

**V00A**  
**Department of Juvenile Services**

***Executive Summary***

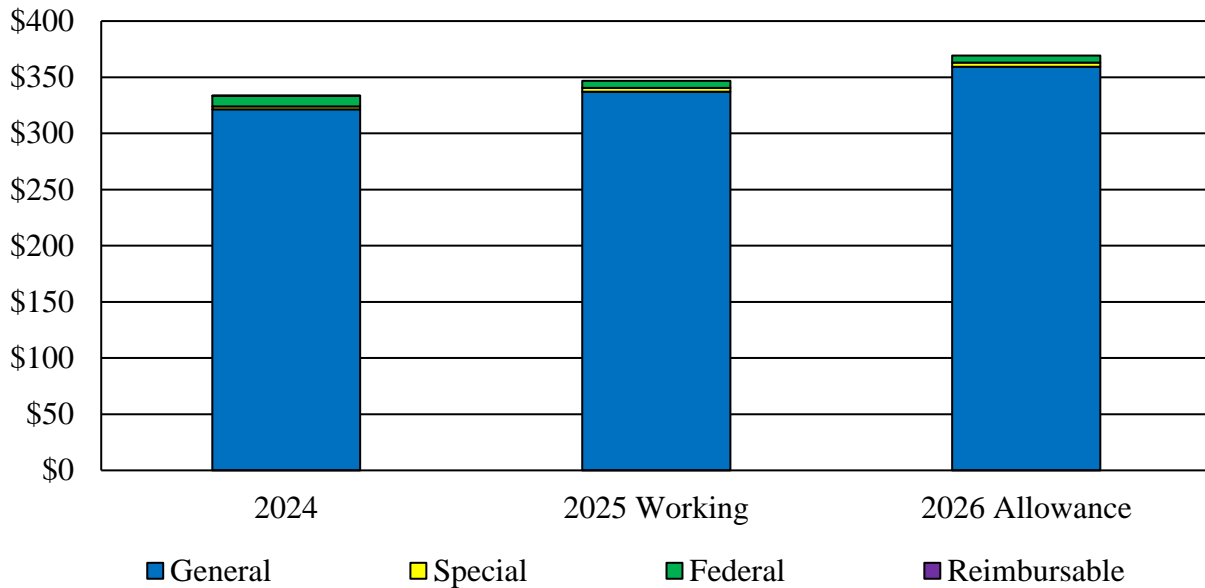
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The Department of Juvenile Services (DJS) is responsible for managing, supervising, and treating youth who are involved in the juvenile justice system in Maryland. DJS does this by providing needs assessment, intake, detention, probation, commitment, and aftercare services.

***Operating Budget Summary***

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**Fiscal 2026 Budget Increases \$22.6 Million, or 6.5%, to \$369.3 Million  
(\$ in Millions)**



Note: The fiscal 2025 working appropriation includes deficiencies. The fiscal 2025 impacts of statewide salary adjustments appear in the Statewide Account in the Department of Budget and Management (DBM), and adjustments are not reflected in this agency’s budget. The fiscal 2026 impacts of the fiscal 2025 statewide salary adjustments appear in this agency’s budget. The fiscal 2026 statewide salary adjustments are centrally budgeted in DBM and are not included in this agency’s budget.

- Most of the budget’s growth from fiscal 2025 to 2026 is attributable to net increases in the department’s personnel budget (\$10.2 million), increased funding for the Enhance Services Continuum (\$4.8 million), annualization of programs that had startup delays following cost containment actions approved by the Board of Public Works (BPW) in July 2024 (\$3.0 million), and funding to open an adolescent drug treatment center (\$3.0 million) on the campus of the Victor Cullen Center.

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## ***Key Observations***

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- ***Crime Prevention Programs and Initiatives:*** Though DJS is tasked with supervising youth in the juvenile justice system, in recent years, the department has also engaged in additional activities aimed at preventing youths from entering or reentering that system including the Thrive Academy, Safer Stronger Together (SST), and the Enhance Services Continuum. Funding for these initiatives is continued in fiscal 2026.
- ***Juvenile Populations Rise in Fiscal 2024, Some Are Projected to Decrease in Fiscal 2025:*** DJS received 15.0% more complaints in fiscal 2024 than in fiscal 2023. Based on data through December 2024, complaints to DJS are projected to decrease in fiscal 2025 by 8.7% from the fiscal 2024 level. The average daily population (ADP) of detained youth is expected to decrease slightly in fiscal 2025 to 260.9 youth, as fewer complaints receive formal case dispositions. Wait times for detained youth pending placement increased in fiscal 2024 but are projected to decrease in fiscal 2025 due to the department opening pending placement units at two facilities.
- ***2024 Facilities Master Plan (FMP) is Closely Aligned with Department’s 2025 Capital Improvement Plan (CIP):*** DJS published its 2024 FMP on December 31, 2024. The plan proposes one capital project, renovating and expanding the Maryland Youth Residence Center (MYRC). The department’s CIP includes \$1,150,000 in planning funds for the project.

## **Operating Budget Recommended Actions**

	<u><b>Funds</b></u>
1. Reduce the general fund appropriation for the Enhance Services Continuum to the level previously authorized by the Maryland General Assembly.	-\$4,200,000
2. Reduce the general fund appropriation for the Catoclin Treatment Center due to its absence from the department’s 2024 facilities master plan.	-\$3,000,000
<b>Total Net Change</b>	<b>-\$7,200,000</b>

## **Updates**

- ***Juvenile Justice Reform Report:*** This report was required by Chapter 42 of 2022. Chapter 735 of 2024 extended the due date for this report to April 15, 2025, and expanded its reporting requirements.

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***Operating Budget Analysis***

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**Program Description**

DJS is an executive agency tasked with supervising and treating youth involved in Maryland’s juvenile justice system. The department oversees youth from the point of referral, through the adjudication process, to reentry into society. DJS consists of several units that are broadly divided into two categories – administration and support and community and facility operations.

The Office of the Secretary and Departmental Support make up the centralized leadership of the department and provide various departmentwide services. Departmental Support includes research and evaluation, information technology (IT), budget services, general services, capital planning, human resources, and professional development and training.

Community and Facility Operations is the more regionally focused part of the department, which provides services to youth in community and residential settings. It consists of three programs: Community Operations Administration and Support; Facility Operations Administration and Support; and the Juvenile Services Education Program. Programming and operations are currently organized around five regions:

- Baltimore City Region (Baltimore City):
- Capital South Region (Calvert, Charles, Montgomery, Prince George’s, and St. Mary’s counties);
- Central Region (Anne Arundel, Baltimore, Harford, and Howard counties);
- Eastern Region (Caroline, Cecil, Dorchester, Kent, Queen Anne’s, Somerset, Talbot, Wicomico, and Worcester counties); and
- Western Region (Allegany, Carroll, Frederick, Garrett, and Washington counties).

The department’s stated goals are to ensure the safety of the public and of youth, reduce recidivism rates of supervised and committed youth, and reduce youth involvement with the juvenile justice system through diversion efforts and partnerships with law enforcement.

## ***Performance Analysis: Managing for Results***

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### **1. Crime Prevention Activities**

Though DJS is tasked with supervising youth in the juvenile justice system, in recent years, DJS has also engaged in activities aimed at preventing youths from entering or reentering that system. To this end, the department updated its Managing for Results (MFR) performance measures with the fiscal 2026 budget submission to note new measures that it would report on in the future. The department began collecting data for a new metric in fiscal 2025: the number of at-risk youths reached with preventive services. This data will be available beginning with actual fiscal 2025 measures provided in the fiscal 2027 budget submission. It should be noted that this measure will not provide insight into the efficacy of the individual preventive services.

The following entities and programs receive funds through DJS and are designed to take a community-based approach to preventing youth involvement with the juvenile justice system: Roca, Inc; the Thrive Academy; the Enhance Services Continuum; and the SST initiative with the Department of Human Services (DHS) and the Department of Public Safety and Correctional Services. Descriptions of these activities and their jurisdictions of implementation in fiscal 2025 are provided in **Exhibit 1**. On November 1, 2024, DJS submitted a response to committee narrative in the 2024 *Joint Chairmen’s Report* (JCR) on fiscal 2024 and early fiscal 2025 activities of the Thrive Academy. In fiscal 2024, 108 youths received services. In fiscal 2025, DJS plans to expand this number to 150. The estimated cost per youth is projected to be \$11,019 in fiscal 2025. Additional information about funding for the Thrive Academy, the Enhance Services Continuum, and SST can be found later in this analysis.

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### **Exhibit 1 Select Department of Juvenile Services-funded Activities and Initiatives Aimed at Crime Prevention Fiscal 2025**

#### **Programs and Initiatives**

#### **Jurisdictions**

Roca, Inc.

As required by Chapter 596 of 2021, DJS annually provides \$2.0 million in mandated funding to this violence prevention program provider. Though the operations are not focused exclusively on juvenile crime, DJS can make referrals to Roca.

Baltimore City  
and  
Baltimore County

Thrive Academy

Youth in the Thrive Academy are identified by DJS as being at risk of being a victim or perpetrator of gun violence and are paired with a DJS case manager and a life coach from a local nonprofit. DJS launched this initiative in September 2024. DJS may also provide financial incentives,

Baltimore City,  
Anne Arundel,  
Baltimore, and  
Prince George’s  
counties

**Programs and Initiatives**

**Jurisdictions**

work and service stipends, relocation assistance, and college tuition or vocational training.

**Enhance Services Continuum**

DJS provides additional services and community-based programming to youth who cannot be prosecuted, youth who do not meet criteria for participation in the Thrive Academy, youth on probation and placed in the community, and youth who are on aftercare following their out-of-home placements. DJS announced two programs under this initiative on November 1, 2024 – the Community Assistance for the Release Eligible and the Detention Diversion Advocacy Program. The former works with youth who are neither detained nor placed on community detention in an effort to support these youth and their families and provide service referrals. The latter supports youth who are placed by the courts in the community while their cases are pending with intensive supervision support.

Statewide

**Safer Stronger Together**

Funding supports community network service hubs to address community-specific needs in targeted neighborhoods (currently, Hagerstown, Salisbury, and East Baltimore). DHS, DJS, and DPSCS staff collaborate with a family navigator to serve families. Agencies also provide funding to community action boards so that the community can allocate resources to public safety issues.

Baltimore City,  
Washington, and  
Wicomico  
counties

DHS: Department of Human Services

DJS: Department of Juvenile Services

DPSCS: Department of Public Safety and Correctional Services

Note: Operations of the Thrive Academy in Prince George’s County are funded through private philanthropy in fiscal 2025. Safer Stronger Together was previously referred to as the Community Investment Initiative.

Source: DJS; Department of Legislative Services

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**2. Complaints and Dispositions Rise for the Third Year, Remain Below Prepandemic Levels**

**Juvenile Arrest and Complaint Trends**

Juvenile arrest trends for calendar 2019 to 2023 are shown in **Exhibit 2**. Total juvenile arrests over the referenced five years are down 38.6%, though the number of arrests increased by 11.9% between calendar 2022 and 2023, surpassing 2020 levels. There were 488 juvenile arrests

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in calendar 2023 from jurisdictions using the summary reporting system methodology of crime data reporting and 11,060 arrests for people under 18 from jurisdictions using the national incident-based reporting system methodology.

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**Exhibit 2**  
**Juvenile Arrest Trends**  
**Calendar 2019-2023**

	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>% Change</u> <u>2019-2023</u>	<u>% Change</u> <u>2022-2023</u>
Total Arrests	18,822	10,371	7,775	10,318	11,548	-38.6%	11.9%
Arrest Rate	3,121	1,643	1,237	1,650	1,821	-41.7%	10.4%

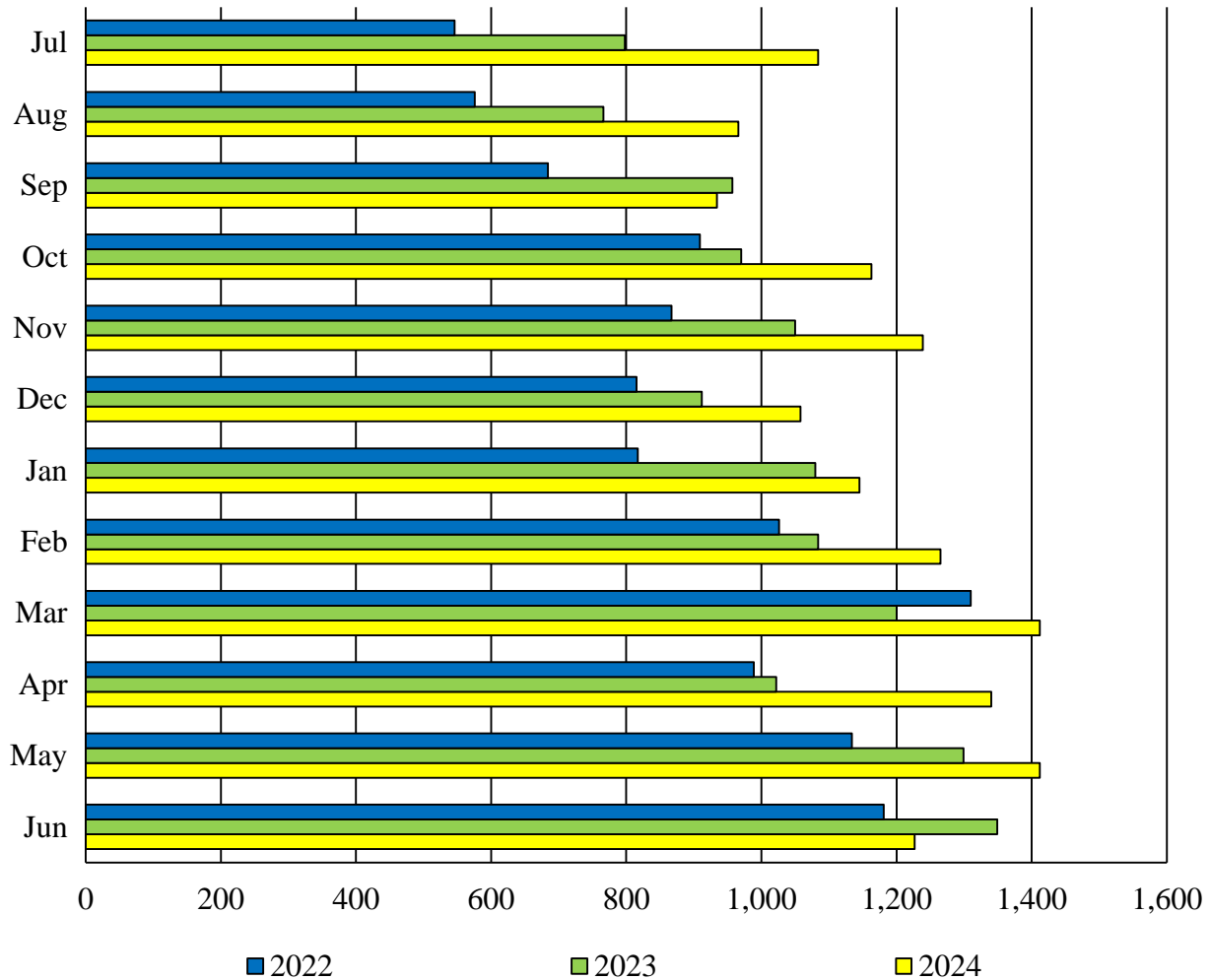
Note: Due to data limitations, the number of juvenile arrests includes children under age 10. The arrest rate is per 100,000 children in Maryland, ages 10 through 17.

Source: *Crime in Maryland* reports; Department of Legislative Services; Maryland State Data Center

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Complaints – written statements that allege a youth has committed one or more delinquent acts or is a runaway, truant, or ungovernable and may be subject to juvenile court dispositions – can be made to DJS by law enforcement, schools, parents, and members of the community. Arrests and referrals by police, including school resource officers accounted for 91.3% of complaints in fiscal 2024 and were the primary way that youth became involved with DJS and with the juvenile justice system. Other sources of complaints to DJS include transfers from the adult court system, complaints from citizens, and technical violations of probation. Monthly complaints to DJS are shown in **Exhibit 3**. The department tends to receive fewer complaints during July, August, and September. In fiscal 2022 through 2024, 19.5% of complaints were received during those months, while a quarter of complaints would be expected if they were distributed evenly. Complaints may also originate as a child in need of supervision (CINS) petition. A CINS petition may be filed for a child who requires guidance, treatment, or rehabilitation and is required by law to attend school and is habitually truant; is habitually disobedient, ungovernable, and beyond the control of the person having custody; acts in a way that is dangerous to self or others; or has committed an offense applicable only to children.

**Exhibit 3**  
**Monthly Complaints Made to the Department of Juvenile Services**  
**Fiscal 2022-2024**



Source: Department of Juvenile Services

**Complaints and Dispositions**

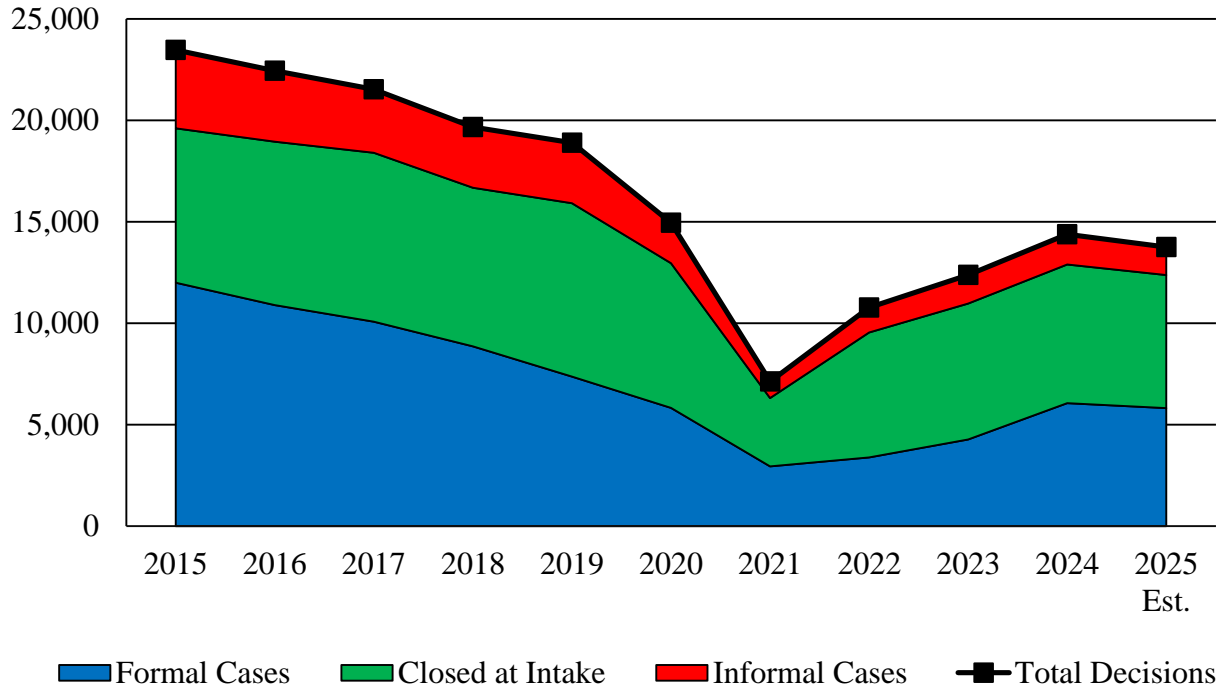
After receiving a complaint, a DJS intake officer must make an intake decision guided by the Intake Decision Tool that was implemented in July 2020. The intake officer may decide that a complaint is disproved as legally insufficient or otherwise resolved, that the youth should be diverted from court through a pre-court supervision agreement (informal cases), or formally authorize the State’s Attorney to petition the juvenile court for a hearing. The intake decision officer may also use the Detention Risk Assessment Instrument (DRAI) to make an emergency detention until the next court day if requested by law enforcement.

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**Exhibit 4** displays the total number of complaints received by DJS over the past decade and the share of possible dispositions made each fiscal year. Key trends are as follows.

- DJS received 14,245 complaints in fiscal 2024, a 15.0% increase from the previous year and a 100.6% increase over the historic low in fiscal 2021. These 14,245 complaints were for 9,195 youth. Compared to 18,906 complaints in fiscal 2019, the last year of prepandemic data, the number of complaints in fiscal 2024 was 24.7% lower. The department made approximately 1.0% more decisions (14,385) than the number of new complaints that it received as it made decisions in fiscal 2024 for complaints received in fiscal 2023.
- A smaller percentage of the fiscal 2024 complaints did not require court intervention compared to the prior year. Approximately 57.8% of cases in fiscal 2024 were either resolved at intake (47.5%) or referred for informal intervention (10.3%), compared with 65.5% in fiscal 2023. Though now under half of complaint dispositions, the share of complaints closed at intake is 15.1 percentage points higher than in fiscal 2015, when 32.4% of complaints had that disposition. The number of cases referred to informal interventions rose to 1,486 in fiscal 2024 and accounted for 10.3% of all dispositions. This reflects a decrease from fiscal 2015, when informal cases accounted for 17.1% of dispositions.
- Formal cases are those that require court intervention. The 6,065 formal cases accounted for 42.2% of dispositions in fiscal 2024. Cases of this type rose 41.9% from fiscal 2023, though they remain 17.7% lower than in fiscal 2019. Data from the first few months of fiscal 2025 suggest that the number of formal cases may fall 4.0% compared with fiscal 2024 but stay 36.2% above fiscal 2023 levels.
- Fiscal 2024 represents the sixth year that the number of cases closed at intake exceeded the number formally referred to the State Attorney's Office. Year-to-date (YTD) data suggests that fiscal 2025 will be the seventh. This is consistent with the department's efforts to minimize youth interactions with the criminal justice system.
- Fiscal 2025 YTD data suggest that there could be a decrease in all cases compared to fiscal 2024. Based on data through December 2024, complaints are projected to decrease by 8.7% from fiscal 2024. The change could be overstated as the YTD data includes July, August, and September, the months that typically have fewer referrals. This estimated decrease would represent a 31.2% decrease from the fiscal 2019 level.

**Exhibit 4  
Complaints by Dispositions  
Fiscal 2015-2025 Est.**



Note: Data for fiscal 2015 through 2023 comes from editions of the department’s *Date Resource Guide*. Data for fiscal 2024 and 2025 is taken by adding monthly totals from the December departmental performance report data published in January 2025 and may differ from the fiscal 2024 *Data Resource Guide*. The fiscal 2025 estimate is based on data from the first six months of the fiscal year.

Source: Department of Juvenile Services; Department of Legislative Services

**3. Nonresidential Population Trends**

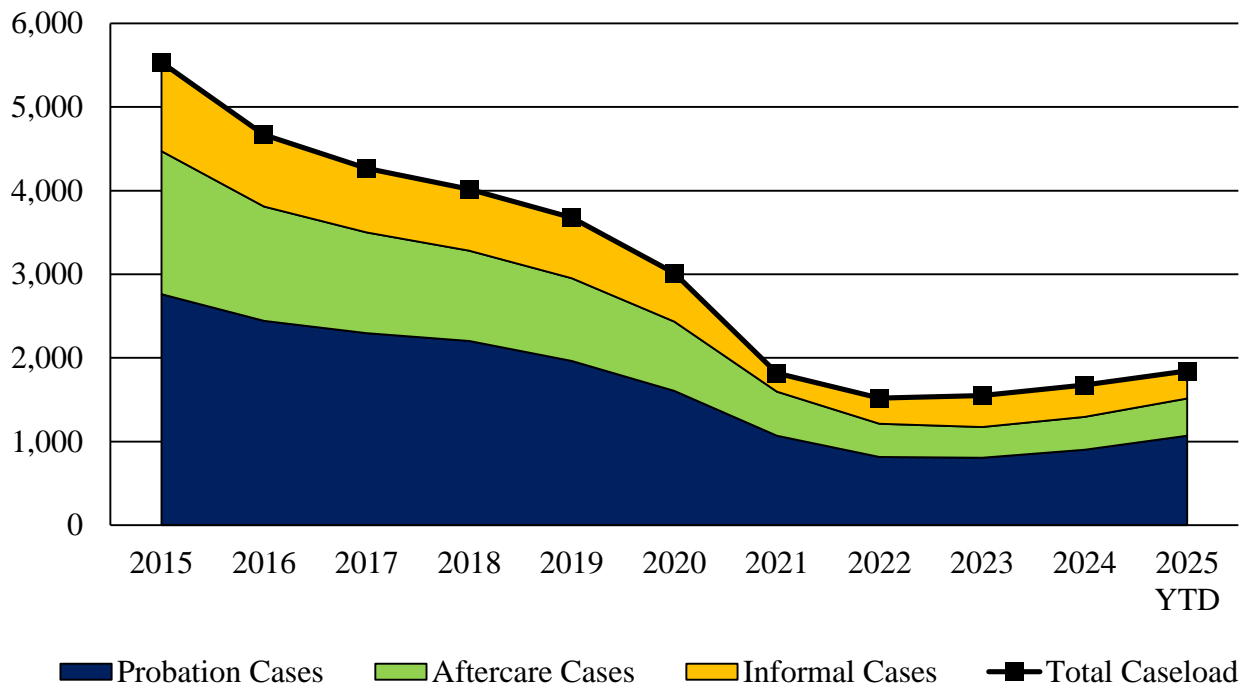
The nonresidential placement population includes youth who are receiving informal supervision, on probation, or in aftercare programming. There are three types of nonresidential populations:

- informal, or pre-court, supervision is an agreement between DJS and a youth and their family to enter into counseling and/or DJS monitoring; the youth can avoid court involvement;

- youth on probation receive court-ordered supervision in the community that requires the youth to meet court-ordered probation conditions, which may include school attendance, employment, community service, restitution, or counseling; and
- aftercare programming provides supervision and individualized treatment services to youth in the community following discharge from a residential program.

Nonresidential population trends are shown in **Exhibit 5**.

**Exhibit 5**  
**Nonresidential Caseloads**  
**Fiscal 2015-2025 YTD**



YTD: year to date

Note: Fiscal 2025 data reflects the first six months of the fiscal year.

Source: Department of Juvenile Services; Department of Legislative Services

Consistent with the overall decline in complaints, the department’s nonresidential caseload trends similarly declined between fiscal 2015 and 2021, though nonresidential caseloads continued to fall in fiscal 2022. Between fiscal 2015 and 2022, the nonresidential caseload decreased 69.7%. Since fiscal 2022, nonresidential caseloads have risen 10.5% to an ADP of approximately 1,676 youth in fiscal 2024. In fiscal 2024, probation cases accounted for 53.8% of caseloads,

aftercare cases for 23.4%, and informal cases for 22.8%. YTD data for fiscal 2025 suggests that informal caseloads will decrease by 13.4% over the prior year, from an ADP of 381 youths to 330 youths as the number of complaints decided informally also decreases.

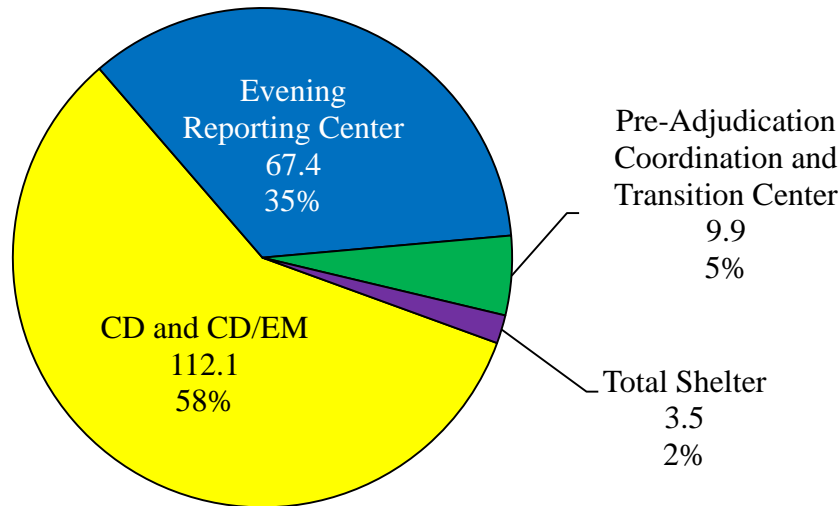
#### 4. Alternatives to Detention Programming

DJS limits the number of youths committed to its facilities by diverting youth to more therapeutic placements when possible, such as an alternative to detention (ATD) program. When a youth enters the juvenile justice system, DJS personnel administer DRAI to produce a recommendation of whether the youth should be detained, placed in ATD, or released. DRAI determines the youth's risk level based on the severity of their offense, offense history, supervision, and their history of failing to appear for court. DRAI was updated in December 2022, and the agency reported in its response to the 2024 JCR, *Services for Youth on Alternatives to Detention*, that a revalidated instrument would be implemented during fiscal 2025. DRAI must also be considered by juvenile courts when evaluating whether continued detention is necessary. If it is determined that it is in the best interest of the youth to be placed in ATD, they may be placed into one of the following programs.

- **Community Detention, with or without Electronic Monitoring:** Youth are restricted to stay at home and may only leave for court-ordered or DJS-approved activities (*i.e.*, work, school, etc.). More restrictive forms of community detention include the use of ankle monitors and global positioning system tracking.
- **Evening Reporting Centers (ERC):** Youth are transported to and from ERCs to receive meals, tutoring, counseling, and other services. In addition to DJS-operated ERCs, private providers of ERC programming in fiscal 2023 included the Pre-Adjudication Coordination and Transition Center in Baltimore City; Pride Youth Services in Montgomery County; and Lead for Life, Inc. in Anne Arundel and Wicomico counties.
- **Shelter Care:** Youth are provided shelter beds in cases in which the youth is unable to return home (because a parent is unable or refuses to retrieve the youth, for example).

**Exhibit 6** shows ADP for each type of ATD program category in fiscal 2024. These programs are all a form of community detention, and participation may also be a court-ordered condition of probation. Electronic monitoring is the most frequently used program, accounting for 54.5% of the cases in fiscal 2023, the most recent year for which data for electronic monitoring alone is available. In fiscal 2024, community detention without electronic monitoring and with electronic monitoring are shown together due to data limitations and make up 58.1% of cases.

**Exhibit 6**  
**Alternatives to Detention**  
**Average Daily Enrollment by Program**  
**Fiscal 2024**



CD and CD/EM: community detention without electronic monitoring and with electronic monitoring

Note: Data is calculated by averaging monthly figures from the December departmental performance report data published in January 2025 and may differ from the department's fiscal 2024 *Data Resource Guide*.

Source: Department of Juvenile Services

**5. Adult Court Authorized Youth Represent Over 60% of Youth Securely Detained in Fiscal 2024**

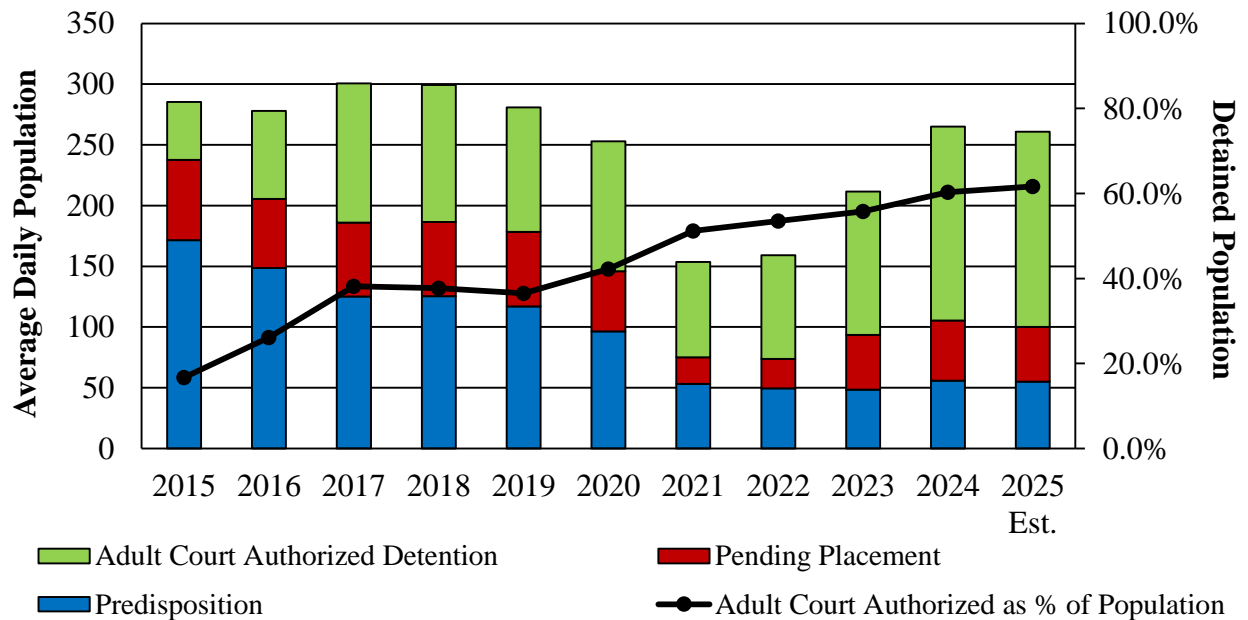
The detained ADP consists of three populations: (1) the secured detention predisposition population; (2) the secured pending placement population; and (3) the adult court authorized detention population (adult court population). In fiscal 2014, DJS began to divert youth charged as adults from adult detention to juvenile detention per an agreement with Baltimore City. This agreement was codified and expanded statewide with the enactment of Chapter 69 of 2015, which requires a court to order a youth charged as an adult to be held in juvenile detention pending transfer if that youth is eligible to be transferred to the juvenile justice system.

Prior to the COVID-19 pandemic's onset, the total detained population had shown signs of stability even as overall complaints declined. However, ADP fell from 253 in fiscal 2020 to 154 in fiscal 2021 and then increased slightly to 159 in fiscal 2022. While overall complaints declined during the pandemic, the operations of the Judiciary also yielded reductions in the detained and

committed populations. In April 2020, an order was issued directing local courts to find alternatives to detaining juveniles in facilities to minimize their risk of contracting COVID-19. This order formalized DJS’s practice of minimizing youth interaction with the juvenile court system as well as its pivot toward community rather than residential programming during the pandemic.

Since overall complaints rose 74.5% between fiscal 2021 and 2024 and the courts have been fully operational, the detained ADP rose to 265.2 in fiscal 2024, as seen in **Exhibit 7**. This figure is 72.5% higher than the low point of 153.7 youths in fiscal 2021. ADP is expected to decrease slightly in fiscal 2025 to 260.9 youths, as fewer complaints receive formal case dispositions. Overall ADP in fiscal 2024 and 2025 is higher than in fiscal 2020 (252.9 youths) but lower than in fiscal 2019 (280.8 youths), the last year of data not impacted by the pandemic. The adult court population has become a larger percentage of the overall detained ADP nearly every year. Based on fiscal 2025 YTD data, the adult court population now accounts for 61.7% of the detained population – the highest proportion since DJS assumed responsibility in fiscal 2014.

**Exhibit 7**  
**Detained Average Daily Population and Percentage of Adult Court Authorized**  
**Fiscal 2015-2025 Est.**



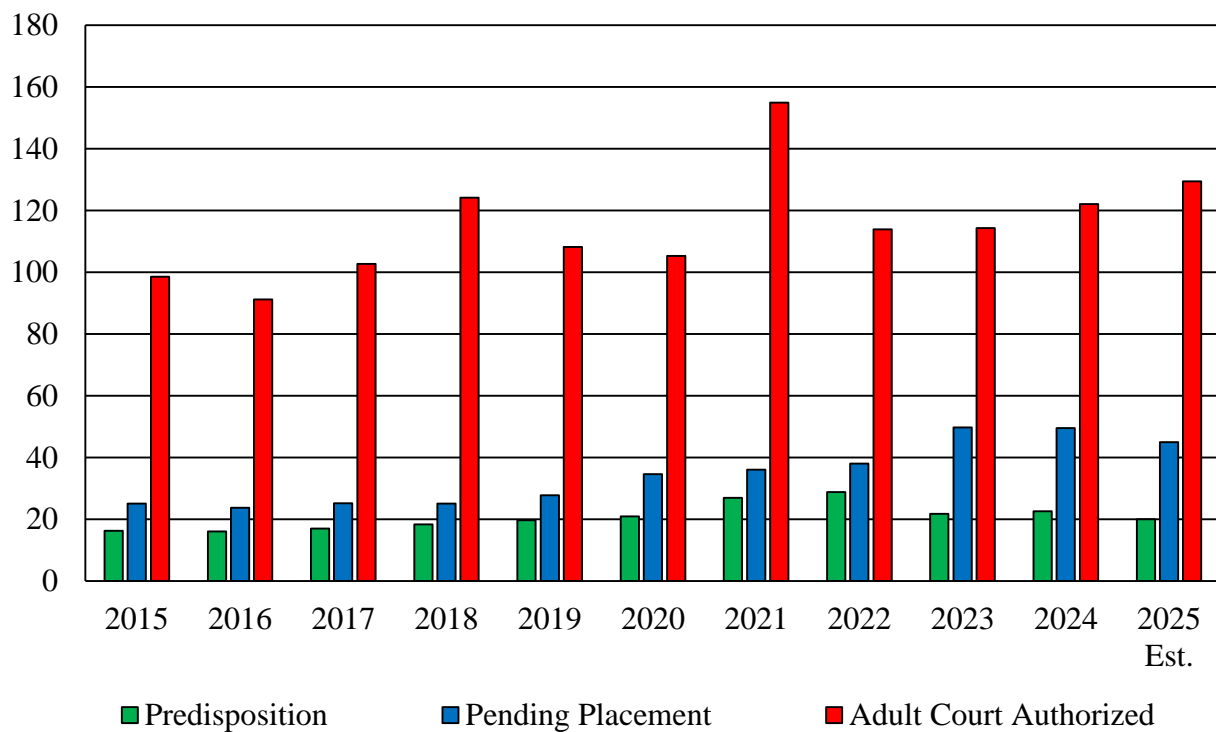
Note: Fiscal 2024 data is calculated by averaging monthly figures from the December departmental performance report data published in January 2025 and may differ from the department’s fiscal 2024 *Data Resource Guide*. Fiscal 2025 data reflects the first six months of the fiscal year.

Source: Department of Juvenile Services; Department of Legislative Services

### Average Length of Stay for Youth Pending Placement Increases

Compared to prepandemic levels in fiscal 2019, the average length of stay (ALOS) for the predisposition, pending placement, and adult court authorized populations have increased by 14.6%, 78.2%, and 12.9%, respectively. The change, shown in **Exhibit 8**, is most dramatic for the pending placement population. As ADP for pending placement youth increased 103.9% between fiscal 2022 and 2024, ALOS for that population increased by 30.0%. Additional discussion of the department’s youth pending placement can be found in the Issues section of this analysis. ALOS for the adult court authorized youth has also increased since fiscal 2022. In fiscal 2024, adult court authorized youth had an ALOS of 122.1 days, approximately 7.2% higher than in fiscal 2022. That growth continues in fiscal 2025 data, as ALOS for the adult court authorized population increases 6.0% to 129.5 days, approximately an extra week.

**Exhibit 8**  
**Average Length of Stay by Placement**  
**Fiscal 2015-2025 Est.**  
**(Time in Days)**



Note: Fiscal 2024 data is calculated by averaging monthly figures from the December departmental performance report data published in January 2025 and may differ from the department’s fiscal 2024 *Data Resource Guide*. Fiscal 2025 data reflects the first six months of the fiscal year.

Source: Department of Juvenile Services

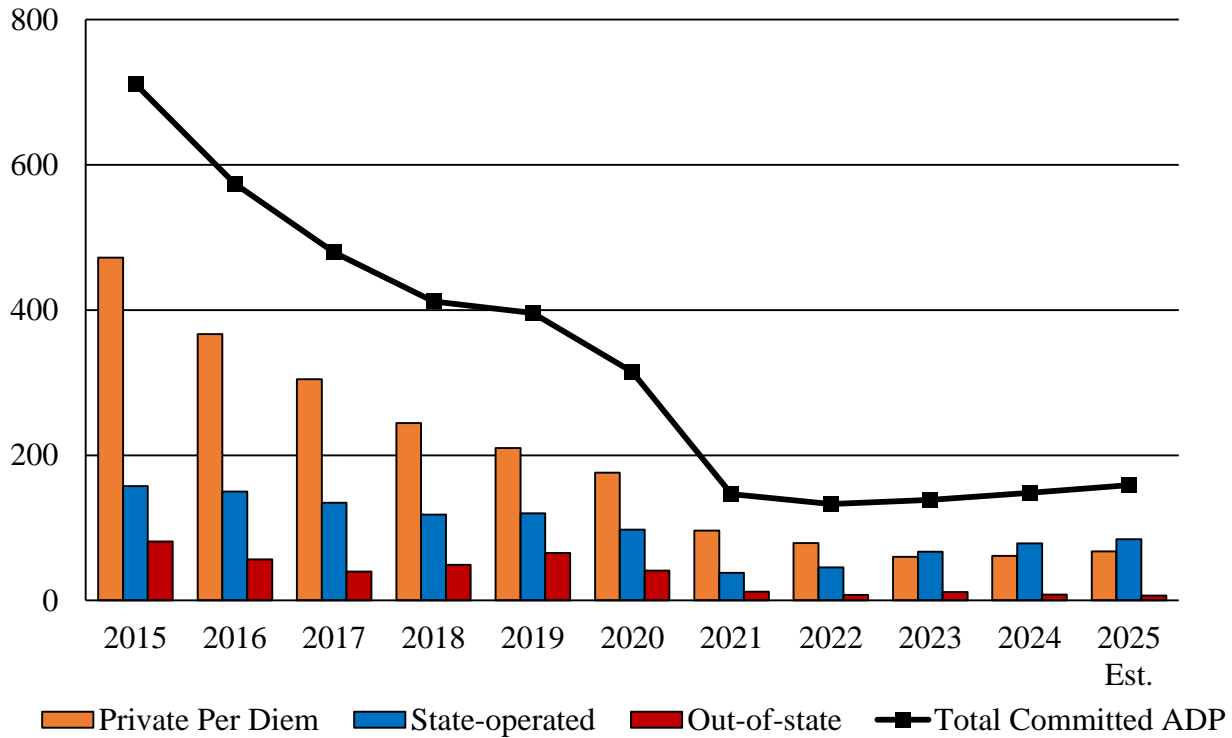
## 6. Committed Residential Population Trends

DJS has established three levels of residential program placements based largely on the level of program restrictiveness:

- Level I – programs in which a youth resides in a community setting and attends community schools;
- Level II – programs in which educational programming is provided on grounds, and youth movement and freedom is restricted, primarily by staff monitoring or supervision; and
- Level III – programs that provide the highest level of security by augmenting staff supervision with physical attributes of the facility (*e.g.*, locks, bars, and fences).

State-run committed residential facilities do not provide adequate capacity to accommodate the number of youths requiring out-of-home placements (OOHP) nor do they provide the full complement of programming required to address the variety of treatment needs for the committed population. To that end, DJS contracts with private in-state and out-of-state vendors to provide services to committed youth. **Exhibit 9** shows the committed residential ADP for each of the possible committed placements between fiscal 2015 and 2025 YTD.

**Exhibit 9  
Committed Residential Average Daily Population  
Fiscal 2015-2025 Est.**



ADP: average daily population

Note: Fiscal 2024 data is calculated by averaging monthly figures from the December departmental performance report data published in January 2025 and may differ from the department’s fiscal 2024 *Data Resource Guide*. Fiscal 2025 data reflects the first six months of the fiscal year.

Source: Department of Juvenile Services; Department of Legislative Services

Consistent with the overall DJS population trends, the committed residential ADP continued to decline in fiscal 2020 and 2021. The committed population continued to fall in fiscal 2022 to approximately 133 youths but rose by 11.6% in fiscal 2024, with almost all of the growth coming from placements in State-operated facilities. Growth is expected to continue in fiscal 2025 based on the first six months of data.

State-operated placements are programs at facilities that are operated and owned by DJS. This population saw a 17.1% increase in fiscal 2024, with youth ADP rising from 67.1 in fiscal 2023 to 78.6. ADP in State-operated facilities in fiscal 2024 was also higher than private per diem or out-of-state entities. Even as ADP rises in fiscal 2025, the utilization of State-operated placements remains 29.7% lower than it was in fiscal 2019.

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Per diem placements are programs operated by private providers, and the State pays for only the number of days that a youth is actually placed in the program. Since fiscal 2015, the private per diem ADP has fallen by 77.7% to 158.8 in fiscal 2025 YTD.

The out-of-state ADP decreased by 3.2 youths, or 28.1%, from fiscal 2023 to 2024. Out-of-state placements accounted for just 5.6% of the department's total committed ADP in fiscal 2024. During the pandemic, DJS made efforts to bring youths back in-State and reduce the number of placements made out-of-state. These efforts were successful and have been continued; fiscal 2024 and estimated fiscal 2025 data is 87.4% and 89.6% lower than in fiscal 2019, respectively. Additional discussion of the department's committed population can be found in the Issues section of this analysis.

### **7. Strategic Reentry Measures and Recidivism**

In fiscal 2016, DJS adopted the Strategic Reentry Plan as the department began to shift its focus toward improving its community supervision function, particularly aftercare and reentry services. As youth leave the juvenile justice system, they face several challenges in joining their communities once again. This includes reenrolling in school, finding work, or addressing somatic or behavioral health needs. DJS established this plan with the intention of achieving the following goals:

- reduce recidivism rates by providing supervision to all youth returning home from committed care;
- engage families of committed youth at all key case planning decision points;
- connect all committed youth in need of educational services to local education resources;
- connect all youth to local employment services and resources; and
- connect all youth in need of behavioral or somatic health services to local resources to provide continuity of care as the youth leaves committed care.

The reentry process is managed by regional reentry teams who oversee each youth's return to their community. A reentry staffing meeting is held 45 days prior to release from an OOHP. During this meeting, the youth's housing plan, educational and occupational needs, ongoing behavioral/somatic health service requirements, and family relationships are reviewed. Families of committed youth are invited and encouraged to participate in the reentry planning process. After the youth has been in the community for 30 days, a DJS reentry specialist follows up with the youth and family to ensure that the youth has accessed all needed services, has successfully enrolled in school, and remains in stable and suitable housing. The outcomes of the follow-up visits are documented and reported to the department, as shown in **Exhibit 10**.

**Exhibit 10**  
**Strategic Reentry Plan Performance Measures**  
**Fiscal 2020-2024**

<b><u>Strategic Measure</u></b>	<b><u>2020</u></b> <b><u>Actual</u></b>	<b><u>2021</u></b> <b><u>Actual</u></b>	<b><u>2022</u></b> <b><u>Actual</u></b>	<b><u>2023</u></b> <b><u>Actual</u></b>	<b><u>2024</u></b> <b><u>Actual</u></b>
Percentage of committed youth with identified behavioral health needs connected with service providers 30 days from discharge*	82.4%	82.0%	83.9%	69.2%	n/a
Percentage of youth and families meaningfully engaged in the case planning process, as measured by a survey of youth and families*	n/a	n/a	n/a	n/a	n/a
Percentage of committed youth seeking employment who are employed within 30 days of discharge*	23.9%	23.3%	46.8%	15.2%	n/a
Percentage of DJS youth enrolled in workforce development programs	n/a	12.3%	26.0%	20.8%	14.4%
Percentage of families of committed youth attending youth reentry planning meetings	86.0%	97.4%	91.7%	81.5%	80.0%
Percentage of DJS-involved youth earning wages through part- or full-time employment*	n/a	23.3%	46.8%	15.2%	n/a
Percentage of committed youth reenrolling in community schools at release*	n/a	88.9%	86.0%	83.3%	n/a
Percentage of youth in DJS facilities completing program units in education, work readiness, life skills, wellness, specific trade, or on-the-job training	n/a	70.0%	82.9%	85.6%	93.3%

DJS: Department of Juvenile Services

\* Indicates that post-discharge data are not reportable due to insufficient data collection in fiscal 2024.

Note: The department reports that fewer than anticipated youth reentry checklists were completed in fiscal 2023.

Source: Department of Budget and Management; Department of Juvenile Services

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DJS only reported three measures for fiscal 2024 due to insufficient data collection in that year. Of these three measures, only one of them showed improvement between fiscal 2023 and 2024: the percentage of youth in DJS facilities completing program units in education and workforce increased 7.7 percentage points. Additionally, in its fiscal 2025 MFR submission, DJS reported that it would be reporting additional strategic reentry measures for fiscal 2024 actual data that also were not reported due to insufficient data collection, including:

- youth connected to services, supports, and opportunities consistent with their case plan at release, then 30 days, 6 months, and 1 year after release;
- committed youth engaged at least 20 hours per week of employment, training, service, or education within 30 days of release from a residential placement on probation; and
- youth remaining enrolled in their community school during DJS involvement.

While Strategic Reentry Plan measures detail efforts to better ease a youth’s transition back into their community, DJS’s recidivism measures provide a greater understanding of how many youths return to the juvenile justice system. DJS provides rearrest (in the juvenile or adult justice system), readjudication/conviction, and recommitment/incarceration rates in its annual *Data Resource Guide*. The youth recidivism rates are calculated within one, two, and three years of release.

The *Data Resource Guide* also serves as the revised *State Comprehensive Juvenile Services 3-Year Plan* for each fiscal year and is due by February 1. Chapter 735 also expanded the required contents of the *Data Resource Guide* to include information about (1) programs developed for youth at the highest risk of becoming victims or perpetrators of gun violence; (2) programs developed specifically for individuals ages 10 through 14 who are at the highest risk of becoming victims or perpetrators of gun violence; and (3) programs developed for youth involved in motor vehicle theft. The fiscal 2024 *Data Resource Guide* was not published as of January 29, 2025.

**DJS should comment on why there was insufficient data collection on Strategic Reentry Plan measures in fiscal 2024 for most of its planned measures and whether similar issues will persist in its next MFR submission. The department should also provide information on its rearrest, readjudication, and recommitment rates within one, two, and three years of release from DJS supervision.**

## Fiscal 2025

### Cost Containment

The fiscal 2025 legislative appropriation included \$14.6 million to support the operations of the SST initiative (\$3.25 million), the Thrive Academy (\$4.35 million), and the Enhance Services Continuum (\$7.0 million). Cost containment actions approved by BPW in July 2024

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reduced the department’s general fund appropriation by \$3.0 million for these programs. After accounting for the \$645,000 reduction requiring the SST program to be phased in, SST receives \$2,605,000 in fiscal 2025 to cover 9 months of services. For the Thrive Academy, \$1 million was reduced for two of the five regions to be adjusted to 10 months of service, leaving \$3,350,000 in the working appropriation. The Enhance Services Continuum was reduced by \$1.36 million, providing \$5,645,000 in the working appropriation to phase in services in two of the five regions.

### **Proposed Deficiencies**

The fiscal 2026 allowance includes seven proposed deficiencies that add \$875,817 in net general funds for the department:

- \$4,800,000 to fund overtime expenses for direct care staff at the department’s detention and treatment center facilities, bringing the department’s total overtime expenditures to \$19.6 million in fiscal 2025. This funding is discussed further in the Personnel section of this analysis;
- \$1,490,950 in contractual services and equipment costs to fund security-related IT upgrades, including \$1.1 million for replacing the programmable logic controller at the Baltimore City Juvenile Justice Center (BCJJC);
- -\$36,413 in regular personnel costs to fund the transfer of a position to the Governor’s Office of Crime Prevention and Policy (GOCPP) with prorated funding for half of the fiscal year;
- -\$500,000 in contractual services to transfer funds from DJS to GOCPP for the Juvenile State Match grant program;
- -\$800,000 in contractual services for residential per diem payments based on projected youth population needs;
- -\$1,500,000 in contractual services for nonresidential per diem costs based on projected youth population needs; and
- -\$2,578,720 in contractual services associated with the implementation of the Maryland Total Human Services Integrated Network (MD THINK). MD THINK is a shared human services platform that hosts the Child, Juvenile, and Adult Management System (CJAMS).

## **DJS Will No Longer Use CJAMS as a New Case Management Information System**

Critical to the department’s operational capabilities is its case management information system. Since calendar 1999, DJS has used a client database referred to as the Automated Statewide System of Information Support Tools (ASSIST) along with other reporting systems. ASSIST does not use a common programming language, and it is therefore challenging and inefficient to modify. MD THINK is a shared human services platform that hosts CJAMS, a comprehensive child welfare information system administered by the DHS Social Services Administration. Previously, CJAMS was expected to replace the case management functions of ASSIST by the end of fiscal 2024. This was 1 of approximately 40 short-term actions that the department planned to implement by June 30, 2024, under its *2024-2028 Strategic Plan* released on January 31, 2024. The department reports that CJAMS lacked functionalities that its frontline staff require.

In December 2024, the Office of Program Evaluation and Government Accountability (OPEGA) published an evaluation of DJS that examined the effectiveness of DJS-contracted community-based services; the oversight and management of contracted community-based providers; case management for youth referred to DJS through a CINS complaint; and the history of interaction between some specific youth and DJS. One of OPEGA’s recommendations was for DJS to consider expanding the capability of its ASSIST database to capture placements with contracted providers and referrals to noncontracted community-based providers. In its response, the department noted some challenges to achieving that and reported that it was exploring a new case management system to replace or upgrade ASSIST.

With the planned deficiency withdrawing funding for CJAMS, the fiscal 2025 working appropriation and 2026 allowance include no funding for replacing ASSIST. DJS reports that it is working with the Department of Information Technology to identify future options for its case management system.

**DJS should comment on how its data systems will interact with CJAMS in the future, and whether it plans to pursue upgrades to or a replacement of ASSIST.**

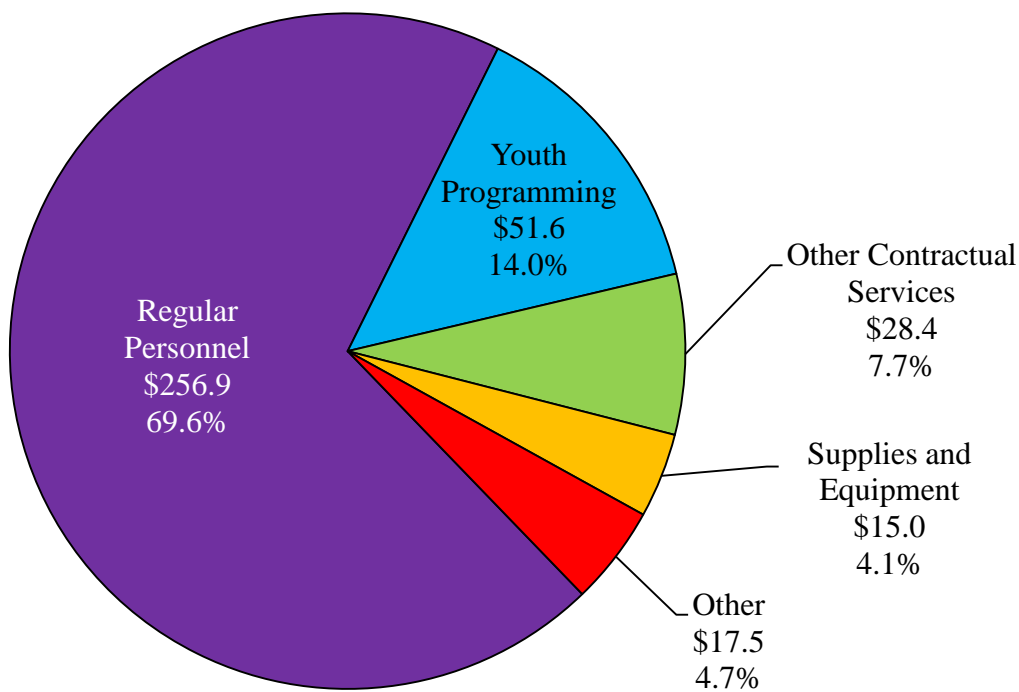
## **Fiscal 2026 Overview of Agency Spending**

As shown in **Exhibit 11**, DJS receives \$369.3 million in the Governor’s fiscal 2026 allowance. Approximately 69.6% of the allowance is for DJS’s personnel expenses, which support the department’s large workforce that not only supports day-to-day operations of DJS facilities but also provides security at its facilities and the rehabilitative programming for the youth who move through the DJS system. With over 2,100 regular positions, DJS is one of the largest agencies in the Executive Branch. Youth programming, including the purchase of care services and youth education programming, accounts for approximately 14.0%, or \$51.6 million, of the fiscal 2026 allowance. These services are contracted out to private vendors who provide a variety of programs and services, such as language interpretation, mental health evaluations, and behavioral health

treatment. These costs fluctuate according to the department’s population trends. The remaining funds, approximately 16.5% of the total, are allocated to contractual services, supplies and equipment-related expenses, and other expenses. Overall, approximately 51.2% of the agency’s spending goes to its detention and committed treatment facilities, including facility-based education services.

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**Exhibit 11**  
**Overview of Agency Spending**  
**Fiscal 2026 Allowance**  
**(\$ in Millions)**



Note: The fiscal 2026 statewide salary adjustments are centrally budgeted in the Department of Budget and Management and are not included in this agency’s budget.

Source: Governor’s Fiscal 2026 Budget Books

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## Proposed Budget Change

DJS’s budget increases by \$22.6 million in fiscal 2026 compared to the fiscal 2025 working appropriation. **Exhibit 12** provides additional detail on the factors driving this change. Much of the increase is attributable to net increases in the department’s personnel budget (\$10.2 million). Other large changes include increased funding for the Enhance Services Continuum (\$4.8 million),

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annualization of programs that had startup delays following cost containment items approved by BPW (\$3.0 million), funding for the department to reopen the Catoctin Treatment Center (\$3.0 million), and \$1.6 million for DJS to replace programmable logic controllers at three facilities.

**Exhibit 12**  
**Proposed Budget**  
**Department of Juvenile Services**  
**(\$ in Thousands)**

<b>How Much It Grows:</b>	<b>General Fund</b>	<b>Special Fund</b>	<b>Federal Fund</b>	<b>Reimb. Fund</b>	<b>Total</b>
Fiscal 2024 Actual	\$321,422	\$2,534	\$9,393	\$445	\$333,794
Fiscal 2025 Working Appropriation	337,018	3,399	6,314	0	346,732
Fiscal 2026 Allowance	<u>359,444</u>	<u>3,499</u>	<u>6,350</u>	<u>0</u>	<u>369,293</u>
Fiscal 2025-2026 Amount Change	\$22,426	\$100	\$36	\$0	\$22,562
Fiscal 2025-2026 Percent Change	6.7%	2.9%	0.6%		6.5%

<b>Where It Goes:</b>	<b>Change</b>
<b>Personnel Expenses</b>	
Salary increases and associated fringe benefits, including fiscal 2025 COLA and increments.....	\$16,907
Accrued leave payout .....	650
Workers’ compensation premium assessment .....	597
Turnover decreases from 7.70% to 7.63% .....	162
Abolishment of 10 positions.....	-915
Overtime earnings, accounting for a fiscal 2025 deficiency .....	-3,544
Employee and retiree health insurance.....	-3,613
<b>Population-driven Adjustments</b>	
Per diem expenditures, including education per diems.....	2,614
Food and food services.....	-9
<b>Community Programs and Initiatives</b>	
Funding for the Enhanced Services Continuum, reflecting annualization of fiscal 2025 expenses and additional spending.....	5,555
Funding for the Thrive Academy, reflecting annualization of fiscal 2025 expenses.....	1,000
Funding for Safer Stronger Together, reflecting annualization of fiscal 2025 expenses.....	645

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<b>Where It Goes:</b>	<b><u>Change</u></b>
<b>Other Changes</b>	
Reopening of the Catoctin Treatment Center to serve as an adolescent drug treatment center in Western Maryland .....	3,000
Funding to replace programmable logic controllers at three detention facilities and to replace video surveillance services, net of deficiency.....	1,605
Maryland Environmental Service charges .....	127
Department of General Services rent .....	13
Motor vehicle costs decrease to reflect the replacement of 16 fewer vehicles.....	-338
Department of Information Technology services allocation and software contracts.....	-604
700 MHz radio system operating costs and radio equipment .....	-1,225
Other .....	-65
<b>Total</b>	<b>\$22,562</b>

COLA: cost-of-living adjustments  
 MHz: megahertz

Note: Numbers may not sum to total due to rounding. The fiscal 2025 working appropriation accounts for deficiencies. The fiscal 2025 impacts of statewide salary adjustments are centrally budgeted in the Department of Budget and Management (DBM), and adjustments are not reflected in this agency’s budget. The fiscal 2026 impacts of the fiscal 2025 statewide salary adjustments appear in this agency’s budget. The fiscal 2026 statewide salary adjustments are centrally budgeted in DBM and are not included in this agency’s budget.

### **Community Programs and Initiatives**

The fiscal 2026 allowance continues funding preventative initiatives – the Enhance Services Continuum, SST, and the Thrive Academy – launched in fiscal 2024 and 2025. SST and the Thrive Academy will receive \$3.25 million and \$4.35 million, respectively. In fiscal 2025, the Enhance Services Continuum initially received \$7.0 million in general fund support, and \$5,645,000 following BPW cost containment. Unlike SST, which is in partnership with other departments, and the Thrive Academy, which has been the subject of a report describing its spending plan and success indicators, the Enhance Services Continuum can be used for much broader purposes. In fiscal 2026, the Enhance Services Continuum receives \$11.2 million, and DJS reports that the funding may be used for:

- diversion programming;
- detention alternatives and release supports;
- post-dispositional community programming;
- reentry supports;

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- education and workforce development programming;
- multisystemic therapy, a family- and community-based treatment and one of the evidence-based services provided by DJS;
- the Detention Diversion Alternative Program; and
- credible messenger programs to reach at-risk youth not eligible for participation in the Thrive Academy.

**Given that there has not yet been time to demonstrate the effectiveness of this program, especially considering startup delays due to the BPW reductions, the Department of Legislative Services (DLS) recommends reducing the general fund appropriation for the Enhance Services Continuum by \$4.2 million to the level previously authorized by the General Assembly in fiscal 2025.**

### **Catoctin Treatment Center**

The fiscal 2026 allowance includes \$3.0 million to reopen a facility on the Victor Cullen Center campus to serve as an adolescent drug treatment center for youths struggling with substance abuse to receive a treatment alternative to detention. DJS does not currently operate a similar facility and reports that it has not yet determined how it would provide substance use treatment services at such a facility. The facility was previously operated by the Washington County Health Department with a bed capacity for 25 people. DJS is reviewing data to determine what the bed capacity for the project would be.

The facility has been closed since September 2019. While renovations are required, DJS reports that the extent and scope of the renovations have yet to be determined. The department's 2024 FMP was published on December 31, 2024, and does not describe this facility's condition or include it in its list of proposed projects or recommended actions. While the FMP is intended to document the capital improvement needs of DJS detained and committed populations for the next 10 years, the FMP includes information about recent and active renovations and projects being paid for with operating budget funds. Therefore, this project could still be considered in the FMP despite the proposed use of operating funds. At the Victor Cullen campus, there are three active projects being funded with operating budget funds, none of which are for the Catoctin Treatment Center project. Additional information about the FMP can be found in Issue 2 of this analysis.

**DLS recommends deleting the general fund appropriation of \$3.0 million to reopen the Catoctin Treatment Center due to its absence from the department's 2024 FMP.**

## ***Personnel Data***

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	<b><u>FY 24</u></b> <b><u>Actual</u></b>	<b><u>FY 25</u></b> <b><u>Working</u></b>	<b><u>FY 26</u></b> <b><u>Allowance</u></b>	<b><u>FY 25-26</u></b> <b><u>Change</u></b>
Regular Positions	2,158.95	2,159.95	2,147.45	-12.50
Contractual FTEs	<u>43.00</u>	<u>46.00</u>	<u>47.00</u>	<u>1.00</u>
<b>Total Personnel</b>	<b>2,201.95</b>	<b>2,205.95</b>	<b>2,194.45</b>	<b>-11.50</b>

### ***Vacancy Data: Regular Positions***

Turnover and Necessary Vacancies, Excluding New Positions	163.64	7.62%
Positions and Percentage Vacant as of 12/31/24	227.50	10.53%
Vacancies Above Turnover	63.86	

- Though the chart reflects the removal of 12.5 regular positions and the addition of 1.0 contractual full-time equivalent (FTE), DJS reports that 10.0 regular positions are abolished and 1.0 regular position is transferred to GOCPP in fiscal 2026. The agency reports no changes in its contractual FTEs; there are 46.0 contractual positions in fiscal 2025 and 2026.
- DJS reports that the 10.0 positions are abolished in fiscal 2026 from the department’s executive direction, capital planning, budget and finance, resource management, case management, education and facility programming, and Cheltenham Youth Detention Center (CYDC) subprograms.

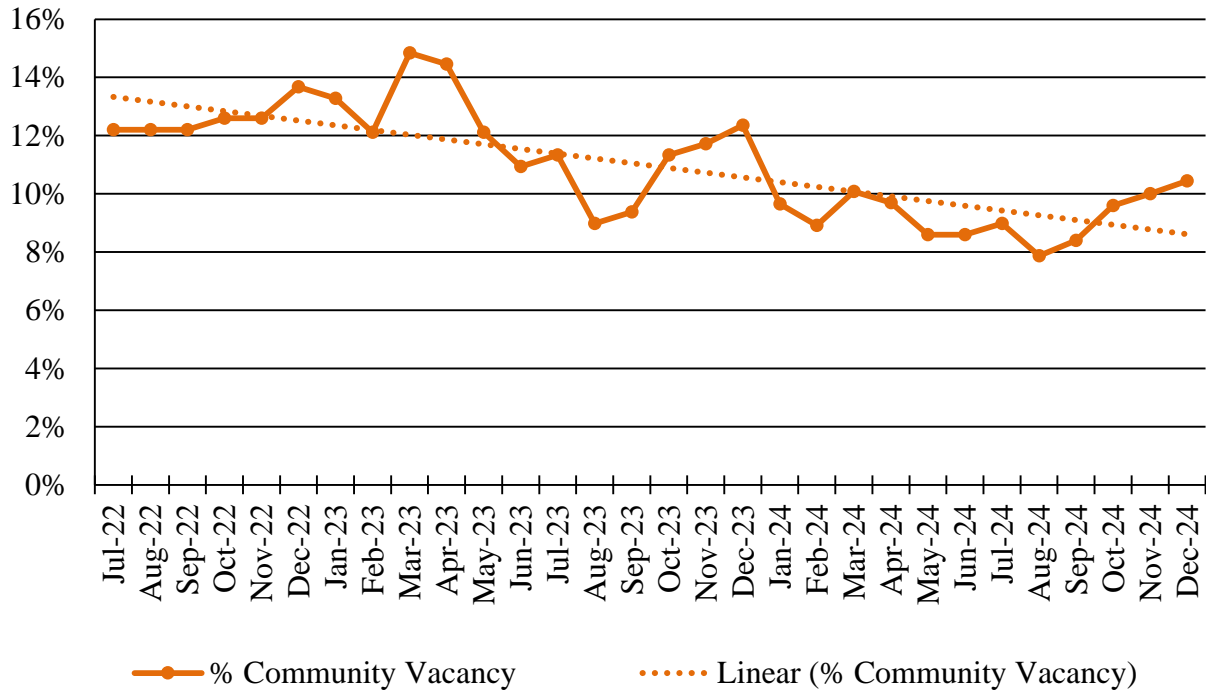
### **Vacancies Fall for Direct Care Staff**

At the close of calendar 2024, DJS had 238.5 (11.1%) regular positions vacant, well above its budgeted turnover rate. However, the December 2024 vacancies reflect a stabilization or slight decrease when compared to the December 2023 vacancy rate. Of the vacant positions, 66.5 have been vacant for over a year. High vacancy rates, particularly among facility direct care employees, result in increased overtime expenses and can cause further issues for the department.

**DJS should discuss the impact of its high vacancy rate (above 10%) on agency operations, program outcomes, and youth safety.**

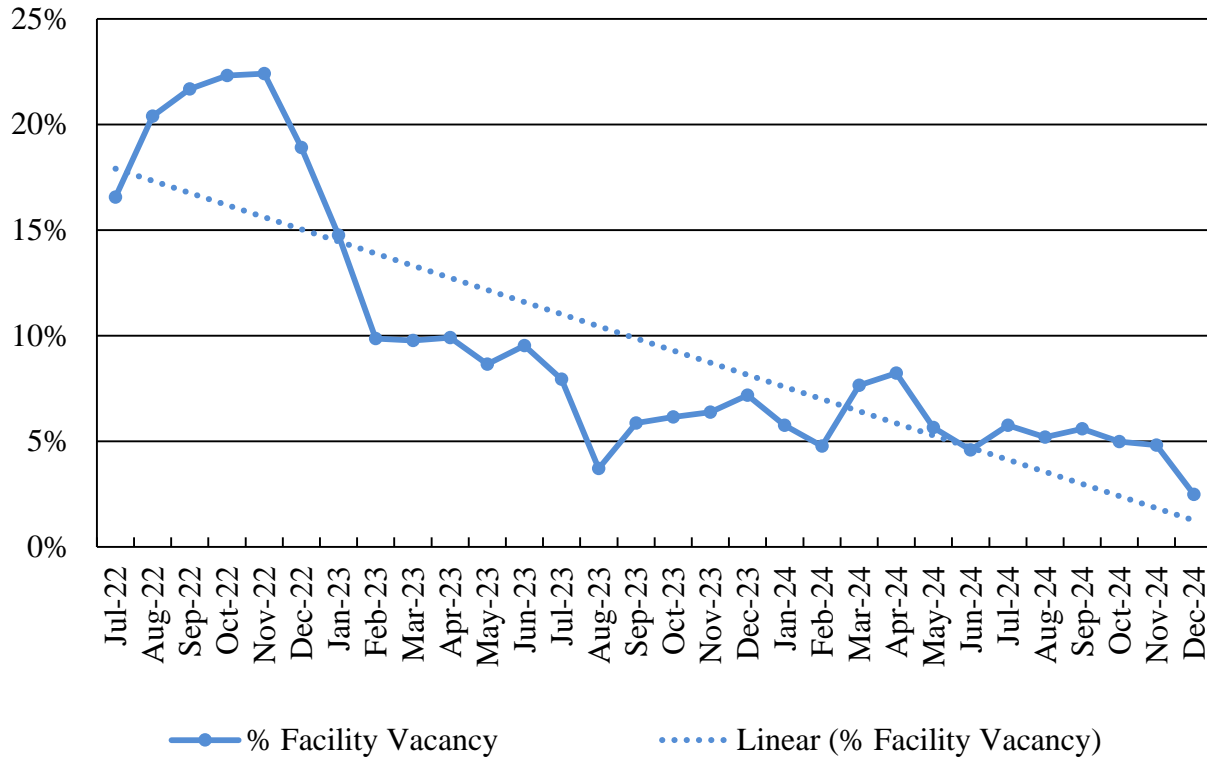
**Exhibit 13** and **Exhibit 14** show the monthly vacancy rates for community and facility direct care staff between July 2022 and December 2024. Because of the volatility of monthly vacancy rates, a linear trend line is provided to show the overall trend more smoothly. Vacancy rates for facility direct care have fallen from a monthly average of 15.4% in fiscal 2023 to a monthly average of 4.8% in fiscal 2025 YTD data. The vacancy rate for community direct care staff has also fallen since fiscal 2023 when the monthly average rate was 12.8%. In fiscal 2025 YTD data, the monthly average is now 9.2%. Despite these improved vacancy rates, overtime expenditures rose between fiscal 2024 and the working appropriation. Overtime expenditures are impacted by departmental vacancies, as well as increases in regular earnings. In fiscal 2024, total overtime at DJS was approximately \$18.0 million. In fiscal 2025, this figure will increase 8.9% to \$19.6 million, after accounting for a proposed deficiency appropriation. Though the department’s overall vacancy rate is lower in fiscal 2025 than in fiscal 2024, the \$16.1 million in overtime expenditures in the fiscal 2026 allowance may be insufficient, considering recent growth rates in overtime spending.

**Exhibit 13**  
**Monthly Vacancies for Community Direct Care Staff**  
**Fiscal 2022-2025 Year to Date**



Source: Department of Juvenile Services Performance Report – December 2024; Department of Legislative Services

**Exhibit 14**  
**Monthly Vacancies for Residential Direct Care Staff**  
**Fiscal 2022-2025 Year to Date**



Source: *Department of Juvenile Services Performance Report – December 2024*; Department of Legislative Services

## *Issues*

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### **1. Out-of-home Placement Wait Times and Pending Placement Units**

DJS is the second largest youth-placing agency for youth who require an OOHP. Detained youth pending placement are one of the populations for which DJS places youths out of home. The department also places youth in community-based programs, hospitalizations, and family homes. During the 2023 session, the committees were concerned that youth may require treatment and must wait for services to be provided. A report on this topic requested by the budget committees in the 2023 session was submitted on February 6, 2024, but did not contain all the requested information.

Language in the fiscal 2025 Budget Bill restricts \$50,000 in general funds until DJS submits a report on wait times before youth receive a community-based placement, hospitalization, family home placement, or a non-community-based placement, including a breakdown of wait times by jurisdiction. Data was to be provided for calendar 2024 and any previous years for which data was available. DJS submitted the report on January 8, 2025.

DJS reports that in calendar 2024, 355 youth required placement by DJS. ALOS was reported by jurisdiction for calendar 2019 through 2024 with Somerset (65.1 days), Cecil (75.8 days), Caroline (73.3 days), Allegany (104.5 days), Somerset (94.0 days), and Allegany (74.8) counties having the longest ALOS in each consecutive respective year. Youth under DJS supervision generally spend the longest time pending placement when waiting for a spot in a residential treatment center, in- or out-of-state.

**The department provided the requested information to the committees, and DLS therefore recommends the release of withheld funds and will process a letter to this effect if no objections are raised during the budget hearings.**

As discussed in the performance analysis section, ALOS for detained youth pending placement has increased in recent fiscal years. As ADP for pending placement youth increased 103.9% between fiscal 2022 and 2024, ALOS for that population increased by 30.0%, from 38.1 days to 49.5 days. To reduce the amount of time youth spend waiting for placement to a residential treatment center in fiscal 2025, DJS reports that it opened pending placement units within BCJJC and CYDC. Youth who are moved to the pending placement units can start to receive evidence-based therapies so that their time spent waiting in the detention center post court is better aligned with their treatment service plan, and some of the time can be counted toward their release dates from Green Ridge Youth Center, Backbone Mountain Youth Center, or the Victor Cullen Center. This is also possible due to lower youth capacity within the detention centers. Based on the first six months of data for fiscal 2025, ALOS for youth pending placement is 45.0 days, or 9.1% lower than in fiscal 2024.

**DJS should provide the number of youths who have spent time in the pending placement units and discuss how DJS delivers treatment services to these youths.**

## **2. DJS Submits 2024 FMP; Requests MYRC Funding in CIP**

Language in the fiscal 2025 Budget Bill restricts \$100,000 in general funds until DJS submits a report to the committees containing its FMP, including a long-range plan for future capital projects that support the needs of the detained and committed youth populations, by December 31, 2024. The submitted FMP contains information about the current and planned capacity of DJS residential programs, a funding proposal for MYRC, institutional data about the buildings and sites managed by the department, and inventory information. At this time, DJS does not intend to increase its detention capacity, its staff-secure treatment capacity, or its hardware secure capacity beyond the 24 beds that would be added by MYRC. DJS reports that it will reevaluate its needs following the completion of the MYRC project.

The plan also includes information about how capital spending and certain costs funded through the operating budget allow the department to better serve youth in its care. The department plans to use its current and future operating budgets to:

- replace three HVACs at Backbone Mountain Youth Center;
- replace a roof, chiller, generator, and boiler at BCJJC;
- replace a gate house and generators at the Charles H. Hickey, Jr. School Detention Center;
- renovate the master control room, procure a generator, and procure education trailers at the Victor Cullen Center; and
- procure education trailers, replace the chiller, and extend fencing at the Western Maryland Children’s Center.

Preparing a FMP allows the department to forecast its funding needs better and to identify and evaluate its existing resources. Accordingly, the submitted FMP is closely aligned with the department’s CIP. The CIP includes \$1,150,000 in general obligation bond funding for MYRC. The fiscal 2026 capital budget also includes a provision to deauthorize funding for one project previously provided to DJS: the CYDC for male and female youth due to that project’s cancellation.

**The department provided the requested FMP to the committees, and DLS therefore recommends the release of withheld funds and will process a letter to this effect if no objections are raised during the budget hearings.**

## Operating Budget Recommended Actions

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	<b><u>Amount Change</u></b>	
1. Reduce the general fund appropriation for the Enhance Services Continuum to the level previously authorized by the General Assembly in fiscal 2025.	-\$ 4,200,000	GF
2. Delete the general fund appropriation for the Catoctin Treatment Center due to its absence from the department's 2024 facilities master plan.	-\$ 3,000,000	GF
<b>Total General Fund Net Change</b>	<b>-\$ 7,200,000</b>	

## ***Updates***

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### **1. Juvenile Justice Reform Report Due April 15, 2025**

As required by Chapter 42, DJS is required to report the following information:

- plans to publish an annual report in consultation with the Maryland Department of Health on the length of stay for juveniles in secure facilities while undergoing competency evaluations and receiving services;
- plans for the inclusion of information and data relating to use of a risk assessment tool in the department’s *Data Resource Guide*;
- the use of community detention for juveniles in the care and custody of DJS;
- the department’s development of forms for community detention that do not include information relating to house arrests;
- the effect of a requirement that DJS provide a robust continuum of community-based alternatives to detention in all jurisdictions of the State and recommendations for establishing the requirement;
- access to mental health services for all juveniles served by DJS;
- the feasibility of and any plans for providing quality, evidence-based programming for juveniles detained in secure juvenile facilities, including educational programming, structured weekend activities, and activities involving family members of detained juveniles;
- the use of community detention, including electronic monitoring, for juveniles placed on probation;
- plans to increase the number of shelter beds available in juvenile facilities, particularly beds for girls;
- plans to track and report data on the number of days juveniles ordered to shelter care placements remain in secure juvenile facilities;
- minimum training standards for staff at juvenile facilities;

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- surveillance systems at juvenile facilities, including whether all juvenile facilities are equipped with functioning surveillance cameras capable of monitoring all areas of juvenile facilities;
- minimum standards for facilitating family engagement for juveniles at juvenile facilities, including standards for facilitating daily contact between juveniles and their family members;
- standards for attorneys to access their clients within all juvenile facilities in the State;
- plans to adopt cognitive behavioral therapy training and restorative justice training for staff at all juvenile facilities in the State; and
- plans to transition from the current slate of secure juvenile facilities to ensure access to both nonresidential and residential facilities that use culturally competent, evidence-based programming in all jurisdictions of the State.

Though originally due in April 2023, Chapter 735 extended the deadline for this report by two years to April 15, 2025, and expanded the required content of the report. The report must now also include the number of cases resolved at intake and the number of cases referred for informal adjustment within the past fiscal year.

## Appendix 1 2024 Joint Chairmen’s Report Responses from Agency

The 2024 JCR requested that DJS prepare five reports. Electronic copies of the full JCR responses can be found on the DLS Library website.

- **Report on OOHP Wait Times:** In calendar 2024, wait times were longest for in-state (132.0 days) and out-of-state residential treatment centers (75.3 days). DJS reduced the amount of time youth spent waiting in its facilities in calendar 2024 by opening pending placement units in BCJJC and CYDC. Further discussion of this report can be found in Issue 1 of this analysis.
- **Report on the FMP:** DJS does not propose increasing its detention or staff-secure treatment capacity. Hardware-secure treatment capacity will increase from 33 to 57, following the completion of MYRC. The department plans to create a residential treatment program focused on workforce development and youth employment opportunities. Further discussion of this report can be found in Issue 2 of this analysis.
- **Report on Services for Youth in ATDs:** ATDs provide youths with additional supervision. Community detention with electronic monitoring is the most used ATD. Between calendar 2019 and 2023, approximately 16% to 21% of youths committed a new offense while under ATD supervision during the pretrial release period each year. Further discussion of this data can be found in the Performance Analysis section of this analysis.
- **Report on the Thrive Academy:** Thrive Academy operations began in September 2023, with 108 youths participating in fiscal 2024 and a total of 131 participating between that date and the report’s publication. There are 7 case management specialists at DJS who work with these youths, while the youths are also paired with a life coach. Life coach services are procured through credible messenger organizations. DJS submitted this report on November 1, 2024. DJS entered a memorandum of understanding, financially supported by the Annie E. Casey Foundation, with the University of Pennsylvania’s Crime and Justice Policy Lab to conduct an analysis of this program over a two-year period. Further discussion of this data can be found in the Performance Analysis section of this analysis.
- **Report on Community Feedback for the MYRC Project:** DJS hosted two listening sessions at MYRC and one virtual session in September and October 2024. An average of 17 people attended each session. During summer 2025, the department intends to establish a local advisory board for the project. Further discussion of the MYRC project can be found in Issue 2 of this analysis.

**Appendix 2  
Object/Fund Difference Report  
Department of Juvenile Services**

<u>Object/Fund</u>	<u>FY 24 Actual</u>	<u>FY 25 Working Appropriation</u>	<u>FY 26 Allowance</u>	<u>FY 25 - FY 26 Amount Change</u>	<u>Percent Change</u>
<b>Positions</b>					
01 Regular	2,158.95	2,159.95	2,147.45	-12.50	-0.6%
02 Contractual	43.00	46.00	47.00	1.00	2.2%
<b>Total Positions</b>	<b>2,201.95</b>	<b>2,205.95</b>	<b>2,194.45</b>	<b>-11.50</b>	<b>-0.5%</b>
<b>Objects</b>					
01 Salaries and Wages	\$ 242,786,434	\$ 241,860,054	\$ 259,868,448	\$ 18,008,394	7.4%
02 Technical and Special Fees	2,445,434	2,275,097	2,278,619	3,522	0.2%
03 Communication	2,446,279	3,925,033	2,699,829	-1,225,204	-31.2%
04 Travel	746,560	662,982	662,982	0	0%
06 Fuel and Utilities	5,342,067	5,462,716	5,589,169	126,453	2.3%
07 Motor Vehicles	1,856,802	2,237,483	1,897,215	-340,268	-15.2%
08 Contractual Services	58,164,274	73,931,485	77,686,401	3,754,916	5.1%
09 Supplies and Materials	9,648,152	7,560,479	7,560,479	0	0%
10 Equipment – Replacement	1,561,283	1,436,121	4,531,921	3,095,800	215.6%
11 Equipment – Additional	510,076	170,909	170,909	0	0%
12 Grants, Subsidies, and Contributions	3,940,121	2,403,022	2,403,022	0	0%
13 Fixed Charges	3,770,367	3,930,674	3,944,430	13,756	0.3%
14 Land and Structures	575,744	0	0	0	0.0%
<b>Total Objects</b>	<b>\$ 333,793,593</b>	<b>\$ 345,856,055</b>	<b>\$ 369,293,424</b>	<b>\$ 23,437,369</b>	<b>6.8%</b>
<b>Funds</b>					
01 General Fund	\$ 321,421,577	\$ 336,142,519	\$ 359,443,928	\$ 23,301,409	6.9%
03 Special Fund	2,534,468	3,399,083	3,499,064	99,981	2.9%
05 Federal Fund	9,392,914	6,314,453	6,350,432	35,979	0.6%
09 Reimbursable Fund	444,634	0	0	0	0.0%
<b>Total Funds</b>	<b>\$ 333,793,593</b>	<b>\$ 345,856,055</b>	<b>\$ 369,293,424</b>	<b>\$ 23,437,369</b>	<b>6.8%</b>

Note: The fiscal 2025 appropriation does not include deficiencies. The fiscal 2026 allowance does not include statewide salary adjustments budgeted within the Department of Budget and Management.

**Appendix 3  
Fiscal Summary  
Department of Juvenile Services**

<u>Program/Unit</u>	<u>FY 24 Actual</u>	<u>FY 25 Wrk Approp</u>	<u>FY 26 Allowance</u>	<u>Change</u>	<u>FY 25 - FY 26 % Change</u>
01 Office of the Secretary	\$ 11,633,871	\$ 10,410,743	\$ 11,329,297	\$ 918,554	8.8%
01 Departmental Support	47,346,322	50,993,310	52,572,224	1,578,914	3.1%
01 Community Operations Administration and Support	91,589,987	104,392,200	113,454,874	9,062,674	8.7%
02 Facility Operations Administration and Support	159,421,013	156,756,210	165,909,798	9,153,588	5.8%
03 Juvenile Services Education Program	23,802,400	23,303,592	26,027,231	2,723,639	11.7%
<b>Total Expenditures</b>	<b>\$ 333,793,593</b>	<b>\$ 345,856,055</b>	<b>\$ 369,293,424</b>	<b>\$ 23,437,369</b>	<b>6.8%</b>
General Fund	\$ 321,421,577	\$ 336,142,519	\$ 359,443,928	\$ 23,301,409	6.9%
Special Fund	2,534,468	3,399,083	3,499,064	99,981	2.9%
Federal Fund	9,392,914	6,314,453	6,350,432	35,979	0.6%
<b>Total Appropriations</b>	<b>\$ 333,348,959</b>	<b>\$ 345,856,055</b>	<b>\$ 369,293,424</b>	<b>\$ 23,437,369</b>	<b>6.8%</b>
Reimbursable Fund	\$ 444,634	\$ 0	\$ 0	\$ 0	0.0%
<b>Total Funds</b>	<b>\$ 333,793,593</b>	<b>\$ 345,856,055</b>	<b>\$ 369,293,424</b>	<b>\$ 23,437,369</b>	<b>6.8%</b>

Note: The fiscal 2025 appropriation does not include deficiencies. The fiscal 2026 allowance does not include statewide salary adjustments budgeted within the Department of Budget and Management.