



Juvenile Grant Planning and Review Council

State FY 2024 Annual Report

Executive Order 01.01.2022.06

Wes Moore
Governor

Aruna Miller
Lt. Governor

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Submitted by:
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July 8, 2024

WES MOORE
Governor

ARUNA MILLER
Lieutenant Governor



DOROTHY LENNIG
Executive Director

July 8, 2024

The Honorable Wes Moore
Governor of Maryland
100 State Circle
Annapolis, MD 21401

RE: Report required by Executive Order 01.01.2022.06 (MSAR #15000) - Juvenile Grant Planning and Review Council FY 2024 Annual Report

Dear Governor Moore:

As required by Executive Order 01.01.2022.06, please find an enclosed copy of the Governor's Office of Crime Prevention and Policy's report, titled *Juvenile Grant Planning and Review Council FY 2024 Annual Report*. This report details the functions of the Juvenile Grant Planning and Review Council, Maryland's State Advisory Group, as required by the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 2018.

The Governor's Office of Crime Prevention and Policy, in coordination with the Juvenile Grant Planning and Review Council, provides funding assistance from the Office of Juvenile Justice and Delinquency Prevention to state and local jurisdictions to support community-based programs and services, alternatives to confinement, and diversion programs throughout the State. Should you have any questions relating to the information provided in this report, please feel free to contact me at 410-697-9338.

Sincerely,

A handwritten signature in blue ink that reads "Dorothy J. Lennig".

Dorothy J. Lennig, Esq.
Executive Director

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

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Roster of Members

During FY 2024, the Juvenile Grant Planning and Review Council was composed of various members appointed by the Governor, and a Chair and Vice Chair. Appointments are staggered.¹

Joseph A. Rossow, Chair

The Cal Ripken, Sr. Foundation

Miya Horsey

Parent Member, Consultant

Georgia Noone-Sherrod, Acting Vice Chair

Anne Arundel Conflict Resolution Center

Rachel Johnson

American University, Washington School of Law

Kara R. Aanenson

Department of Juvenile Services

The Honorable Cory V. McCray

Maryland Senate, District 45

Jeffery Breslin

Boys & Girls Clubs of Metro Baltimore

Shannon McFadden

Shura Inc.

John A. Burton

Youth Member

Loney Nguyen

Department of Human Services

The Honorable Lajan Cephas

Cambridge City Commissioner

The Honorable Judge Michael John Stamm

St. Mary's County Circuit Court

Fred Chavis

Liberation, Inc.

Shameka N. Stewart Ph. D.

Towson University

Derrell Frazier

Youth Member

D'Montae Vilgrain

Youth Member

Janet L. Furman

Developmental Disabilities Administration

Dr. Kenneth Waters, Ed.D

St. Andrew's Episcopal School

Derek A. Getic

Department of Juvenile Services

Laura C. Wilt Esq.

Frederick County State's Attorney's Office

Kya Hector

Youth Member

¹ In FY 2024, several council members left and new members were appointed. All listed appointees served on the council for the majority of the fiscal year.

Executive Summary

In accordance with Executive Order 01.01.2022.06, the Juvenile Grant Planning and Review Council (also known as the State Advisory Group) must submit a report to the Governor by way of the Executive Director of the Governor’s Office of Crime Prevention and Policy (GOCPP), by June 30 of each year, as it relates to its activities and recommendations.

Pursuant to its charge, this *Juvenile Grant Planning and Review Council 2024 Annual Report* includes information on the activities of the State Advisory Group, the administration of funds, and specific plans to ensure compliance with the requirements of the Juvenile Justice and Delinquency Prevention Act. It also provides a follow-up to several reports submitted in prior years. These reports are available on GOCPP’s website at: <https://goccp.maryland.gov/reports-and-publications/>.

Background

In 1974, Congress enacted the Juvenile Justice and Delinquency Prevention Act (Act), which “established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support local and state efforts to prevent delinquency and improve the juvenile justice process.”²

In 2002, Congress reauthorized the Act “to assist State and local governments in addressing juvenile crime through the provision of technical assistance, research, training, evaluation, and the dissemination of information on effective programs for combating juvenile delinquency.”³ The Act also required all states that participate in the Title II Formula Grant Program to establish a multidisciplinary advisory group (State Advisory Group); develop a youth justice and delinquency prevention three-year plan to describe the progress of implemented programs and the status of compliance with certain requirements; and review grant applications and make funding recommendations.⁴

In 2018, President Trump signed into law the [Juvenile Justice Reform Act of 2018](#), which reauthorized and substantially amended the Act.⁵ The Juvenile Justice Reform Act of 2018 changed the “effective application dates, definition of terms, annual reporting requirements, state allocations, state plan requirements, and the distribution of funds not allocated due to state noncompliance.”⁶

² U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. (2019). *Key Amendments to the Juvenile Justice and Delinquency Prevention Act Made by the Juvenile Justice Reform Act of 2018*. <https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/pubs/252961.pdf>

³ U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. *Juvenile Justice and Delinquency Prevention Act of 2002 from 2005*. <https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/media/document/JJDPA-2002.pdf>

⁴ Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 2018, 34 U.S.C. §§ 11131-11133.

⁵ Text - H.R. 6964 - 115th Congress (2017-2018): Juveniles Justice Reform Act of 2018. (2018). <https://www.congress.gov/bill/115th-congress/house-bill/6964/text>

⁶ U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. (2019). *Key Amendments to the Juvenile Justice and Delinquency Prevention Act Made by the Juvenile Justice Reform Act of 2018*. <https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/pubs/252961.pdf>

It also modified the core requirements with which a State must comply to receive its full Title II award.⁷

First, it revises the deinstitutionalization of status offenders core requirement, which prohibits the secure detention or confinement of a youth who commits a status offense (i.e., an offense that would not be a crime if committed by an adult). Specifically, use of the valid court order exception to securely detain or confine a youth status offender must comply with additional requirements, such as issuance of a court order and a seven-day maximum length of detention.

Second, it modifies the separation and jail removal core requirements to specify that sight or sound contact is the level of contact prohibited between youth and adults. Sight or sound contact means any physical, clear, visual, or verbal contact that is not brief or inadvertent.

Third, it revises the disproportionate minority contact requirement to require a state to implement policy, practice, and system improvement strategies to identify and reduce racial and ethnic disparities among youth who come into contact with the youth justice system. It retains the prohibition against using numerical standards or quotas.

To comply with this Act and its amendments, Maryland enacted [Executive Order 01.01.2022.06](#) on June 17, 2022. The EO charged the Juvenile Grant Planning and Review Council to serve as the State Advisory Group (SAG) in accordance with the Juvenile Justice and Delinquency Prevention Act to develop a youth justice and delinquency prevention three-year plan, review grant applications, and make funding recommendations.

Juvenile Grant Planning and Review Council

In August 2023, the SAG initiated a planning process to develop its *Maryland State Advisory Group 2024-2026 Three-Year Plan*.⁸ Based on the Title II Formula Grant Program areas, the SAG selected three priorities to address over the new three-year period:

- **Diversion**: Programs to divert youth from entering the youth justice system, including restorative justice programs such as youth or teen courts, conflict mediation, and restorative circles.
- **Community-Based Alternatives to Incarceration and Institutionalization**: Programming targeted towards (i) status offenders and other youth who need temporary placement such as crisis intervention, shelter, and after-care; (ii) youth who require residential placement: a continuum of foster care or group home alternatives that provide access to a comprehensive array of services; and (iii) youth who need specialized intensive and comprehensive services that address the unique issues encountered by youth when they become involved with gangs.
- **Community-Based Programs and Services**: These programs and services work with parents and other family members to strengthen families and help keep youth in the home; support youth and

⁷ Office of Juvenile Justice and Delinquency Prevention. *Compliance with the Core Requirements of the Juvenile Justice and Delinquency Prevention Act*. <https://ojjdp.ojp.gov/about/core-requirements>

⁸ It is important to note that the SAG's three-year plans are based on the federal fiscal year. Federal year 2024 funding will be released to Maryland sub-recipients starting in July 2026.

their families during and after confinement to ensure the youth's safe return to the home, and to strengthen the families; and support parents with limited English-speaking ability.

State Advisory Group Activities

In accordance with 34 U.S.C. § 11133(a)(3)(A)(v) of the Act, the SAG currently includes 17 appointed members and eight awaiting appointment. This membership includes four individuals who were under the age of 28 at the time of their appointment and two additional youth members awaiting appointment. GOCPP also dedicates three positions to the management of the Act, to include: the Deputy Director of the Juvenile Justice Division, who serves as the State's Juvenile Justice Specialist, as mandated by the Act; the Statewide Racial and Ethnic Disparities Coordinator; and the Compliance Monitor.

Subcommittees

The SAG established standing sub-committees to address specific goals and update the full SAG on its efforts.

Grant Monitoring Subcommittee

Separate from GOCPP's grant monitoring and oversight obligations, this subcommittee engages with the Title II Juvenile Justice Delinquency Prevention Formula Grant (JJAC) sub-recipients continually, facilitating sub-recipient presentations, conducting site visits, and providing technical assistance. These contacts highlight client needs, trends, system referrals, underserved populations, partnerships and community resources, program highlights, barriers, sustainability planning, and performance tracking.

Recruitment, Training, and Regionalization Subcommittee

This subcommittee assists with the recruitment of new members and makes recommendations to the Executive Director and Governor for approval; develops, in partnership with the Juvenile Justice Specialist, new member onboarding and orientation; collaborates with the Emerging Leaders Subcommittee to recruit youth members; and develops and oversees a regionalization plan for the SAG, and a plan to increase statewide awareness of the SAG. In SFY 2024, GOCPP assisted the subcommittee in successfully recruiting and interviewing new appointees to maintain a full roster in compliance with the Act. For the upcoming year, the subcommittee will focus on maintaining attendance and participation by all members.

Emerging Leaders Subcommittee

This subcommittee focuses on ways to engage youth and reform youth justice practices in Maryland and to ensure the voices of youth are heard and accounted for in discussions on youth justice. The subcommittee includes all SAG youth members who work to increase youth engagement and maintain positive interactions with justice-involved youth through volunteerism and community efforts. The subcommittee develops agendas and projects to obtain youth input. It also communicates with youth members in other states to discuss ways to further integrate youth voices into the SAG's work.

In addition, the subcommittee participates in full SAG and individual subcommittee meetings. Members also review grant applications and provide input on funding decisions.

The members also have the opportunity to participate in other subcommittee meetings, including the Racial and Ethnic Disparities (R/ED) Subcommittee. By participating in the R/ED Subcommittee, members helped plan and lead several events that screened *13th*, a documentary about the United States' history of racial inequality and mass criminalization, particularly of Black Americans. The first screening event occurred in July 2023, where Emerging Leaders D'Montae Vilgrain, Kya Hector, and Derrell Frazier spoke about their experiences with the legal system and understanding their legal rights on a panel for Baltimore City youth. Emerging Leaders are currently in the process of supporting the second *13th* screening event in August 2024.

In late 2023, the committee developed the following goals for the year:

- Hosting a Youth Justice Action Month (YJAM) event in October 2024;
- Increasing membership and engagement with youth community members through recruitment events at local colleges and universities;
- Expanding social media presence by working with GOCPP to share content and develop partnerships with other youth-serving and youth-led organizations; and
- Developing youth-friendly materials about the SAG, the Emerging Leaders Subcommittee, Youth Justice Systems, and SAG onboarding materials and practices.

The subcommittee also provided feedback to the SAG on incorporating more intentional and consistent feedback from Emerging Leaders and other youth into its decision-making processes. Recommendations include:

- Emerging Leaders participating in the grant review process;
- Soliciting youth feedback in the bylaw, priority, and funding decisions;
- Requiring youth in SAG-funded programs to participate in the Emerging Leaders Subcommittee as community members; and
- Requiring continued youth engagement activities in the Notice of Funding Availability (NOFA).

In 2023 and 2024, the subcommittee met monthly and attended recruitment events at local colleges/universities to increase its active membership. While most engagement with universities was virtual (emailing criminal justice department heads to share with their students), in-person recruitment activities proved successful and preferred by Emerging Leaders. Specifically, D'Montae Vilgrain (co-chair) and staff managed an Emerging Leader information table at Howard Community College's semesterly Dragon Connection Fair, informing students about the subcommittee. Students were provided information through conversation and flyers regarding the subcommittee objectives, including:

- Spreading awareness about the SAG and Emerging Leaders Subcommittee;
- Learning how to advocate and take action on issues of importance to them;

- Hearing the experiences of young people with law enforcement and justice systems and their vision of change; and
- Elevating feedback from young people and supportive adults about the SAG priority areas.

Finally, in response to the subcommittee’s feedback, the *FY 2025 Title II Formula Grant (JJAC) and Juvenile State Match Requirement (JSMR) Grant Program NOFA* included language that gives priority to those applications with a “clear and intentional plan to include youth and families in proposal development, as well as project design and implementation” for the second funding year in a row. The SAG will also extend the opportunity for youth in funded programs to participate in the Emerging Leaders Subcommittee as members of the public. With support from SAG leadership and staff, members and prospective members were strongly encouraged to connect the youth in their circles to this space. A crucial role of adult members in this space is to bridge the connection between youth and Emerging Leader participation.

Racial and Ethnic Disparities (R/ED) Subcommittee

Staffed by the Statewide R/ED Coordinator, the R/ED Subcommittee assists with drafting *Maryland’s Annual Racial and Ethnic Disparities Plan* to reduce racial and ethnic disparities at various decision-making points in Maryland’s youth justice system. The R/ED Subcommittee also works to demonstrate the impact of policy and program initiatives by developing expedited and comprehensive data collection mechanisms.

In Maryland, the overall number of referrals to court/intake, pre-trial detention, and disposition commitments have increased over the past two fiscal years. Notwithstanding these escalations, Maryland’s SAG and the R/ED Subcommittee remain committed to addressing issues of R/ED by coordinating the following strategic efforts:

- Expanding diversion and trauma-informed programming at the front end of the State’s youth justice system.
- Requiring grant applicants to address racial and ethnic disparities per Section [34 U.S.C. § 11133\(a\)\(15\)](#) of the Act.
- Providing R/ED presentations and technical assistance to youth-serving and community-based organizations, local and state government agencies, and youth justice stakeholders to enhance awareness of R/ED and strengthen reduction efforts.

Community outreach and capacity building have been focal points of the R/ED Subcommittee during the past fiscal year. Community events include training for youth and families, participation in resource and/or career fairs, and educational movie screenings. Expanding training and technical assistance opportunities to promote awareness and build capacity at the front end of the youth justice system is also a goal of the R/ED Subcommittee. Training topics over the past two years have included R/ED in the youth justice system, disproportionate system involvement, implicit bias, trauma and Adverse Childhood Experiences (ACEs), Diversity, Equity, and Inclusion (DEI), and more. Various opportunities have been

provided to Local Management Boards/Local Care Teams, schools, community and youth service providers, law enforcement agencies, local health departments, and more.

Executive Subcommittee

This subcommittee meets throughout the year to ensure subcommittees are on track and address any operational issues that may arise. The SAG Chair or staff can call meetings.

Review and Make Recommendations on Grant Applications

GOCPP, in collaboration with the SAG, continued to fulfill its role of distributing federal funds to support the following federal purpose areas: programs for positive youth development, diversion, community-based alternatives (including home-based alternatives) to incarceration and institutionalization, and community-based programs and services. Moving forward, the SAG and GOCPP will continue to support programs that have been successful in diverting youth from the system while also promoting accountability and preventing future delinquency.

For State FY 2024, GOCPP received, and the SAG reviewed and scored, 15 grant applications that resulted in seven awards, totaling \$981,386. Of the total awards, approximately \$269,068 consisted of Juvenile State Match Requirement (JSMR) funding.

For State FY 2025, GOCPP released a *FY 2025 Title II Formula (JJAC) and Juvenile State Match Requirement (JSMR) Grant Program NOFA* in March 2024. In accordance with the Act, the SAG will have the opportunity to review the grant applications and provide funding recommendations to GOCPP. The awarded grants will begin on July 1, 2024, and will cover a period of one year.

Ensure Compliance with the Act

To ensure compliance, Maryland must “provide for an effective system of monitoring” to demonstrate that the four core requirements are met.⁹ To achieve this, GOCPP’s Compliance Monitor visits and collects information from all secure facilities and submits its findings in an annual compliance monitoring report to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). These findings illustrate Maryland’s level of compliance with the four core requirements and are used to determine eligibility for the State’s continued participation in the Title II Formula Grant Program.

Barriers to Compliance with the Act

The Act was reauthorized in 2018 and provides several key updates to federal law. These updates will impact Maryland’s compliance with the Act’s core requirements. The state will incur a 20% reduction in grant funds for each core requirement that is out of compliance with the Act.

Under section 223(a)(11)(b) of the Act, beginning on December 21, 2021, youth who are charged as adults and placed in an adult jail will be required to be sight and sound separated from adult inmates and

⁹ *Juvenile Justice and Delinquency Prevention Act of 1974*, as amended in 2018, 34 U.S.C. § 11133(a)(14).
https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/media/document/jjdp-as-amended_0.pdf

removed from the jail within 30 days unless a judge issues an order finding that it is in the “interest of justice” to continue placement. In the last several years, multiple bills have been introduced that would successfully allow Maryland to come into compliance with the updated requirements of 223(A)(11)(b). However, none have been successful.¹⁰ The Compliance Monitor will continue to work with the juvenile law committee of the Maryland Judiciary to ensure the use of the “interest of justice” court orders when a youth has their initial hearing. Currently, the use of these forms has been limited and is not being widely used by judges due to a conflict in the jurisdictions of the court as the proper venue for making these determinations.

The State has incurred numerous violations of section 223(a)(11)(b) in the FY 2022 and FY 2023 reporting periods:

- 1248 violations reported in Federal FY22
- 1260 violations will be reported for Federal FY 23¹¹

OJJDP states that it will use violations reported by all participating states as a baseline for the standard median to determine compliance determination thresholds in FY 2024.¹² Therefore, the violations under this requirement will not impact Maryland’s federal FY 2023 funding. GOCPP continues to look at non-legislative strategies to ensure the State is compliant with federal law; however, a legislative change is necessary to ensure compliance with federal law.

Compliance with the Racial and Ethnic Disparities Core Requirement

The purpose of this core requirement is to ensure equal and fair treatment for all youth involved in the youth justice system. Statistics at the state and national level show the cumulative impact of racial disparities at each contact point in the youth justice system. Because decisions made at one stage contribute to increasing disparities at subsequent stages, the SAG will focus on the following goals in its current plan:

- Reduce the disproportionate representation of minority youth entering the youth justice system by increasing the number of diversion and detention alternative opportunities;
- Increase the level of awareness of R/ED (through a trauma-informed approach) for schools, law enforcement, court officials, and the community at-large;
- Reduce the number of referrals to the Department of Juvenile Services; and
- Increase law enforcement and school-based diversion efforts across the State to reduce the number of youth arrests as well as school-related disciplinary actions, such as suspension and expulsion.

¹⁰ Maryland General Assembly. (2023). *Senate Bill 704 (2023), Children Charged as Adults - Confinement* [Withdrawn by Sponsor]. <https://mgaleg.maryland.gov/mgawebsite/Legislation/Details/SB0704>. Maryland General Assembly. (2023). *Senate Bill 93 (2023), Juvenile Court - Jurisdiction* [In the Senate]. <https://mgaleg.maryland.gov/mgawebsite/Legislation/Details/SB0093>

¹¹ This number will not be verified until final submission to OJJDP by July 25, 2024.

¹² The baseline time frame will include federal fiscal years 2022 (October 1, 2021 to September 30, 2022) and 2023 (October 1, 2022 to September 2023).

Ongoing Strategy and Conclusion

The SAG will continue to focus on its mandate. It will also collaborate with the Commission on Juvenile Justice Reform and Emerging Best Practices, which was created with the passage of [House Bill 814 \(2024\)](#). Moving forward, the SAG will appoint new leadership to help facilitate greater collaboration between state agencies and stakeholders regarding youth justice issues. In addition, the SAG will continue focusing on community engagement and youth participation.

Consistent with the priorities identified in the newly drafted three-year plan, the SAG will continue to:

- Review and comment on Title II Formula grant and state youth justice proposals;
- Monitor Maryland's compliance with the core protections of the Act, including the removal of youths from adult jails and lockups, the deinstitutionalization of status offenders, and the separation of youths from adults while in police custody;
- Reduce the overrepresentation of minorities in the youth justice system; and
- Review progress and accomplishments of projects funded with federal and state youth justice funds.

In addition, the SAG will continue to provide funding to implement programs based on the following principles to prevent and reduce high-risk behaviors:

- Promote prevention and intervention strategies as the most cost-effective approach to reduce youth delinquency;
- Provide methods of effective intervention in the early stages of delinquent behavior to prevent delinquent offenders from becoming chronic offenders or from progressively committing more serious and violent crimes; and
- Observe and analyze the issues surrounding the small percentage of serious, violent, and chronic youth offenders who commit the majority of youth felony-level offenses.

The SAG remains committed to building upon the efforts made to date and will continue collaborating with GOCPP, service providers, courts, and the Department of Juvenile Services.