training with the use of interactive computer technology.

Institute employee recognition incentives.

Accomplishments this past year include participation in awards ceremonies and the development of a new employee appraisal system. Employees of the Residential Services Division have received recognition in various awards programs, including Employee of the Month, Employee of the Year, and the Gutridge Award for outstanding work performance. With the Division's new employee evaluation tool, a brief assessment is developed mid-year to reflect the employee's performance, followed by a comprehensive evaluation at year end. Informal feedback on the new instrument indicates that evaluations more accurately reflect worker's performance.

1995 Conduct monthly and annual employee recognition activities at all Residential Services facilities/programs.

Conduct an assessment of the new employee appraisal evaluation instrument.

1996 Train at least 50% of DJS facilities' staff in motivational programs.

1997 Expand motivational programs to provide training for the remaining staff.

*Our chief want
in life is
somebody who
will make us do
what we can.*

*Ralph Waldo
Emerson*

You grow up the day you have the first real laugh

- at yourself.

Ethel Barrymore

Administrative/Program Services

Give the world the best
that you have, and the
best will come back to
you.

Madeline Bridges

ADMINISTRATIVE/PROGRAM SERVICES OVERVIEW

In September 1992, the Department initiated cost containment efforts directed at reducing administrative costs and focusing limited resources on direct care services. This resulted in a reorganization, downsizing the organizational structure from four to three Divisions. The two former divisions primarily involved with support service functions - Program Services and Administrative Services - were joined under one Executive Director.

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 development, program monitoring, grants development, and federal entitlement enhancement.

Courage is the price that life exacts for granting peace.

*The soul that knows it not, knows no release from
little things; knows not the livid loneliness of fear; nor
mountain heights where bitter joy can hear the sound
of wings.*

Amelia Earhart

*He who has a why
to live can bear
almost any how.*

Nietzsche

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, support services and information services. 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. Administrative Services mission 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 human resource activities of the Department which include employment, personnel classification, compensation, employer-employee relations and employee records. Training for the Department was previously under the auspices of Personnel. In an effort to provide more specialized training programs and staff development that specifically addresses the needs of each employee and each Division, training responsibilities were decentralized in July 1993 and are now performed within each Division.

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.

Budget and Finance

Budget and Finance is composed of three units. The Budget Unit is responsible for overseeing the fiscal management of the Department through the preparation, management, and review of the Department's operating budget.

The Audit Unit is responsible for conducting formal financial and fiscal compliance audits of the Department's contractors. This unit also participates in the internal reviews of programs and facilities operated by the Department.

General Accounting and Payroll are responsible for the ongoing financial operations of DJS Headquarters and two of the Department operated facilities, the Group Homes and the Carter Center. The other state operated facilities which are larger and self-contained, handle their own operations including general accounting.

*Here is a simple
but powerful
rule...always give
people more than
they expect to
get.*

Nelson Boswell

General Accounting is also responsible for payment of restitution to victims of juvenile crimes. During FY 1993, efforts to improve the methods for the payment of restitution to victims of juvenile crimes were initiated, and by the end of 1993, the Office implemented a new automated restitution tracking system to expedite the processing of restitution payments and to maintain accurate information regarding the current status of its accounts.

Support Services

Support Services provides assistance to the Department in the areas of procurement and facility maintenance/fleet operations. **Procurement Services** provides technical expertise in the procurement of goods and services, including human services contracts for the provision of youth services and programs. The employees of this unit are responsible for the timely issuance of Request for Proposals (RFPs) and Invitations for Bid (IFBs), and for processing contracts and Purchase Orders in accordance with procurement regulations. In addition, this unit is responsible for the establishment and monitoring of Departmental inventory systems which account for equipment, supplies, and materials purchased, stored and used by the Department.

Other support services include facility maintenance, fleet management, and telecommunications expertise. Employees of this unit are engaged in the maintenance of the physical plants of the Department's facilities; the recommendation of remedial activities to correct maintenance problems; and the coordination of efforts to secure funding to address identified problems. The maintenance and administration of the Department's motor vehicle fleet and the provision of adequate telecommunications services are also accomplished by employees of this unit.

Information Services

Information Services provides support to all divisions of the Department in automated data processing. This unit maintains the Department's statewide information system, 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, equipment maintenance and repair, and expertise in planning for the Department's future office automation needs.

Research was previously handled by Information Services. To consolidate the planning and research activities of the Department, research was transferred to the newly formed Planning, Research and Policy Unit in May 1993. This unit reports to the Deputy Secretary.

*Trifles make
perfection, and
perfection is no
trifle.*

Michelangelo

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

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. The Department's Substance Abuse Unit focuses on services needed to address drug and alcohol abuse issues confronting youth and their families. Services now in place include: drug and alcohol assessments; referrals to local drug and alcohol abuse treatment programs; drug and alcohol abuse educational programs for detained and committed youth; special residential treatment programs; and aftercare services for committed youth. Drug and alcohol abuse continues to be a major problem for the population the Department serves. The Substance Abuse Unit continues to expand programming, enhancing the Department's capacity to provide assessment, prevention, treatment and aftercare services. Program evaluation components are being developed to determine program effectiveness.

Placement and Licensing

The Placement 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, responsible for case management.

Placement services are provided by Resource Coordinators located in Area offices throughout the State. The Resource Coordinators are responsible for placement management, clinical evaluations, and non-residential purchase of care funds.

*There is not one
big cosmic
meaning for all,
there is only the
meaning we each
give to our life -
To give as much
meaning to one's
life as possible is
right to me.*

Anais Nin

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. They serve as gatekeepers for residential programs. Their function is to coordinate staffings to screen for and find the least restrictive, most cost-efficient programs for youth.

This Unit is also responsible for the licensing of residential facilities serving DJS youth. Licensing ensures that residential programs adhere to regulations and standards designed to protect the health, safety and welfare of youth in placement. Licensing examines criteria in the following areas: fire safety, sanitation, food service, staff qualifications and suitability, education, space requirements and program content.

Special Programs

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 placement by working with families to enable the youth's return home or to another permanent placement. Title IV-E also provides a block grant to the State for independent living services and programs. 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.

Grants Development and Coordination

In October 1992, the Department established an Office for Grant Development and Coordination in an effort to increase the fiscal base by the infusion of non-general funds. Due to staffing constraints and shifting priorities, the Grants Office was not fully operational until September 1993.

At that juncture, the original mission of grants development was expanded to embrace additional related responsibilities, including Medicaid attainments. This newly created Office of Grants Development will enable the Department of Juvenile Services to maximize its ability to secure all available external funding for the provision of comprehensive, effective, and efficient delivery of services to the youth of Maryland.

*I have found
power in the
mysteries of
thought.*

Euripides

*Hold yourself
responsible for
higher standards
than anybody else
expects of you.
Never excuse
yourself.*

Henry Ward Beecher

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 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. 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 and incident follow-up.

This unit is also responsible for following up on all incidents reported by private providers to the DJS 24-hour incident reporting system. The numbers of incidents reported averages 50-80 per month.

Program and Contract Development

This unit was created in October 1992 in order to provide a focused approach to the development and enhancement of programs serving youth referred to the Department.

The primary goal of the unit is to develop programs necessary to the creation of a comprehensive and effective service delivery system. This service delivery system must address the needs of the youth and their families while respecting the needs for public safety, all within the context of diminishing resources. The system envisions a range of programming from minimally restrictive interventions, such as non-residential programs, to highly restrictive intervention, such as secure residential programs.

Close collaboration with Capital Planning, Policy, Planning 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.

Foster Care

The Foster Care Unit is responsible for restructuring and enhancing 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. In order to achieve this goal, the unit has focused its strategies upon the development of comprehensive, individualized and specialized case management services and treatment alternatives for youth and their families, who are placed in family foster homes. The unit also provides services to youth who do not have a family resource by creating independent living treatment alternatives within the foster home environment.

*Your vision will become clear only when you can
look into your own heart. Who looks outside,
dreams; who looks inside, awakes.*

Carl Jung

ADMINISTRATIVE/PROGRAM SERVICES INITIATIVES

GOAL 1: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION

Pursue grants which would add program capability for certain populations and which would enhance existing programs.

This initiative and other grant development initiatives have been consolidated and appear under Goal 3.

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 established a consensus that additional non-residential services were needed to continue to divert youth from placement. It was determined that in-home services and comprehensive day treatment intervention services were most needed.

In FY 1993, the Department increased 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. 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.

In FY 1994, two major developments occurred. The first was the creation of intensive aftercare services for the Impact Program at Charles H. Hickey, Jr. School, beginning July 1, 1993. The areas receiving these services include Baltimore City, Baltimore County and Prince George's County. This intervention model is based upon outreach, advocacy, and case management for youth and their families.

The second major development occurred in September 1993. Program capacity for the Living Classroom was increased by ten. This program 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 the vocational skills training.

*All glory comes
from daring to
begin.*

Eugene F. Ware

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

- 1995 Determine the need for further program development by conducting an informal assessment of the effectiveness of existing programs.
- 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.

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.

*The more the
marble wastes,
the more the
statue grows.*

Michelangelo

- 1995 Expand the enhanced foster care program to Area II.
- 1996 Conduct a formal program evaluation to determine the need for further enhancements and expansion of the Foster Care program.
- 1997 Proceed with further system development consistent with the needs identified in the evaluation.

GOAL 2: Assure Quality Programming

Implement a computer-based restitution payment tracking system.

Accomplishment of this initiative was completed in FY 1994.

Update inventory systems for state-owned facilities.

The process of standardizing inventory systems was started in FY 1992. A review of the computer inventory system installed at Headquarters and four Departmental facilities prompted the decision to change software programs. The current system, borrowed from the Patuxent Institution, utilizes the Dbase III program. As there are few Dbase III applications in the Department, this program has been difficult to maintain. The data will be converted to a more compatible data system, which can be supported by in-house personnel. This conversion will provide for greater flexibility and easier program maintenance. This conversion will not delay the previously scheduled establishment of the standard system during FY 1994 at the Alfred D. Noyes Children's Center, the Thomas J. S. Waxter Children's Center, and the five Youth Centers located in Western Maryland.

- 1995 Evaluate the standardized inventory system and prepare to convert to the statewide Financial Management Information System (FMIS).
- 1996 Convert to FMIS.

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.

Man is still the most extraordinary computer of all.

John F. Kennedy

Improving procedures and training staff and private vendors increases the efficiency of contract administration. During FY 1994, the Department utilized its current computer capabilities to better track, manage, and report on contracting activities. By the end of FY 1994, tracking, management, and reporting on commodity procurement (including real estate lease procurement) will be improved.

To further enhance contract renewal procedures, efforts are underway to create a new computer program which will be in place by the end of FY 1994. This computer program will identify contracts well in advance of their expiration dates, thereby allowing more time to determine the need to continue those contracts.

In the area of training, efforts to date include the development of appropriate training programs for employees with Departmental procurement responsibilities. These training programs provide basic information needed for successful procurement. Additional training programs regarding RFP development and techniques in contract administration are proposed for FY 1996.

- 1995 Prepare a guidebook for private vendors to improve their preparation of proposals and the structure of their response packages.
- 1996 Provide training to DJS employees in the development of Requests for Proposals and techniques in contract administration.

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

Responsibility for evaluation of programs has been reassigned to the Policy, Planning and Research Unit under the Deputy Secretary. Therefore, this initiative has been transferred to that Unit.

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.

During FY 1994 the Department's detention facilities performed regular drug and alcohol assessments of residents. The data from these assessments show that approximately 40% of detained youth have a problem with substance abuse. Additionally, monthly data reports from detention and committed facilities are submitted to the Office of Substance Abuse. Data from the three committed facilities - Youth Centers, Charles H. Hickey Jr. School and Victor Cullen - indicates that between 50 and 60% of the youth have a substance abuse problem. Having this data available enables the Department to evaluate the treatment needs of the juvenile population.

*Even if you're
on the right
track, you'll get
run over if you
just sit there.*

Will Rogers

It is common sense to take a method and try it. If it fails, admit it frankly and try another. But above all, try something.

Franklin D. Roosevelt

Efforts to date in this area of treatment include:

- Placing addictions counselors at each detention facility.
- Devising a method to evaluate departmental substance abuse education programs.
- Implementing Project Change, an Afro-centric values clarification program, at the Maryland Youth Residence Center (MYRC).
- Providing training in screening youth for substance abuse problems to 30 case managers in 13 counties.

This unit is also participating in an in-depth evaluation project of two Departmental residential substance abuse treatment programs, (Meadow Mountain and the Young Women's Substance Abuse Treatment Program at Cheltenham), and the intensive aftercare program (Aftercare for Continued Recovery). When completed, this study will have tracked more than 700 youth in control and treatment groups. The results will be instrumental in assisting the Department to determine program effectiveness and will provide guidelines for program expansion and/or modification.

During the past two years in which the Department has operated its three residential treatment programs and the specialized aftercare program, it has become obvious that there is a critical need for intensive aftercare and other supportive services to assist treated youth to maintain their recovery. Over the next three years, the Office of Substance Abuse will focus on identifying and creating new support networks and alternative living situations by exploring collaborative efforts with local health departments and alternate funding initiatives.

1995 Train at least one case manager in each of the remaining 11 jurisdictions which have not yet received training in providing drug and alcohol abuse assessments to youth.

Evaluate the survey results on the drug and alcohol education program being provided to youth in detention and modify the curriculum according to appropriate recommendations.

Complete the evaluation of the Young Women's Substance Abuse Program and the Aftercare for Continued Recovery Program and seek funds to support the continuation of these programs.

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

1996 Pilot in each jurisdiction a procedure to do drug and alcohol abuse screening at intake.

Standardize the process of evaluating drug and alcohol education being provided to youth in detention and refine as necessary.

Coordinate with a private consultant the detailed evaluation of Project Change.

Seek additional funds to replicate Aftercare for Continued Recovery Program in another jurisdiction.

Develop a program proposal for intensive aftercare substance abuse services in conjunction with Field staff and health and human services representatives.

Develop a program proposal for two alternative living programs, one for young men and one for young women, who have completed one of the Department's substance abuse treatment programs.

1997 Seek grant funds to implement the enhanced aftercare and alternative programs.

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.

In the summer of 1993, together with the Center for Substance Abuse Research (CESAR), the Department expanded the Maryland Drug Utilization Forecasting (MDUF) Project to the Alfred Noyes Children's Center. As was found at the Thomas J. S. Waxter Children's Center, the majority of the youth approached volunteered to answer survey questions and contribute a urine sample. The urinalysis results showed that at the Noyes Facility, 24% of the samples were positive for some drug. Of those samples, 19% were positive for Marijuana.

In 1993, the Department was awarded a grant from the Governor's Drug and Alcohol Abuse Commission to implement a juvenile drug trafficking and violence intervention project. This project, to be located in Baltimore City, will provide early identification of at-risk youth between the ages of eight and fourteen. The identified youth will be involved in a structured after-school program where recreation, tutoring, and mentoring will be provided. A social worker will assist the youth and their families in obtaining additional supportive services such as counseling and job placement, and resolving financial problems. Originally, program implementation was planned for 1996. Since funding has been received, implementation will occur ahead of schedule in FY 1995.

*Better three
hours too soon,
than one minute
too late.*

Shakespeare

- 1995 Replicate the Maryland DUF at two other detention facilities.
Implement the intervention program for youth involved with drug dealing.
- 1996 Evaluate the intervention program for youth involved with drug dealing.
- 1997 Expand the intervention program to serve an older population (i.e. ages 14 to 18).

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. A draft is due in January 1994.
- 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 10-week parenting skills curriculum for both boys and girls in DJS committed facilities.

Never doubt that a small group of thoughtful, committed people can change the world; indeed it is the only thing that ever has.

Margaret Mead

- 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.

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

- 1995 Implement the new program design at the Cheltenham Young Women's Facility.
 - Complete training for over 700 line staff and supervisors on "Sensitivity to Sexual Abuse Survivors".
 - Conduct a survey of residential facilities to determine implementation of Parenting Skills Programs.
- 1996 Develop a minimum of two new community-based services for young women.
 - Develop a statewide directory of services for young women.
 - Participate in the design of the new committed facility for young women.
- 1997 Assess services to young women within the Department and prepare a final report with recommendations for future efforts.

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.

To perform the duties and responsibilities associated with monitoring, the 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 in FY 1994 to automate the unit and computerize much of the data collected. This automation process will continue over the next two years.

In search of my lost innocence I walked out a door. At the time I believed I was looking for a purpose, but I found instead the meaning of choice.

Liv Ullmann

- 1995 Automate report forms.
- Automate program audit documents.
- Develop linkages with other Program Services data networks.
- 1996 Review new data system and make changes as needed.

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 Wright brothers flew right through the smoke screen of impossibility.

Charles F. Kettering

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. Plans in progress include the establishment of a local area network (LAN) and conversion of 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, and it will permit 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.

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.

1995 Begin study of field/facility sites for Local Area Networking (LAN).

Initiate ISYS conversion to DB2 software.

1996 Implement Wide Area Network (WAN) linking pilot field/facility sites with Headquarters LAN.

Complete conversion of ISYS.

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 for 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 placement 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.
- To keep youth in their own homes.

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

1995 Create at least one specialized in-state program for the seriously emotionally disturbed, aggressive delinquent youth through cooperative efforts with other State agencies which deal with youth who exhibit similar problems.

1996 Evaluate impact on out-of-state placement rates and conduct cost analysis.

There is no exercise better for the heart than reaching down and lifting people up.

John A. Holmes

*Reach beyond
your grasp. Your
goals should be
grand enough to
get the best of
you.*

Teilhard De Chardin

- 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%.

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.

To date, the Department has 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. Title IV-E efforts in FY 1993 attained for the Department more than one million dollars through federal financial participation.

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 or no precedents to follow.

- 1995 Prepare a summary report with recommendations on the results of the implementation of the Title IV-E time study.

Develop policies and procedures for implementing Title IV-A.

Develop and implement Title IV-B monitoring process.

- 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 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 its youth and prepare a report on the findings with recommendations for enhancements or new initiatives.

Establish an office for grant development and establish a communications network with other units of the Department and potential grant sources.

This is replaced by a new initiative resulting from the renewed focus on grant development. It consolidates other grant related initiatives which overlapped in purpose and is presented as the following comprehensive grants initiative to assure that quality, effective programming continues to be provided for the DJS population. The importance of grants administration was highlighted in the reorganization by the designation of an individual office specifically devoted to this area of responsibility.

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.

In an effort to expand the scope of programs and activities, the Department established an Office of Grants Development. 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 will be 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 Office of Grants Development will now embrace the scope of Federal entitlement monies and reimbursement essential to the Department's ability to provide comprehensive medical, educational, and treatment services to youth.

Specifically, during FY 1993-1994, the Department examined the applicability of Title XIX Medicaid eligibility for the client population served in various programs operated by both the Department and private providers. The study revealed several target populations who are medical assistance eligible. Efforts are continuing to identify appropriate populations and programs which are or may be conducive to Medicaid reimbursement.

1995 Research Federal, corporate, and foundation grant programs and pursue a minimum of 10 new funding sources per year.

Obtain funding for a minimum of two Departmental priorities not included in FY 1995 general fund budget.

Develop three to five key concept papers for submission to foundations and government agencies for innovative model programs.

Attain line item budget allocation in Federal appropriations/ authorization legislation dedicated to services for Maryland youth.

Money giving is a very good criterion of a person's mental health. Generous people are rarely mentally ill people.

Karl A. Menninger

*If you paint in
your mind a
picture of bright
and happy
expectations, you
put yourself into
a condition
conductive to
your goal.*

*Norman Vincent
Peale*

Increase Medicaid (Title XIX) reimbursements for client population by 20%.

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

Create an automated data bank which integrates information regarding funding sources and opportunities, program priorities, allocations, and application procedures. Through program design and modification, continue to increase Medicaid (Title XIX) reimbursements.

Expand funding base through increased foundation and corporate endowments.

Complete implementation of recommendations of DHMH to facilitate and enhance Medicaid (Title XIX) reimbursements.

1997 Determine the success of Grants Development activities by assessing the increased level of external funding sources and the expansion of staffing and office functions as underwritten by external dollars.

Maintain and enhance the momentum established in FY 1995 and 1996 activities and continue activities consistent with Departmental priorities and population needs.

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 in draft status pending review of the Executive Director for Administrative/Program Services, the Deputy Secretary, and finally the Secretary of Juvenile Services. It will be printed by the end of FY 1994.

1995 Distribute the Handbook to all DJS employees statewide and develop criteria for revisions.

1996 Review the Handbook annually and make necessary revisions and updates.

1997 Review the Handbook annually and make necessary revisions and updates.

Improve training programs for all DJS staff.

Since training has been decentralized and is performed within each Division to meet individualized needs, this initiative is no longer appropriate. A training initiative specific to this Division has been developed.

Provide on-site and regional training.

The Office of Personnel Management no longer has responsibility for training all staff. Therefore, this initiative and the preceding initiative have been consolidated and redesigned to address the training objectives of this Division, as stated below.

Improve training programs for all Administrative and Program Services staff.

The Office of Personnel Management is planning training initiatives for this Division. Providing quality service in the context of a shrinking budget demands enhancing the skills of the Department's most valued resource - the employees. Identification of training needs is the first step.

During FY 1994, the Office of Personnel Management will continue to conduct studies to determine the types of training needed to support the operations of the Administrative/Program Services Division. After needs are identified, pertinent training programs will be developed and implemented over the next three years.

- 1995 Develop a minimum of 10 training programs to address the needs identified in the studies.
 - 1996 Implement new training programs.
 - 1997 Evaluate each program for content, quality and presentation through written forms and observation.
- Determine program modifications, additions and deletions based on the evaluations.

*In spite of illness,
in spite even of
the archenemy
sorrow, one can
remain alive long
past the usual date
of disintegration if
one is unafraid of
change, insatiable
in intellectual
curiosity, interested
in big things, and
happy in small
ways.*

Edith Wharton

*The human mind, once stretched by a new idea,
never regains its original dimensions.*

Oliver Wendell Holmes

SUMMARY

The management of youthful offenders has had a long and varied history in the state of Maryland, dating back to 1830 when the legislature passed "An Act to establish a House of Refuge for Juvenile Delinquents." The Department'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 large majority of youth referred to Juvenile Services have been charged with a delinquent act. In fiscal year (FY) 1993, of the 48,895 complaints received by the Department, approximately 91 percent involved delinquent acts. 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 1993, police complaints accounted for 91 percent of the total complaints received.

Throughout its history, the Department of Juvenile Services has undergone numerous changes both philosophically and administratively. In September 1991, Mary Ann Saar was appointed Secretary for the Department of Juvenile Services by Governor William Donald Schaefer. Challenges facing the new Secretary included: increases in the client population far greater than projected; severe budget cuts due to the economy; and an internal organization in a constant state of flux due to numerous changes.

Between FY 1990 and FY 1993, the Department's intake increased an average rate of 8.2 percent. This influx in cases was accompanied by a shrinking budget. From FY 1991 to FY 1992 the Department sustained a reduction of 9.1 million dollars. This amount was further reduced by an additional one million dollars in the FY 1993 appropriation.

Responding to the situation, immediate action was taken to focus limited resources in the area of direct care services to youth. The departmental structure was downsized from five to four divisions in January, 1992 and again in September 1992 to three Divisions.

To guide the Department in its development, a three year plan, *Our Youth...Maryland's Future*, was developed for FY 1992-1994, and it has been updated annually. In the plan, four major goals were established.

- ONE: PROMOTE STABILITY AND RELATEDNESS IN THE CLIENT POPULATION
- TWO: ASSURE QUALITY PROGRAMMING
- THREE: MAXIMIZE THE USE OF EXISTING RESOURCES
- FOUR: RECOGNIZE EMPLOYEES AS THE DEPARTMENT'S MOST VALUED RESOURCE

*The best thing
about the future is
that it comes only
one day at a time.*

Abraham Lincoln

Many accomplishments have been achieved since these goals were first established two years ago. A new Continuum of Services was developed. This service delivery system codes all programs and services according to measures, such as restrictiveness and intervention.

Other major accomplishments include advancements in the area of providing treatment services to female offenders. At the request of Secretary Saar, a Female Population Task Force was convened in April 1992 to identify and address programming needs of female offenders. The first annual report was published in November 1993 and outlines accomplishments to date including: 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.

Significant improvements in education have been made. This past year a unified curriculum was developed for youth in DJS committed programs and a more concrete curriculum was implemented in detention facilities. Additionally, a multi-cultural component has been incorporated into the educational curriculum. Another major accomplishment is the execution of an agreement between DJS and all local educational agencies to provide educational information on youth within a seven day period. This facilitates smooth transitioning of the youth into an appropriate educational level.

Detention reform has been a priority in the last few years. Growing concern about the average length of stay in secure detention and the resulting problems, which range from youth rights to crowding in detention facilities, prompted the Department to aggressively tackle detention issues. Accomplishments to date include expansion and enhancement of community detention to target high risk youth; access to a day time report center for youth who would otherwise be in secure detention; and the establishment of a detention reform committee with representatives from DJS and the Baltimore City Court system to address issues such as delays in court processing time.

The Department has also been involved in serious undertakings to integrate the juvenile justice system. Through active involvement in various councils, Juvenile Services' 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. Expansion efforts are underway to involve policing entities, statewide, in these efforts.

A major accomplishment of this administration was the development of the Department's *Ten Year Facilities Master Plan*. In October 1993, the revision of this 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 and the construction of additional youth centers. A major project is the proposed construction of a Juvenile Justice Center for Baltimore City which will provide intake, detention, court services,

*It was the
bumblebee and the
butterfly who
survived, not the
dinosaurs.*

Meridel Le Suer

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 youths, their families and the agencies which provide services. A key component to this proposed system is an integrated information system.

The quality and effectiveness of programming is critical to the Department's ability to treat its youthful offender population. To determine program effectiveness and impact, evaluation is essential. A major accomplishment in this area is recidivism reporting, an important measure of program effectiveness which also maximizes the Department's expenditures/budget.

To obtain the funding necessary to provide more quality programming for youth, the Department is actively involved in grant development and federal entitlement programs, such as Title IV-E and Title XIX. In FY 1993, Title IV-E efforts attained for the Department over one million dollars through federal financial participation.

New initiatives which are being pursued include child support collection and fingerprinting youth. The Department is in the process of establishing a system to obtain parental financial support of youth placed in DJS facilities or purchase of care placements via a cooperative agreement with the Child Support Enforcement Administration of the Department of Human Resources (DHR).

To address the need for accurate identification of youth, the Department is working with several other agencies to implement a fingerprint-based identification system. The system will be subject to stringent quality control standards and system audit procedures.

Throughout all of its endeavors DJS emphasizes quality service and programming. Commitment to quality is evidenced by the Department's participation in Total Quality Management (TQM), the goal of which is to enhance quality operations throughout the Department by involving all employees in decision making and problem resolution. This pursuit of quality will continue to drive the efforts of the Department of Juvenile Services as we serve *Our Youth...Maryland's Future!*

*Life is no brief
candle to me. It is
a sort of splendid
torch which I have
got hold of for the
moment, and I
want to make it
burn as brightly as
possible before
handing it on to
future
generations.*

*George Bernard
Shaw*