



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

**Governor's Family Violence Council 2022
Annual Report**

Executive Order 01.01.2012.05 F

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Governor

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Acknowledgements

This *Governor's Family Violence Council 2022 Annual Report* is the result of hard work, valuable input, and dedication from numerous stakeholders, to include: 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.

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Governor of Maryland

Lt. Governor Boyd K. Rutherford
Lt. Governor of Maryland

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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 of the House of Ruth Domestic Violence Legal Clinic, and staff from the Governor's Office of Crime Prevention, Youth, and Victim Services, the Governor's Family Violence 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 Governor's Office of Crime Prevention, Youth, and Victim Services for consideration.

In 2022, under the leadership of the Governor's Family Violence Council, two workgroups collaborated with its partners to address the following key areas of family violence:

- The [Abusers Not Meeting Conditions of Court Orders Workgroup](#) identified that abuse intervention program (AIP) data fields added to the Offender Case Management System (OCMS) in 2020 are not being utilized by probation agents in order to better track AIP completion and hold abusers accountable.
- The [Abuse Intervention Program Certification Workgroup](#) identified the need for guidance for abuse intervention programs and domestic violence programs when engaging in a working relationship.

To build upon these efforts, the Governor's Family Violence Council will continue to pursue the Abuse Intervention Program Certification Workgroup in State FY 2023, and has identified three areas of family violence to address: Access to Benefits for Immigrant Survivors, Stalking, and a Survivor Advisory Council.

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.

In 2006, Executive Order 01.01.2006.01 established the Governor's Council on Family Violence Prevention within the Governor's Office of Crime Prevention, Youth, and Victim Services (Office),² formerly the Governor's Office of Crime Control and Prevention.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 recommendations based on analytical findings, best practices, research, and other gathered information related to its topic.

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.⁴ 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.

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.⁵ It 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 violence with recommendations to reduce and eliminate abusive behaviors. Pursuant to its order, the Council is charged with the following duties and responsibilities:

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

² The Just Call Me Charley Blog. [*Governor Ehrlich: Governor's Council on Family Violence Prevention \(Executive Order 01.01.2006.01\)*](#).

³ Maryland General Assembly. (2020). [*Chapter 11, Acts of 2020*](#). In March 2020, the Governor's Office of Crime Control and Prevention was renamed the Governor's Office of Crime Prevention, Youth, and Victim Services.

⁴ The Department of Legislative Services, General Assembly of Maryland. (2008). [*Executive Orders 2008*](#).

⁵ The Department of Legislative Services, General Assembly of Maryland. (2012). [*Executive Orders 2012*](#).

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 units.
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 changes 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 accordance with Executive Order 01.01.2012.02 F, the Council is also 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 to recommend improvements to the State's activities to prevent family violence.

Governor's Family Violence Council

FY 2022 Areas of Study

In FY 2022, 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: abusers not meeting conditions of court orders and abuse intervention program certification.

Abusers Not Meeting Conditions of Court Orders

The workgroup was reinstated to address the issue of when abusers who fail to meet the conditions of their probation have their probation expire while enrolled in an abuse intervention program (AIP) and face almost no consequences when their cases are closed. The same issue was

addressed by the Council in 2014-2015, when the workgroup met with the Department of Public Safety and Correctional Services (DPSCS) and requested data fields to be added to the Offender Case Management System (OCMS) which tracks case information on offenders. The AIP related data fields were added in August 2020.

The reconvened workgroup aimed to answer: *What is the outcome of cases when defendants fail to meet conditions of a court order, and what are the repercussions?* Due to the updates made to the OCMS to include additional data fields to track AIP orders and completion, the Council requested violation of probation data related to abuse intervention programs from DPSCS.

During the period of August 2020 - October 2021, the workgroup requested the:

- number of offenders with AIP as a condition of probation
- number of offenders who fail to complete AIP within probation period
- number of offenders who were violated for failure to complete AIP within probation period (of those, number of offenders where probation was continued, revoked, or closed, as well as number of offenders with failure to complete AIP or AIP condition removed)

The Workgroup received the AIP data from DPSCS, which only included 18 cases. The workgroup found that the new OCMS data fields for AIP were not being utilized. As a result of this finding, DPSCS began to train agents on the new fields in order to better track AIP data and hold abusers accountable. The workgroup will reconvene once agents are trained and DPSCS is able to begin collecting AIP data. Members of the workgroup also recommended that the data be requested from DPSCS on a quarterly basis, moving forward.

Abuse Intervention Program Certification

The Abuse Intervention Program (AIP) Certification Workgroup is working to develop guidance for both abuse intervention programs and domestic violence programs when engaging in a working relationship. The Council is considering amending the requirement for a letter of support from a domestic violence program to a memorandum of understanding (MOU). If this amendment is made, the Council will issue guidance for both abuse intervention programs and the domestic violence programs, including conditions and expectations. The Council would also need to address what would happen when the programs do not align philosophically.

FY 2023 Areas of Study

In July 2022, and after a vote, members of the Council decided to continue its work on the current Abuser Intervention Program Certification Workgroup, and address three new areas of study: Access to Benefits for Immigrant Survivors, Stalking, and a Survivor Advisory Council.

The Access to Benefits for Immigrant Survivors Workgroup will develop recommendations to improve the accessibility of benefits for immigrant survivors of domestic violence by examining

how Maryland's benefits, policies, and laws compare to other states, the gaps and barriers immigrant domestic violence survivors face when accessing services, the U visa certification process and how/if it is working, and how immigrant survivors are accessing criminal injuries compensation and what barriers they encounter.

The Stalking Workgroup will examine stalking laws in Maryland and how they can be improved, the nexus between stalking and homicides, the nexus between stalking and protective orders, and stalking investigations in order to provide recommendations to improve the safety of victims and survivors in Maryland.

The Survivor Advisory Council Workgroup will research advanced survivor involvement in human trafficking sectors for models to adapt for domestic violence survivor involvement. The workgroup will research domestic violence advisory councils and provide recommendations to the Council on implementation.

The Abuse Intervention Certification Workgroup will continue to develop guidance for abuse intervention programs relationship with the domestic violence provider and the requirement for an MOU between the AIP and the domestic violence provider.

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 2022, the Council received eight applications for AIP certification, including seven applications for recertification and one application for a new program. Through a peer review process, the Council reviewed the applications which resulted in the recertification of seven AIPs (see [Appendix](#) for a list of the certified AIPs). One program did not receive certification.

AIP certification is valid for three years from the date of issuance. Once certification 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 2022, seven programs received an audit of which all resulted in a compliant outcome.

Legislation

The Council provided letters of support for the following bills which were passed by the Maryland General Assembly in 2022:

- [House Bill 148/Senate Bill 328](#) - Criminal Law - Stalking - Definition: Altering the

definition of stalking to include conduct which occurs in person, through electronic communication, or through the use of a device that can pinpoint or track the location of another without the person's knowledge or consent.

- [House Bill 284/Senate Bill 20](#) - *Criminal Procedure - Out of Court Statements - Child Victims and Witnesses*: Authorizing the court to admit into evidence in certain criminal proceedings certain out of court statements made by a child victim or witness who is under the age of 13 years and an alleged victim or a witness in a case concerning a crime of violence, subject to certain requirements.
- [House Bill 817](#) - *Criminal Law – Violation of a Protective Order – Merger Prohibition and Separate Sentence Authorization*: Prohibiting a conviction for violation of a certain protective order from merging with a conviction for a certain other crime; and authorizing a sentence for violation of a certain protective order to be imposed separate from and consecutive to or concurrent with a certain other sentence.

Looking Ahead: Goals for 2022 - 2023

To continue these efforts, and with the support of the Hogan-Rutherford Administration, the Council identified several goals to pursue in FY 2023, to include the following:

- Deliver and accept workgroup recommendations on access to benefits for immigrant survivors.
- Deliver and accept workgroup recommendations on stalking.
- Deliver and accept workgroup recommendations on a survivor advisory council.
- 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.

Appendix: Certified Abuse Intervention Programs

The following AIPs are certified in Maryland:

Abused Persons Program, New Beginnings Abuser Intervention Program
Alcohol & Drug Intervention (ADI)
Calvert County Health Department, Calvert Center for Change, Abuser Intervention Program
Catoctin Counseling Center
Center for Abused Persons
Citizens Assisting and Sheltering the Abused (CASA), Inc., Positive Choices Abuser Intervention Program
Dove Center, 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
Relational Excellence, Engaging Men's Program
Sexual Assault/Spouse Abuse Resource Center (SARC), Inc., Abuser Intervention Program
Southern Maryland Center for Family Advocacy
Springboard Community Services, Abuser Intervention Program
Synergy Family Services, Inc.
TurnAround, Abuser Intervention Program
YWCA of Annapolis and Anne Arundel County