



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

Prince George's County Planning Department  
Countywide Planning Division

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February 20, 2013

**MEMORANDUM**

TO: Prince George's County Planning Board

VIA: Fern Piret, Planning Director *F.P.*  
Derick Berlage, Chief, Countywide Planning Division *DB*

FROM: Christine A. Osei, Planner Coordinator, Countywide Planning Division *CAO*

SUBJECT: MR-12003F Staff Report – Cheltenham Youth Detention Center (CYDC)

**BACKGROUND**

The Land Use Article § 20-301 through 305 of the Maryland Annotated Code requires the Planning Board to review public construction projects for all federal, state, county and municipal governments, and publicly and privately owned utilities through the Mandatory Referral process.

**PROJECT SUMMARY**

This project is the construction of a new 72-bed modern state-of-the-art detention facility to house male juvenile offenders in need of secure care on 22 acres of the 900-acre site. The new facility will replace deteriorated, inadequate buildings at Cheltenham that have severe programmatic and security deficiencies, and that are uneconomical to renovate. The facility occupies approximately 900 acres at 11001 Frank Tippet Road in Cheltenham, located in Prince George's County. The proposed development is the first facility to be funded as part of a Facilities Master Plan for statewide improvement of detention centers operated by the Maryland Department of Juvenile Services. The land is zoned Rural-Residential and is located in the Developing Tier.

**RECOMMENDATION**

Staff requests Planning Board approval to transmit the following staff recommendation:

- Since the proposed development is adjacent to existing single-family detached homes, the applicant should consider providing additional landscape plantings along the property line with existing single-family detached residential community.

Attachments



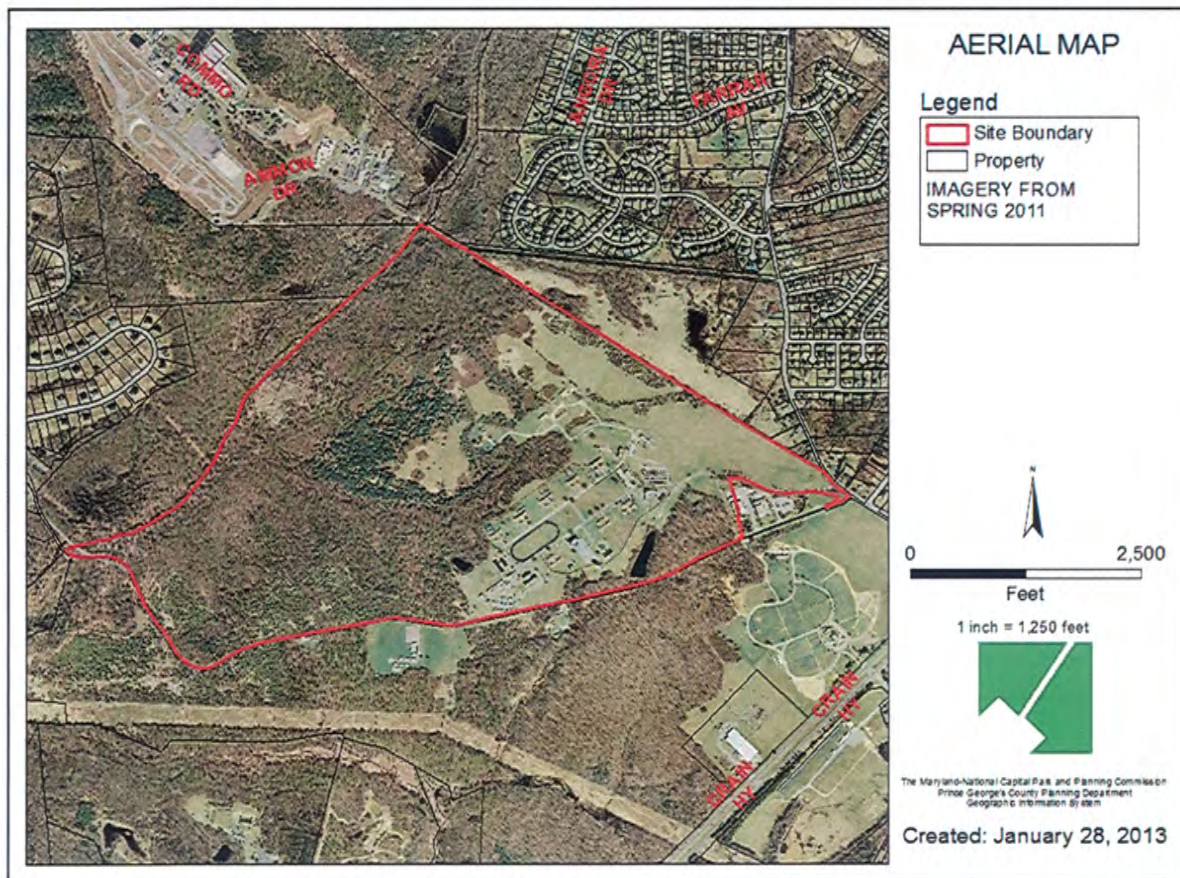
**THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION**

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**Mandatory Referral Review Staff Report**

**Cheltenham Youth Detention Center  
State of Maryland, Department of Juvenile Services**



**Prince George's County Planning Board Review**

Planning Board Date: February 28, 2013

**MR-12003F**



## **BACKGROUND**

The Cheltenham Youth Facility (CYF) occupies approximately 900 acres. Nearly 45 of its acres are within the developed portion of the site. Cheltenham is a campus of multiple buildings in a rapidly developing area of Prince George's County, near US 301. The campus originally included ten cottage-style residential buildings arranged around a central open space. Two of the buildings were once used by the adjacent former Regional Institute for Children and Adolescents (RICA) school. Of the remaining eight cottages serving Cheltenham, seven are within a perimeter security fence, along with shared central facilities including a gymnasium, a school building, a kitchen/dining facility, an infirmary, an outdoor swimming pool, and the administration building. The central open space contains a running track and an open playing field. In recent decades, Cheltenham was the primary detention facility for male delinquent youth from many parts of the state, including Baltimore City, and housed hundreds of male youth both in detention and long-term secure treatment programs. With the opening of the Baltimore City Juvenile Justice Center and the relocation elsewhere of secure treatment programs, Cheltenham has served almost exclusively as a male detention center for Regions V (Southern Region) and VI (Metro Region).

The proposed Cheltenham Youth Detention Center is the first facility to be funded as part of a facilities master plan for statewide improvement of facilities operated by the Department of Juvenile Services (DJS) in Maryland.

## **PROJECT LOCATION**

The Cheltenham Youth Facility, formerly known as Boy's Village, is located at 11001 Frank Tippet Road in Cheltenham, Prince George's County, Maryland. The property is zoned R-R and is situated off the southwesterly side of Frank Tippet Road and the northerly side of Surratt Road. The campus consists of approximately 900 acres, bounded by Frank Tippet Road on the east, Surratt Road on the south, Piscataway Creek to the west, and single-family residential and farmland to the north. Currently the campus has existing improvements which include youth detention center, staff dormitory and staff support buildings, several secondary buildings, a water tower, a water treatment building, a wastewater treatment facility, a pond, and associated utilities infrastructure in support of the existing improvements. Access to the campus is through a main driveway along the southerly side of the campus to the existing youth detention center. The main entrance is in a northwesterly direction to existing parking areas, the staff dormitory, and the staff support buildings. Other secondary driveways lead to other portions of the campus to provide access to the existing site improvements.

The proposed Youth Detention Center building and other facilities will be constructed on approximately 22 acres. The detention center will occupy a portion of the existing staff dormitory building and associated parking lot, which will be demolished. The existing field is bordered by a dense tree line along the northerly edge, providing a visual screen for neighboring properties to the north. The remainder of the campus west of the project site is primarily wooded with some fields and ends at Piscataway Creek. Figure 1 shows the existing campus with the location of some of the buildings and the site of the new facility.



**Figure 1: Existing Youth Detention Center Facilities**



## PROJECT DESCRIPTION

This project involves the construction of a new 72-bed modern, state-of-the-art detention facility to house male juvenile offenders in need of secure care. The new facility will replace deteriorated, inadequate buildings at Cheltenham that have severe programmatic and security deficiencies, and that are uneconomical to renovate. This facility will have the necessary configuration to allow for “direct supervision” of youth that maximizes visual and auditory monitoring and control for proactive supervision and management. Open areas support the direct supervision by allowing for 39 clear lines of sight and natural light. Such a configuration will provide positive development services in a safe, secure, and healthy environment for youths and staff to promote healthy relationships, personal growth and development of pro-social behaviors, for the purpose of positive re-integration back into their families and the community. Also, the new facility will ensure the maximum ability to provide quality education to address the wide range of educational needs of the anticipated population, including regular education, special education, as well as career exploration. This project would ensure that all services provided meet the needs of the youth and are supportive of the department’s mission. Facility design will also ensure an appropriate allowance for the provision of behavioral health, dietary, somatic health, recreation, and case management services within the facility. The design will accommodate a functional relationship between spaces and provision of services while supporting the “direct supervision model.” The new building design will ensure adequate and flexible visitation spaces that allow for various interactions and interventions with youth and families. It will also contain space for administration, housing, admissions/release, somatic and behavioral health, food service, security and control, visitation/staff training, education, recreation, facility maintenance, supply and laundry, and a regional warehouse.



The new 102,945 gross square foot (GSF) facility is designed to place the youth in small groups of no more than 12 in a housing unit, and a 1:6 staff to youth ratio, the direct care staff has more opportunity to have a positive impact on the youth detained, and so that the rate of incidents and violence is reduced. In addition, direct supervision allows for more freedom of movement and socialization within the facility for the youth, which also has proven effective in improving outcomes. To further improve security within the new facility, the building's security control system and personnel location is required by DJS to have a direct line of sight to as many spaces as possible, and at minimum all the areas where youth circulate throughout the facility. While the facility is fully equipped with a video surveillance system, direct views to circulation areas will discourage an over-reliance and dependence on electronic surveillance. The National Fire Protection Association (NFPA) code requires remote release of doors in sleeping and contained areas of the building. As an additional precaution, the facility will be operated by both key and electronic control.

### **Environmental Features**

Natural Features: Figure 2 shows the existing natural features of the site including: topography of the site and surrounding areas, overall drainage areas associated with the site's drainage features, prevailing wind direction, wooded areas in the vicinity of the site, and general solar exposure. The project site of approximately 22 acres consists of an open field with a tree-line strip along the northerly edge. Minor clearing within the tree strip is required in order to accommodate the construction of the athletic field and track. The perimeter buffer around the track will provide security sight-lines and a sufficient area to traverse the perimeter with security vehicles on the outer side of the perimeter security fence.

### **Site/Infrastructure**

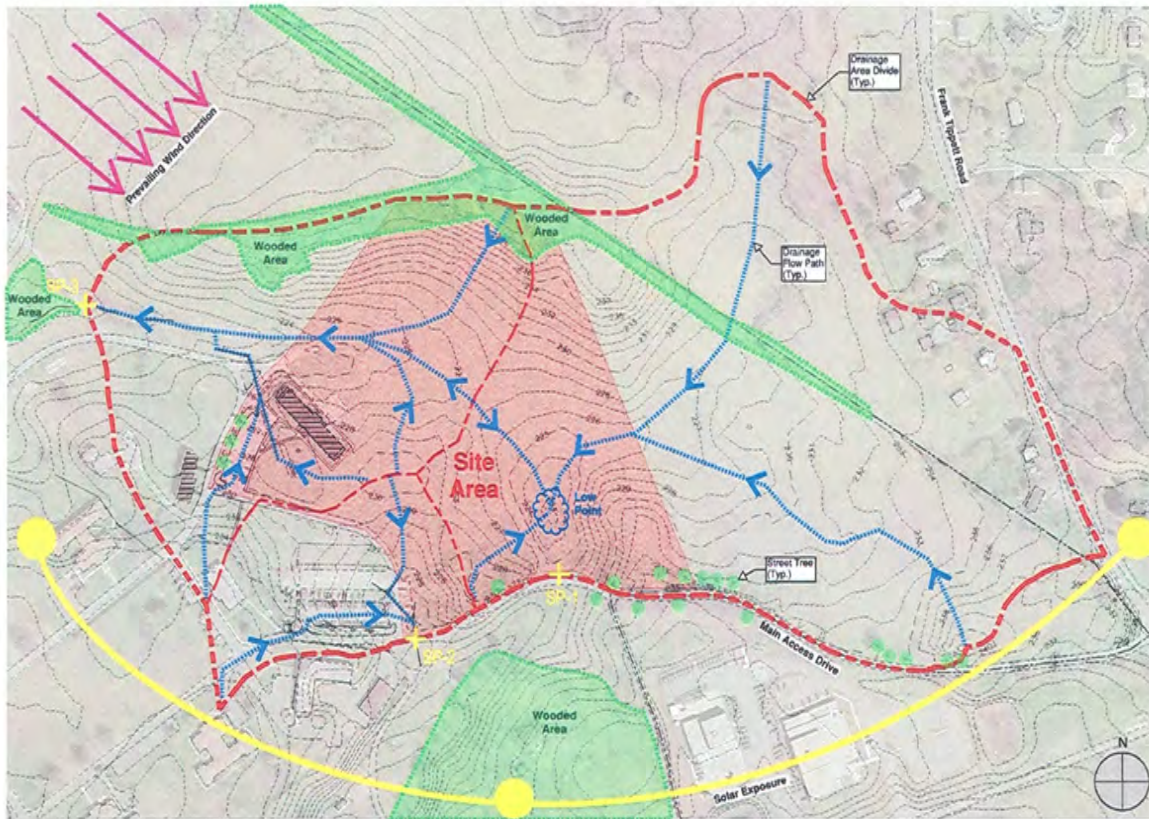
Existing Site Utilities: The existing utilities on the overall campus consist of water, sewer, storm water conveyance, electric, and telecommunications. Currently the existing youth facility has propane storage tanks for gas service. However, natural gas service is available at the intersection of Frank Tippet Road and Sarah Landing Drive, which is located approximately 1,100 feet north of the site.

Water Source & Distribution: The existing water distribution system is operated and managed by the Maryland Environmental Service. The existing waterworks consist of two drilled wells, hypochlorite treatment; a 250,000-gallon elevated storage tank, and a distribution network. The water distribution system consists of approximately 11,000-feet of three-inch, four-inch, six-inch, and eight-inch water service and mains. Existing water mains in the vicinity of the site consist of six-inch domestic water and an eight-inch fire protection distribution pipes. There is an existing fire hydrant, water vault, and valves located on the northerly side of the main access drive at the location of the proposed facility.

Wastewater Collection & Treatment: The wastewater collection system receives wastewater via gravity flow from the former Regional Institute for Children and Adolescents (RICA), the existing Youth Facility, and a nearby Boy Scout camp. An additional pumping station is located at the existing youth facility which collects wastewater from two residential units. The collection system discharges into a common manhole at the Treatment Plant operated by Maryland Environmental Service (MES).



**Figure 2: Cheltenham Youth Detention Center - Existing Site Natural Features**



Natural Gas Service: The existing youth facility utilizes propane tanks for gas service. However, natural gas service is available from Washington Gas through an existing four-inch plastic main located at the intersection of Frank Tippet Road and Sarah Landing Drive.

Telecommunications: Telecommunications for the facility is provided by Verizon. Existing underground telecommunications conduits traversing the field on which the proposed facility is to be located have been verified by the utility locator service. The underground conduits terminate at an existing utility pole located behind the Staff Dormitory building. The utility pole will be demolished as part of the building demolition. The existing telecommunications lines will be relocated to provide service to the proposed Youth Detention Center and reconnected to the existing telecommunications infrastructure.

Electrical Service: The service provider for electricity to the Youth Detention Center is Potomac Electric Power Company (PEPCO). Service transformers will be located, sized, and protected with fixed bollard vehicle barriers in accordance with PEPCO standards within the paved service yard on the west side of the proposed building. Back-up generators with automatic transfer switches and under-belly fuel tanks will be furnished outside of the secured areas.



## **Site Development**

Facility Site Considerations: Construction of the proposed Youth Detention Center is slated to include a new building, an International Association of Athletic Federation (IAAF) 400-meter track and athletic field, a service yard for receiving building operation support logistics, supporting parking and entry drives, and security fencing with associated access gates and sally-ports.

The site designs incorporate a sally-port for access to the service yard and gated access to the track and athletic field from the service yard, a sally-port for youth intake processing, grassed security buffers around the main site elements, and security fencing to minimize gated access points and provide a less noticeable view from the main access drive. The intent of the site layout is to provide sight lines which promote an aesthetically appealing view of the facility from vehicles approaching via the main drive, provide a centralized access drive with an entry feature, and provide stormwater management facilities in a manner which complements the sites landscaping, while providing sight lines for security personnel.

The proposed building footprint consists of 102,945 square feet of heated space and 14,679 square feet of outdoor recreation areas. The main building entry for employees and visitors is currently shown on the southerly face of the building. The outdoor recreation areas will be connected with sidewalks to the track and field area to be located to the north of the proposed building. Support equipment will include emergency generators, dumpsters, and a sewer pumping station which will be located to the southwest of the service yard in the non-secure area of the site. A standard chain-link fence will surround the generator and dumpsters.

The 150-space parking lot will be located on the south side of the proposed building. Parking will consist of a centralized access drive with a decorative concrete traffic circle and entry feature, with a total of 150 parking spaces. The parking is shown to be split into a 25-space lot located on the west side of the entry drive and a 125-space lot located on the east side of the entry drive. Handicapped reserved spaces and accessible routes will be provided in accordance with Americans with Disabilities Act requirements. Access to both parking lots will be from the centralized traffic circle. Parking lots will have sidewalks to provide pedestrian paths from parking areas to the building entrance.

Security fencing will be placed around the service yard to include a sally-port for delivery truck and bus transport access that will extend along the perimeter of the track and athletic field; then return to the building. Security fencing has also been added to separate the outdoor recreation areas associated with the building from the track and athletic field area, as well as other locations by the facility so as to minimize unfavorable sight lines for security. The security fence is to be a climb resistant, twenty-foot tall fence with the top four feet angled in with concertina (razor-wire).

Drainage and StormWater Management: Qualitative and quantitative stormwater management will be furnished utilizing the current Maryland Department of the Environment (MDE) Stormwater Management Regulations. Environmentally Sensitive Design Best Management Practices (ESD-BMP) will be employed at several locations throughout the site to provide quality treatment for the calculated Impervious Area Requiring Treatment. The micro-bioretenction stormwater management features will be located outside of secured areas and planted in a manner to allow for adequate sightlines for security while providing aesthetic enhancement to the site landscape.



The stormwater management designs and review will be performed using the three step process as outlined by the current MDE regulations. The stormwater management study will evaluate the proposed condition for stormwater quantity attenuation to each study point as it relates to existing condition runoff rates, and quality treatment for the project area using methods outlined in the Stormwater Management Act of 2007. The project was evaluated for feasibility utilizing Environmental Site Design (ESD) techniques to the Maximum Extent Practicable (MEP). The Impervious Area Requiring Treatment (IART) has been calculated for each drainage area and for the project area as a whole. The existing condition impervious area coverage within the limits of disturbance is less than 40 percent. Because the project is new, development in the IART will be calculated as 100 percent of reconstructed existing impervious area plus 100 percent of the new impervious area within the limits of disturbance. A credit is applied for 50 percent of the impervious areas removed. The impervious areas, either existing or proposed, treated by an ESD-BMP practice or through non-structural practices are then tabulated as a credit or a deficit towards the IART treatment goal. The net total of impervious area treated for the site as a whole must not exceed the required IART.

Erosion and Sediment Control: Erosion and Sediment Control Plans will be prepared in accordance with “Maryland Standards and Specifications for Soil Erosion and Sediment Control” when the Stormwater Management (SWM) concept is approved by the Maryland Department of the Environment.

## **Landscape Architecture**

Existing Conditions and Design Approach: The site is generally flat with areas of gently rolling slope. It is an open field with no trees except for a wooded strip along the northeast edge of the site that is highly visible from both Frank Tippet Road and the entrance road. This entrance road is lined inconsistently on both sides with several different tree species of varying degrees of health and aesthetic value. The landscape design approach for the new youth center will be to provide a welcoming platform for students and staff within the context of this secure environment. Planting and paving layouts will reinforce the function of the building, integrating the architecture and surrounding landscape with compatible materials. The design will be mindful of security needs with vegetation that will maintain sightlines and minimize hiding places. The landscape design will support a restorative atmosphere and will include views to the natural outdoor environment.

Entrance and Site Amenities: Establishing an area of large shade trees along the entrance road will provide a calming entry sequence and will incorporate as many existing trees as possible. These will be planted 50 feet apart along the entire length of the road. Native and adapted species will predominate. Paving for the facility will include a combination of scored concrete and exposed aggregate at key locations. This special paving will take the form of curvilinear banding at the main entrance – forms that will be reflected and continued in the adjacent planting. Bike racks are included at this main entrance. A picnic area is planned on the north side of the building which will accommodate six tables.

Planting: Existing mature trees will be retained to the degree possible and incorporated into the new planting. Throughout the site, plant material will be chosen for appropriateness to orientation, use, security, and maintenance requirements (low). Plants will be grouped in masses, will



incorporate both evergreen and deciduous species for year-round interest, and will be native or adapted material. These plantings will remain below three feet in height at maturity. Shade trees will only be located outside the secure area of the site. These will be planted to enhance the existing buffer on the northeast part of the site and for screening on the east side of the parking lot. Tree plantings will also be used to fulfill requirements of the Forest Conservation Act. Irrigation is not anticipated. ESD elements (bioswales, rain gardens, bioretention areas, etc.) will be incorporated into the overall landscape plan. Several of these areas may incorporate ornamental plantings of grasses and perennials, but others may be planted with a seed mix appropriate to these drainage conditions and will include a variety of species - grasses and perennials as appropriate to the conditions. Parking lot islands will serve as drainage areas and will be planted accordingly.

## **Design Concept**

Site Design: The design and layout of the site is a response to several key goals of the project. As a good neighbor, the facility should present a non-institutional face to the community and the public, and the security fencing visible from Frank Tippet Road, adjacent residential properties, should be minimized. The housing units around the exterior recreation fields will provide free and equal access to the outdoor component in the secure perimeter, while also providing a visual screen for the fenced-in outdoor areas from the public side of the facility. All public and staff enter from the south facing entry, and the main site entry and parking are also on the south side. All deliveries and transport of incarcerated youth are through a separate secure vehicle entrance on the west side of the facility, and this fenced in yard is also screened from public view and view from Frank Tippet Road.

The parking will consist of 150 parking spaces, with assigned parking to the west of the circular drive entry, and open staff and visitor parking to the east. As part of the design effort, DJS and the Design Team worked to reduce the number of required parking spaces (originally 150 staff and 50 visitors) by combining staff and visitor parking to maximize use during visitation hours and shift change, when all spaces will be required by staff. The existing site entry drive is a tree lined “alle,” which will be enhanced by filling in gaps where trees are missing along both sides of the drive. This will improve the look of the drive for the entire campus, while also improving the screening of the service areas from the main road.

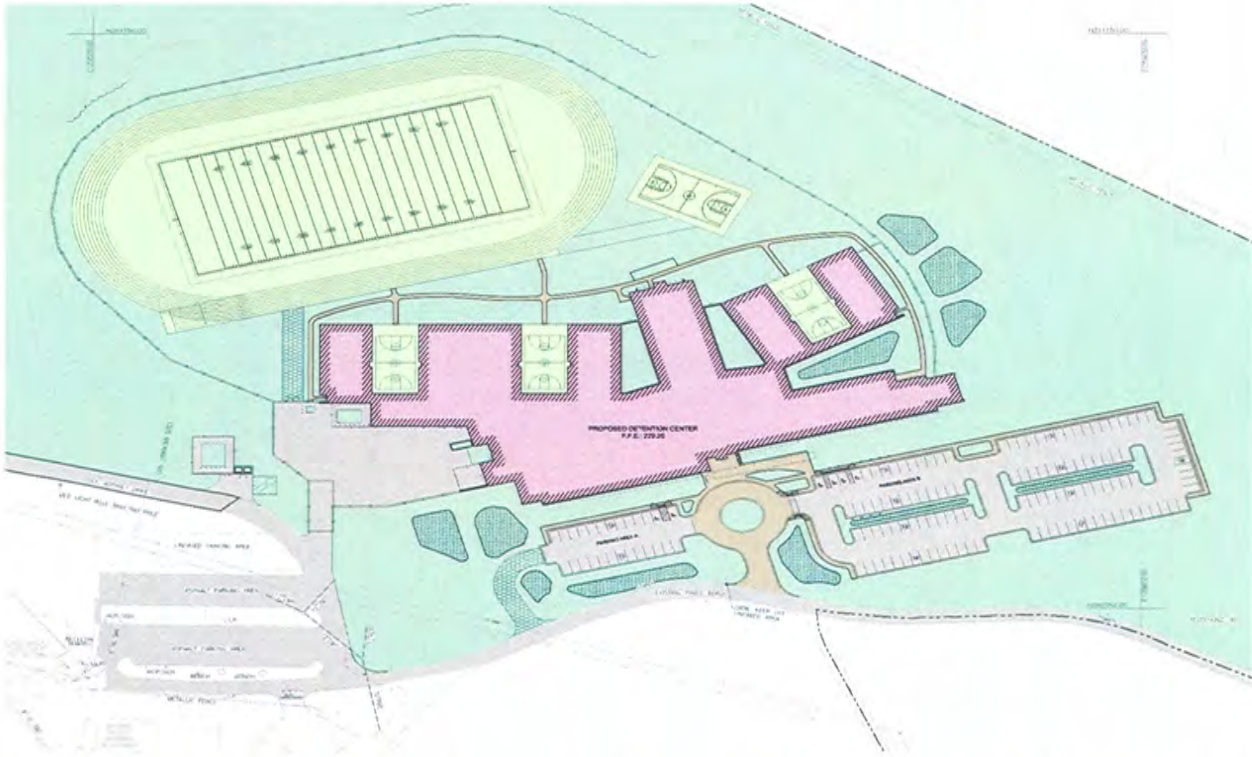
Building and Exterior Concept: As shown in Figure 3, the building plan concept is defined by a gently curving corridor running in an east to west configuration, with six individual housing units and the Gymnasium ringed on the north side of the main corridor, and the building support and programming on the south side of the corridor. All staff and public enter through a single main entry lobby, on axis with the main corridor and gymnasium. This response best accommodates the DJS desire to have master control as the “nerve center” of the facility, and to have direct line of sight to all areas of youth circulation. The intention is to reduce over reliance on electronic surveillance to facilitate the daily frequent movement of the youth moving back and forth to dining, health services, education and recreation. All major corridors are ten-feet wide, designed to allow groups of youth to pass each other in opposite directions without creating a disturbance, and to allow the escort of youth in both directions, when required.

The housing unit arrangement places two housing units west of the gym, and two housing units east of the gym. This arrangement provides DJS the ability to separate higher classification youth, or new



intake youth requiring assessment, to be housed separately from the rest of the youth in the facility. In the current configuration, the gym recreation area allows youth to circulate from each housing zone

**Figure 3: Cheltenham Youth Detention-Site Concept**



to program areas without passing in front of the other housing zone. The location of visitation and gymnasium in the center of the plan allows visitors to gain access to the gymnasium for special events along a minimal line of travel without travelling too deep into the secure perimeter, and without passing in front of the residential areas of the building. Education has a prominent face on the front east wing of the facility in order to maximize prime southern exposure for day lighting the classroom setting, and to signal the importance of the education component to the mission of the facility. The facilities for admissions and release, food services, and health center are located on the west wing to facilitate access to the vehicle yard and loading and service areas, and are clustered together because of the operational integration and dependence between admission and health, and health and food service. The building can be zoned off at key points during the 24 hour shift to allow greater freedom of movement for staff and youth without compromising security.

The exterior concept is developed in an effort to satisfy the “good neighbor” approach, and to create an atmosphere of dignity and pride for staff, visitor, community, and youth. The exterior design of the new building is intended to blend in with the existing rural landscape of the general area. From a distance, the new facility appears as a simple and austere grouping of campus buildings that fade into the context, but on approach, the simple palette of varying color brick and metal shingle hoods give the public face of the building to render a friendly and inviting feel. To quote the DJS Program document, “...in terms of appearance the center should resemble a school,” and “evoke thoughts of



reforming, learning and a positive living environment,” so from a distance, it should blend and not stand out in its environment and neighborhood.

The proposed design is brick masonry with concrete masonry unit (CMU) backup. A band of security ribbon windows flank an aluminum curtain wall at the main lobby entrance. The long horizontal flat roof and sun-shaded south façade is punctuated by three rectangular “pop-up” metal shingle-sided hoods at the major interior spaces along the south edge: the infirmary multipurpose/activity room, the main lobby, and the media center/conference room. It is also punctuated to the north by the metal shingle-sided hood forms and sloping metal roofs at the gym and housing unit dayrooms.

### **YOUTH POPULATION**

The population to be served at the new facility will come from Region VI (Prince George’s and Montgomery Counties). In some cases, youth from Montgomery County will receive services from the Alfred D. Noyes Children’s Center located in Rockville. In any given day approximately 60 or more youths from Prince George’s County are referred to the CYDC. (See Attachment 1 from the “Juvenile Justice Monitoring Unit” prepared by the Office of the Attorney General, 3<sup>rd</sup> Quarter 2012 Reports.)

### **PROJECT SCHEDULE**

The proposed project schedule for Cheltenham Youth Detention Center’s development is as follows:

1. Schematic - June 2012 - September 2012
2. Design Development - September 2012 - December 2012
3. Construction Documents - January 2013 - July 2013
4. Construction - November 2013 - November 2015

### **CITIZEN COMMENTS**

Staff mailed letters of notification to adjoining property owners but did not receive any comments from citizens or homeowners associations.



## **ANALYSIS OF PROJECT IMPACT AREAS**

The Maryland-National Capital Park and Planning Commission, Prince George's County Planning Department reviewed the proposed 102,945 GSF multi-use building in the Cheltenham Youth Detention Center 900 acre site and provides the following comments:

The proposed development will be contained on 22 out of the 900 acres owned by the State of Maryland and managed by the Department of Juvenile Services. The facility is in the Sewer Envelope and in Water and Sewer Category 5, Future Community Development. The proposed Youth Detention Center and other subsequent developments will not be served by public water or sewer. The existing water distribution system on the site is operated and managed by the Maryland Environmental Service.

There are no obvious environmental issues associated with the proposed development. All environmental reviews and approval for the proposed development will be handled by Maryland Department of the Environment and other applicable agencies. There are also no anticipated impacts on existing roadways, historic sites/resources or existing public facilities. The nearest Fire/EMS Station is located at 1401 Brandywine Road.

The location of the proposed development is currently sited adjacent to existing residential development to the north eastern portion of the 22 acres planned for the development. Staff recommends that the applicant provide additional tree buffer on the northeastern portion of the site where that can be done without compromising safety of considerations.

### **Staff Recommendation:**

Applicant should consider increasing additional landscape buffer along the property line of the proposed facility with the adjacent existing residential community to the northeastern portion of the site.



**Planning Department Staff Memoranda are Attached**





**THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION**

Prince George's County Planning Department  
Countywide Planning Division, Transportation Planning Section

(301) 952-3680  
www.mncppc.org

January 2, 2013

**MEMORANDUM**

TO: Christine Osei, Special Projects Section, Countywide Planning Division

FROM: Eric C. Jenkins, Transportation Planning Section, Countywide Planning Division

VIA: Tom Masog, Transportation Planning Section, Countywide Planning Division

SUBJECT: Mandatory Referral, Cheltenham Youth Detention Center

The Transportation Planning Section has reviewed the referral noted above. The referral involves replacing the existing juvenile detention center with a new 97,000 gross square foot one story structure. The overall subject property consists of approximately 939 acres of land in the R-R Zone. The site for the proposed facility consists of approximately 22 acres. The property is located north of Surratts Road and west of Frank Tippet Road.

***Review Comments***

The proposed 72-bed facility (juvenile detention center) is planned on the north side of the main drive within an existing field. It will encompass a portion of the existing staff dormitory building and associated parking lot. The proposed building consists of 97,251 square feet. An outdoor recreation area of 14,679 square feet is also proposed. A parking lot of 150 spaces is proposed. A staff dormitory of 16,800 square feet and an apartment complex of 11,340 square feet will be demolished.

The proposed 72-bed facility replaces the existing operations of the existing Cheltenham Youth Center. It will be a 24-hour, 7 day-per-week operation. No changes are planned for the two existing site access/entry roads on Frank Tippet Road and Surratts Road. Existing vehicular circulation will remain the same with the exception of new parking areas and service areas.

The facility will be able to accommodate 72 juveniles ordered to be detained by Maryland courts for various time periods. Visitors are allowed at the facility although visitor hours were not included in the referral. No trip rates are available to estimate the traffic impact of a 72-bed juvenile detention center. However, because it is a renovation of an existing use, no additional traffic impacts on surrounding roadways are expected.

The relevant master plans are the 1993 *Approved Master Plan and Sectional Map Amendment for Subregion VI, Planning Areas 81A, 81B, 83, 84, 85A, and 85B*) and the *Approved Countywide Master Plan of Transportation*. Surratts Road and Frank Tippet Road are both designated as collector roadways. No new structures are planned near or adjacent to the current or future rights-of-way. No further dedication is required along either roadway.



***Conclusion***

The Transportation Planning Section has reviewed the referral, and determines that the proposal for Cheltenham Youth Detention Center is consistent with the area and functional master plans that govern transportation. Based on findings given in this memorandum and information, it is determined that traffic impacts in the neighborhood will be minimal once the project has completed the construction phase.





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Countywide Planning Division  
Environmental Planning Section

February 6, 2013

TO: Christine Osei, Planner Coordinator, Special Projects Section  
VIA: Katina Shoulars, Supervisor, Environmental Planning Section  
FROM: Megan Reiser, Planner Coordinator, Environmental Planning Section **MR**  
SUBJECT: MR-12003F New Cheltenham Youth Detention Center

The Environmental Planning Section has reviewed the project overview report provided by the applicant for construction of buildings to replace aging and inefficient existing campus buildings to provide housing, health, educational, recreational, and support space for a detention center for 72 male youths.

The proposal was evaluated to determine the potential for significant adverse impacts on environmental resources, including but not limited to air quality, noise, light, geology and soils, water resources, and biological resources. The following commentary is based on a review of the report provided by the applicant and an interpretation of aerial photographs and maps. A site visit was not conducted. The following comments are provided for your consideration.

## **Proposed Activity or Action**

The current proposal will affect approximately 22 acres of the overall 939-acre site. The facility improvements are proposed on the north side of the main entrance/ drive within an existing field and will encompass a portion of existing buildings and parking lot, which will be demolished as part of the project. The center is proposed to be a 97,000 gross square-foot single story building with an associated 150-space parking lot and outdoor recreational facilities.

## **Existing Conditions**

The overall site is approximately 939 acres in the R-R (Rural Residential) zone. The site is bounded on the west by a tributary of Piscataway Creek, on the east by Frank Tippet Road, on the south by Surratts Road, and on the north by single family residences and farmland.

Existing on-site improvements include a youth detention center, staff dormitory, staff support buildings, secondary buildings, a water tower, a water treatment building, a waste water treatment facility, a pond, and associated utility infrastructure. The main entrance is located off of Frank Tippet Road and runs along the southern portion of the site. A secondary entrance is located off of Surratts Road. A network of internal roads traverse the site for access to the existing site improvements.



**Noise:** The site is located approximately 2,500 feet from the centerline of Crain Highway (US 301), a master planned freeway that generates sufficient traffic to result in noise levels above the state standard of 65 dBA Ldn for residential uses. According to the Environmental Planning Section's noise model, the unmitigated 65 dBA Ldn noise contour is approximately 266 feet from the centerline of Crain Highway (US 301). Based on this measurement, the proposed development will not be affected by traffic generated noise above the state standard of 65 dBA Ldn for residential uses. The proposal is not expected to be a noise generator.

**Light:** Light does not appear to have been specifically addressed in the report provided by the applicant; however, because the use as a detention center presumably requires the site to be secure, it is assumed that security lighting will be necessary. Because the overall site contains sensitive habitat, and the portion of the site proposed for development is within close proximity to these sensitive areas, it is recommended that full cut off optics be used on-site to the extent practicable.

**Air Quality:** The Clean Air Act, as amended, gives EPA responsibility to establish the primary and secondary National Ambient Air Quality Standards (NAAQS) that set acceptable concentration levels for six criteria pollutants; Particulate Matter (measured as both particulate matter and fine particulate matter, sulfur dioxide, carbon monoxide, nitrogen oxides, ozone, and lead. While each state has the authority to adopt standards stricter than those established under the federal program, Maryland accepts the federal standards.

Federal regulations designate Air Quality Control Regions (AQRs) in violation of the NAAQS as nonattainment areas. Federal regulations designate AQCRs with levels below the NAAQS as attainment areas. According to the severity of the pollution problem, ozone nonattainment areas can be categorized as marginal, moderate, serious, severe or extreme.

Prince George's County is within the National Capital Interstate Air Quality Control Region (AQCR 47). AQCR 47 is in the ozone transport region that includes 12 states and the District of Columbia. EPS has designated Prince George's County as follows: Moderate nonattainment for the 1997 8-hour ozone (O3); nonattainment for the 1997 fine particulate matter (PM 2.5); and attainment for all other criteria pollutants.

**Geology and Soils:** The on-site elevations, in the 22 acre area of focus, range from approximately 240 feet to approximately 220 feet. The predominant soils found to occur according to the US Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS) Web Soil Survey (WSS) include the Beltsville Urban land complex, Croom gravelly sandy loam, Downer-Hamilton complex, Grosstown Urban land complex, Grosstown gravelly silt loam, Marr-Dodon complex, and Woodstown sandy loam. According to available information, Marlboro clay and Christiana clays are not found to occur on this property. This information is provided for the applicant's benefit. If local permits are required, the County may require a soils report in conformance with CB-94-2004 during the building permit review process.

**Water Resources:** The site is located within the Piscataway drainage area of the Potomac River Basin. Several tributary streams, wetlands, and an extensive area of floodplain are mapped on the larger portion of the site; however, the 22 acre area of focus does not appear to contain these regulated environmental features. The on-site waters are not Tier II waterways; however, the Piscataway watershed is considered a Tier II watershed. The site is located within a Stronghold Watershed.



The site is designated in water category 5 and sewer category 5, for future community systems. An existing water and sewer system currently exists on-site to serve the site.

The report indicates that there are three drainage areas on-site. Stormwater on the eastern portion of the site currently drains to a low point located on the southeastern portion of the site for infiltration and that larger storm events run over the access road. Stormwater on the southwestern portion of the site drains to an existing stormwater pipe system which discharges on the southern side of the main access road. The northwestern portion of the site drains via overland flow and through an existing stormwater pipe system to the west.

**Biological Resources:** A significant portion of the overall site is wooded; however, the proposed project appears to be located almost entirely within the open portion of the site. According to the Sensitive Species Project Review Area (SSSPRA) map prepared by the Maryland Department of Natural Resources Natural Heritage Program, there are rare, threatened, or endangered species found to occur on this property.

### **Environmental Consequences**

**Noise:** Short-term increases in noise would result from the use of construction and demolition equipment. No long-term increases in the overall noise environment would be expected from implementing the proposed action.

**Light:** Light intrusion into sensitive habitats should be reduced to the extent practicable through the use of full cut off optics.

**Air Quality:** The proposed action could affect air quality through airborne dust and other pollutants generated during construction and demolition. Air quality impacts would be considered minor and temporary unless the emissions would contribute to a violation of any federal, state or local air regulations.

**Geology and Soils:** Short-term impacts on soils would be expected from construction activities. No long-term effect on soils would be expected.

**Water Resources:** No adverse effects on water resources would be expected from implementing the proposed action. All construction is required to be conducted in accordance with erosion control and stormwater runoff laws and regulations to prevent any adverse effects on water quality. NPDES Permits for Stormwater Associated with Construction Activities would be obtained as well as the approval from MDE of a Stormwater Management Plan before any construction activity would begin. In accordance with the Clean Water Act, any project that involves the filling of wetlands or waters would require Section 401/ 404 nontidal wetland permits from the Maryland Department of the Environment and/ or the U.S. Army Corps of Engineers. No disturbance to wetlands or waters appears to be necessary for the current site design.

**Biological Resources:** The proposed project appears to be located almost entirely within the open portion of the site and therefore minimal tree clearing is proposed. State projects are not subject to local application of the Woodland and Wildlife Habitat Conservation Ordinance, but will be reviewed by the Maryland Department of Natural Resources for adherence to the State's Forest Conservation Act. This



review will also entail adherence to the standards established by the Maryland Department of Natural Resources with respect to the presence of rare, threatened, or endangered species.

Thank you for the opportunity to comment on the New Cheltenham youth Detention Center project. If you have questions regarding these comments, please contact the Environmental Planning Section at 301-952-3650.

I:\Environ\Interagency Coordination \State Projects \MR-12003 New Cheltenham Youth Detention Center.mkr.doc



**MEMORANDUM**

**TO:** Christine A. Osei, Mandatory Referral Project Manager,  
Special Projects Section, Countywide Planning

**VIA:** Ruth Grover, Planner Coordinator, Urban Design Section *RG by JK*

**FROM:** Jill Kosack, Senior Planner, Urban Design Section

**SUBJECT:** Mandatory Referral MR-12003F New Cheltenham Youth Detention Center

The Urban Design Section is in receipt of the plans to add an approximately 97,000 square-foot, one-story structure, a 150-space parking lot, a proposed high-school regulation sized athletic field, basketball court and running track, to the State of Maryland's Cheltenham Youth Detention Center campus, which is being reviewed as part of the Mandatory Referral Review Process pursuant to Maryland Annotated Code, Article 28, Section 7-112 and Section 27-294 of the Prince George's County Zoning Ordinance. The campus property, zoned Rural Residential (R-R), sits in the northwestern corner of the intersection of Surratts Road and Frank Tippet Road in Cheltenham. It measures approximately 939 acres and has multiple existing improvements, including a youth detention center, staff dormitory, support buildings, and associated infrastructure. The new facility, which would provide modern housing, personal hygiene, behavioral, health training, educational, recreational, and support space for a residential population of 72 boys, will be located in the north-central portion of the campus in an existing field. Two existing buildings will be demolished as part of the project.

The plans provided are of a moderately sufficient detail for staff to provide comments on the site design, landscaping and architecture.

Urban Design staff has the following specific recommendations regarding the project:

**SITE DESIGN**

1. The existing detention center campus consists of multiple small buildings generally organized uniformly around a central, linear green space. While this layout has been somewhat compromised over the years by new buildings, it is largely still intact. Unfortunately, the current proposed building siting has no relationship to this existing campus layout, but rather is set apart in a way that does not appear to visually relate to the remainder of the campus buildings at all. Urban Design Staff would recommend a reconsideration of the proposed building siting to add to, or complement the existing campus building layout described above.

**LANDSCAPING**

2. The submitted development plans included a conceptual landscape plan with insufficient details



regarding proposed plantings. Therefore, staff offers the following general comments:

- a. The site location is good from a landscaping and tree canopy perspective as it lies within an existing open field, thereby necessitating little to no existing tree clearing; it sits far away from the surrounding major roads, thereby minimizing the visual impact on the community; and it sits at a lower elevation than the closest adjacent residential properties to the north. These physical features, along with a moderate amount of new plantings to the north and east of the proposed building and athletic facilities would provide sufficient screening for the surrounding properties and roads. We would also suggest that any fence treatment between the new building and the adjacent residential properties to the north be of an aesthetically pleasing design, while still fulfilling security needs.
- b. The proposed 150-space parking lot should be sufficiently landscaped, with shade trees, in order to provide shade and visual relief to the expanse of pavement. Sufficient room should be allowed for these trees to allow for their future survivability.

## **ARCHITECTURE**

3. The proposed architecture for the building is interesting with a modern, institutional appearance due to the linear, low profile, simple masonry and metal design. The exterior walls are a combination of tan brick masonry and metal panel screens, a low-slope metal roof, and thin, security, ribbon windows. Rectangular “pop-up” metal shingle-sided hoods punctuate the long horizontal roof in multiple locations, which adds a dynamic feature to all the elevations of the building, while providing additional sunlight to major interior spaces, including the main lobby and gym. Generally, the architecture is acceptable by its use of high-quality materials, unique design features, and a moderate amount of detail and fenestration on all sides of the building.




Prince George's County Planning Department  
Community Planning Division

301-952-4225

January 11, 2013

MEMORANDUM

TO: Christine A Osei, Countywide Planning Division

FROM: Betty Carlson Jameson, Planner Coordinator Community Planning Division  
Cynthia Fenton, Acting Supervisor, Community Planning Division 

SUBJECT: **MR-12003, Mandatory Referral Cheltenham Youth Detention Center**

DETERMINATIONS

- This application is consistent with the 2002 General Plan Development Pattern policies for the Developing Tier.
- This application proposal conforms to the 1993 *Approved Subregion VI Study Area Master Plan and Sectional Map Amendment*. The subject property is in the Rosaryville Community

BACKGROUND

Location: The subject site is located on the west side of Frank Tippet Road just west of US 301.

Size: 939 acres total; the detention center will occupy approximately 22 acres.

Existing Uses: The site is developed with a youth detention center.

Proposal: The application is for the demolition of the existing staff dormitory building and parking lot and the construction of a new 100,000 square foot building with 72 bed capacity, an International Association of Athletic Federation (IAAF) size 400-meter track and athletic field, a service yard with supporting parking and entry drives, and security fencing with associated access gates and sally-ports.



## GENERAL PLAN, MASTER PLAN AND SMA

- 2002 General Plan: This application is located in the Developing Tier. The vision for the Developing Tier is to maintain a pattern of low- to moderate-density suburban residential communities, distinct commercial centers, and employment areas that are increasingly transit serviceable.
- Master Plan: 1993 *Approved Subregion VI Study Area Master Plan and Sectional Map Amendment*.
- Planning Area: P.A. 82A – Rosaryville
  - Land Use: Public/Quasi-Public
  - Environmental: Refer to Environmental Planning Section referral for conformance with the Green Infrastructure Plan.
  - Historic Resources: No historic resources have been identified on the subject property.
  - Transportation: Vehicular access to the site is via Frank Tippet Road which is classified as a collector road (C-610).
  - Public Facilities: No public facilities have been designated on the subject property.
  - Parks & Trails: The 1993 *Approved Subregion VI Study Area Master Plan* does not show any trails on this property
  - SMA/Zoning: The 1994 *Sectional Map Amendment for the Subregion VI Study Area Master Plan* retained the subject property in the R-R Zone.

## PLANNING ISSUES:

There are no master plan issues associated with this application; the applicant is proposing a continuation of the existing use. The proposal includes the demolition of several existing campus buildings and the construction of a self-contained facility with dormitories, classrooms, health center and other services. Capacity at the facility will be reduced from the 115 existing beds to 72 beds. It is anticipated the new facility will open in 2015.

Staff notes that the Urban Design section is addressing landscaping with respect to providing a buffer between the facility and the adjacent residential community to the north.



**THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION**

Prince George's County Planning Department  
Historic Preservation Section

(301) 952-3680  
www.mncppc.org

January 28, 2013

**MEMORANDUM**

**TO:** Christine Osei, Planner Coordinator  
Special Projects Section  
Countywide Planning Division

**FROM:** Howard Berger, Supervisor  
Jennifer Stabler, Archeology Planner Coordinator *JAS*  
Historic Preservation Section  
Countywide Planning Division

**SUBJECT: MR-12003 Cheltenham Youth Detention Center**

**Background**

The subject application is for a new state of the art 72 bed juvenile detention center to be constructed by the Maryland Department of General Services in Cheltenham, Maryland. This project will involve the demolition of a 16,800 square foot staff dormitory and 11,340 square foot staff residence apartment building. The new Cheltenham Youth Detention Center will replace the outdated existing campus and will be built on land adjacent to the existing facility.

It appears from aerial photographs that portions of the area to be impacted by the proposed construction were previously graded for the construction of the two buildings that will be demolished for this project. Five archeological sites, 18PR927 (an early twentieth century house site), 18PR928 (a late nineteenth to early twentieth century African American farmstead), 18PR929 (a prehistoric lithic scatter), 18PR930 (a prehistoric lithic scatter and a late nineteenth century artifact scatter), and 18PR931 (an Early and Late Woodland short term camp site) were identified on the property adjoining the subject property to the north. None of these sites were determined to retain sufficient integrity or contain sufficient research potential to require further investigations. No further work was recommended on any of these sites.

In a letter dated October 15, 2012, the Maryland Historical Trust that the project will have "no effect" on historic properties. Historic Preservation staff concurs that the proposed construction of the Cheltenham Youth Detention Center will have no adverse effects on historic properties or archeological resources.





**THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION**

**Prince George's County Planning Department  
Countywide Planning Division**

**(301) 952-3650  
www.mncppc.org**

February 20, 2013

**MEMORANDUM**

TO: Christine Osei, Planner Coordinator, Countywide Planning Division  
VIA: Maria Martin, Supervisor, Countywide Planning Division  
FROM: Jay Mangalvedhe, Senior Planner, Countywide Planning Division  
SUBJECT: **MR-12003F: Cheltenham Youth Detention Center-Multi Purpose Building**

**Existing Public Facilities**

**Site Location**

The Cheltenham Boy's Youth Village is located at 11001 Frank Tippet Road in Cheltenham on approximately 939 acres. The site is situated off of the southwesterly side of Frank Tippet Road and northerly side of Surratt Road.

The proposed site for the Youth Detention Center consists of approximately 22 acres centrally located on the campus. The proposed facility will be located on the northerly side of the main drive within an existing field. The campus is located in Councilmanic District 9 and is in the area classified as Developing Tier and can be accessed from Surratts Road.

**Evaluation of Existing Public Facilities**

The proposed project is served by Brandywine Fire/EMS Station located at 14201 Brandywine Road. The station is equipped with 2 Engines, 1 Ambulance, 1 Medic and 1 Rescue Squad and is staffed by volunteer/career personnel. In addition, there are two more Fire/EMS stations within 3.5 miles.

The Prince George's County Capital Improvement Program for 2012-2017 proposes the replacement of existing Brandywine Fire/EMS Company 40 with a new 4-bay Fire/EMS station.

The existing Croom Vocational high school located on the campus serves the needs of the residents.

In addition, the campus is served by MD State police and additional support provided by Police District V, located at 6707 Groveton Drive in Clinton. District V covers the southeastern portion of the county, from Charles County in the south to Calvert County in the east and MD 4 in the north.

The Adopted 2008 Water and Sewer Plan places this property in Water and Sewer Category 5, Future Community System.



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JUVENILE JUSTICE MONITORING UNIT  
OFFICE OF THE ATTORNEY GENERAL

**3<sup>rd</sup> QUARTER 2012 REPORTS**





**NICK MORONEY**  
*Director*

STATE OF MARYLAND  
OFFICE OF THE ATTORNEY GENERAL  
JUVENILE JUSTICE MONITORING UNIT

October 2012

The Honorable Thomas V. Miller, Jr., President of the Senate  
Maryland General Assembly, H107 State House  
Annapolis, MD 21401

The Honorable Michael E. Busch, Speaker of the House  
Maryland General Assembly, H101 State House  
Annapolis, MD 21401

The Honorable Sam J. Abed, Secretary  
Department of Juvenile Services, One Center Plaza, 120 West Fayette Street  
Baltimore, Maryland 21201

Ms. Anne Sheridan, Executive Director  
Governor's Office for Children, Office of the Governor  
301 W. Preston Street, Suite 1502  
Baltimore, MD 21201

Members of the State Advisory Board on Juvenile Services  
c/o Department of Juvenile Services, One Center Plaza, 120 West Fayette Street  
Baltimore, Maryland 21201

Dear Mr. President, Mr. Speaker, Sec. Abed, Ms. Sheridan, and State Advisory Board Members:

Enclosed please find the most recent Quarterly Reports from the Juvenile Justice Monitoring Unit (JJMU) at the Office of the Attorney General. This report covers the Third Quarter of 2012, from July 1 to September 30, 2012. The Department of Juvenile Services (DJS) Response is included as part of the present document.

I would be pleased to answer any questions you may have about these reports. I can be reached by email at [nmoroney@oag.state.md.us](mailto:nmoroney@oag.state.md.us) and by phone at 410-576-6599 (o) or 410-952-1986 (c). All current and prior reports of the Juvenile Justice Monitoring Unit are available through our website at [www.oag.state.md.us/jjmu](http://www.oag.state.md.us/jjmu).

I look forward to continuing to work with you to enhance programs and services provided to the youth of Maryland.

Respectfully submitted,

*Nick Moroney*

Nick Moroney  
Director  
Juvenile Justice Monitoring Unit

Cc: The Honorable James Brochin, Maryland State Senate  
The Honorable Joan Carter Conway, Maryland State Senate  
The Honorable Brian Frosh, Maryland State Senate  
The Honorable Lisa Gladden, Maryland State Senate  
The Honorable Nancy Jacobs, Maryland State Senate  
The Honorable Edward Kasemeyer, Maryland State Senate  
The Honorable Delores Kelley, Maryland State Senate  
The Honorable Nancy King, Maryland State Senate  
The Honorable James Mathias, Maryland State Senate  
The Honorable C. Anthony Muse, Maryland State Senate  
The Honorable Victor Ramirez, Maryland State Senate  
The Honorable Robert A. Zirkin, Maryland State Senate  
The Honorable Norman Conway, Maryland House of Delegates  
The Honorable Kathleen Dumais, Maryland House of Delegates  
The Honorable Adelaide Eckardt, Maryland House of Delegates  
The Honorable Ana Sol Gutierrez, Maryland House of Delegates  
The Honorable Susan Lee, Maryland House of Delegates  
The Honorable Anthony J. O'Donnell, Maryland House of Delegates  
The Honorable Samuel Rosenberg, Maryland House of Delegates  
The Honorable Luiz Simmons, Maryland House of Delegates  
The Honorable Nancy Stocksdales, Maryland House of Delegates  
The Honorable Joseph Vallario, Maryland House of Delegates  
The Honorable Jeff Waldstreicher, Maryland House of Delegates  
The Honorable Nancy Kopp, Treasurer's Office  
The Honorable Katherine Winfree, Chief Deputy Attorney General

Electronic Copies: Susanne Brogan, Treasurer's Office  
Ronojoy Sen, Governor's StateStat Office  
Linda McWilliams, Karl Pothier and Jay Cleary, DJS



**THIRD QUARTER 2012 - COMPREHENSIVE REPORTS**

1. Baltimore City Juvenile Justice Center	7
2. Cheltenham Youth Facility	16
3. J. DeWeese Carter Children's Center	28
4. Thomas J. S. Waxter Children's Center	40
5. DJS Youth Centers x 4	52

**THIRD QUARTER 2012 - FACILITY UPDATE REPORTS**

1. Charles H. Hickey, Jr., School	61
2. Graff Center for Girls Shelter – NOTICE OF CLOSURE	63
3. Karma Academy – Randallstown	64
4. Kent Youth Boys' Group Home	64
5. Liberty House Shelter	65
6. Lower Eastern Shore Children's Center	65
7. Morningstar Youth Academy	68
8. Alfred D. Noyes Children's Center	70
9. One Love Group Home	71
10. Silver Oak Academy	71
11. Victor Cullen Center	72
12. The Way Home – Mountain Manor	74
13. Western Maryland Children's Center	75
14. William Donald Schaefer House	77
JJMU Monitoring Responsibilities	78
DJS RESPONSE TO JJMU THIRD QUARTER REPORTS	79

## REPORTS OVERVIEW AND CONTEXT

Pronounced progress has been made by the Maryland Department of Juvenile Services (DJS/the Department) in providing services to Maryland's most vulnerable and challenged youth. A focus on addressing some of the most significant issues for youth has started to pay dividends. Much remains to be done and positive changes need to be permanently institutionalized.

### Reducing violence

Violence is the most serious issue inside juvenile detention facilities. The level of violence has come down significantly during 2012 at the three most populous DJS detention centers: the Cheltenham Youth Facility (CYF) in Prince George's County; the Baltimore City Juvenile Justice Center (BCJJC); and the Charles H. Hickey, Jr., School (Hickey) in Baltimore County.

### Pending placement and alternatives to detention

Pending placement is the name given to the status of youth waiting in inappropriate and costly detention center environments for a slot in a court-ordered program. The Department has made substantial gains in serving these youth more expeditiously. The results can be seen at the Baltimore City juvenile detention center (BCJJC) and at Cheltenham (CYF) in Prince George's County where many fewer youth are now waiting on dead time (time not counted toward court mandated commitment) on a typical day than at any time for many years. The Department is endeavoring to institutionalize these transformations.

The Department is allocating time and effort in investigating and utilizing appropriate alternatives to detention for non-violent youth and the overall average daily youth population at BCJJC and Hickey is lower than at any time in recent years.

Although the number of youth pending placement at CYF has come down from approximately 50% to approximately 33% of daily population, more youth are being sent to CYF and overall population numbers have not substantially decreased at that facility.

### Services for female youth

After years of comingling pre-adjudicated and committed youth, the Department moved its committed program for female youth out of the inappropriate environment of the Waxter detention center and into a dedicated center during November of 2011. The Carter treatment center was recently bolstered by the addition of a trauma informed treatment component and further program enhancements are expected.

### JJMU reports for the third quarter of 2012

While DJS has made considerable progress in tackling longstanding problems with broad systemic impact, improvements are still needed at the facility level as indicated by the JJMU reports for the third quarter of 2012.



2012 third quarter reports indicated:

- ✓ Incidents involving aggression decreased at the three most populous detention facilities: BCJJC in Baltimore City; CYF in Prince George's County; and the Hickey School in Baltimore County. Aggressive incidents also decreased at the Waxter, LESCC and WMCC detention centers.
- ✓ Incidents involving aggression markedly decreased at the Victor Cullen treatment center.
- ✓ The numbers and/or proportion of youth in detention centers pending placement (waiting for acceptance into a program) has dropped dramatically at the largest detention centers.
- ✓ The program at the Carter treatment center has been strengthened by the addition of a trauma informed program.
- ✓ The Department has launched an initiative to expand recreational resources and activities throughout DJS facilities.

Reports also indicated:

- At the youth center treatment facilities, aggressive incidents increased during the third quarter compared with the same period last year.
- At Carter, the number of physical restraints increased, including those associated with injury of youth or staff during or preceding restraint. The increase was in the third quarter as compared with the second quarter of this year. At Waxter, physical restraints constituted a substantial portion of total incidents during the third quarter and 44% percent of the physical restraints were associated with injury to youth or staff during or preceding the use of physical restraint.
- Seclusion was sometimes utilized inappropriately at BCJJC and Waxter.
- Overcrowding was an issue at CYF, LESCC and Noyes detention centers.
- Mental health related services and staffing should be enhanced at Carter, Waxter and the youth centers. Trauma-informed care should be expanded so as to be available to all youth in DJS facilities.



**NICK MORONEY**  
*Director*

STATE OF MARYLAND  
OFFICE OF THE ATTORNEY GENERAL  
JUVENILE JUSTICE MONITORING UNIT

**FACILITY REPORT  
CHELTENHAM YOUTH FACILITY  
JULY – SEPTEMBER, 2012**

**Facility:** Cheltenham Youth Facility  
11001 Frank Tippet Road  
Cheltenham, MD 20623  
Superintendent: Anthony Wynn

**Dates of Visits:** July 13  
August 7 and 16  
September 5, 11, 19 and 28, 2012

**Reported by:** Nick Moroney

**Persons Interviewed:** Superintendent, Assistant Superintendents, Security Staff, Group Life Managers, School Staff, Vocational Education Staff, Residential Adviser Management and Staff, Youth, Glass Mental Health Management and Staff, Infirmary Personnel, Office Administrators, DJS-HQ Staff

**Date of Report:** October 2012



## INTRODUCTION

Cheltenham Youth Facility (CYF) is operated by the Maryland Department of Juvenile Services (DJS/the Department) and located in Prince George's County. CYF serves young men from 12 to 18 years old. Until 2010, the facility included three separate components. The detention component at CYF consists of youth awaiting trial, adjudication or committed placement. The ReDirect program for committed youth housed in Murphy Cottage was closed following the death of a staff member in February 2010. The third component, a small group home shelter program for youth who do not require secure confinement, was also shut down. Since early 2010, all youth sent to Cheltenham are housed in aged detention units inside a security fence.

## SUMMARY OF CRITICAL FINDINGS

- Since the arrival of a new administrative team in September of 2011, operations at CYF have improved and violent incidents have decreased in frequency.
- Reported instances of aggression at CYF were down significantly during the third quarter when compared with the same period in 2011.
- An intensive services unit (ISU) has been developed for CYF to help address the needs of youth involved in aggressive incidents.
- 32 youths who were at CYF during the third quarter spent 2 to 3 months or longer waiting at the facility waiting for a slot in a program elsewhere. This is an improvement over the same period in 2011.
- At the same time, the proportion and number of youth detained at Cheltenham who are not waiting for a program has increased significantly in recent months.
- The residential cottages at CYF continue to be overcrowded and remain an inappropriate physical environment for youth.
- The facility is not fully staffed. Mandatory overtime continues to be used. The planned implementation of a new recreational program and an ISU are advances which will further stretch current staff unless staffing is augmented without delay.
- The Department utilizes an outdated total population capacity figure for CYF.

## FINDINGS

### 1. Population

#### a. General (July through September, 2012)

Facility Capacity	High Population	Low Population	Average Population	Days Over Capacity
115	120	89	104	2

There were 600 youth entries to CYF during the third quarter of 2012, down slightly from 604 during the second quarter. Some youth spent less than a full day at the facility - others entered and exited more than once between July and September.

High and low population figures at Cheltenham continue to fluctuate widely. However, the third quarter average population of 104 at CYF changed little from the 105 of the second quarter, but is lower than the first quarter of 2012, when the average was 115. Population exceeded the DJS official capacity rate 2% of the time, compared with 14% in the second quarter and 52% during the first quarter. Despite incremental reductions, Cheltenham remains chronically overcrowded. The table below shows individual rated capacity of the three residential units as compared with the number of youth sleeping in the units. In the overcrowded Rennie and Henry units, a number of youths had to share cells and sleep on a plastic boat beds with a mattress inserted.

CYF BY UNIT on September 30, 2012	YOUTH COUNT	RATED CAPACITY
Rennie Cottage	46 (+90%)	24
Henry Cottage	42 (+75%)	24
Cornish Cottage	26 (+8%)	24
Infirmary	9	14
Re-Direct (closed since February 2010)	0	24
Shelter Care Program (closed since February 2010)	0	5
Total Youth at CYF	123	115



The DJS set capacity of 115 for CYF continues to include slots for two closed units. The capacity also includes 14 slots for the infirmary which has only six cells. The infirmary should not be counted as part of the capacity. The open residential units account for 72 slots and therefore the rated capacity should be no more than 72.

**b. Detention and Pending Placement**

The proportion and number of youth detained at Cheltenham who are not waiting for a program increased significantly during the third quarter of 2012. There has been a higher than usual proportion of pre-adjudication youth or youth sent to CYF as a sanction or punishment for not adhering to conditions set by case managers or the courts.

One of the results of this increase is that the average population at CYF has remained substantially the same despite effective actions taken by the Department to reduce the number of youth in the pending placement segment of the Cheltenham population. Gains made in placing youth without undue delay have been offset by the significant increase in the proportion of youth in detention status.

The table below shows the increase in the number and percentage of youth in detention status at CYF on the last day in July versus the last day in September.

CYF July 30, 2012	CYF September 30, 2012
Total Youth at CYF 98	Total Youth at CYF 123
Youth Classed as Detained 48 (49%)	Youth Classed as Detained 91 (74%)

The Department should continue to work to ensure the availability of proven alternatives to detention throughout Maryland. Detention services are not individualized or beneficial to youth and are costly. Mixing together youth who do not have records of violence with those who do is counterproductive as well as expensive. Comprehensive utilization of proven detention alternatives (such as evening reporting centers) in appropriate circumstances would lower the population at CYF and would help alleviate overcrowding of youth. Eliminating the detention of non-violent youth would have the additional benefit of reducing overtime and operational costs at CYF.

In addition to the youth classed as detained at CYF, there are youth who have already been adjudicated and are waiting to transfer to a committed program. These youth are classified as pending placement. Whether a youth spends 1 day or 169 days waiting at CYF, time waiting does not count toward court mandated placement time. Youth call pending placement "dead time." While pending placement remains a



significant problem, the Department has made noteworthy strides in reducing the number of youth waiting to go to a committed placement. Of 123 youth at CYF on the last day of the third quarter, 32 youths or 26% were pending placement. The daily proportion of youth in pending placement before recent progress averaged 40% to 55%.

The table below shows that 32 youths who were at CYF during the third quarter spent two or even three months or more waiting at the facility for a slot in a program elsewhere. Each number in parentheses represents a youth and the number of days the youth spent at CYF before leaving for placement in a program.

July 1 – Sept. 30, 2012	60 days and over	90 days and over
<b>Pending Placement</b>	21 youths (62, 62, 64, 65*, 67, 68, 69, 70, 71, 72, 73, 73*, 74, 77, 77, 78, 78, 80, 84*, 87 and 88 days)	11 youths (91*, 92, 93, 94, 99, 101*, 101*, 103, 113, 134 and 169 days)
<b>Detention</b>	9 youths (61, 63, 65, 65*, 70, 70*, 79, 81 and 85* days)	4 youths (90, 93*, 96 and 136* days)

\*Youth still at CYF as of data collection date (October 5, 2012).

The DJS data that undergirds the table above does not adequately capture the full extent of the prolonged length of stay problem for youth in the custody of DJS, whether the youth is in pending placement or detained/pre-adjudication status.

For example, a youth at CYF during the third quarter is listed as being at Cheltenham for 56 days and is classified as in detention status. The youth (DJS youth ASSIST # 2827864) was actually waiting for a placement and waited for far longer than 56 days. In August of 2011, the youth was sent to a DJS facility in western Maryland for treatment. He was discharged “unsuccessful” for “not being compliant” in February of 2012 and sent back to detention. In March of 2012, DJS recommended the youth be sent home with enhanced supervision (VPI program) and wraparound services. In April, the Court denied this request and DJS began sending out requests for placement to out-of-state facilities. The youth remained in detention. An interview in May for placement in Pennsylvania did not go well and DJS subsequently contacted a provider in Tennessee. The youth's admission package was sent in mid-May. The youth continued in detention at Cheltenham and was placed in Tennessee in September 2012. He is expected to be there until September 2013.

Department leadership recognizes that such egregiously long periods spent waiting on dead time is unjust. As of July 2012, DJS has implemented a mechanism to allow the Department to shorten or cut out the practice of sending youth back to a detention center upon being discharged from programs as “unsuccessful”. The



Department has begun to work more intensively to try and keep youth in programs with supports and to transfer those who cannot stay into other programs without a prolonged waiting period or stay in a detention center. It is too early to comprehensively assess the effectiveness of this initiative.

A shortage of in-state community-based and residential treatment options drives the pending placement problem. The Department should continue working to facilitate expansion of community-based treatment.

c. Population Breakdown by Race/Ethnicity

CYF	3 <sup>rd</sup> Quarter 2010	3 <sup>rd</sup> Quarter 2011	3 <sup>rd</sup> Quarter 2012
Total Youth Entries	637	619	600
African American	533	496	484
White/Caucasian	72	78	75
Hispanic/Latino	29	44	34
Other/Unknown	3	1	7

Admissions to Cheltenham have slightly decreased over the past 3 years.

**Applicable Standards**

**Maryland Rules, Rule 11-112. Detention or shelter care.** *[C]ontinued detention or shelter care pending the adjudicatory or waiver hearing may not be ordered for a period of more than thirty days.*

**Md. Standards for Juvenile Detention Facilities 5.1.5.1** *The provision of ... living space shall be sufficient to adequately meet the needs of the detained youth.*

**JDAI Standards I (D) Population Management 1.** *Written policies, procedures and actual practices (shall) ensure that when the institutional population approaches or reaches its rated capacity, appropriate youth are released or "stepped down" to non-secure settings. 2. Written policies, procedures and actual practices (shall) ensure that staff review the institutional population on a daily basis to make sure that youth who no longer need secure confinement are promptly released, are "stepped down" to less restrictive settings, or transferred to other settings.*

## 2. Staffing

There continues to be an insufficient number of staff available to work to assure safety and security, and provide programming for approximately 120 residents, without the imposition of mandatory overtime. In addition to having a negative effect on services to youth, staff shortages and fatigued workers increase safety and security risks. The expense associated with overtime wages is high. Although DJS continues to hire and train new staffers, retention of staff continues to be a major challenge and an obstacle to progress for the Department at Cheltenham and throughout much of the system.

The upcoming launch of an intensive services unit (ISU) at CYF for youth with severe behavior problems will require staffing above minimum standards. Given the challenges and needs of the youth to be served by the ISU, the JJMU recommends a ratio of one staffer for every 3 youth (1:3). The table below details current and estimated staffing needs at Cheltenham as of October 2012. The estimates take into account the initiation of the ISU.

<b>CYF STAFF</b>	<b>CURRENT STAFFING</b>	<b>ESTIMATED FULL STAFFING</b>
<b>Resident Advisor (permanent and contractual)</b>	77	97 (25% increase needed)
<b>Lead Resident Advisor</b>	9	9
<b>Resident Advisor Supervisor</b>	5	5
<b>Group Life Manager I</b>	2	2
<b>Group Life Manager II</b>	3	4 (25% increase needed)
<b>Facility Case Manager Specialist</b>	7	7
<b>Facility Case Manager Specialist Supervisor</b>	2	2

The current youth-to-staff ratio for the general youth population at CYF is 8:1 (8 youth to one staffer). While this meets minimum requirements, it does not take into account differing needs and challenges of youth. The JJMU recommends that CYF staffing be increased to allow for a 6:1 ratio.



**Applicable Standard**

**Md. Standards for Juvenile Detention Facilities 5.1.5.5 Staffing** *Staffing levels shall ensure the proper supervision and safety of the residents.*

**3. Safety and Security****a. Aggregate Incidents**

The table below enumerates instances of alleged inappropriate behavior, aggression, or potential self-harm which were detailed in incident reports.

<b>CYF – Selected Incident Categories</b>	<b>Q3 2011</b>	<b>Q3 2012</b>
1. Youth on Youth Assault	78	43
2. Youth on Youth Assault – Injury Associated	32	11
3. Alleged Youth on Staff Assault	12	6
4. Alleged Youth on Staff Assault – Injury Associated	2	0
5. Group Disturbances (Injury/Destruction Associated)	27	3
6. Group Disturbances (No Injury/Destruction)	3	0
7. Restraints	125	96
8. Restraints – Injury Associated	48	11
9. Restraints with Handcuffs and/or Shackles	10	7
10. Seclusions	64	4
11. Locked Door Seclusions Over Eight Hours	13	0
12. Contraband	4	6
13. Suicide Ideation/Gesture/Attempt/Behavior	9	5
14. Suicide Ideation/ Gesture/Attempt/Behavior – Injury Associated	2	0
15. Physical Child Abuse Allegations (DJS Custody)	0	0
16. Alleged Inappropriate Staff Conduct/Comments	3	0

The number of incidents involving violence or aggression sharply declined at CYF during the third quarter compared with the same period in 2011. There were a total of 163 incidents (including sports related injuries) reported in the third quarter versus 245 during the same period in 2011. Total incidents associated with injury numbered 39 during the third quarter of 2012 compared with 97 during the same period in 2011.

The current superintendent and assistant superintendent have instituted effective management and operational systems and the piloting (prior to full implementation) of intensive services for challenging youth has likely also contributed to conspicuous and positive changes at the facility.

**b. Security Equipment and Practices**

During the second quarter, additional cameras and monitoring screens were added to the security system at CYF. Cameras were added to those already in use inside residential units and have also been installed in the outdoor recreation areas at the back of the units. Classrooms in the school are now camera covered, as is the outdoors portion of the Cheltenham campus.

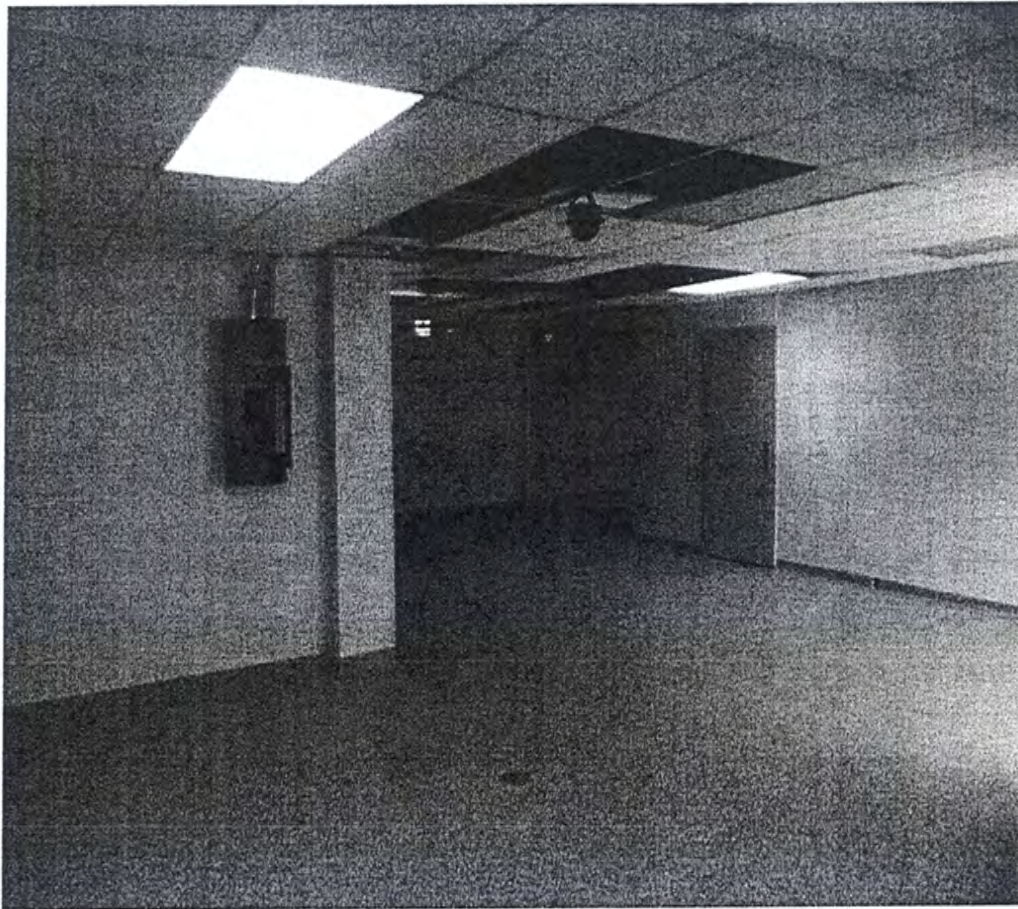
The Department plans to continue a system wide winter-months curfew plan instituted last year. Throughout the winter months, movement of youth will be not be allowed on campus, except in emergencies, in all DJS run detention and treatment centers. The mandate covers hardware secure (security fences/locked doors) facilities such as CYF detention center and the Victor Cullen treatment center. The mandate also covers the staff secure treatment centers in western Maryland where youth will be confined to residential units from dusk to dawn.

**4. Physical Plant**

Youth at CYF continue to be housed in an inappropriate physical environment. The residential units are unfit for youth residency even if youth population remained below set capacity. Cheltenham is first in line for DJS facility replacement. Construction of a purpose-built detention center is set to begin by September of 2013. There is still no definitive decision as to whether or not a treatment facility will also be constructed at Cheltenham – a decision is likely to come at the end of 2012.

CYF is in compliance regarding fire marshal and food hygiene inspections and associated corrective actions. The CYF shelter building has been closed for over two years. With fire-suppression sprinklers installed, the shelter could accept up to 12 youth. The Department should re-open the shelter program which offered a home-like and well-managed environment. Some significant physical plant improvements have been undertaken at CYF. Failing roofs have been replaced and building renovations to facilitate a centralized laundry are underway (see the photograph on the next page).





**Applicable Standard**

**Md. Standards for Juvenile Detention Facilities 5.1.5.1** ... *lighting, heat, plumbing, ventilation, living space, noise levels and recreational space shall be sufficient to adequately meet the needs of the detained youth.*

**5. Education**

The Maryland State Department of Education provides education services at CYF. Intensive services offered to the most challenging youth at CYF include provision of education services in the school building. This process is working and should continue. Plans to implement intensive services must ensure appropriate education services for youth, including full school day instruction time by MSDE teachers.

**Applicable Standard**

**Md. Standards for Juvenile Detention Facilities 4.1** *The Department shall ensure that educational services provided within the detention facility are consistent with state requirements and that they meet the individual needs of the youth.*



## 6. Programming

Graphic Arts classes and horticulture projects have been available to youth during the quarter. Administrators want to re-institute woodworking class.

Popular ceramics classes at CYF have been discontinued. Facility staff will be expected to provide alternatives.

The Department is initiating a comprehensive recreation related sports program throughout the system. Plans include organizing sports teams within facilities and competitions between teams representing facilities. The program sounds promising. Figuring out how to include as many youth as possible in this programming and how to transport youth to other facilities without using shackles is essential. It will also be important to provide expertise and extra staffing to properly implement the program.

The Treatment Orientation Program (TOP) offers comprehensive information to youth about program expectations at the Department's Youth Centers. Successful completion of TOP can result in a more successful and possibly shorter length of stay in placement for youth sent to the Youth Centers. Though there are plans to begin offering the TOP initiative at CYF, it is not yet online, reportedly due to lack of space.

## 7. Medical and Behavioral Health

Per best practices, the infirmary should not be counted in the CYF overall facility capacity figure. Infirmary overcrowding was a considerable problem during the first quarter. The problem was mitigated during the second quarter, however, the population has again spiked. There were nine youth in the six cell infirmary on September 30.

Glass Mental Health Services continues to provide behavioral health services on a case-by-case and group basis to address a wide range of behavioral health needs and challenges at Cheltenham. Glass management helped design and are intrinsic to successful operation and performance of the new intensive services unit at CYF.

### **Applicable Standard**

**Md. Standards of Juvenile Detention Facilities 4.3.2 Mental Health Services** *The Department shall be responsible for acquiring, either directly or by agreement or contract with a public or private mental health agency, necessary mental health care and services for youth within facilities operated by the Department and its vendors. All mental health services shall be provided in accordance with guidance from the Department of Health and Mental Hygiene.*



### **RECOMMENDATIONS**

1. Cheltenham's youth population should not exceed 72 and each youth in the infirmary and in the residential units should have an individual cell. No youth should have to sleep in a plastic bed placed on the floor.
2. Ensure sufficient staffing to cover all aspects of operations including proposed intensive services and recreation initiatives.
3. Maintain appropriate staff-to-youth ratio at CYF without mandatory overtime.
4. Plans to expand intensive services must ensure appropriate education services for youth, including full school day instruction time provided by MSDE teachers.
5. Institute a comprehensive schedule of constructive activities to ensure youth are appropriately occupied outside of school hours.
6. Renovate the run-down bathrooms on the residential units (work is currently set to begin in late-October).
7. Complete the centralized laundry.
8. Ensure the TOP program is available to qualifying youth at CYF.

### **UNABATED CONDITIONS**

1. The cottages at Cheltenham continue to be severely overcrowded.
2. Youth in the infirmary have to share a cell or sleep in a plastic bed in the infirmary common area.
3. The construction of long-planned, purpose-built treatment and detention facilities at Cheltenham has not started - however, construction of a 72-bed detention center is reportedly set to begin at CYF in or before September of 2013.
4. The facility is not fully staffed – mandatory overtime continues to be used.
5. The CYF Shelter remains closed.