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SUPPORT SB 706 - juvenile informal adjustment

TO: Chair Will Smith and Senate Judicial Proceedings Committee

FROM: Phil Caroom, MAJR Executive Committee

DATE: March 10, 2020

As a former Anne Arundel County Juvenile Division master and administrative judge for approximately 20 years, I can report that—in many cases— whether a juvenile case receives "informal adjustment" (in effect, a mediation by Department of Juvenile Services intake officers) does not depend on the juvenile's contriteness or amenability to treatment.

Too often, the juvenile is dependent on his or her parent to a) read the citation and written advice about the possible informal adjustment, b) be available, willing and not working at the proposed time, and c) provide transportation to get to the juvenile facility. If the parent fails to do this, the case goes to court.

Court dates, however, are understood as not optional because, if one fails to appear, a police officer or sheriff's deputy eventually appears at the doorstep.

In Anne Arundel County, we recognized this phenomenon and administratively invented the solution that SB 706 would invent by statute. Our administrative solution apparently has not been agreed upon in other counties between Court, prosecutors and defense counsel —perhaps, because the statute currently reads as though it's not legally permissible. SB 706 would make clear that the parties and courts may find it's a better course to give mediation a chance.

A reliable by Community Mediation- Maryland (Del. Lorig Charkoudian, director) recently documented that mediated cases result in greater compliance and less recurrence of problems than court-imposed solutions. SB 706 would encourage more juvenile courts to take advantage of the benefits of mediation and "informal adjustment."

For all these reasons, I respectfully urge a favorable report for SB 706.

PLEASE NOTE: Phil Caroom does not offer this testimony for the Md. Judiciary.

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ARCHDIOCESE OF BALTIMORE † ARCHDIOCESE OF WASHINGTON † DIOCESE OF WILMINGTON

March 10, 2020

SB 706 Juvenile Law – Informal Adjustment

Senate Judicial Proceedings Committee

Position: Support

The Maryland Catholic Conference offers this testimony in SUPPORT of Senate Bill 706. The Catholic Conference represents the public-policy interests of the three (arch)dioceses serving Maryland, including the Archdioceses of Baltimore and Washington and the Diocese of Wilmington, which together encompass over one million Marylanders.

Under the Maryland Code, when the Department of Juvenile Services receives a new juvenile case at "intake", an intake conference will take place, where an Intake Officer will evaluate whether a case would be best evaluated through court action or by an "informal adjustment". The Code, however, does not expressly provide a judge with the discretion to divert a case for an informal adjustment after the intake stage.

Senate Bill 706 would expand the abilities of a judge to grant an informal adjustment even after the intake officer has decided the case would require court action. Therefore, it would provide the judge with a second opportunity to consider the case for diversion, without an admission of guilt by the alleged youthful offender which could result in unwarranted consequences. Moreover, it does not undermine the authority of the States' attorney, as all parties must still agree on the judge's decision that an informal adjustment would be appropriate.

As an advocate for restorative justice, particularly within the juvenile system, the Maryland Catholic Conference supports any opportunity to give young people the chance to amend their lives through an alternative method, where warranted. There are many cases where an anger management course, a rehabilitation facility, or a service requirement might be more appropriate. As the United States Conference of Catholic Bishops states, "People must be held accountable for their actions but justice and restoration must be the object of punishment which must have a constructive and reformative purpose" (*Restorative Justice: Healing and Transformation of Persons, Families and Communities*, USCCB, 2015). Providing the opportunity for an informal adjustment gives the judiciary one more option for resolving the case with the well-being and future of the child and the community in mind.

It is for these reasons that the Catholic Conference requests your support for Senate Bill 706.

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"Being here for Maryland's Children, Youth, and Families"

Testimony submitted to Senate Judicial Proceedings Committee

March 10, 2020

Senate Bill 706 – Juvenile Law – Informal Adjustment **Support**

The Maryland Association of Youth Service Bureaus, which represents a statewide network of bureaus throughout the State of Maryland, **Supports** Senate Bill 706 –Juvenile Law – Informal Adjustment. SB 706 will allow the court to waive a youth back to the Department of Juvenile Services for an informal adjustment.

Youth Service Bureaus work with youth involved in the juvenile justice system and know that lessening a youth's contact with courts is in line with the Developmental Model of Juvenile Justice, a model Maryland has been following for several years. In the Developmental Model, fairness is considered and, thus, sanctions should be proportionate in severity to the harm caused by the offense and the culpability of the offender. Youthful offenders are sometimes moved forward to the courts before all information about a case, including the youth's degree of involvement, is understood. This bill would give discretion to a court to waive a child back to DJS for an informal adjustment. This ensures that the level of court involvement is in line with the severity of the offense and the culpability of the youth.

This bill will also assist in the State of Maryland's efforts to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system. Data in Maryland shows that youth of color are disparately impacted at each decision point in the juvenile justice system. This bill will help create a fairer system for youth of color, as their progression through the system can be halted and reversed as appropriate. This will ensure that all youth are not inappropriately pushed further into the juvenile justice system.

We respectfully ask you to **Support** this bill.

Respectfully Submitted:

Liz Park, PhD MAYSB Chair lpark@greenbeltmd.gov

Jill Carter_FAV_SB 706
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THE SENATE OF MARYLAND ANNAPOLIS, MARYLAND 21401

Testimony of Senator Jill P. Carter
In <u>Favor</u> of SB0706 - Juvenile Law - Informal Adjustment
Before the Senate Judicial Proceedings Committee
on March 10, 2020

Mr. Chairman, Vice chair, and Members of the Committee:

SB0706 attempts to provide youth who have had contact with the juvenile justice system an additional opportunity to have their cases informally adjusted and, therefore, avoid suffering the negative consequences of a formal juvenile record.

This is a rare situation where all the stakeholders agree that this bill is a good thing. We have the Department of Juvenile Services, prosecutors, and the Office of the Public Defender on the same side. Everyone involved wants this additional tool in their toolbox.

Under current law, only an intake officer of the Department of Juvenile Services (DJS) has the discretion to decide if a young person is a good candidate for informal adjustment. If that decision is taken, the intake officer forwards the case to a DJS case manager, where a case plan is created for the youth and, if he or she successfully meets the conditions of the plan, the case is withheld from the State's Attorney's Office and no juvenile record is created.

The proposed law allows the parties to ask the court to refer the case back to DJS for an informal adjustment. For that to happen, all parties have to agree that this is appropriate.

There are a number of positive benefits of this, including ensuring that the severity of the offence and the culpability of the youth is in line with the level of court involvement, and allowing youth to remain with their families, in their communities, and enrolled in school wherever possible.

The Department of Juvenile Services sees great success with the informal adjustment process. They show completion rates of over 90%. These children are getting the services they need without having to go through formal adjudication and bear the additional burdens it places on everyone involved. If the process, for whatever reason, fails, the case can proceed as usual with formal adjudication.

By diverting more youth from the formal process of the juvenile justice system, this bill can help ensure that youth meet the terms and conditions set forth by DJS without suffering the collateral consequences of a formal juvenile record.

I urge this committee to issue a favorable report on SB 706.

Very Truly Yours,

gill Pater

Jill P. Carter

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POSITION ON PROPOSED LEGISLATION

BILL: SB 706 - Juvenile Law - Informal Adjustment

POSITION: SUPPORT

DATE: March 10, 2020

Over 90% of youth that had cases handled under pre-court supervision by the Department of Juvenile Service's (DJS) had no new offenses one year later. This bill allows a child an opportunity at arraignment, after a motion is made by any party, for a court to exercise its discretion and decide if their case should be sent back to the DJS for informal adjustment and diversion services. Maryland's juvenile justice system is premised on balancing the rehabilitative needs of a child with public safety and holding the child accountable for his/her actions. See CJP § 3-8A-02. This bill assists in accomplishing the objectives of our juvenile system.

Under current practice, if a child proceeds through the entire juvenile court process it will be months before a child is connected to any needed services. In contrast, utilizing informal adjustment allows for a more expeditious process in connecting a child with appropriate services. This would be in keeping with published recommendations of the Council for State Government's Justice Center and the Center for Juvenile Justice Reform at Georgetown University, which states that all youth who commit certain offenses and are screened as low risk be automatically diverted from court involvement. As stated by CSG and CJJR, "[C]ourts can't hold these young people accountable for their actions in a swift and certain way that is likely to encourage them to make different choices in the future." 3 However, by permitting more youth to access informal adjustment, DJS can accomplish this goal.

Pursuant to CJP § 3–8A–10, within 25 days of receiving a complaint an intake officer must decide if it is in the best interest of the child and the public to forward a case to the State's Attorney's office for a formal petition to be filed, pursue an informal

³ *Id.*at 5.

¹ Alternatives to Detention and Informal Case Processing Performance Report, DJS, released December 30, 2019.

² Josh Weber, Michael Umpierre, and Shay Bilchik, Transforming Juvenile Justice Systems to Improve Public Safety and Youth Outcomes (Washington, DC: Georgetown University Center for Juvenile Justice Reform, 2018).

adjustment of the case, or decide that there is no jurisdiction or no further action is needed. All felony cases must be forwarded to the State's Attorney's office. CJP § 3–8A–10(c)(4). In addition, the victim, child and child's guardian must all consent to an informal adjustment. CJP § 3–8A–10(e). The initial period of an informal adjustment is 90 days, which can be extended upon motion to a court. CJP § 3–8A–10(f).

The DJS decision-making process to assess which cases are appropriate for informal adjustment follows the widely accepted Risk/Need/Responsivity (RNR) model.⁴ This model suggests that 1) the type and intensity of the interventions should match the level of risk, 2) criminogenic needs should be targeted, and 3) programming decisions should account for the child's other strengths and needs, such as academic or emotional needs.⁵

The DJS utilizes an objective screening tool during the intake process to determine how to proceed with a case. The Maryland Comprehensive Assessment and Service Planning (MCASP) Intake Risk Screen⁶ accounts for the three components of the RNR model and helps to identify risk level and service needs. This tool enables DJS to assess a child's level of risk and service needs and efficiently connect them to one of the wide array of diversion services offered. The types of diversion services available during an informal adjustment includes evidence-based services such as Multi-Systemic Therapy, Family Functional Therapy, mentor programs and restorative practices.

Under current law, once a petition is filed there is no legal mechanism to send a case to the DJS for informal adjustment. A child may miss the opportunity to have his/her case considered for informal adjustment for a variety of reasons including; a missed intake appointment due to being in DSS care; lack of transportation to an appointment; a phone number no longer working; a letter regarding the appointment being sent to a relative's home where the child is no longer staying; a guardian's inability to take off time from work. New information may be obtained by the child's attorney at arraignment that would position the child and case for an informal adjustment. If a legal guardian was unable to pick-up a child after arrest and the child is held in a structured shelter care then a petition must be filed.

⁴ Andrews, Donald A., James Bonta, and Robert D. Hoge, 1990. "Classification for Effective Rehabilitation: Rediscovering Psychology." *Criminal Justice and Behavior* 17:19-52.

⁵ Wilson and Hoge 2013.

⁶ DJS Data Resource Guide 2019, Appendix M.

Statewide data shows that nearly half of all juvenile complaints are placed on a track to go to court: in FY19, 39% of all complaints were sent to the State's Attorney's office for formal petitioning.⁷ Yet there is a huge variation in those numbers from district to district. In Baltimore City 74% of all cases were authorized for formal petitions, compared to 48% in Prince George's County, 43% in Baltimore County, and 32% in Anne Arundel County.⁸

This bill creates an opportunity for a child who should have otherwise been provided an informal adjustment to access those services if a court determines that it would best meet both the needs of the child as well as the public.

For these reasons, OPD urges the committee to report favorable on SB 706.

⁷ DJS Data Resource Guide 2019.

⁸ Id

DJS_FWA_SB 706Uploaded by: Fox Tolentino, Betsy



Boyd K. Rutherford Larry Hogan Sam Abed Lt. Governor Governor Secretary

DATE: 3/10/2020

BILL NUMBER: SB 706 – Juvenile Law – Informal Adjustment

DJS POSTITION: Support with Amendment

The Department of Juvenile Services (DJS or department) supports SB 706 with amendments (attached).

SB 706 creates an additional pathway in Maryland's Juvenile Justice System to support youth, families and the community by permitting the juvenile court to refer matters to DJS for informal pre-court supervision.

DJS Pre-Court Supervision Works

Pursuant to the 2019 Joint Chairmen's Report, DJS submitted a report to the General Assembly to highlight pre-court supervision outcomes¹.

- √ 4 out every 5 youth successfully complete pre-court supervision
- √ 96% of youth placed on pre-court supervision DO NOT have any new adjudicated offenses while under pre-court supervision
- √ 90% of youth placed on pre-court supervision DO NOT have any new adjudicated offense during a one-year follow-up period

Overview of Current Law:

Currently, when a complaint is brought to the attention of the department an in-depth review is conducted to determine if the youth's case should be²:

- 1. **Resolved** no further action and the complaint is "closed;"
- 2. **Informally Adjusted for Pre-Court Supervision** the youth is supervised in the community and agrees to certain conditions and interventions. DJS must get state's attorney approval to proceed with pre-court supervision if the youth is charged with a felony or handgun violation; or
- 3. **Forwarded to the State's Attorney for Formal Court Processing**—the state's attorney office reviews the complaint and accompanying information to determine if the complaint should be petitioned to court for prosecution, dismissed, or returned to DJS for informal pre-court supervision.

SB 706 enhances current law by permitting the youth's counsel and state's attorney to request the court to return appropriate cases to DJS for informal pre-court supervision after the complaint is petitioned, but before adjudication.

Amendments:

DJS suggests an amendment to require that the parties, child's counsel and the state's attorney, consent to a motion to return a case to DJS for pre-court supervision. Additionally, DJS proposes that a report be produced to identify the utilization and outcomes of this process, and that the legislation become effective on July 1, 2020.

For these reasons, DJS urges a favorable report for SB 706 as amended.

Phone: 410-230-3100 Toll Free: 1-888-639-7499 TDD: 1-800-735-2258



¹ Alternatives to Detention and Informal Case Processing Outcomes Report, December 30, 2019, Department of Juvenile Services, https://djs.maryland.gov/Documents/publications/2019 p220-DJS-Juvenile-Services-ATD-Report.pdf

² Maryland Code, Courts and Judicial Proceedings, §3-8A-10

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House Bill 0842 as amended by HB0842/932911/1 (03/05/20 at 1:23 p.m.)

MLIS "Instant Reprint" System (version 5.0) - NOTE: This is not an official copy of the bill

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HOUSE BILL 842

E30 lr 2579HB 495/19 - JUD CF SB 706By: Delegates Valentino-Smith, Barron, Bartlett, D.M. Davis, Ebersole, Ivey, Terrasa, Valderrama, and Williams Introduced and read first time: February 3, 2020 Assigned to: Judiciary A BILL ENTITLED 1 AN ACT concerning 2 Juvenile Law - Informal Adjustment FOR the purpose of authorizing a certain the juvenile court to refer a certain matter to the Department of Juvenile Services for a certain informal adjustment under certain circumstances; 4 providing a certain exception to the requirement that the court hold an adjudicatory 5 hearing; requiring a certain petition to be dismissed under certain circumstances; requiring the 6 juvenile court to take certain actions under certain circumstances; providing for the application of certain provisions of law; making certain conforming changes; requiring the Department to report to the General Assembly on or before a certain date and annually thereafter; 7 and generally relating to juvenile causes. BY repealing and reenacting, with amendments, 8 9 Article - Courts and Judicial Proceedings 10 Section 3-8A-10(e) and 3-8A-18(b) (f) Annotated Code of Maryland 11 (2013 Replacement Volume and 2019 Supplement) 12 BY adding to Article - Courts and Judicial Proceedings Section 3-8A-10(e-1) Annotated Code of Maryland (2013 Replacement Volume and 2019 Supplement) 13 SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, 14 That the Laws of Maryland read as follows: **Article - Courts and Judicial Proceedings** 15 16 3-8A-10. 17 18 laint and the inquiry, the intake officer concludes that the court h iurisdiction but that an informal adjustment, rather than judicial action, is in the best 19 20 The intake officer shall propose an informal adjustment by informing 2122 23 24

UNOFFICIAL COPY OF HOUSE BILL 842

$\frac{1}{2}$	(3) The intake officer may not proceed with an informal adjustment unless the victim, the child, and the child's parent or guardian consent to the informal adjustment
3	procedure.
4	(4) (I) EXCEPT AS PROVIDED IN SUBPARAGRAPH (II) OF THIS
5	PARACRAPH, AFTER A PETITION IS FILED, THE COURT MAY, ON MOTION OF ANY

6 PARTY, REFER THE MATTER TO THE DEPARTMENT OF JUVENILE SERVICES FOR AN

- 8 THE TIME FOR AN ADJUDICATORY HEARING UNDER
 9 MARYLAND RULE 11 11114(b) HAS BEEN WAIVED; AND
- 10 2. THE PETITION IS NOT THE RESULT OF AN 11 UNSUCCESSFUL INFORMAL ADJUSTMENT.
- 12 (II) ON NOTICE FROM THE DEPARTMENT OF JUVENILE
 13 SERVICES THAT AN INFORMAL ADJUSTMENT UNDER THIS PARAGRAPH HAS BEEN
 14 SUCCESSFULLY COMPLETED, THE COURT SHALL DISMISS THE PETITION.
- 15 3 8A 18.

INFORMAL ADJUSTMENT IF:

- 16 (b) After a petition or citation has been filed with the court under this subtitle,
 17 and unless jurisdiction has been waived OR THE PETITION HAS BEEN REFERRED TO THE
 18 DEPARTMENT OF JUVENILE SERVICES FOR AN INFORMAL ADJUSTMENT UNDER §
 19 3-8A-10(E) OF THIS SUBTITLE, the court shall hold an adjudicatory hearing.
 - (e) (1) THIS SUBSECTION APPLIES BEFORE A PETITION, IF ANY, IS FILED UNDER THIS SUBTITLE.
 - [(1)] (2) The intake officer may propose an informal adjustment of the matter if, based on the complaint and the inquiry, the intake officer concludes that the court has jurisdiction but that an informal adjustment, rather than judicial action, is in the best interests of the public and the child.
 - [(2)] (3) The intake officer shall propose an informal adjustment by informing the victim, the child, and the child's parent or guardian of the nature of the complaint, the objectives of the adjustment process, and the conditions and procedures under which it will be conducted.
 - [(3)] (4) The intake officer may not proceed with an informal adjustment unless the victim, the child, and the child's parent or guardian consent to the informal adjustment procedure.
 - (5) IF THE INTAKE OFFICER DECIDES TO HAVE AN INTAKE CONFERENCE, THE CHILD AND THE CHILD'S PARENT OR GUARDIAN SHALL APPEAR AT THE INTAKE CONFERENCE.
 - (6) IF THE VICTIM, THE CHILD, AND THE CHILD'S PARENT OR GUARDIAN
 DO NOT CONSENT TO AN INFORMAL ADJUSTMENT, THE INTAKE OFFICER SHALL AUTHORIZE THE
 FILING OF A PETITION OR A PEACE ORDER REQUEST OR BOTH OR DENY AUTHORIZATION TO FILE
 A PETITION OR A PEACE ORDER REQUEST OR BOTH UNDER SUBSECTION (G) OF THIS
 SECTION.
 - (7) IF AT ANY TIME BEFORE THE COMPLETION OF AN AGREED UPON
 INFORMAL ADJUSTMENT THE INTAKE OFFICER BELIEVES THAT THE INFORMAL ADJUSTMENT
 CANNOT BE COMPLETED SUCCESSFULLY, THE INTAKE OFFICER SHALL AUTHORIZE THE FILING OF
 A PETITION OR A PEACE ORDER REQUEST OR BOTH OR DENY AUTHORIZATION TO FILE A
 PETITION OR A PEACE ORDER REQUEST OR BOTH UNDER SUBSECTION (G) OF THIS
 SECTION.

- (E-1) (1) AFTER A PETITION IS FILED, THE COURT MAY, ON

 MOTION OF ANY PARTY, REFER THE MATTER TO THE DEPARTMENT OF JUVENILE SERVICES FOR

 AN INFORMAL ADJUSTMENT IN ACCORDANCE WITH SUBSECTION (F) OF THIS SECTION

 IF:
- (I) THE TIME FOR AN ADJUDICATORY HEARING UNDER MARYLAND RULE 11-114(B) HAS BEEN WAIVED;
- (II) THERE HAS NOT BEEN A PRIOR UNSUCCESSFUL INFORMAL ADJUSTMENT OF THE MATTER; AND
- (III) THE CHILD, THE CHILD'S ATTORNEY, AND THE STATE'S ATTORNEY ALL CONSENT TO THE MOTION.
- (2) (I) ON NOTICE FROM THE DEPARTMENT OF JUVENILE
 SERVICES THAT AN INFORMAL ADJUSTMENT UNDER THIS SUBSECTION HAS BEEN
 SUCCESSFULLY COMPLETED, THE COURT SHALL DISMISS THE PETITION.
- (II) ON NOTICE FROM THE DEPARTMENT OF JUVENILE SERVICES THAT AN INFORMAL ADJUSTMENT UNDER THIS SUBSECTION HAS NOT BEEN SUCCESSFULLY COMPLETED, THE COURT SHALL PROCEED WITH THE PETITION.
- (f) (1) During the informal adjustment process, the child shall be subject to such supervision as the intake officer deems appropriate [and if the intake officer decides to have an intake conference, the child and the child's parent or guardian shall appear at the intake conference].
 - (2) The informal adjustment process may not exceed 90 days unless:
 - (i) That time is extended by the court; or
- (ii) The intake officer determines that additional time is necessary for the child to participate in a substance-related disorder treatment program or a mental health program that is part of the informal adjustment process.
- [(3) If the victim, the child, and the child's parent or guardian do not consent to an informal adjustment, the intake officer shall authorize the filing of a petition or a peace order request or both or deny authorization to file a petition or a peace order request or both under subsection (g) of this section.
- (4) If at any time before the completion of an agreed upon informal adjustment the intake officer believes that the informal adjustment cannot be completed successfully, the intake officer shall authorize the filing of a petition or a peace order request or both or deny authorization to file a petition or a peace order request or both under subsection (g) of this section.].
- SECTION 2. AND BE IT FURTHER ENACTED, That, on or before December 31, 2020, and annually thereafter, the Department of Juvenile Services shall report to the General Assembly, in accordance with § 2-1257 of the State Government Article, on:
- (i) The number of cases referred by the court to the Department of Juvenile Services for informal adjustments; and
 - (ii) The outcomes of the children referred for informal adjustments.
- SECTION 2. 3. AND BE IT FURTHER ENACTED, That this Act shall take effect October July 1, 2020.

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MARYLAND JUDICIAL CONFERENCE GOVERNMENT RELATIONS AND PUBLIC AFFAIRS

Hon. Mary Ellen Barbera Chief Judge 187 Harry S. Truman Parkway Annapolis, MD 21401

MEMORANDUM

TO: Senate Judicial Proceedings Committee

FROM: Legislative Committee

Suzanne D. Pelz, Esq.

410-260-1523

RE: Senate Bill 706

Juvenile Law – Informal Adjustment

DATE: February 12, 2020

(3/10)

POSITION: Oppose as drafted

The Maryland Judiciary opposes Senate Bill 706 as drafted. This bill provides the court with the option of referring an active delinquency case to the Department of Juvenile Services (DJS) for an informal adjustment, rather than a judicial resolution, so long as there is no objection from any party. The bill also allows the court to determine that in some instances, the case can be better resolved through the Department of Juvenile Services than by a formal court proceeding.

The Judiciary supports informal adjustment and notes that in many jurisdictions, juvenile courts are stetting cases, with the agreement of the child to waive time requirements, to enable an informal adjustment to occur. The Judiciary notes several concerns with this bill however. Most important, it is not clear what the procedure would be if the informal adjustment is unsuccessful. Would the case return to the juvenile court to continue adjudication or would a new petition have to be filed? It also is not clear whether all of the requirements for informal adjustment as set out in § 3-8A-10(e) would apply, for example, whether the victim would have to agree to informal adjustment.

cc. Hon. Jill Carter
Judicial Council
Legislative Committee
Kelley O'Connor