



**JUVENILE SERVICES EDUCATION BOARD
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Department of Juvenile Services

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Mrs. Grace Reusing, Chair

Dr. Bernard Sadusky

Mr. Richard Stevenson III, Educator
Member & Vice-Chair

The Honorable Bill Ferguson
President
Senate of Maryland
State House, H-107
100 State Circle
Annapolis, MD 21401

The Honorable Adrienne A. Jones
Speaker
Maryland House of Delegates
State House, H-101
100 State Circle
Annapolis, MD 21401

Dear President Ferguson and Speaker Jones,

Greetings, on behalf of the Juvenile Services Education Program Board. We are delighted to share with you and the members of the General Assembly a report detailing the progress of our Board, our activities, and recommendations for improvements and funding to the Juvenile Services Education Program.

The Board is truly excited and passionate about the opportunities that exist to expand, enrich, and empower our young people through their educational experience while involved in the justice system; develop opportunities for a meaningful experience and skill development that will equip them in continuing or completing their education and entering the workforce.

Sincerely,

Grace Reusing, Board Chair

Richard Stevenson III, Vice-Chair

Enclosure



JUVENILE SERVICES EDUCATION PROGRAM BOARD

2021 REPORT TO THE GENERAL ASSEMBLY
MSAR #: 13067 - Citation: Human Services Article
§ 9-606(a) SB 497/Ch. 147, Sec. 2, 2021

During the 2021 Legislative session, the Maryland General Assembly passed and Governor Lawrence J. Hogan Jr., signed into law SB497, Chapter 145¹ “Juvenile Services Education Board and Program” with July 1, 2021 being the effective date for the legislation. The legislation established the Juvenile Services Education Board, as an independent unit within the Department of Juvenile Services; and requiring certain reports to be submitted on or before a certain date including “on or before December 1, 2021 the Juvenile Services Education Board under section 2 of this Act shall submit to the General Assembly, in accordance with § 2-1257 of the State Government Article, a report that meets the requirements of this section (4b-c).”

Specifically, on or before December 1, 2021, the Juvenile Services Education Board established under Section 2 of this Act shall submit to the General Assembly, in accordance with §2-1257 of the State Government Article, a report that meets the requirements of this section.

IN CONSULTATION WITH LOCAL SCHOOL SYSTEMS, THE JUVENILE SERVICES EDUCATION BOARD SHALL EXAMINE AND REPORT ON HOW, BEFORE THE DISPOSITION OF A STUDENT’S JUVENILE CASE, TO MEET THE NEEDS OF A STUDENT WHO:

- (1) IS DUALY ENROLLED IN THE JUVENILE SERVICES EDUCATION PROGRAM AND A LOCAL SCHOOL SYSTEM; AND*
- (2) HAS AN INDIVIDUALIZED EDUCATION PROGRAM OR OTHER SPECIAL EDUCATION PLAN.*

THE JUVENILE SERVICES EDUCATION BOARD SHALL EXAMINE AND MAKE RECOMMENDATIONS REGARDING FUNDING FOR THE JUVENILE SERVICES EDUCATION PROGRAM ESTABLISHED UNDER SECTION 2 OF THIS ACT, INCLUDING RECOMMENDATIONS FOR ANY IMPROVEMENTS.

Board Composition and Meetings

The JSEP Board of Education (referred to as the Board in this report) is composed of 11 members, 5 of whom were appointed by the Governor and awaiting senate confirmation. The educator member was elected on August 1, 2021 and shall serve a term of 4 years, that member is Richard Stevenson III, a special educator at Garrett Children’s Center.

The Board met for the first time on August 4, 2021 and as part of new business elected a chair and vice-chair from its membership. Mrs. Grace Reusing, was elected Chair and Mr. Richard Stevenson III was elected vice-chair.

The Board established its monthly meetings to be held the first Wednesday of each month at 9am; those meetings are currently held virtually; and streamed live through the DJS YouTube® channel. Past meeting minutes, documents, and videos of the meetings can be viewed at <https://djs.maryland.gov/Pages/about-us/JESP.aspx>

¹ <https://mgaleg.maryland.gov/mgawebsite/Legislation/Details/SB0497>

Progress to Date

- ★ Established a committee to recruit the JSEP Superintendent
 - The full Board approved the position description in September 2021
 - The position posted on September 27, 2021 and closed on October 27, 2021
 - A total of 43 applications were received; 19 of which were classified as qualified applicants
 - Interviews are scheduled for November 16-17th and the top candidates will be interviewed by the JSEP Board on December 1, 2021
- ★ Established a committee to begin drafting minimum standards that will be used to measure educational outcomes and assess the implementation of JSEP
- ★ Worked with the Department of Juvenile Services (DJS) to finalize a Memorandum of Understanding delineating the duties of JSEP and DJS in the provision of juvenile education services
- ★ Participated in educator member live streams to share information, and listen to concerns and issues raised by staff
- ★ Conducted site visits to several programs to view current educational programming and services and identify possible improvements, and expansion of programming and services
- ★ Reviewed a draft Quality Assurance Report developed by DJS
- ★ The Board is reviewing Intergovernmental agreements that were received from MSDE and include: Frederick, Anne Arundel, and Baltimore City Community Colleges, and Montgomery County Public Schools for supportive services at the Alfred D. Noyes Center
- ★ Met with post-secondary educators to identify short-term certificate programs that could be implemented in DJS facilities

RESPONSE TO STATUTORY REQUIREMENT (SB497, CHAPTER 145, SECTION 4(B1-2))

“IN CONSULTATION WITH LOCAL SCHOOL SYSTEMS, THE JSEP BOARD SHALL EXAMINE AND REPORT ON HOW, BEFORE THE DISPOSITION OF A STUDENT’S JUVENILE CASE, TO MEET THE NEEDS OF A STUDENT WHO IS DUALY ENROLLED IN THE JSEP AND A LOCAL SCHOOL SYSTEM; AND HAS AN INDIVIDUALIZED EDUCATION PROGRAM OR OTHER SPECIAL EDUCATION PLAN².”

The Board will address dual enrollment and related issues after the hiring of the JSEP Superintendent. Currently, youth are not dually enrolled in the JSEP and a local education system at the same time. SB497 alters the process whereby students are currently disenrolled from their local education system upon admission to a DJS facility. SB497 prohibits the disenrollment of the student from their local education system until after the disposition of the Juvenile’s case, and requires the public school system in which the child is enrolled to provide

² SB497, Chapter 145

educational materials that enable youths to remain current with their educational program at the school in which the student was enrolled.

RESPONSE TO STATUTORY REQUIREMENT (SB497, CHAPTER 145, SECTION 4-C)

“THE JUVENILE SERVICES EDUCATION BOARD SHALL EXAMINE AND MAKE RECOMMENDATIONS REGARDING FUNDING FOR THE JUVENILE SERVICES EDUCATION PROGRAM ESTABLISHED UNDER SECTION 2 OF THIS ACT, INCLUDING RECOMMENDATIONS FOR IMPROVEMENTS³”

The FY '22 working budget as reported by DBM on July 13, 2021 totals \$23,355,378.00, which includes 173 budgeted positions. The FY'23 budget request has not been released at the time of this report. However, the Board believes that the budget request will remain in line with the previous budget allocation. In the current budget, more than 75% is dedicated to staff salaries⁴ and benefits.

Teacher and other Staff Shortages

The Board discussed teacher and staff pay at several meetings this fall. The pay for teachers and other education staff is considerably lower when compared to salaries in public school districts where DJS facilities are located. The disparities contribute to attrition among staff and make it difficult to hire well-qualified candidates for vacant positions. The notable differences include 180 school days for public school systems, 220 for institutional/corrections related education; 10-month employees versus 12-month merit employees.

MSDE's Annual report for FY'20 identified the following vacancy rates:

- FY'18 = 17%
- FY'19 = 19%
- FY'20 = 23%

³ SB497, Chapter 145, Section 4(c), (pg 22)

⁴ <https://dbm.maryland.gov/employees/Documents/SalaryInfo/Institutional%20Educator.pdf>

Table 1: MSDE, Juvenile Services Education vacancies, Nov. 3, 2021

Vacancies by Subject	Number of Vacancies	Notes	Status
Math	2	Cheltenham, Cullen	In progress
ELA (English/ language arts)	5	Hickey, Cheltenham, Cullen, Green Ridge, Noyes	Hickey and Cheltenham –Hiring in progress
Science	6	BCJJC (2), Hickey, Cullen, LESCC, Cheltenham	BCJJC (1) Hiring in progress
Social Studies	1	Green Ridge	
CTE (Career & Technical Education)	3	BCJJC, Garrett, Noyes	BCJJC Hiring in progress
Special Education	5	BCJJC, Cheltenham, Cullen, Waxter (2)	Waxter - Hiring in Progress
Resource	4	Cheltenham, Cullen, Green Ridge (2)	Green Ridge (1) Hiring in progress
Instructional Assistant II	1	Cheltenham	
Library/ Media	2	Cheltenham, Garrett	
School Front Office Staff	2	Hickey, Cullen	Both in progress
Psychologist	1	BCJJC	
Headquarters staff	5	HQ	

The Board believes that shortages of education staff in DJS facilities are not inevitable. Well-qualified and dedicated education staff interested in serving youth are more likely to accept and retain positions in DJJ facilities when their compensation approximates salaries of their peers in local education agencies. Several studies have been conducted around this issue, including here in Maryland.

- Experiences of educators in DPSCS facilities (formerly the DOC) more than 20 years ago illustrates how the state used to attract and retain educators. In the CDCR, teacher salaries used to be linked to the salary schedules of the public school systems where the prisons were located. Now, like the teachers in DJS facilities, the CDCR salaries are no longer linked to public school salaries and the agency struggles to fully staff its education programs. Another factor that has inhibited DLLR's ability to fully staff their classrooms is the trend toward hiring part-time contract teachers. While this arrangement might be desirable for some professionals who have retired and wish to return to the classroom, teachers in the early or mid-point stages of their careers are unlikely to be attracted to a part-time teaching position with no benefits. It is no surprise then that teacher vacancies are a regular topic of discussion at CEC meetings⁵.
- A recent national report on teacher shortages shows that challenges in hiring for educator positions within DJS are not unique. Across the country, local school districts experienced teacher shortages. The report, **The Teacher Shortage, 2021 Edition** illustrates the challenge. "The Landscape of the Teacher Shortage - 1200 school and district leaders were surveyed"⁶

Sections of the report illustrate the problem.

Like many issues in education, the pain of the teacher shortage is not experienced equally by all districts — but it is certainly becoming more prevalent. Two-thirds of survey respondents report teacher shortages, a record high since we launched our first teacher shortage survey in 2015." Across all settings, 44% of districts with shortages reported having difficulty filling vacancies across grade levels and subjects, while the

⁵ *Abell Report July 2017, Volume 30*

⁶ *Annie Buttner, Frontline Education*

remaining 56% reported only having shortages for specific positions. The most common shortage cited should come as no surprise: 71% of districts with shortages find it challenging to find Special Education teachers.

The first step in solving any problem is understanding why it is happening. The top three reasons for the teacher shortage, as reported by our survey respondents, are as follows:

1. A lack of fully qualified applicants
2. Salary and/or benefits are lacking compared to other careers
3. Fewer new education school graduates

School Calendar & Summer Programming

The Board plans to convene an ad-hoc committee of the Board, JSE staff, and DJS staff to discuss and make recommendations regarding the school calendar as well as summer school⁷ programming. Traditionally, students have only been eligible for credit recovery and earning 1/2 credits of elective courses during the summer term. As noted above, students must be enrolled in school for 220 calendar days each year. The work of this ad-hoc committee is vitally important as we look to ensure consistent core course offerings across all schools within JSEP.

Transition from MSDE to JSEP; Preliminary Recommendations for Funding and Improvement:

The Board remains committed to a seamless transition of services with no interruption of programming and services.

As previously mentioned, Board members and DJS staff have been visiting facilities to determine the adequacy of current educational programming space. Our preliminary recommendations to improve current services include:

1. Create new physical education and fine arts teacher positions at each facility to provide physical education, health, team sports, weight training, art, painting/mosaics, drawing and advanced drawing to meet State Graduation requirements.⁸ Estimated costs for teacher salary/benefits and course materials/instructional supplies is \$900,000
2. Expansion of an academic classroom and Career Technology space at Backbone Mountain, estimated costs are \$325,000.
3. Victor Cullen, re-open and expand the current CTE building for Music, Graphic Arts/Design/Production, estimated costs are \$650,000.

⁷ COMAR 13a.03.02.04

⁸ COMAR 13A.03.02 Graduation Requirements for Public High Schools in Maryland

4. Garrett Children’s Center, buyout option exists for the current educational trailers at \$295,000. When the current lease renewal is due in March 2023, a 5 year term (\$718,500) would result in significant cost savings to the state over the estimated lifetime of 45 years.
5. Expand the number of certificate-bearing courses offered for vocational and post-secondary completion.
6. Attract and retain high-quality teachers and education support staff. A thorough analysis of current hiring practices is the first step in addressing staff shortages. Levels of compensation, adequacy of instructional space, and professional development opportunities are important factors in creating a high-quality education program⁹.
7. Continue to offer the current sign-on incentive monies as well as the annual retention bonus given to teachers and principals until a new salary schedule and calendar is adopted or negotiated.
8. Improve instructional technology and enable access to the internet for instructional¹⁰ and vocational purposes. Work-place skills in the 21st century require knowledge and an understanding in the use of and with web-based tools and resources.
9. Review and identify CTE programs for each site.
10. Expand the number of GED testing sites - currently there are only two dedicated “labs”, one at the Charles H. Hickey School and the other at Green Ridge Youth Center. While MSDE does have a mobile lab for GED testing, it is only equipped with two laptops. Expansion under the current system would allow for greater flexibility and scheduling of students who qualify to take the test.
11. Provide outreach to the local school systems on the impacts of SB497 through the Public School Superintendents’ Association of Maryland.
12. Consider the adoption of regulations regarding student re-entry into their local education authority (home school) to ensure recognized best practices and partial or full credit transfer.

Conclusion

The Board is excited to continue its work to create a school system with robust programming that meets State requirements and serves the student population and the state well. Additionally, the Board will continue to support the recruitment and retention of highly qualified professionals committed to serving and promoting achievement of justice involved youth.

⁹ Abell Report July 2017, Volume 30

¹⁰ An MOU was recently signed by MSDE and DJS to expand the use of technology (Chromebooks) in areas that were previously off limits (orientation and medical units) allowing for youth who are on quarantine status due to COVID-19.