

# **Department of Juvenile Services: Statement of Need**

## **SUBJECT: STATEMENT OF NEED FOR Short Term Intervention and Shelter Program**

The Department of Juvenile Services (DJS) seeks to ensure public safety, hold juvenile offenders accountable to victims and provide youth with the services needed to assist them in becoming responsible and productive members of society. DJS operates a system of services delivered in communities and facilities to meet the specific needs of youth and their families without compromising public safety.

Gender Responsive programming in Maryland began in 1992 with the establishment of the Female Intervention Team (FIT) in Baltimore City, which led to the creation of a probation unit dedicated to females. The major focus of FIT is to keep girls in the community and prevent them from re-offending. The establishment of this unit led to a decrease in the number of girls detained and committed in residential facilities.

In 2007, Secretary DeVore continued the emphasis on gender responsive programming and established a statewide Director of Girls Services to help support the implementation of gender-responsive reform throughout the Department. Reforms included the provision of specialized training for all staff working with girls on gender-specific and trauma-informed care, and the establishment of a girl's services certification program for direct care staff.

Staff that has direct contact with girls, either as case managers or within residential settings as direct care staff, are completing a certification program in Gender Specific and Trauma Informed Care.

As the Department began to shift the responsibility for the management and development of services to DJS Regional Offices, a shortage of gender responsive services was identified. The Montgomery County (Maryland) Collaboration Council for Children, Youth and Families, Inc. (Collaboration Council) contracted the Winnow Group, LLC, to provide assistance in increasing local quality shelter care as an alternative to detention. The Collaboration Council and key stakeholders identified the immediate need for a local gender-responsive shelter/short term intensive program with programming to meet the needs of female youth who would otherwise end up in detention or long term placement.

DJS continues to strive to utilize the least restrictive environment while providing adequate treatment and socialization skills for our female population. The stakeholders in the Metro region, state wide as well, have identified an increased need for gender specific ATDS(Alternatives to Detention) and short term programming and intervention. DJS is seeking a 8-10 bed program that addresses the criteria as previously stated. This practice fits the gender specific goals of the agency

## ***Males***

The Department is not seeking any services for this population in this Statement of Need.

## **Program Description**

### **Shelter-Care Program -**

The primary purpose of a shelter home is to provide a safe environment for young women who may be pending adjudication and/or placement. An ancillary purpose is the support and stabilization of a young woman who may have been removed from their families. The program emphasis should focus on supervision, safe environments, education, family assessment and intervention with access to health care and mental health services. The shelter is expected to provide an appropriate environment for young women between the ages of 12 – 18 and whose average length of stay may range from 1 – 30 days.

### **Short Term Intervention Program –**

The primary purpose of the Short Term Intervention Program is to provide a safe environment for young women between the ages of 12 – 18 who are adjudicated and committed to the Department of Juvenile Services. The program will provide intensive services to young women to prepare to return to their home community within a 90 day period. The intent of the program is to reduce the need for long-term residential placement by intervening early and effectively with at-risk females.

The Short Term Intervention Program must connect young women with community resources. Both the Shelter Care Program and the Short Term Intervention Program must provide services based upon the core values of gender responsive services - “protect,” “respect” and “connect.” Gender responsive services are programs planned and implemented to meet the unique needs of girls and young women. Minimally, the programs must be deliberate in valuing the female perspective, in celebrating and honoring the female experience, in respecting and taking into account female development and in assisting young women to reach their full potential. Program elements should include a comprehensive assessment of “herstory” as the building block for treatment and services to address the young woman across her six domains: physical, sexual, emotional, relational, intellectual and spiritual was emphasized.

### ***Services for the Short Term Intervention Program***

Prospective providers must develop the capacity to provide programming that addresses the needs of the youth. The program model includes:

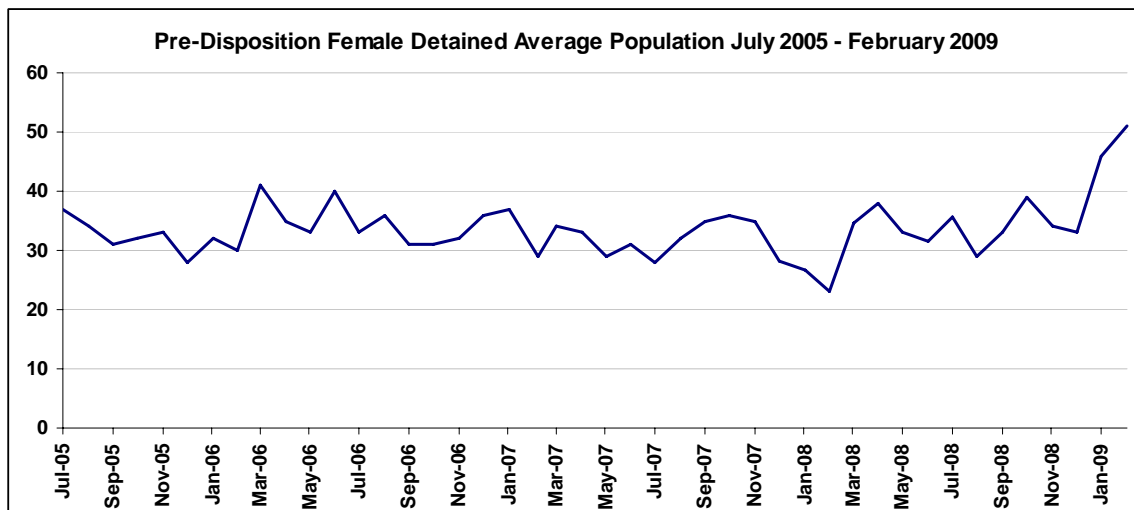
- Care and supervision in an environment tailored to a female population
- Psychosocial assessment of the youth and family
- Referral/linkage to psychiatric consultation as indicated
- Staff recruitment and training designed to attract staff who have the interest and skills necessary to positively interact with girls and to address the unique treatment needs of girls
- Service and treatment planning of services for youth and family to include access to weekly mental health counseling - provides youth an opportunity to talk about their issues and work on treatment goals with clinical staff.

Family sessions - focus on supporting family strengths, developing skills to reduce family risk factors and transitioning back to home and community

- Assistance, identification and linkage to community resources during the youth’s stay in the program and upon re-entry to the community.
- Psycho-social skill groups- examples include Aggression Replacement Therapy(ART) and Cognitive Behavioral Therapies (CBT) - identifies beliefs, behaviors and triggers that are related to debilitating negative emotions and to identify those which are dysfunctional or simply unhelpful and replaces them with more realistic and useful ones.
- Specialized groups – targets specific youth based upon identified need, i.e. grief and loss, trauma recovery, and parenting issues.
- Educational opportunities: Support and maintain youths' progress in core academic subjects to include remedial and GED instruction as applicable;  
In collaboration with DJS case managers, support transition of youth to school or GED programs on discharge to the community
- Leisure time activities - focuses on skill development and team building.
- Recreational activities - promotes a fully scheduled day for youth.
- Transition planning - includes monthly reviews and updates of the treatment service plan, provide families and case managers with progress reports and help shape the community aftercare plan.
- Culturally Sensitive programming
- Outcome measures – should address: recidivism; treatment goal attainment; educational attendance post-discharge; educational success (GED, HS Diploma, College Attendance); employment post-discharge; treatment plan compliance post-discharge; drug/alcohol abstinence post-discharge; successful program completion; and youth exhibiting change in desired behavior.

**Current Trends**

Girls are presently detained in only three locations in Maryland: Waxter, Noyes and the Lower Eastern Shore Children’s Center.



The Waxter Facility, currently located in Laurel, Maryland is the only “committed” program for girls operated by DJS. It has been identified as antiquated and undesirable for the residential treatment of girls. The number of girls committed to DJS for secure care remains low, (averaging 7-10 girls quarterly), and DJS anticipates further expanding Community- Based Care and Evidence-Based Models. Thus, it is proposing to continue its policy of operating only one committed care facility for girls at Waxter, but offering short-term, intensive intervention programs, to serve females in community based shelter care programs with evidence based services as well as a short term behavior modification program.

### **CURRENT SHELTER CARE CAPACITY**

DJS currently has the capacity to shelter 14 females in Maryland. Based on the regionalization of services, 4 beds are allocated to the Central Region (Baltimore, Howard, Carroll and Harford Counties), leaving 10 beds to serve the remainder of Maryland. The 10 beds are located at the Sykesville Shelter Carroll County.

### ***DJS’ Female Detention Alternatives***

DJS’s current plans include the continued utilization of Community–Based Alternatives to Detention (ATD)

ATD’s are short-term programs that serve youth whose cases are pending in Juvenile Court. For youth who would otherwise be placed in secure detention, ATD utilize the least restrictive alternative to keep youth in their communities who meet low-to moderate-risk criteria based on the Detention Risk Assessment Instrument (DRAI). ATD provides a level of supervision sufficient to safely maintain youth in the community and to ensure their appearance in court. When implemented effectively, ATD reduce the overall detention population and relieve overcrowding.

ATD alternatives are intended to reduce crowding, cut the costs of operating large juvenile detention centers, shield youth from the stigma of institutionalization, help youth avoid associating with peers who have more serious delinquent histories, and maintain positive ties between the juvenile and her family and community.

When law enforcement makes a Request for Detention (confinement) of an arrested youth, an emergency detention decision is being made by DJS staff. The Detention Risk Assessment Instrument (DRAI) is completed and if an ATD is recommended there are only two program options available: Community Detention and shelter care.

Community Detention (CD) would be the primary ATD program to be used. This requires the Intake worker to contact the parent or guardian and have them be willing to take the youth home. This program provides monitored supervision.

The Department predicts it will need more ATD slots as a result of a reduction of youth being released into the community and being given an ATD instead.

**Table 1** shows the projected need for additional ATDs to reduce the number of females in detention by region

<b>Table 1 Projected Need for ATD'S To Reduce the Number of Females in Detention</b>	
<b>Region</b>	<b>Projected additional ATD needed for Females</b>
Region 1: Baltimore	5
Region II: Central	4
Region III: Western	1
Region IV: Eastern	3
Region V: Southern	3
Region: VI: Metro	6
<b>TOTAL</b>	<b>22</b>

Shelter care is used for the youth when parents are unable or unwilling to take physical custody of the youth. In both cases (CD and shelter care) the youth is presented in court the next business or court day.

**Average Daily Population (ADP) by Region Female Shelter Care 2009**

<b>Region</b>	<b>ADP</b>
Region 1: Baltimore	10
Region II: Central	4
Region III: Western	3
Region IV: Eastern	1
Region V: Southern	1
Region: VI: Metro	2
<b>Total</b>	<b>22</b>

## **VENDOR PROCESS**

DJS requires that all vendors who did not submit proposals to the Governor's Office for Children (GOC) before October 1, 2008 submit a proposal to GOC within 90 days from the issuance of this Statement of Need. Proposals will be preliminarily reviewed by GOC. Within 60 days of the receipt of a proposal, GOC shall conduct a preliminary review to determine if the proposal is adequate to refer to a licensing agency. The review will ensure that a program has filed a completed proposal in conformance with single point of entry requirements and GOC will refer the approved proposal to the appropriate licensing agency for determination of whether the proposal meets the requirements of the Statement of Need, selection of a vendor(s) and processing of a licensing application. If the proposal is to be revised, GOC will establish a timeline for the vendor to provide any necessary additional information and/or to take any actions required before the proposal can be approved. GOC will establish a timeline for resubmission of the proposal not to exceed 30 days. The approved proposal will be then be forwarded with all documentation to the appropriate licensing agency.

## **Approval Process**

DJS will receive the approved proposals for review from GOC. As part of the vetting process, DJS will consider past history with prospective programs, estimated date that prospective programs can be online once license is approved, location and available space of prospective programs, letters of support from local stakeholders and other factors as deemed necessary. An internal selection committee, designated by the Secretary of DJS, will review and score all proposals using a rating tool, which is available for review upon request. DJS will score each proposal and select the program that best meets the Statement of Need Pursuant to Human Serv. § 8-703.1(f). The committee will make its selection within 45 days of submission. There is currently no statutory or regulatory restriction on the number of youth who may be served in a privately owned and operated residential child care facility. Ideally, programs would be located within the region where the youth served live. Prospective vendors will select a program site based on need, but due to the limited number of youth per region, each program may serve youth statewide.

Prospective programs will have 1 calendar year from the time of submission to have the program beds on line.

For further information please contact:

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## Appendix A

### **DEPARTMENTAL GOALS**

#### ***1) Treating Maryland's Children in Maryland***

As a result of the State's diminished capacity to serve its children in state, DJS has increasingly relied on costly and inefficient out-of-state placements for treatment of the most vulnerable youth. The strategy is to reduce its reliance on these placements and to build in-state capacity for the treatment of youth in its care. In addition to the expansion of in-state residential services, DJS plans to greatly expand its utilization of community alternatives to detention (ATD) and evidence-based programs (EBP).

#### ***2) Improving Conditions of Confinement at all DJS Facilities***

DJS is committed to the elimination of federal oversight by the United States Department of Justice (DOJ) of the Baltimore City Juvenile Justice Detention Center and improving conditions of confinement at all DJS facilities. To achieve its goal, DJS has implemented a quality assurance process to include self-assessment and corrective action planning, expanded structured programming, and enhanced management practices at all DJS-operated facilities.

#### ***3) Achieving Better Outcomes for Children and Families by Becoming a More Data and Results Driven Agency***

Transparency and agency accountability are core components of the O'Malley-Brown administration. DJS will meet this goal by improving data collection, engaging in performance monitoring and researching and then utilizing best practices in the field. In an effort to create an atmosphere of accountability the DJS is integrating data-driven decision making using State Stat, implementing continuous quality improvement and accountability in all DJS programs, expanding JDAI reforms statewide, developing an integrated assessment, treatment planning and tracking system, implementing a gender-responsive and trauma-informed models of care for girls, improving interagency collaboration with other state child serving agencies, and promoting greater family and community involvement.

#### ***4) Reducing the Number of Homicides and Non-Fatal Shootings of Youth under DJS Supervision***

Public safety is a core element of the Department's vision. DJS considers violence among youth to be a public health crisis. DJS has established a comprehensive Violence Prevention Initiative (VPI) to focus on high-risk juvenile offenders. DJS is transforming its case management functions to accommodate more serious offenders by increasing contact and services for youth served by VPI as well as using ancillary services such as GPS to better track the at risk youth. Collaboration is essential to the success of the VPI, and its foundation is achieved with improved collaboration with law enforcement fundamental to VPI. This starts with law enforcement and the regular review of juvenile homicides and non-fatal shootings. Additionally, identification and implementation of prevention and intervention strategies is a key to VPI's success.

#### ***5) Aligning Organizational Development with Strategic Planning Goals***

DJS is committed to assessing and restructuring, its organizational structure so that it's capable of achieving its major goals and achieving regionalization. DJS has undertaken a review of its organizational systems and resources to best align these with the strategic goals outlined in this plan. Maximizing its available resources, DJS is focusing on decentralizing business processes, strengthening the workforce and expanding leadership development.