

**Monroe County Youth Services Bureau/Youth Shelter
Final Report and Recommendations**

by

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EXECUTIVE SUMMARY

On September 14, 2009, the Monroe County Commissioners contracted the services of Pam Clark, Consultant & Trainer to conduct an assessment of the Monroe County Youth Services Bureau and Youth Shelter (MCYSB/YS) and the property located at 615 South Adams Street.

Information gathered from interviews with representatives of key stakeholder groups and MCYSB/YS and Monroe County Juvenile Probation staff, informed the following primary recommendations.

1. If desired, continue to provide emergency shelter care services for Safe Place, parent, and DCS referrals in a smaller unit located at the southwest corner of the Adams Street site.
2. Conduct a desk audit of all MCYSB/YS counseling staff positions in order to better understand how individual members of the clinical/counseling staff are utilizing their time in providing services to MCYSB/YS clients.
3. Support the relocation of the Asset Building Coalition (ABC) program and staff to another location.
4. Relicense the Binkley House as a Child Caring Institution to support the provision of long-term residential care and transitional services for young people returning to the community from out-of-home placements.
5. Implement a community-based, non-residential Day Treatment program, operated by Monroe County Juvenile Probation, to serve moderate to high risk juvenile offenders and their families.
6. Significantly renovate the original residential structure, or raze this structure and build a new facility at the front of the 615 South Adams Street site to house the three Monroe County Juvenile Probation staff funded under the Juvenile COIT, along with the operation of the above referenced Day Treatment program.
7. Investigate the development of a Drop Off/Assessment Center for young people taken into custody by law enforcement where they would be screened and processed for either release to a parent or guardian, or secure detention, emergency shelter care, or other appropriate services and support.

8. If the MCYSB/YS continues to operate in its current form, the following job descriptions should be refined, restructured and/or added:
 - 8.1. Refine the Executive Director job description (See Attachment D.1)
 - 8.1.1. Restructure and combine the Assistant Director and [Shelter] Care Coordinator functions and job descriptions into one newly defined Assistant Director position (see Attachment D.2)
 - 8.1.2. Add two part-time cooks (see job description and proposed schedules as Attachment D.3)
 - 8.1.3. Add three part-time float staff (see proposed schedules as Attachment D.4)
9. Transfer governance and oversight of the MCYSB/YS from the Monroe County Commissioners to the Monroe County Board of Judges.
10. Identify and secure funds to support the recommended capital expenditures for the renovation and/or new construction of facilities needed to support the aforementioned programs and staff.
11. While the primary source of funding to support the operation and maintenance of these services is appropriately the Juvenile COIT, the MCYSB/YS Executive Director, in partnership with the governing body of that organization, should continue to identify and pursue other appropriate and diverse sources of funding support.

Detailed information related to findings and each of these recommendations may be found in the full report.

INTRODUCTION & PURPOSE STATEMENT

The Contractor has been asked to conduct an assessment of the programs, services, organizational structure and operation of the Monroe County Youth Services Bureau and Youth Shelter (hereafter referred to as the MCYSB/YS or MCYSB) and the property located at 615 South Adams Street. The purpose of this assessment is to provide the Monroe County Commissioners and the Monroe County Board of Judges with information and recommendations, including prioritization and cost benefit analyses, for the continuation, co-location, and addition and/or enhancement of programs and services available at, through and/or in partnership with the MCYSB/YS to Monroe County youth and their families. These recommendations are to include any services related to third party providers offered in partnership or collaboration with the MCYSB/YS.

Consideration of the South Adams Street property is to include recommendations related to possible reorganization and renovation of the existing space and/or structural demolition and new construction at this site. Recommendations may also be made related to services provided at other sites.

Contractually agreed upon interviews included:

- MCYSB/YS staff (See Attachments A & B)
- Current and former MCYSB/YS clients and their families
- Monroe County elected officials and employees (See Attachment A)
- Representatives of key community stakeholders (See Attachment A)

Arrangements for interviews with current and former MCYSB/YS clients and their families could not be made due to a number of factors including time constraints, turn over in the Youth Shelter resident population, and challenges related to confidentiality and the need to obtain parent consent and releases of information.

The contract includes the submission of two written reports with the first report submitted on October 31, 2009 and the final report due preferably by December 15, 2009 and no later than December 31, 2009. An additional report containing recommendations related

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to the hiring of a Monroe County Youth Services Bureau/Youth Shelter Executive Director was submitted to the County Commissioners and Judge Steve Galvin on November 25, 2009.

Documents reviewed for this report include the following:

- Juvenile Facility Committee: Report to Monroe County Board of Commissioners, March 1, 2001
- Monroe County Youth Center Feasibility Study, Huskey & Associates, Inc., November 2, 2004
- Monroe County Youth Center Feasibility Study Addendum, Huskey & Associates, Inc., February 21, 2005
- Proposal for Monroe County Juvenile Justice Center, Monroe County Juvenile Justice Task Force, January 11, 2007
- Youth Services Bureau's Budget Worksheets and Juvenile Facility COIT, August 24, 2009
- MCYSB/YS Job Descriptions
- MCYSB/YS Annual Reports, 2003-2008
- Ordinance 2007-27, An Ordinance for the Increase of the County Option Income Tax for the Purpose of Operation and Maintenance of Facilities Necessary to Provide Juvenile Services
- Ordinance 2009-25, An Ordinance to Amend Ordinance 2007-27

BACKGROUND INFORMATION

The Monroe County Youth Services Bureau was established in 1972 as a private, not-for-profit organization and is one of thirty-three (33) Youth Service Bureaus (YSBs) in the state of Indiana. YSBs are charged with implementing and/or supporting the following four core roles: youth advocacy; delinquency prevention; information and referral; and community education.

In November 1977, the City of Bloomington and Monroe County, in partnership with Indiana University, opened a Youth Shelter to provide emergency, short-term housing to youth ages 10-17 years. In 1979, the Youth Shelter merged with the MCYSB.

In 1980, the MCYSB/YS was awarded its first Runaway and Homeless Youth (RHY) grant. In 1982, the MCYSB/YS became a department of Monroe County government and since that time has been primarily funded by county general tax funds and government grant dollars.

In 1984, the MCYSB obtained physical facilities to house the Youth Shelter and agency offices at 310 Atwater Avenue. In 1996, facilities were moved to 615 S. Adams Street where the Youth Shelter and YSB offices continue to be housed to this date.

Programming at the MCYSB reportedly includes the following:

- Youth Shelter – Emergency shelter care (up to 60 days) for children and youth ages 8-17 with counseling services available to family members.
- Safe Place – A 24-hour per day outreach program that utilizes a network of Safe Place sites, e.g. schools, businesses, etc. and volunteers to assist youth in crisis.
- Aftercare – When needed, brief counseling interventions that may be successfully resolved within a few sessions for those youth and families that have reached the limit for shelter services.
- Brief Clinical Services – Similar to Aftercare, counseling services for youth and families that have not utilized shelter care.

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- Outpatient Counseling – Counseling services available to Shelter clients who demonstrate a need for additional counseling services beyond Aftercare. These services are available to young people up to 22 years of age.
- Police Hold Over – Available 24 hours to youth brought in by law enforcement. After 24 hours guardians or agencies must sign youth into the shelter or take them home.
- Summer Educational Activities – A 10-12 week topical activity-based program offered during the summer.

FINDINGS & RECOMMENDATIONS

PROGRAMMING

FINDINGS

Current programming offered by the MCYSB/YS appropriately revolves around the four core roles of a Youth Service Bureau (YSB) - delinquency prevention, information and referral, community education, and advocacy - and the related MCYSB mission "...to provide services, programs, referrals, and advocacy for youth and community education on issues concerning youth".

The MCYSB/YS does not charge fees for services provided through Safe Place or for parental admissions into the Youth Shelter. MCYSB/YS programs and services are fully funded by Monroe County general tax fund dollars, state and federal grant funds, e.g., Safe Place, Youth Service Bureau, Runaway and Homeless Youth, etc., Department of Child Services (DCS) per diem reimbursements, and donations (see page 14 of the 2008 YSB Annual Report available on the MCYSB website).

Youth Shelter/Binkley House - The Youth Shelter, commonly known as the Binkley House, is at the core of MCYSB's programming. According to information provided in the 2008 YSB Annual Report (page 19), the average census at the Binkley House in 2008 was ten (10) residents. Given that the bed capacity at the Binkley House is fifteen (15), the facility is operating on average at 67% capacity.

Information obtained from staff and stakeholder interviews indicates the MCYSB/YS leadership and staff has preferred to serve primarily those youth referred to the Binkley House via Safe Place, presented for admission by parents, or referred by the Monroe County Department of Child Services (DCS). Based on additional information provided during these interviews, there appears to be a belief among staff that young people referred by juvenile probation and/or the court are not appropriate for placement at the Youth Shelter due to their perceived potential for acting out and violence and their current and/or previous criminal history.

This desire to serve primarily non-delinquent and non-court involved youth would appear to contribute to the low utilization rate at the Youth Shelter. Based on the average daily census at the Youth Shelter while targeting the referral groups noted above, it seems unlikely this facility would ever reach its full capacity of fifteen.

It should be noted that there were only eight (8) Monroe County DCS referrals served at the Youth Shelter in 2008. According to information provided by Monroe County DCS Director, Steve Vaughn, there were two factors contributing to this circumstance. One is a reported conflict that occurred a number of years ago between a DCS Family Case Manager and staff at the Youth Shelter. The other is that DCS staff, including Mr. Vaughn, view the Youth Shelter as a probation and/or court placement. This is ironic given the views and practices of the MCYSB/YS leadership and staff.

Clinical/Counseling Services - While the listing of programs and services provided by the MCYSB/YS staff (enumerated on pages 7-8 of this document) is extensive, the Contractor found it difficult to confirm exactly which of these services is currently being provided. A number of the stakeholder representatives interviewed indicated a belief that aside from shelter care and the services it provides directly related and/or in response to a young person's placement in the Youth Shelter, few if any of the other services listed are being provided, i.e. Aftercare, Brief Counseling and Outpatient Counseling Services, etc.

A review of data provided in the 2008 YSB Annual Report would appear to support this belief. According to information provided in that report (page 42), 46 non-shelter youth (16% of clients served) and their families received 435 hours (12%) of the clinical/counseling services provided, compared to 263 shelter youth (84% of clients served) who received 3,141.5 hours (88%) of these services. Clinical services were defined in this report as both direct-counseling, and indirect-case management.

The overview of clinical/counseling services provided to both shelter and non-shelter residents during the calendar year 2008 (again on page 42) states that 3.17 full-time equivalent (FTE) clinical/counseling staff were employed by the MCYSB/YS in 2008. Based on a standard 40-hour work week, the total hours worked by 3.17 FTEs (at 2,080 hours per FTE) before deducting vacation and other leave time would be 6,594.

Assuming 14 holidays per FTE totaling 355 hours and two weeks of vacation leave per FTE totaling 253 hours, the total number of hours worked by these 3.17 FTEs would have been estimated at 5,986.

The total number of clinical/counseling hours provided in 2008 was reportedly 3,576.5. This total includes both direct clinical/counseling hours and non-direct case management and agency collaboration hours. This leaves a total of 2,409.5 hours of clinical staff time for which there is no accounting. Some of this time was likely spent in staff meetings (@ 1 hour/week for 3.17 FTEs is 165 hours), staff consultations and other miscellaneous activities (@ 3 hours/week for 3.17 FTEs is 495 hours). The remaining number of hours for which there is no accounting, approximately 1,749.5 hours, is significant.

In addition, when MCYSB/YS staff members were asked about the needs they see among young people being served at the Youth Shelter “that are not currently being met or not currently being met as well they could be”, some of their responses included

- 1) more time with counseling staff,
- 2) more/better case management and aftercare programs/services, and
- 3) uncertainty about what counseling staff does and/or what needs they meet.

These responses raise additional concerns about how members of the counseling staff are investing their time and the level of communication and interaction, or lack thereof between the direct care shelter staff and clinical/counseling staff.

Safe Place - Safe Place is a multi-county grant funded program serving Monroe, Greene and Owen Counties. Based on information taken from the National Safe Place website found at <http://nationalsafeplace.org>, the Safe Place mission states “Safe Place provides access to immediate help and supportive resources for all young people in crisis through a network of sites sustained by qualified agencies, trained volunteers and businesses.” Access to the Youth Shelter and its affiliated services via Safe Place is free of charge regardless of the county in which the young person being served resides.

The MCYSB Safe Place Coordinator is a part-time staff position (20 hours per week). The primary responsibilities of the Safe Place Coordinator include making community presentations and scheduling meetings focused on educating individuals and

organizations about Safe Place, coordinating Safe Place advertising, recruiting volunteers, and expanding the program by adding Safe Place sites. The Coordinator also interviews, processes, trains and evaluates Safe Place volunteers and responds to Safe Place referrals as needed. According to information provided in the 2008 YSB Annual Report, the MCYSB Safe Place program had, at the writing of that report, 138 active sites.

Safe Place is a program in which many of the MCYSB/YS staff report being deeply invested and which they believe may be in jeopardy as the organization moves under the governance of the Monroe County Board of Judges.

Asset Building Coalition (ABC) - In addition to the programs and services provided by the MCYSB/YS, the organization also serves as home to the Asset Building Coalition (ABC). The ABC offices are located in the original formerly residential structure at the front of the property located at 615 South Adams Street. The three ABC staff are employees of Monroe County. The ABC is a free standing 501 (c) (3) and has its own governance structure. With the exception of in-kind services and support, e.g. office space provided by Monroe County, the operational costs of the ABC are fully funded by grants. The ABC maintains a supportive and somewhat collaborative relationship with the MCYSB/YS.

Based on feedback provided during interviews with MCYSB/YS and Monroe County Juvenile Probation staff and community stakeholder representatives, there is a need for additional programs and services for youth which are not currently available in the community. Both existing and suggested new programs and services are addressed in summary form in the recommendations below.

RECOMMENDATIONS

Given the broad framework provided by the four core roles of a Youth Service Bureau and the MCYSB Mission Statement, there are a number of opportunities for the expansion of existing and the addition of new programs and services that would be appropriate.

Beginning with the existing programs and services available at the MCYSB:

1. Youth Shelter/Binkley House - Emergency shelter care for the currently targeted population seems to, at some level be needed and is a requirement for the continuation of Safe Place and Runaway and Homeless Youth (RHY) grant funds. If the county wishes to continue to be eligible for these two sources of grant funds (totaling \$104,334 as reported in the 2008 YSB Annual Report), the following is recommended:

- 1.1. **A smaller living unit capable of housing up to eight youth could be situated on the same site as the Youth Shelter/Binkley House and used to serve this target population. Based on observations and information gathered by local stakeholders during a site visit to Tippecanoe County, this could potentially be accomplished by locating a modular unit off the southwest end of the parking lot at the Adams Street site. The Binkley House could then be made available for other usage that will be addressed later in this report.**

- 1.2. **One member of the clinical/counseling staff group could be assigned to provide counseling services for this population, both during and post-shelter placement, i.e. Aftercare, and to partner with the Safe Place Coordinator in responding to Safe Place referrals. The remaining clinical/counseling staff could continue to serve clients in new programming at the Binkley House, as well as other client groups identified later in this section.**

2. Clinical/counseling Services - As stated previously, with the exception of the Youth Shelter and Safe Place, it is unclear what other services are being provided by the MCYSB/YS, in particular the counseling staff. While the MCYSB website and 2008 YSB Annual Report list multiple program offerings, there is little evidence to indicate these services are being provided at any significant level.

The Contractor, who made multiple visits to the MCYSB/YS facility typically found the clinical/counseling staff to be on site, in their offices, periodically bringing Shelter

residents to their offices for what was assumed to be counseling sessions. There were a few occasions where the Contractor observed or was aware that counseling staff was either in the Youth Shelter or transporting residents to or from school or other community-based programs or services.

Shift staff, i.e. Residential Coordinators (RCs) and Residential Specialists (RSs), working in the Youth Shelter have established schedules and clearly defined responsibilities. Counseling staff schedules are, appropriately and by design, flexible and based on need, and their responsibilities are broadly defined. However, given the uncertainty of Youth Shelter staff and community stakeholder representatives about what the clinical/counseling staff does and the belief among members of staff that residents feel they need additional counseling time, the following recommendation is offered.

2.1. In order to better understand how individual members of the clinical/counseling staff are utilizing their time in providing services to MCYSB/YS clients, it would be advisable to conduct a desk audit of each of these positions. In this case, the purpose of the desk audit would be to

- a) determine estimates of time spent in the performance of each identified function and other activities**
- b) generate agreement between the counseling staff and the Executive Director related to the nature of the tasks assigned to counseling Staff, and**
- c) generate agreement on the level of delegated authority available to the Clinical/Counseling Coordinator.**

It is recommended this process not be initiated until an Executive Director has been hired as this individual will need to be aware of and engaged with this process.

- 3. Safe Place - During MCYSB/YS staff interviews, five of the fourteen (36%) staff interviewed stated their greatest concern or fear about possible changes the MCYSB/YS and its staff may be asked to make as the organization moves from

being managed by the County Commissioners to being managed by the Board of Judges is the possible dissolution of Safe Place. This appears to be related to concerns that the Youth Shelter will be expected to serve a greater number of probation and court-involved youth.

This perspective is difficult for the Contractor to understand given that one of the three Guiding Principles of Safe Place is "...access to services on a non-discriminatory basis". In a review of the National Safe Place website, the Contractor found nothing that would indicate if the Youth Shelter serves delinquent youth its status as a Safe Place provider would be in jeopardy.

3.1. There is no apparent conflict with the guiding principles of National Safe Place in serving court-involved delinquent youth in the Youth Shelter. In order to continue to be eligible for Safe Place grant funds (reported to be \$14,334 in 2008) the provision of Safe Place services would need to continue to be a programmatic priority of the MCYSB. Serving these youth is clearly a priority for the MCYSB/YS staff.

3.2. Investments may need to be made in staff training to assist staff in building new/additional skill sets and the confidence they need to feel in their ability to provide for the safety of all Youth Shelter residents. (Specific recommendations in this regard are made later in this report.)

4. Asset Building Coalition (ABC) - Based on information provided by Susan Forney, Executive Director of the Asset Building Coalition (ABC), the ABC staff would like to remain in their current location. Ms. Forney went as far as to suggest that since the ABC staff are already Monroe County employees, the ABC might become a program operating under the umbrella of the MCYSB and that the members of the ABC Executive Board could either be integrated into the MCYSB's Advisory Board or become a standing committee of that Board (with representation on the Advisory Board).

When asked if, in the interest of expanding staff and programming at the Adams Street site, she and the ABC staff would be willing to move back into the

administrative office space in the Binkley House, where the program and staff were previously housed, Ms. Forney reluctantly conceded that this alternative would be acceptable.

The work of the ABC is in alignment with the context provided by the four core roles of a YSB and the MCYSB Mission Statement. Space requirements for this program would include office space, including all of the required business amenities, e.g. Internet access, phone service, etc., for three employees and access to both small and large meeting rooms. Issues related to shared resources and governance would need to be negotiated with ABC staff and the ABC Executive Board.

4.1. The Contractor has been told that since the initiation of this report the ABC Executive Board members have entered into an agreement with the Monroe County Community School Corporation (MCCSC) to move the ABC under the umbrella of the MCCSC. This agreement includes housing the offices of the ABC in MCCSC facilities. No other recommendations related to the ABC appear to be needed at this time.

Additional programmatic and service concepts and ideas offered by the MCYSB/YS and Juvenile Probation staff members and other stakeholder representatives or brought forward for consideration by the Contractor include the following:

5. Long-term Residential Care with Transitional Services - Each year over the past five years the Monroe County Probation Department has placed on average 48 youth in residential care and committed an average of three youth to the Indiana Department of Correction (IDOC). Out-of-home placements can last anywhere from six months to a number of years and come at a significant cost to county taxpayers.

While young people are in these placements, rarely are services provided to family members in an effort to prepare them for the young person's eventual return to the home and community. As a result, many youth who meet their intervention and/or treatment goals and successfully complete the requirements of either the IDOC or other residential program in which they were placed, fail to thrive and find continued success when they return home.

The provision of locally available transitional services provided in a facility licensed for long-term residential care (the current emergency shelter care license allows for a maximum 60 day stay) could allow for the following:

- linkage of family members with a community-based provider (YSB counseling staff), initiated at the time of the youth's placement, in order to immediately begin preparing the family for the young person's gradual and successful return to the home
- the earliest possible discharge of youth served in other, more costly out-of-home placements through a gradual step down process that supports a return first to the community and when appropriate the family
- an environment and programming for young people without a home to which they may return where they may be taught the independent living skills needed to be self-supporting

5.1. It is recommended that consideration be given to relicensing the Binkley House, under 470 IAC 3-11, as a Child Caring Institution. This licensing does not limit a young person's length of stay at the facility. The Binkley House is currently licensed under 470 IAC 3-12 for Emergency Shelter Care which allows for a maximum stay of sixty (60) days. Relicensing the Binkley House as a Child Caring Institution would serve to support the recommended transitional services and programming and allow for the longer lengths of stay typically needed for this purpose.

Specific requirements under this licensing rule may vary slightly based on whether the maximum capacity of the facility is set at ten (10) or fifteen (15). Minor modifications to the kitchen area may be required if the facility is licensed for fifteen (15). Licensing as a Child Caring Institution also requires development and submission of a "treatment plan" (see 470 IAC 3-11-30) versus the current requirement for a "care plan" (see 470 IAC 3-12-66) under licensing as an Emergency Shelter Care facility. It is the belief of the Contractor that the MCYSB/YS has existing counseling staff adequate to meet this

requirement. With the two aforementioned exceptions, most other requirements under this license remain the same. A copy of these licensing requirements is provided with this Report as Attachment C.

6. Day Treatment - The Day Treatment program operated by the Bartholomew County Youth Services Center (BCYSC) in Columbus, Indiana is a program that has been of interest to Monroe County elected officials, the court, and juvenile probation staff for some time. As a result, the Day Treatment concept was presented for feedback in discussions with representatives of community stakeholder groups.

Day Treatment is a non-residential intensive program designed to reduce the likelihood of further delinquency of juvenile offenders assessed to be at moderate to high risk to reoffend. While probation and the court may make referrals to the program

- participation is voluntary,
- there must be evidence the young person can benefit from cognitive behavioral-based programming, and
- the young person and family must be willing to make the significant time, transportation and other commitments required by the program.

Program components include group counseling, role play, goal setting, life skills training, supervised public school attendance, community service, home visits and case management services. Participants of this program reside at home while participating in programming seven days per week. Successful discharge from the program requires completion of assigned evidence-based cognitive curricula, e.g. Thinking for a Change, Aggression Replacement Training (A.R.T.), and Moral Reconciliation Therapy (M.R.T.), and participation in a variety of educational outings and community service projects that allow staff to assess and support the successful functioning and development of program youth while they are in the community. Secondary services include vocational education and money management training.

A reduction in the assessed risk to reoffend is the ultimate requirement for successful discharge from Day Treatment. Parents are required to attend parenting education

and parent support group sessions. Aftercare services are provided for 30 days. However, young people who successfully complete Day Treatment may “drop in” or check in with Day Treatment staff at any time.

The recommended program capacity for Day Treatment is a maximum of ten youth and their families at any given time. The average length of time in the program is approximately six to eight months.

In addition to keeping “more local kids local”, this type of programming

- 1) allows young people to remain connected to their families, as well as to community schools, employment and other community-based resources and programming,
- 2) provides an opportunity to intervene on the family system to which the young person will always return, and
- 3) is relatively low cost in comparison to out-of-home placement.

The estimated per diem rate for Day Treatment services in Bartholomew County is \$60. The average per diem rate for out-of-home placements in Indiana ranges from approximately \$85-\$525.

6.1. Based on Monroe County’s stated goal to “Keep more local kids local”, Day Treatment programming would be an appropriate and cost effective investment. Space needs for the program include office space for four or more staff. Due to the staggered scheduling of staff to support this program, office space could be shared. Meeting space for individual and group counseling sessions, cognitive classes and other group-based activities, and a lobby/waiting area for arrivals and parent pick-ups would also be needed. Access to on site ancillary services such as food service and the ability to transport youth to outings and community service project sites would be required.

6.2. The Day Treatment program, despite its title, is correctional in nature with a significant emphasis on rehabilitation. As such, the leadership requirements for this program are somewhat unique. The individual

hired or appointed to coordinate this program will need to be able to effectively balance the correctional nature of the program with the rehabilitative and therapeutic needs of the juvenile offenders served. With this consideration in mind, it is recommended the program be run by the court and coordinated by a member of juvenile probation staff that has a background and experience in youth services and treatment .

6.3. The program would benefit from a therapeutic component with individual and family counseling services provided on an as needed basis. If this program was operated in partnership with the MCYSB at the Adams Street site, the suggested counseling services and access to necessary ancillary services could be negotiated as part of the partnership between the MCYSB and Monroe County Juvenile Probation. This arrangement would also add to the cost effectiveness of the program.

7. Drop Off/Assessment Center - The final youth program or service that has been discussed during the past three and a half months is that of a Drop Off/ Assessment Center. The purpose of such a center would be to provide a site where law enforcement officers could drop off a young person taken into custody for processing. Once the transfer of custody was complete, the young person would be interviewed and appropriately screened and/or assessed related to medical, mental health and other needs and concerns. This process would be completed by Assessment Center staff, which would allow the law enforcement officer to immediately return to patrol duty.

A center of this nature would require a facility that includes, at a minimum, one or two secure rooms for holding delinquent youth awaiting transport to a detention facility, an office for staff, one or two interview rooms, and a lobby/waiting area for the public. Ancillary services such as on site food service would also be needed. Ideally, access to medical and emergency mental health services would be available.

7.1. A Drop Off/Assessment Center would provide an immediate response to both criminal and status offending youth. As an immediate alternative to

the local secure detention bed space that has been under consideration by Monroe County for a number of years, this concept should be investigated.

- 7.2. The Center could be staffed with either certified probation staff or non-probation certified staff. In the case of the latter, staff with experience and training in youth work, specifically in effectively working with diverse populations of youth would be required. This type of staffing would also require that a juvenile probation officer be on-call for the purpose of making any decisions related to the continued custody of a young person.**
 - 7.3. Representatives of Monroe County, the MCYSB/YS and the Board of Judges would need to work collaboratively to determine what instruments and/or processes for intake, screening and assessment would be most appropriate for use in this process.**
 - 7.4. Facilities that could provide the needed ancillary services will be addressed later in this Report.**
8. A co-location of youth services was another concept discussed in community stakeholder meetings. A co-located site that would include juvenile probation staff and representatives of other youth serving organizations could be situated at the South Adams Street site. While this would require an investment in a redesign or reconstruction of the facilities currently located at this site, such an investment could not only accommodate existing juvenile probation staff needs, e.g. offices, meeting and program space, it could also include the provision of office space for use by staff from other youth serving organizations and/or shared staff. A number of returns on investment and economies of scale could be realized from such an investment.
- 8.1. Volunteer resources could be maximized with multiple youth serving organizations operating under one overarching advisory board with multiple organization specific committees that would be responsible for planning, etc. for the individual co-located organizations. Consolidation**

of advisory responsibilities and collaboration among youth service providers would help to reduce duplication of services and could attract new funding to support the work all of the programs and services participating in the collaboration.

- 8.2. Sharing of staff, office space and equipment, supplies and other resources would allow for the purchase of higher quality, more durable equipment, and bulk purchasing of supplies and other resources that should ultimately serve to reduce the combined costs of administrative overhead for co-located organizations.**

FACILITIES

FINDINGS

This report considers the current MCYSB/YS site located at 615 South Adams Street related to the expansion of existing programs, services, and agency and/or programmatic collaborations and co-locations.

At this site, the larger facility known as the Binkley House includes space for emergency shelter care, and administrative offices and meeting space. Construction on this facility was completed in 1996. The smaller facility located at the front of this site currently houses the Asset Building Coalition. This building was reportedly erected in 1946 and was originally a private residence.

Recommendations made in this report related to facilities cannot be addressed without taking into consideration funding provided for under the Juvenile COIT.

Monroe County, as allowed under Indiana Code 6-3.5-6-33, established a county option income tax (COIT) rate, not to exceed 0.25% “to fund the operation and maintenance of facilities necessary to provide juvenile services.”

On July 30, 2007, Monroe County elected officials passed Ordinance 2007-27. This ordinance made a specific reference to the Binkley House as “a facility necessary to provide juvenile services” (paragraph 4) and found “that a rate of 0.04% produces the revenues for the County Option Income tax needed to operate and maintain the Binkley House” (paragraph 5). This rate was set to expire on June 30, 2010.

On August 10, 2009 Monroe County Ordinance 2009-25 was passed. This ordinance increased the COIT from the rate of 0.04% to 0.05% with “the date of termination of the tax at five years from the date of passage of this amendment” and makes reference to funding “the operation of the juvenile detention center and other facilities covered by the ordinance” (paragraph 7). There is no specific reference made to the Binkley House in this ordinance. It is the Contractor’s understanding that the increase in the Juvenile COIT under this ordinance is intended to fund juvenile probation staff positions.

RECOMMENDATIONS

Specific facility recommendations clearly depend on decisions made related to programmatic offerings. As a result, certain assumptions related to programming are made in the recommendations that follow.

9. Looking at the 2008 utilization of bed space at the Binkley House (see pages 19 and 20 of the 2008 YSB Annual Report) and assuming the same average length of stay (9.7 days), the average census in the Youth Shelter for non-probation placements in 2008 would have been estimated at seven (7) youth. However, based on information derived from interviews with juvenile probation staff that suggests many of the parental admissions at the shelter were for delinquent youth, the Contractor believes this number may be high. According to Monroe County Juvenile Probation staff, because it has proven to be more expeditious and less contentious to have parents pursue a parental admission, probation officers have often directed parents to proceed in this manner. This means that some unknown percentage of shelter placements designated as parental admissions were in reality placements that otherwise would have been probation or court ordered.

9.1. In order to make the fifteen (15) beds at the Binkley House, currently used for emergency shelter care, available for longer term residential care and transitional services, a smaller shelter unit could be made available to serve only Safe Place, parent and DCS referrals and admissions.

9.1.1. One option for doing this would be an add-on or bump-out unit built off the southwest end of the existing facility. This would location allow for shared access to the existing kitchen facilities.

9.1.2. A second option would be placement of a self-contained modular unit located in the same area of the property. This unit would operate under the existing emergency shelter care license.

9.2. Relicensing the existing Binkley House as a Child Caring Institution, for the purpose of providing independent living programming and transitional services for youth returning to the community from out-of-home placement could be a more cost effective use of this bed space and would require little to no modification of the existing space. The provision of community-based residential transitional services could serve to reduce the overall time youth may need to spend in more costly residential placements and provide family support services that may help to ensure greater long-term success, including reduced recidivism rates, for referred young people and their families.

9.2.1. If the Court and probation wish to have emergency shelter care available for delinquent youth at this site, the Binkley House could be dually licensed as both a Child Caring Institution and an Emergency Shelter care facility (see 470 IAC 3-12-1 (b) (3)).

According to 470 IAC 3-12-66 (a), “An institution which is licensed for more than ten (10) children and which provides a long term treatment program in addition to shelter care shall provide a separate living unit for the shelter care services.” This requirement does not involve having a separate facility, only a separate sleeping area. One room on the boys side and one room on the girls side could be designated for emergency shelter care. Use of these two rooms could be flexible and based on need, so long as youth requiring emergency shelter care and youth requiring long term residential care are not housed simultaneously in these rooms.

Licensing in this manner would also allow youth who have transitioned back into the home to return for emergency shelter/respice care should an unanticipated crisis/disruption occur that requires a short-term but immediate intervention.

10. It would appear that regardless of whether or not the programmatic changes recommended above are made, modifications and/or additions to the Adams Street site will be required in order to meet the program, office and meeting space needs of the juvenile probation staff funded under the Juvenile COIT. It would appear that, at a minimum three staff offices will be needed. If Day Treatment or other programs and services are to be operated by juvenile probation staff at this site, program space will also be needed.

There are currently two offices vacant in the administrative portion of the Binkley House. Assuming the Asset Building Coalition staff and program are relocated under an agreement with the MCCSC, additional space will be also available in the smaller facility at the front of the Adams Street site. However, concern has been raised about whether or not housing staff that are funded under the Juvenile COIT in this building meets the requirement “to fund the operation and maintenance of facilities necessary to provide juvenile services” as this facility is not physically connected to the Binkley House.

After reviewing the language contained in the Juvenile COIT ordinance, it is the opinion of the Contractor that the reference to “facilities necessary to provide juvenile services” is not specific to the Binkley House or to any other residential facility. Juvenile services come in many forms and are provided in many different kinds of settings and facilities designated for the purpose of providing of juvenile services. The language contained in the Juvenile COIT does not specify residential versus non-residential in terms of the type of facility to be funded. Local elected officials may wish to seek the interpretation of a more qualified individual to obtain a definitive and legal opinion on this matter.

Recommendations have already made related to the Binkley House. The following are recommendations made specific to the smaller facility currently housing the ABC.

- 10.1. Given the age, condition, i.e. wet basement and poor ventilation, heating, cooling, and insulation, and limited amount of usable space available in this building, it is the recommendation of the Contractor that this**

structure be razed. Using the basic footprint of this building, a number of options may be considered for a new structure.

10.1.1. If the three juvenile probation staff funded under the COIT will be providing primarily home- and/or community-based services, and office space for these staff is all that will be required, a single story structure may be adequate. Decisions would need to be made about whether or not conference/meeting room space and access to certain office equipment, such as a copy machine, would be shared with the Binkley House, or if space for these purposes/equipment would need to be provided in the new facility. A lobby area with public access restrooms should also be provided in the new space.

10.1.2. If Day Treatment programming will be operated at this site, a two story structure is recommended. Day Treatment programming will require one or more large group and classroom spaces as well as office space for Day Treatment staff. Due to the frequency of movement into and out of the building by the young people and families participating in Day Treatment, this program space should be available on the first floor of the building. A two story structure could then allow for office and other business space on the second floor of the building.

10.2. If current building rules, codes and standards for the City of Bloomington, Monroe County, and/or the State of Indiana will prohibit the building of a new structure at this site, the Contractor recommends what will need to be significant renovation of the existing facility in an effort to meets the needs of the above referenced staff and programs.

11. Should Monroe County decide to investment in developing a Drop Off/Assessment Center, facility space with access to ancillary services such as food service, emergency medical services, and possibly acute mental health services will be needed. Based on information gathered during MCYSB/YS staff interviews and

conversations with representatives of some community stakeholder groups, there are apparent concerns about the future presence of juvenile probation staff at the MCYSB/YS Adams Street facility. Specifically, these concerns are that once young people become aware that juvenile probation staff is housed at this site

- 1) they will not be willing to access support and assistance through the Safe Place program when it is needed, and
- 2) parents may choose not to seek appropriate and necessary placement of their child into shelter care out of concern that such placement may lead to a referral to probation or a requirement to appear in court.

Given this information, It seems clear there would likely be even greater concerns raised about the presence of law enforcement officers at this site. As a result, any consideration of locating such a center at the Adams Street site is discouraged. and consideration of the following facilities is recommended.

11.1. Monroe County Jail - The Monroe County Jail provides food, medical and other ancillary services needed to support the adult offenders being held there. If a Drop Off/Assessment Center facility was built as an add-on or bump-out to the jail, these services could easily be accessed by the Center's staff. If in the future Monroe County builds a multi-service juvenile facility, bump-out space constructed contiguous to the jail could be occupied by the Monroe County Sheriff's Department. The disadvantage of this location would be the close proximity and potential exposure of young people and their families to adult offenders as they enter and leave the Drop Off/Assessment Center facility.

11.2. Meadows Hospital - Meadows Hospital also provides food, medical and other ancillary services to support its juvenile and adult patient populations. In addition, Meadows provides crisis and acute mental health services. If a Drop Off/Assessment Center was built as an add-on or bump-out to this facility, not only could food and emergency medical services be accessed, but emergency mental health services would also be readily available. Based on preliminary conversations between the

Contractor and the CEO of Meadows Hospital and the Contractor and the Monroe County Commissioners, it is possible Monroe County may be able to negotiate an agreement with Meadows Hospital and its parent company, Psych Solutions, that would involve an exchange of the needed ancillary services for eventual ownership by Meadows Hospital of the bump-out space invested in by county government. Included in these negotiated services would be access to acute hospital bed space, as needed for children and families without insurance or other resources to pay for these services.

12. In the course of conducting MCYSB/YS and Juvenile Probation staff, and community stakeholder interviews, there was discussion about the possibility of a co-location of youth services. Co-locations of services have been proven in many cases and jurisdictions to be cost effective collaborations for the co-located organizations. In addition, they often prove to be convenient for clients by offering a single point for accessing multiple services.

12.1. While the Contractor believes in and supports this concept, given the other potential collaborations and partnerships addressed in this report, the Contractor recommends taking no specific action in this area at this time.

STAFFING

FINDINGS

A number of concerns were identified related to the staffing of the MCYSB/YS. Some of these concerns are based on responses provided by staff at the MCYSB/YS during staff interviews, as well as on requirements under the Indiana Administrative Code for licensing Emergency Shelter Care Children's Homes and Child Caring Institutions (470 IAC 3-12). A compilation of staff interview responses are provided as Attachment B to this Report. The Indiana Emergency Shelter Care Children's Homes and Child Caring Institutions Standards are provided for your reference as Attachment C.

Key findings based on information gathered from MCYSB/YS staff indicate the following:

- There is a belief among the majority of staff that they, the staff, excel and are "great" at providing a safe, stable environment for diverse groups of kids (64%).
- Some believe the work they do is "very prevention focused" (21%).
- Multiple comments were made in various forms about not having enough staff. These comments were related primarily to the Youth Shelter.
- A number of staff made various comments related to residents feeling they do not receive enough time with counseling staff. Staff also indicated they are not certain what counseling staff does.
- Some members of staff voiced concern that they may be required to provide care for violent, drug involved, and/or sexual acting out youth.

In response to the last of the points listed above, the Contractor asked members of staff if these concerns were based on a lack of training in behavior and crisis management to effectively prepare them to safely and therapeutically intervene with a young person who was losing control or was out of control. The responses from staff indicated that

- 1) they receive training in Crisis Prevention and Intervention (CPI), a commonly used program in de-escalation and safe physical management, and

- 2) there is a belief among some members of staff that the Youth Shelter simply should not be asked to accept young people with any history of violent or physically acting out behavior, regardless of their training.

Many staff, during the interview process, referred to the Youth Shelter as a “hands off” facility. These staff explained that this means they do not put their hands on residents and that if a resident requires physical intervention from staff they are not appropriate for placement at the Youth Shelter. The Contractor asked for access to the policy statement related to this issue and was provided with the policy on “Staff/Resident Physical Contact”. The Contractor did not find any information in this policy that would indicate the Youth Shelter is a “hands off” facility. In fact, this policy states “Staff should closely self-monitor physical contact with the residents”, which would indicate that physical contact may be appropriate and necessary. The policy goes on to talk about specific guidelines for affirming and supportive physical contact as well as contact for the purpose of restraining someone attempting to harm themselves or others.

Any confusion among staff related to what physical contact is or is not allowed, particularly when responding to a young person who is or may become emotionally and/or physically out of control, could lead to disastrous results.

This is an issue that should be addressed and clarified by the incoming Executive Director immediately.

RECOMMENDATIONS

This section of the report will address specific staff needs, requirements and job descriptions for current MCYSB/YS programs. Many recommendations have been presented in this report related to changes in and/or additions to existing programs and services. Given there is no certainty about what programmatic recommendations Monroe County may pursue, no specific and/or detailed staff recommendations related to these programs are offered in this section. General comments related to staffing these programs are made in other sections of this report.

Recommendations related to current MCYSB/YS staffing and job descriptions include the following:

13. Recommendations specific to the Executive Director position are addressed under the heading of LEADERSHIP below.
14. There appears to be significant overlap and duplication across the Assistant Director and [Shelter] Care Coordinator staff positions. In an effort to streamline staff and free up budgeted funds for other staff purposes, the Contractor recommends the following in relation to these two positions.

14.1. Assuming the recommendations related to the position of Executive Director are supported, the Contractor recommends combining the Assistant Director and [Shelter] Care Coordinator positions into one newly revised Assistant Director position. In addition to supporting the Executive Director and fulfilling administrative responsibilities in the absence of that individual, the primary responsibility of the Assistant Director under this revised job description would be coordination and oversight of the Youth Shelter and its staff. This job description is provided as Attachment D.2.

15. A desk audit has already been conducted on the Office Manager position. However, in response to the aforementioned recommendation to merge the Assistant Director and [Shelter] Care Coordinator positions into one position, it is recommended that the following job responsibilities be more appropriately reassigned as indicated below to the Secretary and Officer Manager/Bookkeeper. These are responsibilities the Contractor believes are more appropriate for administrative support staff.

15.1. Prepares for the approval of the Executive Director and mails notification letters to job applicants (Secretary).

15.2. Tabulates records for school lunch program, submitting reports to Department of Education for funding reimbursement (Office Manager/Bookkeeper).

15.3. Tracks use of employee paid time off and provides reports containing this information to the Executive Director and Assistant Director (Office Manager/Bookkeeper).

16. Currently, all resident and staff meal preparation and clean up tasks are performed by one of the Youth Shelter's two direct care staff (Residential Coordinators and Residential Specialists) that are assigned to work each shift. This situation leaves only one direct care staff available to supervise the activities of multiple youth during meal preparation and clean up. Residents of the Youth Shelter are aware of the dual responsibilities of staff and the minimal supervision available during these time periods. As a result, based on information gathered while speaking with both direct care and administrative staff at the MCYSB/YS, it is not unusual for conflicts to erupt among residents at meal time.

16.1. If the Youth Shelter continues to operate in its current configuration, it is recommended that the MCYSB/YS hire two to three part-time food service staff/cook staff to prepare and clean up after the noon time and evening meals at the Youth Shelter. Food service staff could work three (3) hour shifts in conjunction with each mealtime for a total of 42 hours per week. As part-time positions at anywhere from 14-21 hours per week there would be no requirement to provide benefits. A reasonable rate of pay would be in the area of \$7.50-8.00 per hour, making the total cost for these positions, including FICA, less than \$19,000 per year. The cost of these part-time employees could be covered with the cost savings realized by eliminating the [Shelter] Care Coordinator position referenced in section 14.1 of this Report. A proposed job description for part-time food service/cook staff is provided as Attachment D.3 to this report.

17. Many of the MCYSB/YS staff stated during interviews with the Contractor that they believe the Youth Shelter needs more staff, specifically on 1st and 2nd shift. Based on licensing requirement 470 IAC 3-12-50(c) which states "The institution shall maintain a ratio of at least one (1) direct care worker on duty to every twelve (12)

children while children are awake. While children are sleeping, the ratio shall be at least one (1) direct care worker to every twenty (20) children”, the Youth Shelter is adequately staffed. Add to this the often low utilization rate, and the facility clearly does not seem to require additional staff on a daily basis.

However, there are at least two factors that may significantly affect this adequacy. First, is the need for direct staff to provide transportation for shelter residents to activities and professional and other appointments. Second, is the increase in the number of young people with moderate to serious mental health issues, that often include disruptive and acting out behavior, who should and sometimes already do have access to services at the facility.

17.1. If the Youth Shelter continues to operate in its current configuration, the Contractor recommends that a “float” staff position be institutionalized at the facility. The individual(s) serving as float staff would be trained in the same manner and fall under the same job description as other direct care staff. While a regular schedule is recommended for float staff, when utilization is low float staff may be directed to not report for work.

This position would require two to three part-time employees. Proposed or sample float staff schedules are provided as Attachment D.4 to this Report.

If recommendation 16.1 related to food service staff is not implemented, the alternative schedule for float staff, OPTION 2, should be followed.

18. The recommendation to conduct a desk audit of the MCYSB/YS clinical/counseling staff positions has already been made.

18.1. The Contractor recommends that in addition to the interview process typically utilized in conducting a desk audit, the Monroe County Commissioners consider having MCYSB counseling staff take part in a process similar to the Random Moment Sample (RMS) Time Study. This process is used as a tool in the Residential Child Care Cost Report to

document staff activities and determine appropriate allocations of staff time, including costs for that time, under Title IV-E. In the case of the MCYSB counseling staff, the process would be used to better understand what services members of this staff group are providing, the number of hours spent in the performance of these duties, and agreement about the prioritization of these services. For more information about the RMS process, go to <http://www.randommomentsampling.com/tryrmsnow.htm> or <http://www.sequoiacq.com/sequoiarms.htm>. The staff from Monroe County's Information Technology department could likely develop and/or recommend a computer-based RMS program to meet this need.

19. All other existing job descriptions appear to be appropriate.

STAFF TRAINING

FINDINGS

The requirements for Staff Development under Indiana's Emergency Shelter Care Standards, 470 IAC 3-12-54, state that in addition to First Aid, CPR, suicide prevention, and crisis response, including de-escalation and "therapeutic physical restraint techniques, if they are used", all full-time staff must receive at least 20 clock hours and part-time staff must receive at least 10 clock hours of additional training during each full year of employment.

Recommended training topics under this licensing standard include:

- administrative procedures and overall program goals
- principles and practices of child care
- family relationships and the impact of separation
- behavior management techniques;
- emergency and safety procedures; and
- identification and reporting of child abuse and neglect

According to the MCYSB Interim Director, Kim Meyer, most of these topics are covered annually in-house by members of the MCYSB administrative and counseling staff.

While in-house training can be highly cost and otherwise effective, there are advantages to sending staff off-site for training. The results of allowing staff to participate in off-site training include opportunities for them to

- hear about and learn from the perspectives of other youth work practitioners,
- gather information about programs and interventions provided by other youth-serving organizations, and
- build a network of peer contacts across the field of youth work.

Many opportunities exist for staff to participate in high quality, affordable off-site training and professional development. The Indiana Youth Institute (IYI) regularly offers

workshop sessions focused on diverse topics appropriate to meet the needs of staff employed at the MCYSB. In fact, Bloomington is often a host site for these workshops. The Indiana Juvenile Detention Association (IJDA) hosts two regional week-long training events each year that are typically open for participation of staff from non-correctional residential facilities, as well as detention and corrections staff.

20. In support of expanded opportunities for staff participation in off-site training events, the following recommendations are made:

20.1. The MCYSB Executive Director and as well as individual members of the MCYSB staff should subscribe to the free IYI Weekly Update electronic newsletter. (It is likely that one or more of the MCYSB staff is already a subscriber.) Staff may subscribe by going to www.iyi.org. Individual staff subscriptions to the Weekly Update newsletter allow the opportunity for staff members to seek support from the MCYSB administrator for attending training sessions in which they personally have an interest and see a need, rather than depending on administrative staff to inform them about upcoming training opportunities. (The average cost per participant for IYI training sessions is \$25-\$45.)

IYI also coordinates and hosts the annual Kids County Conference that provides high quality, affordable training facilitated by national experts from the field of youth work.

20.2. The MCYSB Executive Director may wish to become a member of the Indiana Juvenile Detention Association (IJDA), an organization whose membership consists primarily of various representatives from the juvenile justice system, i.e. juvenile probation officers, juvenile judges, detention and corrections staff, etc., as well as representatives of other residential service providers. Membership does not require attendance at monthly meetings and includes minutes from these meetings that contain information related to abover-referenced training opportunities. (The cost of annual IJDA membership is \$15.)

MCYSB/YS staff could benefit from training offered by this organization that focuses on such topics as behavior management, behavioral observation and recording, anger management, leadership development, conflict resolution, cultural sensitivity and other topics relevant to youth work.

- 20.3. The Indiana YouthPRO Association is Indiana’s professional organization representing individuals and organizations working with school-age youth. Membership benefits include such things as access to information about youth worker credentialing and the Indiana Core Competencies for youth work, quarterly newsletters, access to free job posting, youth programming ideas and other resources. Membership in a professional organization serves to encourage and support professionalism and a commitment to ongoing professional development and ethical and responsible employee behavior. MCYSB agency membership in the Indiana YouthPRO Association is recommended. (Level I agency membership is \$125. Information may be found at www.indianayouthpro.org.)**

LEADERSHIP

FINDINGS

Ron Thompson served as the MCYSB/YS Executive Director from July 27, 1998 through July 31, 2009 when he retired from this position. Based on information provided during multiple community stakeholder interviews, Mr. Thompson was viewed by most as an outspoken advocate on behalf of youth and the MCYSB. As portrayed by these stakeholders, this outspoken advocacy was often unrestrained and uncensored, indicating that Mr. Thompson gave little or no consideration to the potential for any negative consequences to the MCYSB and its staff.

Representatives of most youth serving organizations interviewed indicated that they felt Mr. Thompson supported both them and the work of their organization. However, few of these individuals chose to align themselves or their organizations with Mr. Thompson or the MCYSB, apparently due to what they perceived to be the potential political fallout of doing so.

The notable exception to feeling supported by Mr. Thompson was representatives of the Monroe County Consolidated School Corporation (MCCSC). Multiple representatives of the MCCSC talked about the fact that Mr. Thompson often, and in public forums, voiced his criticism of the MCCSC schools and administration.

In addition to this, representatives of a number of community-based youth serving organizations, including some members of the MCYSB/YS staff, referred to having concerns about Mr. Thompson's open criticism of representatives of Monroe County government.

The Contractor believes that, related to this criticism there seems to be some confusion among staff about who employs them and how the organization is funded. Some members of staff, during staff interviews, referred to the MCYSB as a "not-for-profit organization" and did not seem to understand that while the MCYSB is tax exempt under section 501(c)(3) of the Internal Revenue Code, it is not privately operated/governed and/or funded. This situation seems to have contributed to an apparent belief among

staff that they are under no obligation to take direction from or be held accountable by representatives of county government, i.e. at this time the Monroe County Commissioners.

The understanding by staff about who employs them and how the work of the organization is funded is clearly the responsibility of the organization's leader. As the leadership of the organization believes and behaves, so typically do those who follow him/her. Based on information contained in Letters to the Editor, comments made in public meetings, and statements made directly to the Contractor during MCYSB/YS staff interviews, it is apparent that Mr. Thompson's behavior and leadership generated a culture of disrespect for county elected officials, juvenile probation staff, and others in the community with whom Mr. Thompson took issue or did not agree.

This is a situation that will require the immediate attention of the new Executive Director.

RECOMMENDATIONS

The first decision that must be made related to this position is in regard to the existing Executive Director (ED) job description. The current job description lists as the first duty of the organization's Executive Director the following:

Supervises and directs assigned personnel, including interviewing applicants, making hiring/firing decisions, maintaining discipline, making work assignments, evaluating performance, establishing goals and work standards, and providing training and corrective instruction.

Based on information obtained from Kim Meyer, the MCYSB/YS Interim Director, and other members of the MCYSB/YS staff, Mr. Thompson chose to abdicate or re-assign these responsibilities to other members of the MCYSB/YS staff. While the job descriptions of other professional level staff may indicate shared responsibility for these duties, the Contractor does not believe it is appropriate to fully delegate or re-assign these duties to other staff.

21. County elected officials must decide what it is they wish the Executive Director to do, and redefine the job description so that it clearly articulates the desired expectations and serves as an effective tool for hiring and then guiding the work of the next MCYSB Executive Director.

21.1. At a minimum, the Executive Director should be expected to hire, fire and be engaged in the disciplining of those staff he/she employs. This individual is or should be ultimately responsible for the actions of ALL staff employed by the organization. Training, making work assignments, establishing work goals and standards, and evaluating performance may be delegated to other supervisory members of staff. However, the organization's ED should be collaboratively engaged in and/or informed in regard to all of these activities as appeals related to employee dissatisfaction with decisions made in these areas should appropriately be made first to the organization's Executive Director.

22. The current Executive Director job description states that the ED "maintains caseload for Counselors in their absence" and "supervises social work interns". Mr. Thompson did not, nor was he qualified or credentialed to meet either of these expectations.

22.1. In terms of the current job requirement to supervise social work and other interns, there are counseling staff qualified and who currently do supervise interns. Whether or not this continues to be an expectation of the ED depends upon the will of those governing the organization. However, if there will continue to be a requirement for the ED to maintain caseloads for Counseling staff in their absence, the Executive Director job requirements should reflect the following: Master's Degree in psychology, counseling, or social work, with a minimum of two years experience in a management or administrative position.

23. Other duties the Contractor recommends adding the Executive Director job description include the following.

23.1. Operates the facility in accordance with the mission statement and Direction provided by the organization's governing body.

23.2. Oversees and directs operation of the facility; plans for the future needs relating to the maintenance and upgrading of the facility; and develops appropriate methods of meeting such needs.

23.3. Assist staff with resolving emergencies as needed, including illnesses, missing residents, disputes, and discipline problems.

24. In direct response to the findings noted at the beginning of this section, the following addition to the duties of the Executive Director job description is highly recommended.

24.1. Maintains a cooperative working relationship with representatives of community-based and other service providers and promotes awareness of facility activities, goals, and needs to the general public.

25. The next to the last duty listed on the Executive Director job description reads as follows:

Serves on-call on a rotation basis. Assists Operations Managers and other staff with requests for admitting youths, out-of-county requests, runaways, and other emergency situations.

25.1. Since the Contractor was not provided with a job description for an Operations Manager, it is unclear to whom this statement refers. The Contractor believes this reference is to the [Shelter] Care Coordinator position. If this is the case and this function will be assumed by the Assistant Director, as recommended by the Contractor, the above-referenced Executive Director duty statement should be amended accordingly.

26. Based on specific suggestions provided by individuals interviewed by the Contractor, as well as the Contractor's own organizational leadership experience and

assessment of needs of the MCYSB, the individual hired to fill this position should be expected to have, at a minimum, the following qualities and characteristics.

- **Proven leadership experience, including experience working with the juvenile justice, mental health and other systems and services**
- **Team and relationship building skills and experience**
- **Communication and public relations/presentation skills**
- **Experience in change management**

GOVERNANCE

FINDINGS

The Monroe County Commissioners have governed and provided oversight for the Monroe County Youth Services Bureau/Youth Shelter since 1982. However, after a great deal of dialogue and consultation with various groups and individuals, the decision has been made to transfer oversight of the MCYSB/YS from the County Commissioners to the Monroe County Board of Judges. Monroe County Ordinance 2009-37 was passed on October 9, 2009 institutionalizing this decision which is scheduled to take effect on July 5, 2010.

It is the opinion of the Contractor that transferring oversight of the MCYSB/YS from the Monroe County Commissioners to the Board of Judges is appropriate. The County Commissioners, while interested in and concerned about the well being of children, youth and families in Monroe County, have limited experience with and knowledge about the types of programs and services needed to most effectively support them, particularly those youth and families that may come into contact or have been involved with the local child welfare and juvenile justice systems. Judges that preside over juvenile and family matters, based on necessity, more clearly understand the needs of the youth and families with whom they are in contact and in whose successful outcomes they have a more vested interest.

In addition, over the past few years there has apparently been a contentious relationship between the County Commissioners and leadership of the MCYSB/YS. Ron Thompson, former Executive Director of the MCYSB/YS, as noted previously was reported to be an outspoken and at times antagonistic employee and community activist. Regardless of any good intentions on his part, particularly as they relate to his advocacy on behalf of young people and their families, these qualities appear to have contributed to the development of a dysfunctional, unhealthy culture at the MCYSB/YS. Based on information gathered during staff and stakeholder interviews, a number of employees of the MCYSB/YS seem not to either understand and/or care that they are county government employees, ultimately responsible to the County Commissioners, and that

as such they are obligated to take direction from the Commissioners, as they would be obligated to take direction from any other employer.

RECOMMENDATIONS

Culture is deep seated and difficult to change. As such, transforming the culture nurtured under the leadership of Mr. Thompson will take a considerable amount of time. The process to initiate this change needed and did begin immediately. Over the past four months, in awareness and support of this need for change, Kim Meyer, Interim Director at the MCYSB, has made many difficult and often unpopular decisions. In support of the groundwork she had laid the Contractor recommends that the following step should be taken **immediately**.

27. While it is understood that County Commissioners typically have other full-time responsibilities, until the transfer of governance to the Monroe County Board of Judges, the Monroe County Commissioners must provide clear leadership and direction for the staff of the MCYSB/YS.

27.1. One or more of the County Commissioners needs to become directly involved in overseeing the day-to-day operation of the MCYSB/YS. This involvement should include, at a minimum, attending weekly MCYSB/YS staff meetings, meeting at least weekly with the Interim Director and, in partnership with and support of her efforts, exert appropriate authority over staff, including taking corrective action as needed.

28. When the governance of the MCYSB/YS is transferred to the Monroe County Board of Judges, the Contractor recommends the following:

28.1. An advisory board, led by Judge Steve Galvin, should be established under the following guidelines:

28.1.1. The advisory board should consist of no more fifteen members.

28.1.2. A list of representative groups to hold seats on the advisory board should be developed. The Contractor recommends consideration of the following representation:

- 28.1.2.1. Representation from the Board of Judges (permanent)**
- 28.1.2.2. MCYSB/YS Executive Director (permanent)**
- 28.1.2.3. Chief Probation Officer or designee (permanent)**
- 28.1.2.4. MCCSC Superintendent or designee (permanent)**
- 28.1.2.5. RBBCSC Superintendent or designee (permanent)**
- 28.1.2.6. Director of Department of Child Services or designee (permanent)**
- 28.1.2.7. Bloomington Police Chief or designee (permanent)**
- 28.1.2.8. Monroe County Sheriff or designee (permanent)**
- 28.1.2.9. Monroe County Prosecutor or designee (permanent)**
- 28.1.2.10. Representative from local media (rotating)**
- 28.1.2.11. Representative from mental health (rotating)**
- 28.1.2.12. Representative from the faith community (rotating)**
- 28.1.2.13. Two to three (2-3) representatives of other key stakeholder groups as identified by the Board of Judges and the MCYSB/YS Executive Director (rotating)**

28.1.3. Invitations to the serve on the advisory board should be extended by the Judge.

28.1.4. Specific terms of service should be established for advisory board members to allow for regular rotations onto and off of the board in order to provide an opportunity for additional representatives of the community to become familiar with and involved in the work of the organization.

28.1.5. Regular meeting dates and times should be established for the advisory board with an agenda developed in advance of each meeting. If, for whatever reason there is no business that needs to

be conducted at these meetings, advisory board members should not be expected to meet unnecessarily.

FUNDING

FINDINGS

As mentioned previously, in the course of conducting interviews and research in support of the recommendations contained in this report, there has been discussion related to the appropriate use of Juvenile COIT funds adopted under Monroe County Ordinance 2007-27. Specifically, the question that has been raised is whether or not the Juvenile COIT was intended to fund only the operation and maintenance of facilities that are residential in nature, e.g. a detention center, the Binkley house, etc., or if the intent was to allow for the funding of any “facilities necessary to provide juvenile services”.

It is the opinion of the Contractor that the crafting of this ordinance, using the following broad language “An Ordinance for the Increase of the County Option Income Tax for the Purpose of Operation and Maintenance of Facilities Necessary to Provide Juvenile Services”, was intentional. There is nothing in this language which indicates that the facilities to be funded must be residential facilities.

RECOMMENDATIONS

Given this interpretation, the Contractor recommends the following:

29. Bond and/or other appropriate funds that support facility construction and renovation should be allocated for use at the Adams Street site for the following:

29.1. Significant renovation and reconfiguration of the facility located at the front of the Adams Street site or demolition of this facility with new construction using the footprint of this facility is recommended. This space is needed to support office space for the three juvenile probation officers funded under the Juvenile COIT and for programmatic space to operate the recommended Day Treatment program.

29.2. Development on the southwest end of the existing parking lot and/or Binkley House of a new residential unit to provide emergency shelter

care for Safe Place, parent and/or DCS admissions. This development could consist of either new construction or placement of a modular unit similar to the one observed at the Carey Home during a recent visit made by members of a local stakeholder group to Lafayette, Indiana.

29.3. Depending on decisions made related to relicensing the Binkley House, any renovations to that facility required under this licensing.

30. The following funds should be allocated, set aside, or applied for to support the operation of programs and services recommended in this report. Sources of funding support for these programs should be reviewed and approved annually by the organization's governing body. Given the variability and potential instability of some of these sources of funding, additional sources of funds should be pursued on an ongoing basis.

30.1. Juvenile COIT funds

30.2. Safe Place, Runaway and Homeless Youth (RHY) , Youth Service Bureau (YSB) and other grant funds as deemed appropriate by the governing body of the MCYSB

30.3. DCS per diem and other appropriate and available reimbursements

30.4. Donations

CLOSING COMMENTS

This section is meant to address areas that did not fall under the major categories of this report.

2008 YSB ANNUAL REPORT

Given that 2008 is the only year for which an annual report is posted on the MCYSB/YS website, It is unclear to the Contractor if this was the first year the MCYSB produced an Annual Report. Regardless, the amount of time and effort required of staff and possibly Advisory Board members to produce this report is impressive.

Annual reports contain valuable information about what an organization did during the preceding year. They can serve as an important tool for educating and informing elected officials, individuals seeking election, key community stakeholders and funding entities, as well as the Monroe County population at-large. The 2008 YSB Annual Report certainly provides a wealth of information and served to inform some of the findings and recommendations contained in this report.

However, reports are only valuable if they are read and can be understood by the intended audience. Few consumers of this type of information will take the time to sort through 49 pages of information. With that in mind, and in an effort to support future efforts on the part of the MCYSB in this area, the following suggestions are offered.

- Eliminate, consolidate or reduce what is reported in the following sections as this information does not meet the intended purpose of an annual report.
 - History - eliminate or post this information elsewhere on the website
 - Principles of Success - eliminate or post elsewhere on the website
 - Organizational Structure – eliminate
 - Community Partnerships - consolidate this information to one page
 - Clinical & Outreach Services - consolidate to one page
 - Note of Acknowledgement - eliminate (acknowledgement pages typically

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- recognize individuals, organizations, and groups from outside the reporting
 - organization for their assistance with the annual report)
- The layout of the document should be uniform to make it easier to read.
 - Orientation of the pages (vertical or horizontal) should be consistent throughout the document.
- Duplications of information contained in the report should be eliminated. Two examples of this kind of duplication include the following:
 - Information related to clinical/counseling services is provided in the
 1. Assistant Director's Report (pages 10-11)
 2. Clinical Services section (page 42)
 - Safe Place data is provided in the
 1. Safe Place Coordinator's Report (pages 12-13)
 2. Outreach Services section (page 43)
- Information about clients and services provided to clients will be more important to many readers than other information.
 - The agency mission statement and Information about programs, services, and clients served should come before any listings of staff, the Advisory Board, Community Partnerships, etc. Give people what they want most, first.
- Make certain that all information is presented in a context that will make sense to reader. For example:
 - Racial demographic data for client's served in 2008 is presented on page 9 of the 2008 YSB Annual Report along with the following statement

“Not surprisingly, our population of residents by identified race is broken down into the following percentages:”

However, no other demographic data is provided. Without the presentation of racial demographic data for the general population in Monroe County, this statement and the data that follows it has no context.

- While it is rare for any document to be perfect, documents of this kind are meant for public consumption and should be as close to error free as possible.
 - Have one or more individuals, both internal and external to the organization proofread the document before it is made public.
 - The 2008 Annual Report contains many minor errors that include spelling, punctuation, content, etc. For example, Marcus Whited is listed as “Clinical Coordinator” on the Direct Care Team. His job title is “Care Coordinator”.
 - Work with the county IT representative to ensure that all formatting, e.g. pagination, indentation, etc. will remain in tact when the document is posted to the website.

MISCELLANEOUS COMMENTS

Any decisions made related to the relicensing of existing MCYSB/YS facilities or new facility construction should be made in partnership and with consultation from representatives of the Indiana Department of Child Services Residential Licensing Unit. This partnership and consultation should be initiated as early in the process of discussion and development as possible. Beverly Gatling, Supervisor of Residential Licensing, is well known to most residential providers and would serve as an excellent point of contact in this regard.

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The recommendations contained in this report are based on information that by necessity was gathered and compiled in a limited amount of time. Given these limitations it was not possible to meet or speak with every potential stakeholder or individual with an interest in the MCYSB/YS and issues and concerns related to youth services in Monroe County.

If there is any information contained in this report that you believe is incorrect or that you would like to discuss, please feel free to contact Pam Clark via email at pamelaclark@comcast.net or by phone at either (812) 372-6386 or (812) 371-7455. Additional services and support may be available through negotiation with the Contractor upon request.