



**GOVERNOR'S OFFICE OF
CRIME PREVENTION, YOUTH,
AND VICTIM SERVICES**

**At-Risk Youth Prevention and Diversion
Programs Annual Report FY 2021**

*§ 8-605 of the Human Services Article; Chapter 6 of 2019
(Senate Bill 112)*

Larry Hogan
Governor

Boyd K. Rutherford
Lt. Governor

V. Glenn Fueston, Jr.
Executive Director
Governor's Office of Crime Prevention, Youth, and Victim Services

Submitted by:
Governor's Office of Crime Prevention, Youth, and Victim Services

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December 31, 2021
MSAR #11900



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FROM: Governor's Office of Crime Prevention, Youth, and Victim Services

December 31, 2021

The Honorable William C. "Bill" Ferguson IV
President of the Senate
State House, H-107
Annapolis, MD 21401-1991

The Honorable Adrienne Jones
Speaker of the House of Delegates
State House, H-101
Annapolis, MD 21401

RE: Report required by Human Services Article § 8-605, Senate Bill 112/Chapter 6, 2019 (MSAR #11900)

Dear President Ferguson and Speaker Jones:

As required by § 8-605 of the Human Services Article, Senate Bill 112/Chapter 6, 2019, please find an enclosed copy of the Governor's Office for Crime Prevention, Youth, and Victim Services report titled, *At-Risk Youth Prevention and Diversion Programs Annual Report FY 2021*. This report provides an update on the implementation and effectiveness of at-risk youth prevention and diversion programs for the period of July 1, 2020 - June 30, 2021.

Should you have any questions relating to the information provided in this report, please feel free to contact me at 410-697-9338.

Sincerely,

V. Glenn Fueston, Jr.
Executive Director

cc: Sarah Albert, Department of Legislative Services (5 copies)

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Background

Chapter 445 of 2006 (Senate Bill 882) established an Advisory Council to the Children’s Cabinet to make recommendations on efforts to improve the well-being of children, youth, and families.¹ In addition, § 2-503(b) of Article 41 - Governor - Executive and Administrative Department required Local Management Boards to coordinate, monitor, and support at-risk youth prevention and diversion programs. Furthermore, § 2-503(c) of Article 41 - Governor - Executive and Administrative Department required a Local Management Board to apply to the Governor’s Office for Children (now its successor agency the Governor’s Office of Crime Prevention, Youth, and Victim Services, hereinafter referred to as “Office”) for funding for the at-risk youth prevention and diversion programs.

Chapter 445, § 2 of the Acts of 2006 added that the Governor shall include \$10 million in the FY 2008 State budget to be distributed by the Office for at-risk youth prevention and diversion programs and, in the State budget for each fiscal year thereafter, shall include sufficient funds to maintain support for the programs implemented under this Act.² It also allowed for federal funds, general funds, and private resources to be used to meet the funding specified in this section.³ Furthermore, Chapter 445, § 3 of the Acts of 2006 required the Office to report to the General Assembly by December 31 of each year as it relates to the implementation and effectiveness of at-risk youth prevention and diversion programs.⁴

Chapter 3 of 2007 (Senate Bill 6) revised, restated, and recodified the laws of the State that relate to human resources.⁵ Specifically, Chapter 3 of 2007 repealed §§ 2-501 through 2-503, inclusive, and Subtitle 5. At-Risk Youth Prevention and Diversion Programs, from Article - 41 Governor - Executive and Administrative Department, and codified its requirements under Title 8. Children, Youth, and Families of the Human Services Article.

Chapter 6 of 2019 (Senate Bill 112) repealed Chapter 445, § 3 of the Acts of 2006 and codified its requirements under § 8-605 of the Human Services Article for transparency.⁶ Pursuant to § 8-605 of the Human Services Article, the Office must report to the General Assembly by December 31 each year as it relates to the implementation and effectiveness of at-risk youth prevention and diversion programs.

¹ Maryland General Assembly. (2006). [Senate Bill 882 \(2006\). At-Risk Youth Prevention and Diversion Programs.](#)

² Maryland General Assembly. (2006). [Senate Bill 882 \(2006\). At-Risk Youth Prevention and Diversion Programs \(Fiscal and Policy Note\).](#)

³ Ibid.

⁴ Maryland General Assembly. (2006). [Senate Bill 882 \(2006\). At-Risk Youth Prevention and Diversion Programs.](#)

⁵ Maryland General Assembly. (2007). [Chapter 3 of 2007 \(Senate Bill 6\). Human Services.](#)

⁶ Maryland General Assembly. (2019). [Chapter 6 of 2019 \(Senate Bill 112\). Mandated Reports and Statutory Commissions, Councils, and Committees - Revisions.](#)

At-Risk Youth Prevention and Diversion Programs

In accordance with § 8-605 of the Human Services Article, this *At-Risk Youth Prevention and Diversion Programs Annual Report FY 2021* provides information on the implementation and effectiveness of at-risk youth prevention and diversion programs for the period of July 1, 2020 - June 30, 2021.

The General Assembly has defined an “at-risk youth prevention and diversion program” as “services provided to school-aged youth and their families to prevent or divert youth from entering the juvenile justice system and to help make them ready for adulthood by age 21” (Maryland Annotated Code, Human Services Article, § 8-601). The General Assembly has also set forth a framework for the development of such programs through Local Management Boards (Boards) that coordinate, monitor, and support prevention and diversion programs through specific requirements detailed in the Human Services Article § 8-603. The statute further requires that Boards provide fiscal and program reports to the Office about these programs and that the Boards apply to the Office for funding for such programs.

Given this charge, and its role to coordinate with State and local partners to improve the well-being of Maryland’s children, youth, and families, the Boards serve as a critical component to the delivery of services and resources for at-risk youth.⁷ Established in 1990, the Boards strive to promote improved, coordinated local decision-making that focuses on results and accountability. In doing this, health, education, economic, and social outcomes are likely to improve because program and strategy decisions are made by local jurisdictions with the necessary funds, support, guidelines, and accountability managed by the State.

The jurisdictions, through their Boards, bring the knowledge of local needs, resources, and strengths. The Boards bring together public and private agencies, local government, faith-based and civic organizations, families, youth, and community members to develop, implement, and review a community plan. The plan includes strategies to improve outcomes for one or more of the State’s Child Well-Being Results - measures of quality of life for children and families:

1. Babies Born Healthy
2. Healthy Children
3. Children Enter School Ready to Learn
4. Children are Successful in School
5. Youth will Complete School
6. Youth have Opportunities for Employment or Career Readiness

⁷ Community Partnerships. (2014). [*Maryland's Local Management Boards: Making A Difference for Children and Families 1990-2010*](#).

7. Communities are Safe for Children, Youth and Families
8. Families are Economically Stable

To provide the necessary funds to support this effort, Boards may apply for funding from the Children’s Cabinet Interagency Fund, which is administered by the Office on behalf of the Children’s Cabinet.⁸ The primary purpose of the funding is to provide resources at the local level to strengthen community-based services to children, youth, and families.⁹ To apply for funding, the Boards must submit an application that is specific to the local needs, resources, and strengths of their jurisdiction. To this end, the Boards coordinate with public and private agencies, local government, faith-based and civic organizations, families, youth, and community members to develop and implement a community plan.

Implementation

For FY 2021, the Children’s Cabinet, through the Office, awarded \$16,280,335 to Boards to address local needs and gaps for the period of July 1, 2020 - June 30, 2021. Each Board was required to submit a semi-annual and annual program report that included data on the agreed upon performance measures for each program. A portion of the awarded funds (\$11,515,431) was allocated for at-risk youth prevention and diversion programs.

Results-Based Accountability™ and Scorecard

For more than 20 years, the Office and other child-serving agencies have utilized the Results-Based Accountability™ framework to focus planning, decision-making, and budgeting on desired results and outcomes.¹⁰ To complement the use of the framework, the Office also uses Scorecard, a web-based application developed by Clear Impact, LLC, to track and consolidate data from Boards and other agencies and jurisdictions to ensure greater transparency and allow for improved evaluation of programs. The Scorecard modernizes the data reporting process and makes it more useful for the Boards and Maryland’s citizens.

The Scorecard is also populated with performance measures for all programs funded by the Boards through the Children’s Cabinet Interagency Fund, and is accessible on the Office’s website at: <http://goccp.maryland.gov/child-well-being-scorecards-by-county/>. Through this web-based tool, users may track data for each reporting period for every program funded by the Children’s Cabinet Interagency Fund.

⁸ Governor’s Office of Crime Prevention, Youth, and Victim Services. (2021). [FY 2022 Community Partnership Agreement Notice of Funding Availability \(NOFA\)](#). It is important to note that the Community Partnership Agreement is the contract that is executed with the Boards, once the application has been approved.

⁹ Ibid.

¹⁰ Governor’s Office of Crime Prevention, Youth, and Victim Services. [Child Well-Being Scorecard](#).

In addition to the data for performance measures, the Scorecard is a repository for data on Maryland's eight Results and corresponding Indicators (*as illustrated below*). The Office routinely collects data on the Indicators that measure progress in achieving the Results, allowing State agencies to evaluate progress and inform decision-making. A list of Maryland's Results for Child Well-Being with full datasets and accompanying narratives can be found at: <http://goccp.maryland.gov/score-card-overview/>.

| <i>Result</i> | <i>Indicators</i> | <i>Result</i> | <i>Indicators</i> |
|---|---|---|---|
| Babies Born Healthy | <p>Infant Mortality*</p> <p>Low Birth Weight*</p> <p>Births to Adolescents*</p> <p>Women with Prenatal Care in the First Trimester*</p> | <p>Healthy Children</p> <p><i>Last available data is from 2018. YRBS was not administered in 2020 as planned due to COVID.</i></p> | <p>Immunizations*</p> <p>Obesity†</p> <p>Hospitalizations: Nonfatal Injury for Self-Inflicted Injuries to Children 0-21*</p> <p>Health Insurance Coverage*</p> <p>Public School Students in Grades 6-8 and 9-12 Reporting:</p> <ul style="list-style-type: none"> ● Depressive Episode (6-8)† ● Depressive Episode (9-12)† ● Electronic Vapor Product Use (6-8)† ● Electronic Vapor Product Use (9-12)† ● Physical Activity for 60 Minutes in Last 7 Days (6-8)† ● Physical Activity for 60 Minutes in Last 7 Days (9-12)† |
| Children Enter School Ready to Learn | <p>Kindergarten Readiness Assessment (KRA): Students Demonstrating Readiness</p> <p>Children Enrolled in Publicly-Funded Pre-K the Year Prior to Kindergarten</p> | <p>Children are Successful in School</p> | <p>Maryland Comprehensive Assessment Program (MCAP): Public School Students in Grades 3 and 8 Performing at or Above Performance Level 4:</p> <ul style="list-style-type: none"> ● Math Grade 3* ● Math Grade 8* ● Reading Grade 3* ● Reading Grade 8* <p>Multi-State Alternative Assessment (MSAA): Students in Grades 8 and 11 Scoring at or Above Proficient:</p> <ul style="list-style-type: none"> ● English Grade 8* ● English Grade 11* ● Math Grade 8* ● Math Grade 11* <p>Chronic Absenteeism</p> <p>Career Readiness: Students are on Track for Success After High School (This indicator in development)</p> |

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|---|---|--|--|
| Youth Will Complete School | Four-Year Cohort Graduation Rate* Program Completion of Students with Disabilities: Students with Disabilities Who Graduated with Diploma* Educational Attainment: High School Graduate* (Includes Equivalence) | Youth Have Opportunities for Employment or Career Readiness | Youth Employment: <ul style="list-style-type: none"> ● 16-19 Year Olds in Labor Force Who are Unemployed* ● 20-24 Year Olds in Labor Force Who are Unemployed* Youth Disconnection: Youth Ages 16-24 Not Working and Not in School* High School Graduates Who Complete a Career and Technology Education (CTE) Program* |
| Communities are Safe for Children, Youth, and Families | Juvenile Felony Offenses* Child Maltreatment* Crime* Hospitalizations: Nonfatal Injury Hospitalization Rate for Assault Injuries* Lead Levels* Out-of-Home Placements* | Families are Economically Stable | Homelessness* Child Poverty* Family Spending > 30% Income on Housing (This indicator in development) |

*Data for 2021 is not available for many Indicators due to the impact of COVID-19 on data collection.

†Data reflects 2018 information because the Youth Risk Behavior Survey (YRBS) was not administered in 2020 due to COVID-19.

Effectiveness

Fiscally responsible approaches are those that are accountable to taxpayers and focus on spending existing funds in more effective ways. To that end, the Office works to ensure that the Children’s Cabinet funds are invested only in those programs or services that achieve measurable results. Data for the performance measures for each program shows whether the strategies and programs funded by the Children’s Cabinet, through the Boards, are making a difference in the lives of Maryland’s families. These interventions represent new pathways to opportunities, and a push for systemic change that will further Governor Hogan’s vision of maximizing resources to provide stability and opportunity for all of Maryland's children, youth, and families.

Since 2016, data to measure progress has been collected electronically in the Scorecards and are available on the website. By funding programs and strategies that achieve measurable results, the Office and the Children’s Cabinet received recognition in 2016 and 2018 by the National

Governors Association, as a leader in developing solutions that have a far-reaching impact for children and families.

To review the programs funded by each Board, and the data on the effectiveness of the programs, please visit: <http://goccp.maryland.gov/child-well-being-scorecards-by-county/>.¹¹

Conclusion

Although statistically significant conclusions cannot be made for the programs, the improvement in the Results and Indicators measured annually and documented in Maryland's Results for Child Well-Being can be attributed, at least in part, to the collaborative efforts implemented by the Boards in their communities. Data reported by the Boards for at-risk youth prevention and diversion programs indicate that children who received preventive services show improvement in overall functioning as measured by various assessments and/or a decrease in negative behaviors and outcomes. The data also shows that children who are engaged in preventive programs are less likely to reoffend during service interventions.

Children and youth who are diverted from the juvenile justice system or who reject negative behaviors (e.g., drug use, pregnancy, gang involvement, dropping out of school, etc.) often represent a fiscal savings to the State. Participation in these types of intervention programs reinforces positive behaviors and protective factors for young people, so investing in these programs can be a cost-effective strategy. In Maryland, the average cost of such a program is approximately \$1,800¹² per participant annually, as compared to \$30,025¹³ for a Community-Based Residential Placement for a youth committed to the Department of Juvenile Services. Children and youth who have access to early intervention and prevention programming are likely to be more socially responsible, productive young adults who can contribute to the economy and are assets to the State.

¹¹ It is important to note that users may select a link to view the Scorecard page for the Boards, to include hyperlinked listings of the programs funded. Information is updated in real time for each Board as it becomes available.

¹² Maryland Out of School Time Network. (2013). (Unpublished data).

¹³ Department of Juvenile Services (2020).