



Governor's Family Violence Council 2019 Annual Report

Executive Order 01.01.2012.05 F

Larry Hogan
Governor

Boyd K. Rutherford
Lt. Governor

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Acknowledgements

This *Governor's Family Violence Council 2019 Annual Report* is the result of hard work, valuable input, and dedication from numerous stakeholders. Government officials, law enforcement, legislators, community advocates, victims' rights representatives, state and local government representatives, and survivors. Everyone was generous with their time and supportive feedback. Their participation in the Governor's Family Violence Council, as well as their feedback, suggestions, and recommendations were invaluable for the final report. The completion, timeliness, and comprehensiveness of this report would not have been possible without their active participation and support.

Roster of Members

The Governor's Family Violence Council is composed of various members, and a Chair and a Vice-Chair appointed by Governor Hogan.

Governor Larry Hogan

Governor of Maryland

Lt. Governor Boyd K. Rutherford

Lt. Governor of Maryland

V. Glenn Fueston, Jr.

Executive Director, Governor's Office of Crime Control and Prevention

Jeanne Yeager

Chair, Executive Director, Mid-Shore Council on Family Violence

Dorothy J. Lennig, Esq.

Vice-Chair, Director, House of Ruth Domestic Violence Legal Clinic

Sam Abed

Secretary, Department of Juvenile Services

Lillian Agbeyegbe, DrPH

Survivor Advocate

Debbie Feinstein, Esq.

Chief, Special Victims Division, Montgomery County State's Attorney's Office

Brian E. Frosh

Maryland Attorney General

Trisha Gentle, Ed.D.

Maryland Network Against Domestic Violence

Kelly Hooper, Esq.

Office of the Attorney General

Robert L. Green

Secretary, Department of Public Safety and Correctional Services

Senator Susan Lee

Maryland Senate

Robert L. Neall

Secretary, Maryland Department of Health

Lisa Nitsch, MSW

Director of Training and Education, House of Ruth Maryland

Kathleen O'Brien, Ph.D.

CEO, Walden

Lourdes Padilla

Secretary, Maryland Department of Human Services

Colonel William M. Pallozzi

Superintendent, Maryland State Police

Scott Patterson

State's Attorney, Talbot County State's Attorney's Office

Laure Ruth

The Women's Law Center of Maryland

Manuel Ruiz

Synergy Family Services

Dr. Karen B. Salmon

Superintendent, Maryland State Department of Education

Delegate Haven Shoemaker
Maryland House of Delegates

David Shultie
Domestic Violence Law Manager,
Administrative Office of the Courts

Neshanna Turner
Survivor

Delegate Kriselda Valderrama
Maryland House of Delegates

Senator Chris West
Maryland Senate

Candy Edwards-Roach
Governor's Office for Children

Reverend Anne Orwig Weatherholt
Retired, Saint Mark's Episcopal Church

Family Violence Council Alternate
Representatives

Linda Alexander, MD
Maryland Department of Health

Barbara Darley
Governor's Office of Crime Control and
Prevention

Molli Cole
Maryland General Assembly

Jessica Dickerson
Department of Juvenile Services

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Office of State's Attorney, Talbot County

Deena Hausner
House of Ruth Maryland

Lieutenant Diane Hansen
Maryland State Police

Lisae C. Jordan, Esq.
Maryland Coalition Against Sexual Assault

Michael Lore
Maryland General Assembly

Christina Miles
Montgomery County State's Attorney's
Office

John McGinnis
Maryland State Department of Education

Corine Mullings
Maryland Department of Human Services

Mark Newgent
Office of Lieutenant Governor

Toni St. John
The Women's Law Center of Maryland

Carrie Williams, Esq.
Office of the Attorney General

David Wolinski
Department of Public Safety and
Correctional Services

Executive Order

In accordance with Executive Order 01.01.2012.05, the Governor's Family Violence Council is charged to provide the Governor with timely and accurate information on family violence with recommendations to reduce and eliminate abusive behaviors. Through its charge, and under the leadership of Chairwoman Jeanne Yeager, Executive Director of the Mid-Shore Council on Family Violence, Vice-Chairwoman Dorothy Lennig, Director, House of Ruth Domestic Violence Legal Clinic, and staff from the Governor's Office of Crime Control and Prevention (Office), the Council accomplished a variety of projects to improve accountability, awareness, and research in statewide family violence policy over the past year.

To address its charge, the Governor's Family Violence Council utilizes a framework in which members identify two or three key areas of family violence policy, selected by a majority vote, and championed by one member to be addressed by a workgroup of members over the duration of one year. At the conclusion of each year, the identified workgroup(s) presents its findings and recommendations to the Office for consideration.

In 2019, and under the leadership of the Governor's Family Violence Council, three workgroups collaborated with its partners to address the following key areas of family violence:

- The [Healthy Teen Dating Workgroup](#) concluded in FY 2019, and created a teen dating violence infographic.
- The [Fingerprinting in Domestic Violence Cases Workgroup](#) focused on the gap of cases that are not fingerprinted or recorded as domestically-related.
- The [Abuse Intervention Program Certification Review Process Workgroup](#) amended the process to review abuse intervention program certification applications to ensure programs are evaluated equally.

To continue to build upon these efforts, the Governor's Family Violence Council identified a new area of study to pursue in FY 2020:

- [Intimate Partner Violence and Pregnancy](#)

Background

In 1995, the Lieutenant Governor and the Attorney General established the Family Violence Council to bring together leaders from various systems to produce recommendations and an action plan to reduce family violence in Maryland.

In 1998, Executive Order 01.01.1998.25 formed the Family Violence Council to improve coordinated responses to family violence issues in Maryland, to prevent and reduce family violence in Maryland, and to break the cycle of violence between generations.¹ Pursuant to its charge, the Family Violence Council consisted of representatives from criminal justice systems and the community to work in conjunction with the Maryland Network Against Domestic Violence and other state organizations to develop and promote workplace policies and training for state employees.² Furthermore, it required the Family Violence Council to take effect on October 1, 1998.

In 2006, Executive Order 01.01.2006.01 established the Governor's Council on Family Violence Prevention within the Governor's Office of Crime Control and Prevention (Office).³ Through its order, it required the Governor's Council on Family Violence Prevention to advise the Governor on matters related to family violence and to make recommendation based on analytical findings, best practices, research, and other gathered information related to its topic.⁴

In 2008, Executive Order 01.01.2008.16 rescinded Executive Order 01.01.2006.01, and established the Governor's Family Violence Council (Council) within the Office.⁵ Pursuant to its charge, it required the Council to provide the Governor with timely and accurate information on family violence with recommendations to reduce and eliminate abusive behaviors.⁶

In 2012, Executive Order 01.01.2012.05 amended Executive Order 01.01.2008.16, to add additional members to serve on the Council to address issues related to domestic violence.⁷ Executive Order 01.01.2012.05 also required the Council to remain within the Office and to continue its mission to provide the Governor with timely and accurate information on family

¹ The State of Maryland, Executive Department. (1998). [*Executive Order 01.01.1998.25, Domestic Violence and the Workplace.*](#)

² Ibid.

³ The Just Call Me Charley Blog. [*Governor Ehrlich: Governor's Council on Family Violence Prevention \(Executive Order 01.01.2006.01\).*](#)

⁴ Ibid.

⁵ The Department of Legislative Services, General Assembly of Maryland. (2008). [*Executive Orders 2008.*](#)

⁶ Ibid.

⁷ The Department of Legislative Services, General Assembly of Maryland. (2012). [*Executive Orders 2012.*](#)

violence with recommendations to reduce and eliminate abusive behaviors.⁸ Pursuant to its order, the Council is charged with the following duties and responsibilities:

1. Advise the Governor through the Executive Director of the Office on matters related to family violence.
2. Identify and analyze State policies and programs relating to family violence, including but not limited to:
 - a. Collecting data from State agencies relating to the prevention and reduction of domestic violence and related family violence;
 - b. Identifying resources available to reduce and prevent family violence through a statewide coordinated effort; and
 - c. Identifying opportunities for collaboration between governmental agencies.
3. Examine, or cause to be examined, the relationship between family violence and other societal problems, including but not limited to juvenile delinquency, alcohol and substance abuse, truancy, and future criminal activity.
4. Identify best practices, research, and information pertaining to abuser intervention and related programs.
5. Propose to the Governor, through the Executive Director of the Office, legislative, regulatory, and policy change to reduce and prevent the incidence of domestic violence and related family violence, to protect victims, and to punish perpetrators.
6. Perform such other duties and functions as may be appropriate and necessary for the Council to address and implement the provisions of this Executive Order.

In addition to the assigned duties and responsibilities, the Council is required to submit an annual report to the Governor by December 1 of each year to provide the status of family violence in Maryland and recommend improvements to the state's activities to prevent family violence.⁹

⁸ Ibid.

⁹ Ibid.

Governor's Family Violence Council

FY 2019 Areas of Study

In FY 2019, the Council continued to address issues related to domestic violence to provide the Governor with timely and accurate information on family violence, and to make recommendations to reduce and eliminate abusive behaviors. Pursuant to its charge, the Council collaborated with its partners to address key areas of family violence: healthy teen dating, fingerprinting in domestic violence cases, and abuse intervention program certification review process.

Healthy Teen Dating

The Healthy Teen Dating Workgroup received a proposal from Lauren Creamer, a graduate student at the University of Maryland School of Public Health, to create an infographic for the *Healthy Teen Dating: A Guide for Educators and Youth Service Professionals* (as illustrated below and in [Appendix A](#)).

Teen Dating Violence is a problem in Maryland and we can prevent it!

1 in 10
In 2017, one in ten high school students in Maryland reported experiencing physical dating violence.

A current or former dating partner can perpetrate teen dating violence which includes sexual violence, physical violence, psychological aggression, financial abuse, and stalking.

Some forms of teen dating violence, such as psychological aggression and stalking, can take place on social media and through electronic devices.

Signs of teen dating violence include

- Extreme jealousy
- Checking dating partner's email or cell phone without permission
- Pressuring or forcing dating partner to have sex
- Isolating dating partner from friends and family

Healthy teen dating programs can prevent teen dating violence.
The Centers for Disease Control and Prevention outlined strategies shown to work to prevent intimate partner violence.

Teaching safe and healthy relationship skills
Prepares young people to foster mutually respectful and non-violent relationships. Covers topics such as conflict resolution techniques, healthy communication skills, and empathy among other skills.

Engaging influential adults and peers
Trains men and boys as allies in teen dating violence prevention and bystander empowerment. Promotes social norms around the equality of men and women as well as the unacceptability of violence.

Love shouldn't hurt.
Find the prevention program that is right for you!

Dating Matters
Cost: Free
Audience: Middle school
Languages: English
Description: Provides training for educators about teen dating violence. The Centers for Disease Control and Prevention (CDC) developed the 60-minute training.

One Love
Cost: Varies
Audience: Middle and high school
Languages: English; Spanish
Description: Students are educated on healthy and unhealthy relationship behaviors using film and discussion. Free tools are available on the One Love website.

Coaching Boys into Men
Cost: Free
Audience: High school male athletes
Languages: English; Spanish (international version); French (international version)
Description: Coaches are provided tools to lead weekly coach-to-athlete trainings throughout athletic season. The trainings cover ways to model respect and promote healthy relationships.

Shifting Boundaries
Cost: Free
Audience: Middle school
Languages: English
Description: Multiple lessons are provided to students in the classroom and in a school wide setting. The program lessons highlight consequences of behavior.

FIND MORE PROGRAMS

CHANGING Maryland for the Better
Governor's Office of Crime Control & Prevention
<http://goccp.maryland.gov>

No official endorsement by the Governor's Office of Crime Control and Prevention of any product, commodity, service, policy or practice mentioned in this publication is intended or should be inferred.

This infographic has embedded links and is meant to be viewed from a computer. You can find the infographics on the Governor's Office of Crime Control and Prevention website www.goccp.maryland.gov/.

In 2019, this infographic was disseminated to approximately 900 stakeholders within varying sectors of the State, to include: public and private education, religious organizations, youth

organizations, summer camps, social work, and others. The infographic was also posted on the [Office's website](#).

Moving forward, the workgroup recommends that the resource guide and the infographic be shared within the community, and on a continual basis. The workgroup also recommends that the Council continue to prioritize healthy teen dating education and awareness, and to follow-up with stakeholders on an annual basis.

The workgroup held its final meeting in January 2019.

Fingerprinting in Domestic Violence Cases

In 2012, the Maryland General Assembly amended the Criminal Procedure Article and created “domestically-related crimes” (DRC). The law states that at the time of a criminal sentencing, if the State proves that the defendant and the victim have a “domestically-related relationship,” the judge will be required to report that in the Criminal Justice Information System (CJIS). As the Council explored reasons why there were fewer DRCs than they expected, they discovered that in order for a case to show up in CJIS, the defendant had to have been fingerprinted. The group wondered if there were cases where the judge determined that the case was domestically-related but they were not being reported in CJIS because the defendant had never been fingerprinted.

To address this gap, the workgroup was tasked with determining if there were systematic gaps in the fingerprinting process. If so, the workgroup was also tasked to make recommendations to address the gaps. To assist in this matter, representatives from CJIS participated on the workgroup. CJIS staff indicated that they believed training and education to court personnel, judges, Department of Parole and Probation, law enforcement, corrections, and state’s attorneys would help this issue.

The workgroup realized that it needed data to determine how widespread the lack of fingerprinting was, not only with DRC, but with all crimes in Maryland. The workgroup was concerned about the statewide public safety issues of the State not having access to a person’s full criminal record because the defendant did not have an accurate record in CJIS.

In order to understand the magnitude of the issue, the workgroup decided it needed more information and formulated a data request to the courts. Once the workgroup received the court data, staff at CJIS agreed to determine how many defendants had been fingerprinted and, therefore, had a CJIS record.

Data Request

Members drafted a request to the Government Relations and Public Affairs division of the Administrative Office of the Courts, and Dorothy Lennig, Chair of the Fingerprinting in Domestic Violence Cases Workgroup, submitted this request.

The request asked for 1,000 randomly selected, closed, adjudicated district court cases, that resulted in a guilty or probation before judgement verdict from FY 2017, that included: defendant's name, defendant's date of birth, defendant's race, court case and/or tracking number, county, and the location of the district court.

Once data were received, CJIS completed a thorough analysis to identify cases that were fingerprinted, based on the "type of event" (*as illustrated below*). Overall, the workgroup found that the defendant was fingerprinted in 72% of the cases, but were not fingerprinted in 28% of the cases. This means, that in 28% of the cases, there is no criminal record for this defendant. Of the 994 cases, 49 were domestically-related; and 35 of the domestically-related cases were properly reported and flagged, and fingerprinted. Based on these findings, and as illustrated below, 28.6% of the domestically-related cases were not fingerprinted and, therefore, the defendant in these cases does not have a criminal record in CJIS.

Type of Event	Total Sample	Fingerprinted	% Fingerprinted
Citations (non-reportable)	667	456	68.4%
Statement of Charges	220	207	94.1%
Summons	59	19	32.2%
Warrant	48	38	79.2%
Total	994	720	72.4%

* A total of six cases were not used in this analysis because four were not located in CJIS, and two were duplicates.

Type of Event	Total Sample	Fingerprinted	% Fingerprinted
Domestically-Related	49	35	71.4%

Although the workgroup expressed its concern with these findings, the members recognized that the Council must focus on its charge to make recommendations on reducing and eliminating domestic violence. However, the workgroup noted that the lack of fingerprinting appears to be among all case types.

Recommendations

- Expand the analysis to look at more reportable event cases and circuit court cases. This could further shed light on the prevalence of more serious offenses showing up on the offender's criminal history. This would require overtime for existing CJIS staff.
- Conduct a gap analysis to map out the process of where individuals can be fingerprinted, and the reasons why they are not being fingerprinted.
- With approval, review the University of Maryland CJIS audit for any pertinent information for the workgroup.
- Consider presenting the findings to the Justice Reinvestment Oversight Board with the hopes of expanding the scope beyond domestic violence.
- Continue efforts to educate judges, court personnel, law enforcement, state's attorneys, etc. CJIS is currently focusing on conducting education.
- Coordinate with Department of Public Safety and Correctional Services on the evaluation of the Baltimore City Live Scan pilot program to identify deficiencies around the lack of usage, issues with training, etc.
- Ensure state's attorneys request that domestically-related cases be flagged as such.

Abuse Intervention Program Certification Review Process

In FY 2019, the Abuse Intervention Program (AIP) Certification Review Process Workgroup reviewed the AIP certification application review form that is used to review applications seeking certification. The workgroup was tasked to make revisions to the form to ensure the questions and sections are weighted properly and the score within each section is objectively distributed, and to standardize the certification review process.

As the certifying body for all court approved AIPs in Maryland, the Council coordinates a yearly certification for programs. After reviewing applications in May 2018, members determined that the scoring criteria must be clear to ensure programs are evaluated the same.

AIP Certification Review Form

The AIP certification review form contained six sections, with maximum scores ranging from five to 25. The workgroup reviewed this form and adjusted the points in each section and subsection. As a result, the sections were weighted differently, based on the importance of its content and how it aligns with the [*AIP Operational Guidelines for Abuse Intervention Programs*](#). Prior to the review of the scoring allocations per section, members examined the operational guidelines and recommended the inclusion of three additional guidelines (*as illustrated below*):

- Vulnerable adult and elder abuse reporting.

- The AIP shall have clearly written policies and procedures to define how partners/victims may file grievances.
- All AIP group members shall be given the opportunity to provide participation feedback to the AIP.

Members agreed to reduce the number of sections on the review form, from six to four. In doing this, the following sections were impacted:¹⁰

- Program Certification (section 1.0) no longer requires any points.
- Operating Standards (section 3.0) increased to 45 points. The guidelines in this section are critical to victim safety and program operation.
- Discharge Criteria (section 4.0) decreased to 15 points. The workgroup took the number of guidelines into consideration and this section has significantly fewer guidelines than the last section.
- Program Staffing (section 5.0) decreased to 22 points.
- Letters of Support moved under Community Collaboration (section 6.0) creating a total of 18 points.

Workgroup members discussed the minimum thresholds needed for each section of the application review form to be eligible for certification. They decided that any program that receives a score below 90 on their application will not be certified, and programs that score between 90 and 99 will be asked to submit additional documentation in order to be certified. This additional documentation and/or correction must occur within a certain timeframe to remain eligible for certification. Programs will only be certified if the application receives a score of 100.

Programs that operate in multiple locations with different staff members will only be required to submit a new cover sheet of the application for each location as long as all policies and procedures are the same.

The workgroup will continue to meet on an ad hoc basis to address any issues that arise on the AIP certification process.

FY 2020 Area of Study

In July 2019, and after a vote, members of the Council decided to address a new area of study in FY 2020, and to continue to focus on fingerprinting in domestic violence cases under the purview of the Council.

¹⁰ It is important to note that the total number of points continue to equal 100.

Intimate Partner Violence and Pregnancy

“In 2007, females were the victims in 75% of Maryland crimes associated with intimate partner violence.”¹¹ “Assault accounted for 92% of intimate partner violence crimes against women.”¹² “The leading cause of death among pregnant and postpartum women in Maryland was homicide.”¹³ “Over half of these homicides were perpetrated by a current or former intimate partners.”¹⁴ To address this issue, the newly formed Intimate Partner Violence and Pregnancy Workgroup will identify gaps in programming for pregnant victims of intimate partner violence, and how to increase awareness of the connection between pregnancy and intimate partner violence.

Program Updates

The Council serves as the certifying body for all AIPs in Maryland. Specifically, the Council certifies AIPs for inclusion in the Administrative Office of the Courts’ *Bench Book for Maryland Judges* to refer abusers to appropriate intervention programs. In April 2019, the Council received 15 applications for AIP certification. Through a peer review process, the Council reviewed the applications which resulted in the certification or recertification of 10 AIPs (see [Appendix B](#) for a list of the certified AIPs). Two programs submitted three applications as the programs have multiple sites. Five programs did not receive certification. Three programs are no longer providing abuse intervention programming and are no longer certified (HopeWorks of Howard County, Walden, and Project Chesapeake).

AIP certification is valid for three years from the date of issuance. Once certification status has been issued, an audit may be conducted at any time during the three year certification period to ensure programs are compliant with the [AIP Operational Guidelines for Abuse Intervention Programs](#) in Maryland set forth by the Council. In FY 2019, 11 programs received an audit of which all resulted in a compliant outcome.

Looking Ahead: Goals for 2019 - 2020

To continue these efforts, and with the support of the Hogan-Rutherford Administration, the Council identified several goals to pursue in FY 2020, to include the following:

- Deliver and accept workgroup recommendations on intimate partner violence and pregnancy.
- Address several of the workgroup recommendations on fingerprinting in domestic violence cases.

¹¹ Maryland Department of Health. (2012). [Domestic Violence/Intimate Partner Violence During Pregnancy](#).

¹² *ibid.*

¹³ *Ibid.*

¹⁴ *Ibid.*

- Complete certification and review of the AIPs that are due for recertification and/or requesting certification for the first time.
- Conduct audits of AIPs to ensure compliance with the operational guidelines.
- Build capacity of Maryland domestic violence organizations by assisting with information and awareness sharing.
- Advise the Governor, through the Executive Director of the Office, on workgroup topics and recommendations for the upcoming fiscal year.

APPENDICES

Appendix A: Teen Dating Violence Infographic

Teen Dating Violence

is a problem in **Maryland** and we can prevent it!



1 in 10

In 2017, one in ten high school students in Maryland reported experiencing physical dating violence.

A **current or former dating partner** can perpetrate teen dating violence which includes sexual violence, physical violence, psychological aggression, financial abuse, and stalking.

Some forms of teen dating violence, such as psychological aggression and stalking, can take place on **social media** and through **electronic devices**.



Signs of teen dating violence include

- Extreme jealousy
- Checking dating partner's email or cell phone without permission
- Pressuring or forcing dating partner to have sex
- Isolating dating partner from friends and family

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The Centers for Disease Control and Prevention outlined strategies shown to work to prevent intimate partner violence.

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Engaging influential adults and peers

Trains men and boys as allies in teen dating violence prevention and bystander empowerment. Promotes social norms around the equality of men and women as well as the unacceptability of violence.

Click here to see which region of Maryland you are in!

Love shouldn't hurt.

Find the prevention program that is right for you!

Dating Matters

Cost: Free
Audience: Middle school
Languages: English
Description: Provides training for educators about teen dating violence. The Centers for Disease Control and Prevention (CDC) developed the 60-minute training.



One Love

Cost: Varies
Audience: Middle and high school
Languages: English; Spanish
Description: Students are educated on healthy and unhealthy relationship behaviors using film and discussion. Free tools are available on the One Love website.

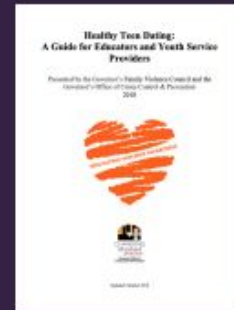
Coaching Boys into Men

Cost: Free
Audience: High school male athletes
Languages: English; Spanish (international version); French (international version)
Description: Coaches are provided tools to lead weekly coach-to-athlete trainings throughout athletic season. The trainings cover ways to model respect and promote healthy relationships.

Shifting Boundaries

Cost: Free
Audience: Middle school
Languages: English
Description: Multiple lessons are provided to students in the classroom and in a school wide setting. The program lessons highlight consequences of behavior.

FIND MORE PROGRAMS



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This infographic has embedded links and is meant to be viewed from a computer. You can find the infographics on the Governor's Office of Crime Control and Prevention website www.goccp.maryland.gov/.

Appendix B: Certified Abuse Intervention Programs

In 2019, certified AIPs in Maryland include the following:

Abused Persons Program, New Beginnings Abuser Intervention Program
Alcohol & Drug Intervention (ADI)
Calvert County Health Department, Crisis Intervention Center, Abuser Intervention Program
Catoctin Counseling Center
Center for Abused Persons
Citizens Assisting and Sheltering the Abused (CASA), Inc., Positive Choices Abuser Intervention Program
Community Crisis Services, Inc., Abuser Intervention Program
Dove Center, Abuser Intervention Program
Family and Children's Services, Abuser Intervention Program
Family Crisis Center of Baltimore County, New Behaviors Group Program
Family Crisis Resource Center, Abuser Intervention Program
HARBEL Community Organization, Inc., Harbel Prevention and Recovery Center
Heartly House, Abuse Intervention Program
House of Ruth Maryland, Gateway Project
Life Crisis Center, Inc.
Mid-Shore Council on Family Violence, Abuser Intervention Program
My Covenant Place, Alpha Project
North Carroll Counseling Center, Abuser Intervention Program
Relational Excellence, Engaging Men's Program
A Renewed Mind Behavioral Health Center, Abuser Intervention Program
Sexual Assault/Spouse Abuse Resource Center (SARC), Inc., Abuser Intervention Program
Si Puedo, Abuser Intervention Program
Synergy Family Services, Inc.
TurnAround, Abuser Intervention Program
YWCA of Annapolis and Anne Arundel County