



# 2024 - 2028 Strategic Plan

Successful Youth, Safer Communities, Strong Leaders, Sustainable Partnerships

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#### Dear Friends:

It is my pleasure to present to you the Department of Juvenile Services' 2024-2028 Strategic Plan.

The plan consists of four core tenets: successful youth, safer communities, strong leaders, and sustainable partnerships. The plan outlines strategies to target resources for young people who most need them, creating a robust array of programs that are engaging, that reduce idleness, and that build skills. Whether youth are in community-based settings or residential facilities, the plan proposes collaborative investment in holistic approaches to community vibrancy in the neighborhoods most impacted by the youth justice system.

The department approaches the plan, and all of their work, through an ethos driven by positive youth development—the idea that by focusing on the strengths, interests, and assets of young people, we can foster positive change. Positive youth development fosters a strong connection between youth and adults, especially through service—whether through community service, service learning, or service on government advisory bodies and nonprofit boards.

I look forward to working with Secretary Schiraldi and his team as we create safer communities for all Marylanders and better outcomes for young people, all in service of our goal to leave no one behind.

Sincerely,

Wes Moore Governor

> 100 State Circle, Annapolis, Maryland 21404 (410) 974-3400 TTY Users Call via MD Relay governor.maryland.gov

## **Message from the Secretary**

I am honored and excited to serve in the administration of Governor Wes Moore and Lieutenant Governor Aruna Miller and help pursue their goal to "Leave No One Behind."

My vision for the Department of Juvenile Services (DJS) is to continue to improve public safety and youth outcomes through partnerships with local communities that together change our young people's trajectory to one of hope and success. By partnering with communities that are the least resourced and most heavily impacted by crime and violence, DJS can promote a safer and more equitable youth-justice system.

The majority of young people served by DJS return home, so building strong connections with communities will improve outcomes for young people, both by reducing their recidivism rates and improving their life pathways and support systems. My team knows I always reference the "my kid" test - that is, ensuring that every young person in our care is treated as we would want our own kids to be treated. To that end, I want the youth in our care to learn about and experience the kinds of opportunities all of us want for our own kids - better education and employment opportunities; stronger civic engagement; connections to positive peers, adults, and mentors in their neighborhoods; a range of arts and athletic activities; and a chance to serve and be valued. I am also committed to finding solutions for the needs of the young people who, despite being the smallest percentage of the DJS population, gain the most community and media attention—youth sent to us for violent offenses and youth under age 13 who have been diverted via the recent law change.

We can't be successful without a complete, committed, valued and fully-trained workforce and without learning from the experiences of our staff. I pledge to fill our vacancies, eliminate forced overtime, install world-class training for DJS staff, and seek your input and thoughts as we improve our Department.

Over the past ten years, DJS has achieved important goals and milestones. DJS created a Central Review Committee to quicken the pace of placements; created a Quality Assurance process to improve executive accountability; reduced the time to hire new staff; created the SafeMeasures case management system to give managers and supervisors real-time data; created the Office of Equity and Inclusion and the Office of Family Engagement; published an annual Data Resource Guide; and continued to build relationships in the community with law enforcement, courts, legislators, youth-justice agencies, advocacy groups and local stakeholders.

The data below show that a shift from incarceration to community-based supervision and support have helped promote public safety:

- The number of youth in detention facilities declined 53% from FY 2013 to FY 2022
- The number of youth committed to our custody declined 86% from FY 2013 to FY 2022
- DJS youth sent to out-of-state placements declined 94% from FY 2013 to FY 2022
- From FY 2016 to FY 2020, the recidivism rate for youth on probation went from 20.3% to 15.2%; the recidivism rate for committed youth fell 25%

These are powerful changes that reflect the Department's commitment and the work of DJS staff to shift from incarceration to community-based programs, while engaging youth, families, and communities to better serve the young people in our care and to make Maryland communities safer, stronger, and more cohesive. Importantly, these data show we can have both fewer youth in custody and safer communities.

All this provides a strong platform for our new mission, vision, goals, and strategies to make Maryland's Department of Juvenile Services a model for the country. Success requires stronger communication, more partnerships and more time building relationships with the people and communities we serve.

I look forward to working with you all on these ambitious goals developed with *your* input, and continuing to get to know your insights, observations, and recommendations moving forward.

Vincent Schiraldi Secretary, Department of Juvenile Services

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## Mission, Vision, and Values

#### **MISSION**

To transform young people's lives, create safer communities, and forge more equitable systems through community-based partnerships that hold youth accountable while building on their strengths and support systems.

#### **VISION**

Providing pathways to success for youth and families through partnerships across Maryland.

#### **VALUES**

- We value the youth, families, and communities we serve.
- We value people who are providing positive opportunities for youth in our care.
- We value the safety, experience, expertise, diversity, passion, and integrity of our staff.
- We value the delivery of equitable and meaningful services, supports, and opportunities to youth and families.
- We value race equity and work to dismantle systemic and institutional policies and practices that perpetuate racial disparities.
- We value cultural humility and celebrate all human differences, including race, ethnicity, gender, religion, and sexual orientation.
- We value partnering with youth, families, and communities to leverage opportunities that promote positive growth and development.
- We value a community-based approach that holds youth accountable with the least-restrictive and most appropriate interventions, recognizing the need for trauma-informed care and a holistic approach to healing.
- We value those impacted by crime.
- We value the voices of youth, families, staff, and community members, including those with experience inside criminal and juvenile justice systems.
- We value continuous learning and responsibility throughout the system.
- We value change for the growth opportunities it brings.
- We value teamwork, interagency coordination, and grass roots partnerships.

## **Overview: 4 Goals and 11 Strategies**

#### **Goal 1: Improve Public Safety**

Strategy 1: Target Highest-Intensity Resources to Highest-Risk Youth

Strategy 2: Create an Intensive Intervention for Youth at Risk of Gun Violence Involvement

#### **Goal 2: Improve Youth Outcomes**

**Strategy 3: Deliver Meaningful Programs to Youth and Families** 

Strategy 4: Start Planning for Re-Entry Services upon Admission

#### **Goal 3: Build Partnerships to Improve All Outcomes**

Strategy 5: Create and Implement a Comprehensive Community Investment Strategy

Strategy 6: Prioritize Youth and Family Voices in Care Planning

Strategy 7: Broaden Restorative Justice Opportunities for DJS Youth and Victims

#### Goal 4: Achieve Organizational Excellence

**Strategy 8: Right-Size Spending and Space** 

**Strategy 9: Deliver Continuous Learning for All Employees** 

Strategy 10: Implement Technology Solutions to Better Serve Youth, Families, Staff, and Communities

**Strategy 11: Eliminate Bureaucratic Inefficiencies** 

## **Key Factors Driving Our New Direction**

The Maryland Department of Juvenile Services (DJS) is an executive agency responsible for managing, supervising, housing, and providing programs to youth who are involved in the youth legal system. Administration of the youth legal system is fully centralized, making DJS the sole youth justice agency throughout the state of Maryland. DJS is involved in every stage of the youth legal process and has the authority to resolve some cases at intake without formal court processing. DJS has local offices in all 23 counties and Baltimore City, operating the local youth detention centers and state commitment facilities.

With the new administration of Secretary Vincent Schiraldi, these concepts are now driving policy, funding, training, program, and education decisions:

- Positive Youth Development (PYD) is a comprehensive approach to understanding adolescent development and the successful transition to adulthood. Prior to the late 1990s, the focus of those who worked with teenagers was risk management and fixing problems such as school failure, unemployment, unplanned pregnancy, drug abuse, and crime. This deficit-based approach has dominated decisions of juvenile courts and youth justice systems. Only in the last 25 years or so has this deficit-based model begun to be replaced by the recognition that most young people thrive and develop even when they are experiencing multiple risk conditions. Furthermore, the deficit-based approach ignored the significance of strong programs, community resources, and research on adolescent development. This strength-based approach is known as Positive Youth Development and underscores the new DJS emphasis on providing a broad and deep range of positive services, supports, opportunities, and role models.
- An Equity Lens considers anticipated impacts and unintended consequences of policies and practices, especially from the perspective of underserved communities of color. This includes purpose (what decision points are affected); disparity (presumed impact, such as, does the policy or practice improve or worsen noted disparities); inclusion (did we consult with youth, families and practitioners affected by the policy); and work opportunities (for example, does the policy mitigate harm and advance benefits). Equity and fairness are often confused; fairness is giving everyone the same lunch, equity means providing a lunch that meets individual needs. DJS will always consider the services, supports, and opportunities we provide from an Equity Lens.
- In the Spring of 2023, DJS organized an off-site with approximately 90 staff people from across the agency who provided input towards the drafting of this Plan. Eighteen small groups reviewed the strategies they had been assigned and added specific actions in three time frames: short, mid, and long-term.

- The Secretary's listening tours began in January 2023 with his appointment and this first round ended in August 2023. His goal was to visit with every staff level, in every field office, every facility, and throughout support services. Those discussions shaped the strategies and actions in this Plan. Key themes include:
  - Staff genuinely care about the youth in our care and the quality of programs we provide. They are committed to the mission of the Maryland Department of Juvenile Services and the youth, families, and communities we serve.
  - o A repeated request in these discussions has been more meaningful activities for young people in our facilities, and more services, supports, and opportunities for young people and families in the community. Staff especially wanted to do more to support families, and they wanted more resources for long-term and consistent support for youth after they are no longer involved with DJS.
  - Staff clearly voiced frustration with staffing levels, retention of staff, and workload demands, forced overtime, and morale issues related to sick rates. The Secretary repeated his intention to solve these challenging issues.
  - The Secretary also committed to addressing staff descriptions of red tape, excessive paperwork, nonsensical administrative requirements, and the burden of written documentation that takes away from time spent with our young people.
  - o In order to create continuing opportunities to hear from staff and get feedback, the Secretary and executive team have implemented livestream announcements, youth roundtables, frequent visits to facilities, a monthly newsletter, and an email address for any staff to share suggestions with agency leadership.
- The Governor and Secretary both believe that building stronger communities will reduce crime and violence and both require inter-agency cooperation with input from, and partnership with, neighborhood stakeholders. The goal is significantly more funding for community-based services, supports, and opportunities.
- Almost 70 young people currently engaged with DJS weighed in on the Strategic Plan, providing their feedback and suggestions about how best to address violence, keep communities safe, and ideas to mitigate future involvement with DJS.

These factors inform the actions embedded in the 2024-2028 DJS Strategic Plan. DJS leadership wishes to thank all of those staff and young people who contributed ideas and feedback to the development of this Plan, and is committed to keeping the lines of communication open as we work together to implement it.





**Improve Public Safety** 



## **Strategy 1:**

#### **Target Highest-Intensity Resources to Highest-Risk Youth**

DJS plans to allocate resources towards the youth at the greatest risk of future criminal justice system involvement. This targeted approach aims to reduce the number of lower risk youth detained and separated from their families and bolster investments in communities. By doing so, DJS hopes to create a safer and more supportive environment for young people, ultimately leading to better outcomes for both the youth and community as a whole. By focusing resources on youth at highest risk of future system involvement, DJS will shift a portion of the money spent on incarceration and removing children from their homes and instead invest in our communities. We will build on this in a way that shares power and co-designs services, supports, and opportunities for our neighbors who come in contact with the youth justice system.

## **Long-Term Actions** (by December 31, 2028) Evaluate efficacy of new models **Short-Term Actions** and monitor data on all programs (by June 30, 2024) and initiatives for racial and other disparities Identify young people at greatest risk of engaging in delinquent behavior Identify strategies, services, and programs based on research, best practices, and the feedback of young people, families, and communities **Mid-Term Actions** (by December 31, 2025) Revisit policies and practices regarding intake, community-supervision, and placement Validate assessment tools, investigate whether new or different tools may be a better fit As recommendations are implemented, revise policies and practices



## **Strategy 2:**

# Create an Intensive Intervention for Youth at Risk of Gun Violence Involvement

Despite decreases in most categories of youth crime over the last decade, there have been concerning increases in young people's involvement in gun crimes, both as those wielding guns and as those who are victimized by them. The loss of just one young person to gun violence is a tragedy. In order to combat this troubling reality, DJS will create a specialized intervention to work with the young people most at risk of being involved with gun crimes.

## Strategy 2: Create an Intensive Intervention for Youth at Risk of Gun Violence Involvement

## **Short-Term Actions**

(by June 30, 2024)

- Widely share recommendations and findings of the DJS YESS (Youth Engagement and Safety Strategies) Improvement Team – a multidisciplinary team of youth, families, community representatives, crime survivors, and public agency representatives with shared interests in reducing the impact of gun violence on young people in Maryland
- Launch The Thrive Academy, a program that provides wraparound, comprehensive services to young people most at risk of being victims of, or using guns in, Baltimore City, Baltimore County, Prince George's County, and Anne Arundle County

#### **Long-Term Actions**

(by December 31, 2028)

- Evaluate gun violence interventions more broadly for efficacy; shift programming as needed based on findings
- Ensure sustainability of The Thrive Academy programming

#### **Mid-Term Actions**

(by December 31, 2025)

- Implement recommendations from YESS team on an ongoing basis
- Communicate progress of these efforts
- Evaluate The Thrive Academy for possible expansion statewide



**Improve Youth Outcomes** 



## **Strategy 3:**

#### **Deliver Meaningful Programs to Youth and Families**

DJS will provide a range of community-defined services, supports, and opportunities to young people and families, both in our residential facilities and in the community. We will do this by engaging young people, families, neighborhoods, staff, and local stakeholders in meaningful discussions to identify, define, and provide the best services, supports, and opportunities that meet their needs and bolster their strengths. We will provide and identify resources for these programs on a neighborhood-by-neighborhood basis. We will build rapport with youth and families as we make those connections. For young people in residential settings, we will dramatically expand interactive, engaging, and educational activities informed by youth and work to re-connect youth back to their communities.

#### **Short-Term Actions**

(by June 30, 2024)

- Assess youth and staff interests
- Educate judges and other stakeholders about new programming in residential facilities for young people
- Reach out to key stakeholders across the state to build relationships and enhance collaboration
- Increase youth participation in work, career, educational, and other learning opportunities; ensure that academic interventions target critical student needs such as high school diplomas; connect young people with Maryland Service Year program
- Assess and bolster positive youth development activities and programs that build on youth's strengths across the agency
- Identify and remove barriers young people face to accessing services
- Expand incentives to encourage youth to engage in services
- Increase staff supports to keep young people in programs and not eject them

#### **Long-Term Actions**

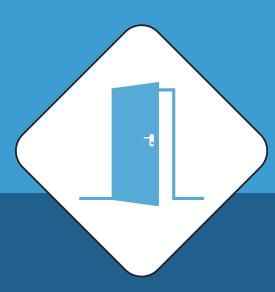
(by December 31, 2028)

- Ensure appropriate staffing pattern and strategies; support staff development
- Analyze gaps in services, supports, and opportunities and identify areas to expand the continuum
- Assess program impact on youth employment, certification, education
- Complete plan to re-model and re-purpose facilities to better achieve the Department's mission

#### **Mid-Term Actions**

(by December 31, 2025)

- Expand vocational and career training and work experience opportunities within our schools
- Build strategy to incorporate credible messengers into DJS programming
- Develop plan to evaluate connection and engagement with families; bolster existing youth advisory boards and create one for families to have input
- Empower and reward staff for leading new programs
- Monitor all initiatives for racial and ethnic disparities



## **Strategy 4:**

## **Start Planning for Re-Entry Services Upon Admission**

Preparation for re-entry should start immediately when young people enter placement and wrap-around, community-based services should be in place and start as soon as young people return home, with connections to these services before a youth leaves placement.





**Build Partnerships to Improve All Outcomes** 



## **Strategy 5:**

#### **Create a Comprehensive Community Investment Strategy**

DJS seeks to develop strong communities with robust services, supports, and opportunities for young people and families across the state to meet the needs of communities. We believe that by focusing on the factors that contribute to violence and crime, we can make our communities safer, prevent more youth and adults from being involved in criminogenic activities, and build stronger neighborhoods. In doing so, we hope to see numerous improved outcomes including: a reduction in crime, increased employment and economic opportunities, improved school attendance and graduation rates, and improved civic engagement.

Part of this work is launching a Community Investment Initiative (CII) in several communities across the state in partnership with the Department of Human Services (DHS) and the Department of Public Safety and Correctional Services (DPSCS). CII is a multi-agency and community partnership framework for investing public and private resources in non-institutional, locally driven strategies to improve safety and strengthen community well-being. The CII will center the voices of youth, young adults and their families and communities in driving and guiding the solutions that would meet their needs and advance their development. The CII is grounded in the belief that when public agencies work collaboratively with communities and populations most impacted by multiple systems -- in a co-design process – community-driven solutions for successful youth and safer communities can be achieved. Through the CII, system involvement will be minimized and community-based options will be strengthened and maximized.

The first endeavor of the CII will be to launch Opportunity Networks – funded, neighborhood hubs providing a robust set of services, supports, and opportunities for youth and their families who come in contact with DJS and our partner agencies. With local stakeholders, DJS will co-design a network of service hubs in neighborhoods throughout Maryland to build on the strengths and meet the needs of youth, families, and communities. We will build on or create successful centers that bring together services, supports, and opportunities. In these collaborations, we understand that generating trust by youth, families, and communities will be critical and will take time to achieve.

Beyond the communities in which the CII will launch, DJS will work as an agency to ensure a robust array of community-based services exist across the state with whom to connect our young people.

#### **Short-Term Actions**

(by June 30, 2024)

- Launch assessment process to study community assets and needs across the state
- Obtain input from youth and families about interests, needs, and services by county
- Secure funding to support the planning and execution of these community-based services, supports, and opportunities
- Work with community organizations and partner agencies, including Local Management Boards (LMBs) and Local Care Teams (LCTs), to define elements of Opportunity Networks
- Establish governing structure for DJS and partner agencies for CII
- Utilizing data driven variables, analyze communities to determine areas for greatest need to implement the CII strategies
- Select up to 5 communities to launch the CII
- Prepare communities and agency leadership to launch the CII
- Secure new and re-purposed funding to support the CII

#### **Long-Term Actions**

(by December 31, 2028)

- Evaluate the impact of the Department's continuum on recidivism and positive youth development outcomes and adjust the continuum as necessary
- Launch CII in five additional communities across the state
- Evaluate the efficacy of the services, supports and opportunities provided in the CII sites
- Evaluate impact of Opportunity Networks, assessing any impacts on community cohesion and racial/ethnic disparities

#### **Mid-Term Actions**

(by December 31, 2025)

- Procure programs, services, and supports based on the findings of the assessment of statewide assets and needs
- Develop and implement a process where youth, families, and community stakeholders co-design networks in partnership with DJS
- Monitor the utilization of funded services, supports, and opportunities
- Conduct an equity analysis on the impact of the Department's service continuum
- Develop a legislative strategy that establishes a consistent funding source for the CII to assure its sustainability
- Launch CII in five communities across the state



## **Strategy 6:**

## **Prioritize Youth and Family Voices in Care Planning**

Empowering young people and their families to take ownership of their own care plans maximizes positive outcomes. Youth-family team meetings will be the planning process for all youth committed to the care of DJS.

#### Strategy 6: Prioritize Youth and Family Voices in Care Planning

## **Long-Term Actions** (by December 31, 2028) **Short-Term Actions** • Evaluate the efficacy of youth-family team meetings and make necessary (by June 30, 2024) adjustments • Assess and modify, as needed, our process for developing case plans for young people in our care • Identify opportunities to inform, support, and educate families and center them in decisions surrounding young people **Mid-Term Actions** (by December 31, 2025) • Train staff on youth-family team meeting approach • Expand family-centered programming



## **Strategy 7:**

# Broaden Restorative Justice Opportunities for DJS Youth and Victims

Crime survivors report greater satisfaction in their justice system interactions when they can voluntarily and meaningfully engage with the responsible party in a safe and structured manner. Likewise, young people learn important lessons about empathy and responsibility when they are able to engage in professionally-mediated, restorative justice meetings with those they have harmed. DJS will work with young people, crime survivors, and community members to grow our restorative practices capacity.

## **Long-Term Actions** (by December 31, 2028) **Short-Term Actions** • Share lessons learned on incorporating restorative justice programming with (by June 30, 2024) wider community Examine restitution practices and implement recommendations Review existing restorative justice programs and develop criteria for expanded restorative justice programs **Mid-Term Actions** (by December 31, 2025) • Develop additional restorative justice programming in residential facilities and for diversion tools • Secure funding to procure and launch additional restorative justice programming and roll out any necessary staff training • Evaluate the efficacy of restorative justice programs



**Achieve Organizational Excellence** 



## **Strategy 8:**

#### **Right-Size Spending and Space**

Congregate residential care for youth in the justice system has been shown to produce numerous negative, unintended outcomes and should only occur if other options have been exhausted. As we increase non-residential services, supports, and opportunities, and engage in best practices across all our facilities, DJS will right-size budgets, facilities, programs, services, supports, and opportunities. We will ensure that no more young people are in custody than need to be, that we are using expensive, restrictive resources only as absolutely necessary, and that we are expanding our investment profile in the communities where the youth and families we serve live as our neighbors.

As new practices, a better trained staff, and legislative and policy changes drive down re-arrest and custody rates of our youth, decisions must be made about how to accrue, and where to reinvest, savings. Our preference and focus is investments in new priorities and community-based services, supports, and opportunities. This strategy goes hand-in-hand with reducing the number of out-of-home commitment orders through appropriate diversion of lower risk youth.

#### **Strategy 8: Right-Size Spending and Space**

# Long-Term Actions (by December 31, 2028) • Evaluate new systems, programs, and **Short-Term Actions** structures and monitor data (by June 30, 2024) • Launch system assessment to determine spending, space utilization, program utilization, and other resource allocation **Mid-Term Actions** (by December 31, 2025) • Develop a plan based on assessment to redeploy resources, staff, and space as needed • As recommendations are implemented, revise policies and practices as needed



## **Strategy 9:**

## **Deliver Continuous Learning for All Employees**

What do staff need and want to learn? What are the recognized best practices nationwide? How do we improve our current training and continuous learning opportunities? How do we develop standards to measure quality of training? How do we offer both career development and job-related training? We recognize that current mandated training leaves little time for other staff development opportunities and does not always meet the needs of our work.

#### Strategy 9: Deliver Continuous Learning for All Employees

## **Short-Term Actions**

(by June 30, 2024)

- Raise cap on tuition reimbursement (set by DJS policy); communicate and promote availability of tuition reimbursement
- Identify and approve more online development and certificate opportunities
- Conduct thorough review of mandated trainings to determine which are working and which could be improved, removed, or replaced
- Develop new positive youth development content for the new employee orientation and the entry-level and in-service training for mandated staff.
- · Assess staff interests and needs for additional training
- Launch Reimagining Juvenile Justice Training for staff and community stakeholders





## **Strategy 10:**

Implement Technology Solutions to Better Serve Youth, Family, Staff, and Communities

DJS will move forward on multiple fronts to improve the way we use technology.

# Strategy 10: Implement Technology Solutions to Better Serve Youth, Family, Staff, and Communities

#### **Short-Term Actions**

(by June 30, 2024)

- Establish baseline technology access including providing all staff with email accounts, enhancing WiFi in facilities, etc.
- Identify data needs for youth, family, staff, and stakeholders
- Identify the many existing performance review meetings to determine what is working, what could be merged, and what is a model to build on?
- Create tools to share outcomes Department-wide
- Establish YouthStat meetings to discuss youth-centered indicators and outcomes, to transparently evaluate our progress, and to make course adjustments
- Roll out new case management system

#### **Long-Term Actions**

(by December 31, 2028)

Evaluate efficacy of new systems;
make adjustments as necessary

#### **Mid-Term Actions**

(by December 31, 2025)

- Determine how to add a Staff-Stat database with metrics for personnel, training, and other relevant metrics
- Adapt visual mapping technologies for a multi-layer look at resources for youth, family, neighborhood, and staff needs



## **Strategy 11:**

#### **Eliminate Bureaucratic Inefficiencies**

We recognize that staff time and energy is limited and that administrative paperwork prevents staff from having more time to be directly involved with youth and families. We will launch a Reinvent Paperwork and Streamline Services Improvement Team to automate, eliminate, streamline, and reinvent the bureaucracy so staff can spend more time with youth and families.

#### **Strategy 11: Eliminate Bureaucratic Inefficiencies**



## Acknowledgments

We would like to thank the many people who worked to compile this document and synthesize the themes and requests we heard from staff and young people as we solicited feedback. We would like to particularly thank Rachel Gassert, Alexa Herzog and John Irvine, and Dr. Lynn Kahn for her leadership in spearheading this process. Most importantly, we thank the staff across the agency who are committed to being a positive catalyst for change in our young people's lives, and who shared their feedback, insights, and perspective based on their work to help us carve a path to achieve safer communities and better outcomes for youth and families. We also wish to thank our young people who provided their ideas for how we can implement this ambitious plan.