

V10A0108
Department of Juvenile Services – PAYGO

Baltimore City Juvenile Justice Center (Baltimore City)

PAYGO GF **\$3,000,000** **Recommendation: Delete funding**

Project Description: Unknown. The Department of Juvenile Services (DJS) has not submitted any detailed documentation to describe this project.

Comments: As originally proposed in fiscal 1994, the Baltimore City Juvenile Justice Center (BCJJC) was to be a 144-bed secure and intake detention facility for Baltimore City. The building was designed to be a multi-service center and include space for the State’s Attorney’s office, the public defender, as well as juvenile court. By fiscal 1995, the building was intended to include the capacity to add an additional 48 detention beds to meet the needs of the State for the next 10 years. Unfortunately, it was another 10 years before the facility opened.

As developed, BCJJC fails the simple three-prong test for a capital project:

- **On time:** originally estimated for completion in July 1998, DJS did not begin serving youth at the facility until November 2003.
- **On budget:** originally estimated to cost \$39 million, the total project cost exceeded \$63 million.
- **Met the agency’s needs:** intended to house 144 youth, the December 2004 *Gap Analysis* report noted that security design is poor, school and day room space inadequate for full capacity, outdoor recreation space is inadequate, and fittings are of poor quality and showing hard wear. That report recommended that capacity be limited to 108 youth.

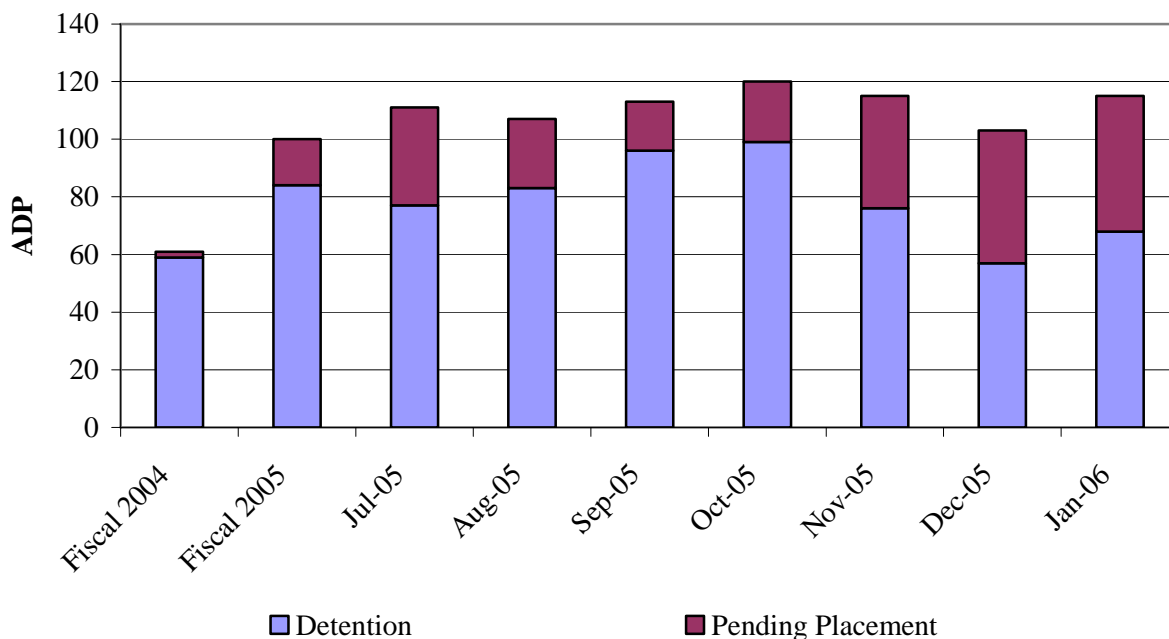
The recently completed Facilities Master Plan concludes that as currently configured the facility should only house 72 youth, a number that is inadequate to meet Baltimore City’s projected needs for the foreseeable future. As shown in **Exhibit 1**, in fiscal 2005, the facility served an average daily population (ADP) of 100, a figure that has risen to 112 in fiscal 2006 year-to-date (indeed, at the beginning of February, on one day the facility was housing over 150 youth).

Note: Numbers may not sum to total due to rounding.

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Exhibit 1
Baltimore City Juvenile Justice Center
Fiscal 2004 – 2006 Year-to-date
(Average Daily Population)



Source: Department of Juvenile Services

Outstanding Questions

In order to make a reasonable judgment about the proposed funding, a number of questions should be addressed including:

- How can a building designed to serve 144 youth now be considered appropriate only to house 72 youth?
- What changed between December 2004 and January 2006 for the recommended capacity to be reduced from 108 beds to 72 beds unless significant changes were made? The December *Gap Analysis* certainly implied that reducing capacity and improving management would allow for operation at 108 beds and made no mention of the need for substantial renovation.
- Why did DJS open a facility that had inadequate education and treatment space, and why did it not address this issue earlier?

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- How is the current education space inappropriate and what specific changes are required?
- Do the changes relate to specific populations housed at the facility? If the space is inadequate because of the needs of the pending placement population, would it be more appropriate to focus efforts on reducing that population rather than building up the services to accommodate it?
- Is the \$3 million budget adequate? The Department of Legislative Services finds that there is no reliable way to assess this given the lack of project detail. However, preliminary conversations about this project reveal that it is a substantial renovation of space and it is more than likely that this number is inadequate. If the actual cost of renovation is significantly higher, at what point does it make sense to think of alternative solutions?
- Is other renovation required? The Facilities Master Plan notes that education and treatment space is inadequate but the deficiency only speaks to renovation for education space. It is unclear if DJS will subsequently decide that treatment space also needs to be changed, thus requiring additional renovation.
- Is there an impact on existing users of the building? Again, preliminary conversations indicate that existing occupants could be forced to relocate. There is no indication of the additional operating costs associated with that action or if such an action would undermine the whole purpose of the BCJJC; principally to achieve efficiencies and improve outcomes for youth by having all the providers at one location.
- Was this proposal generated by the recent Maryland State Department of Education (MSDE) takeover of education at BCJJC? If so, since MSDE and DJS announced this change in October, why is there still no firm detail regarding the specific changes needed and project costs? As MSDE continues to expand its responsibilities for education in DJS facilities pursuant to Chapter 535, Acts of 2004, will this require renovations at other facilities not considered in the Facilities Master Plan based on its expectations versus the model used by DJS in developing facilities?

Project Data

No project data is available.

Recommended Actions

	<u>Amount Reduction</u>	
1. Delete funding for renovations at the Baltimore City Juvenile Justice Center. The department has provided no detailed description of the work to be undertaken or project cost data.	\$ 3,000,000	GF