

Maryland's Comprehensive State Crime Control and Prevention Plan 2021 - 2023

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Message from the Executive Director

As Executive Director of the Governor's Office of Crime Prevention, Youth, and Victim Services, I am pleased to present *Maryland's Comprehensive State Crime Control and Prevention Plan 2021 - 2023*.



We have created a plan that reflects our commitment to the citizens of Maryland to reduce and prevent crime. This plan supports the development and implementation of evidence-based and results-driven policies, practices, and programs to make Maryland safer. We recognize that our work is crucial to quality of life in our communities and must include input from our long-standing partners who provide essential direct services to the citizens of Maryland and understand their needs. To this end, we will continue to work with, and take guidance from our public safety partners as well as organizations that work with victims of crime, as well as Maryland's children, youth, and families.

We remain committed to supporting the criminal justice system in order to improve public safety, protect our communities, improve the well-being of children and families, and restore the rights of victims, while maintaining fiscal responsibility and holding programs and practices accountable for the results our citizens deserve.

Our strategic plan focuses on making Maryland a safer place to live, work, and raise a family by reducing crime and promoting a safe, fair, and efficient criminal justice system across the State. This comprehensive plan is intended as a roadmap for the Governor's Office of Crime Prevention, Youth, and Victim Services as we work with our federal, state, local, and community partners to make Maryland safer. This document is also intended as a living document that will evolve to meet changing needs and developing threats.

By continuing to partner with entities across disciplines we can and will achieve a safer Maryland, and I look forward to working with each and every one of you as we make this happen.

Sincerely,

V. Glenn Fueston, Jr.
Executive Director
Governor's Office of Crime Prevention, Youth, and Victim Services

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Office Summary

Vision

A safer Maryland

Mission

To serve as a coordinating office that advises the Governor on criminal justice strategies. The office plans, promotes, and funds efforts with government entities, private organizations, and the community to advance public policy, enhance public safety, reduce crime and juvenile delinquency, and serve victims.

Responsibility

The Governor's Office of Crime Prevention, Youth, and Victim Services (Office) is the designated State Administering Agency (SAA) for Maryland. The Governor appointed the Office to this role in accordance with federal statute, making the Office responsible for "comprehensive criminal justice planning and policy development within the State." As the State Administering Agency, the Office allocates resources statewide and acts to "distribute, monitor, and report on spending" under many state and federal programs.

The Office is the executive branch agency designated to accept, plan, and distribute criminal justice funds, and seeks to leverage State and federal grant dollars to address the needs of statewide and local criminal justice systems. The Office also serves as the primary coordinating body for State and local public safety issue identification, system collaboration, policy development, and system planning and implementation.



Objectives

The Office works closely with a multidisciplinary team of state and local entities to achieve the following objectives:

- Develop criminal justice strategies that are coordinated at the local, State, and federal level.
- Improve victim services for Maryland residents.
- Improve the well-being for all Maryland children and youth
- Maximize the public safety returns on Maryland's corrections spending.
- Increase the availability of data to support data-driven approaches to criminal justice issues in Maryland.

The Office places a significant emphasis on instituting strategic planning to align priorities at the State and local levels, to ensure the Office remains ahead of threats that impact the State, and to continue to be good stewards of the funds administered. Implementing evidence-based practices and data-driven decisions ensures the Office allocates resources to issues and jurisdictions in a way that will produce measurable outcomes, and assist in developing outcome-based performance measures for grant recipients. In doing this, the Office ensures the best use of resources and a better understanding of how programs increase the safety and improve the quality of life for Maryland citizens and visitors.

Strategies

The Governor's Office of Crime Prevention, Youth, and Victim Services continues to build upon its comprehensive crime reduction strategy, which is based on a three-pronged approach to support and enhance law enforcement, prevention, and victim services. This approach includes strategies for building a robust support system for victims of crime within the State of Maryland, prioritizing a system that reduces adverse childhood experiences in our youth population, and supporting collaborative enforcement efforts that target gangs, drug, firearms, and human trafficking organizations. The following pages describe the three focus areas in greater detail, to include common threads of data, research, and justice reinvestment.

Data management, which enables data-driven decision-making, is a complex but necessary effort that allows the Office to develop, implement, and measure outcomes for initiatives intended to increase public safety in Maryland. These concepts can also be implemented by agencies in the field to more effectively accomplish goals and make Maryland safer. In order to better understand threats, develop policy, and provide pertinent information to the Governor and his administration, the Office continues to develop a data sharing system across the State. To this end, the Office works to establish clear memorandums of understanding with agencies regarding the sharing and use of information. In order to ensure the security of the data and appropriate usage, the Office establishes policies to ensure proper storage and dissemination of information in accordance with existing memorandums of understanding and industry best practices.

In addition, the Office implemented a business intelligence and analytics platform using Microsoft Power BI that simplifies data evaluation and sharing via scalable dashboards, interactive reports and embedded visuals. These dashboards serve multiple purposes. They assist our office to better understand threats and needs and therefore allow for better decision making on funding, program implementation and policy recommendations. A variety of criminal justice dashboards have been created for the following:

- To track grant funding for all sub-recipients;
- Supplementing or providing additional insight for legislative reports including but not limited to, race based traffic stops and the Violence Intervention Prevention Program Report;
- Visualize and evaluate the outcomes of many programs such as Handle with Care Program, Maryland Crime Intelligence Network, and the Heroin Coordinators Program;
- Collect, and coaliate public safety data (crime statistics, adverse childhood experiences etc.) to help identify threats and needs.

The Office, in partnership with the University of Maryland, established the Maryland Crime Research and Innovation Center (Center), which utilizes resources from the University System of Maryland (USM) to help the state's crime control and prevention efforts which align with the Office's three focus areas. The Center employs the State's collective expertise and resources to conduct interdisciplinary research and assist in informing state policies and programs.

Enforcement

Federal, state, and local level coordination across disciplines is necessary to effectively and efficiently reduce and prevent crime in Maryland. A primary tactic for reducing violent crime is focusing resources on identifying, disrupting, and dismantling gangs and violent criminal networks. Criminals involved in the trafficking and use of firearms in crimes of violence, human trafficking, distribution of illegal drugs, and other inherently violent criminal enterprises will be targeted through shared enforcement, prevention, intervention, and reentry strategies.

In addition to reducing the supply of illegal drugs and dismantling violent drug markets, law enforcement plays an important role in addressing the demand for substances and assisting community members in need. Poverty, behavioral health conditions, and homelessness can contribute to criminal activities and increase the likelihood of victimization. The Office understands that the criminal justice system may not provide the resources needed to address these underlying conditions. Therefore, Maryland invests in public health and public safety partnerships to give law enforcement additional tools and resources to further assist individuals and communities in need.

To support this effort, it is necessary to establish and maintain a coalition of criminal justice agencies to share and coordinate tactics, resources, and intelligence through comprehensive data sharing, cross-jurisdictional partnerships, effective policies, and supportive technologies. Coalition partners specifically focus resources on one of the following: gangs, drug trafficking, firearms trafficking, and human trafficking.

Enforcement efforts are supported through the following initiatives:

- **Continue support and improve data collection for criminal justice reform.** The Justice Reinvestment Initiative (JRI) is a nationwide data-driven approach to improve public safety, reduce corrections spending, and reinvest savings in strategies that reduce crime as well as reduce recidivism. This initiative emphasizes treatment for those struggling with addiction; provides an opportunity to elevate the voice of victims; focuses prison beds on serious, repeat offenders; and strengthens community supervision through evidence-based practices. By freeing up law enforcement resources to focus on violent repeat offenders, The Maryland Criminal Intelligence Network complements this effort by assisting law enforcement to efficiently identify violent repeat offenders in which

incarceration is needed to ensure public safety. The office oversees the implementation of the Justice Reinvestment Act (JRA) in Maryland and directs current as well as future reinvestment funding to JRI priorities. The office coordinates and oversees the work of three JRA Boards. The Local Government Commission continues to monitor, recommend and investigate evidence based programming and gaps in services at the local level. The board also develops performance measures and monitors progress of JRA reinvestment funded grantees. The Advisory Board continues to investigate data collection and has begun exploring opportunities to improve Maryland's expungement system as well as JRA-related aspects of the Juvenile Justice Reform Council. The Oversight Board approved recommendations to improve Geriatric Parole, and continues to monitor the implementation of the Justice Reinvestment Act to ensure it is working as intended. Through JRA's data-driven approach, Maryland has seen a reduction in corrections spending. The Office commits to developing more opportunities to share data between criminal justice and behavioral health entities, as well as better tracking outcomes of patient treatment visits. The Office aims to build an infrastructure that allows Maryland agencies to collect, analyze, and report relevant licensing data and other datasets that measure reentry success. The data, collected over time, allows impact measurement of reforms on collateral consequences.

- **Support and assist programs and entities through the Governor's Council on Gangs and Violent Criminal Networks.** Created in 2017, the Governor's Council on Gangs and Violent Criminal Networks (the Council) provides leadership, policy oversight, and coordination of operational strategies to collect and share relevant data related to violent crime and victimization. The Council also provides support and assistance to programs and entities participating in the Maryland Criminal Intelligence Network (MCIN) and the Governor's Special Operations Group (GSOG). Additionally, the Council developed a three-stage intelligence analysis component which includes: the identification of core repositories of data; the ability to connect repositories of data; and the identification of additional data resources as it relates to state, regional, and national systems. This component will improve collaboration and information sharing efforts across all levels of government to effectively reduce crime. Moving forward, the Council will continue to support and assist programs and entities focused on identifying, disrupting, and dismantling gangs and violent criminal networks through collaboration and comprehensive data sharing. Although the GSOG was not operational in 2019, and delayed in 2020 due to the Coronavirus Disease 2019 (COVID-19) pandemic, it is expected to be a key resource to the Council in 2021 and coming years.
- **Coordinate with the special operations unit to disrupt and dismantle violent gangs and drug trafficking organizations in Baltimore City.** The Maryland Department of State Police Strike Force 7 is a special operations unit working in coordination with the

Maryland Criminal Intelligence Network to successfully identify, investigate, and prosecute criminals and their organizations. In coordination with public safety partners, the special operations unit serves as one of seven investigative/enforcement groups under the federal Organized Crime Drug Enforcement Task Force program, to ultimately disrupt and dismantle violent gangs and drug trafficking organizations in Baltimore City.

- **Expand the Maryland Criminal Intelligence Network (MCIN).** MCIN is a statewide initiative that serves to break down jurisdictional barriers and enables law enforcement and prosecutors to target entire criminal enterprises. MCIN facilitates collaboration and information sharing between State, local, and federal criminal justice agencies to identify, disrupt, and dismantle criminal networks. MCIN continues to expand data sharing capabilities by identifying and working to minimize gaps in data sharing. There are currently 14 MCIN sites and the Office is exploring further expansion.
- **Advance the development of police-led diversion and public health partnerships.** Through a unique collaboration with the Maryland Department of Health and the Opioid Operational Command Center, the Office is a leader in providing technical assistance and resources for the development of new partnerships to address substance use disorders and diversion programs. The Office supports and coordinates crisis intervention training for law enforcement officers with the necessary expertise in de-escalation of individuals with behavioral health issues. National evidence suggests that assisting individuals at the earliest point of contact maximizes cost savings for taxpayers, and leads to better outcomes for the individuals involved. Police-led diversion initiatives include the Law Enforcement Assisted Diversion (LEAD) program, which connects police directly to service providers who respond immediately to assist individuals identified by police; and the “Angel” or “Safe Station” model which allows individuals to seek assistance from police for substance use disorders without fear of arrest or prosecution. This effort entails ongoing training across Maryland for law enforcement and public health professionals, and the Office prioritizes funding for such programs. In 2019, the Office received a \$6.5 million federal grant to support police-led diversion and detention-based referrals across nine communities in Maryland over three years, with the goal of reducing opioid overdose deaths while increasing access to care and treatment through police and detention-based referrals. This project boasts robust partnerships at the State and local level, with stakeholders such as the Maryland Department of Health, the Behavioral Health Administration, the Office of the Public Defender, and multiple agencies from nine local partner jurisdictions. The Maryland Statistical Analysis Center will be engaged to support action-oriented research, performance management, and evaluation of all selected sites.

- **Crisis Intervention Team Center of Excellence (CITE)** During the 2020 Legislative Session, the General Assembly passed SB305 Crisis Intervention Team Center of Excellence. This bill establishes a Crisis Intervention Team Center of Excellence (CITCE) to be supported by the Office. The statute established goals of the Center to (1) review services and training provided by the center, (2) develop outcome measures for and evaluation of the center, (3) develop recommendations for the full implementation of the crisis intervention model program at the municipal, county, and state level, and (4) provide general oversight of the Center. Since the enacted date of October 1, 2020 the Office has approved all positions required for the Collaborative Planning and Implementation Committee and we expect to have developments on the implementation after December 1, 2020.
- **Explore the potential expansion of the Heroin Coordinator Program.** The Heroin Coordinator Program, a partnership with the Washington/Baltimore High Intensity Drug Trafficking Area (HIDTA) and the Opioid Operational Command Center, combines law enforcement and investigative strategies to battle the heroin epidemic through cooperation and data sharing to produce actionable information for both public health and public safety. The Office continues to refine the process of referring individuals to public health resources and examine the data collection process and data usage. The Office plans to explore the potential expansion of the Heroin Coordinator Program statewide.

Children and Youth

The overall goal of the Children and Youth Division is to improve the well-being of Maryland's children and youth. This is accomplished by promoting trauma-informed services, decreasing juvenile delinquency through diversion efforts, reducing out-of-home placements when possible, and decreasing child abuse and neglect. We do this through key partners such as local Child Advocacy Centers as well as the Local Management Boards.

Children and Youth efforts are supported through the following initiatives:

- **Develop, implement, and fund programs that reduce and/or prevent Adverse Childhood Experiences (ACEs).** Research shows a strong relationship between stressful or traumatic events, or Adverse Childhood Experiences (ACEs), including: child abuse (emotional, physical, and/or sexual), household challenges (domestic violence, substance abuse, mental illness, parental separation or divorce, and/or incarcerated family member), and neglect (emotional and/or physical). The Office envisions a comprehensive trauma-informed approach which includes addressing the root causes of juvenile delinquency, criminality, and victimization. The Office's cornerstone program, Handle with Care Maryland, allows us to accomplish this goal by training law enforcement on various types of trauma and prompting them to connect with schools when they feel that

a child has witnessed or experienced something traumatic. The schools then provide the children with support should they need it. Handle with Care Maryland is currently being implemented in more than 700 schools in 16 of the 24 jurisdictions in Maryland. Our goal is to implement the program in all 24 jurisdictions by the end of 2021.

- **Support evidence-based or promising programs and policies related to positive youth development.** The Office supports youth prevention and intervention initiatives that engage youth within their communities, schools, organizations, and peer groups in a manner that is productive and recognizes and enhances the youth's strengths. These programs, such as the Boys & Girls Clubs of America, promote positive outcomes for young people by providing opportunities, fostering positive relationships, and providing the support and encouragement needed to build the youth's leadership skills. The Office currently funds eight Boys & Girls Club organizations throughout Maryland reaching a total of 32 individual clubs. This does not include virtual programs, mobile programming, and new proposed Boys & Girls Clubs in Maryland.
- **Protect Maryland's children from abuse or neglect.** The Office continues to bolster and support the use of multi-disciplinary teams within accredited Children's Advocacy Centers (CACs). Accredited CACs serve children in a youth-friendly environment where law enforcement, state's attorneys, and child protective services work together to promptly investigate alleged incidents of abuse or neglect. The children and their families also receive specialized mental health services to help cope with the trauma they have endured. Specially trained forensic interviewers also collect necessary information for successfully investigate and prosecute the cases. The Office supports programs that improve the administrative, judicial, and investigative response to child abuse and neglect. The Office's goals for the Children's Justice Act program are developed in partnership with the federally-mandated Children's Justice Act Committee, are to:
 - Enhance the ability of law enforcement to appropriately recognize, assess, and investigate child abuse and/or neglect, and to identify threats to a child's safety during police responses to suspected child abuse and/or neglect cases.
 - Strengthen the skills of Court Appointed Special Advocates (CASA), lawyers who represent children (i.e., Children In Need of Assistance (CINA) cases, dependency cases, etc.), and judges in handling child maltreatment cases and enhancing court sensitivity to child victims and witnesses while improving the courts' handling of cases that involve children of a very young age.

- Increase responses to child abuse and neglect in public and privately operated institutional juvenile facilities, including but not limited to: group homes, residential facilities for youth, and foster homes.
- Enhance interventions for child abuse or neglect victims who have physical, mental, and/or behavioral disabilities, cognitive impairments, or other serious health conditions, including but not limited to: autism and autism spectrum disorder; fetal alcohol spectrum disorders; attention deficit hyperactivity disorder; attention deficit disorder; and language, hearing, and speech impairments.
- Improve the recognition, assessment, screening, response, referral, and joint investigative process for suspected child abuse and/or neglect cases, including but not limited to: victims of child human trafficking, LGBTQ youth, and families with Limited English Proficiency.
- **Ensure youth successfully re-enter their communities.** The Office supports treatment and rehabilitative services specifically tailored to meet the needs of young people upon release from secure confinement in a juvenile justice facility. These services provided are designed to assist families by working through family issues, teaching life skills, and continuing progress made during treatment programs. Services include, but are not limited to: family engagement programs, mental health services, substance abuse services, kinship care, and independent living programs.
- **Support community-based programs and services.** The Office supports community-based programs and services to reduce the number of juveniles entering the juvenile justice system and/or out-of-home placements by providing supportive services within the youth's community.
- **Support the priorities of the Maryland Children's Cabinet which coordinates the child and family-focused service delivery system by emphasizing prevention, early intervention, and community-based services for all children and families.** The Office, through the expanded Children and Youth Division, has worked to coordinate and facilitate the Children's Cabinet, and the Local Management Boards that they fund, to continue addressing the following priorities:
 - Reduce the impact of parental incarceration on children, youth, families, and communities.
 - Reduce youth homelessness.
 - Improve outcomes for disconnected/opportunity youth.
 - Reduce childhood hunger.
 - Increase juvenile justice diversion.

- Expand trauma-responsive care and reduce the amount of ACEs.

Victim Services

Victims of crime are important stakeholders in the criminal justice process. The Victim Services Unit was created to promote services, programs, and policies that provide victims of crime: the right to be safe in their homes and in their communities; the right to have increased access to services; the right to possess the requisite tools to become self-sufficient in the aftermath of criminal activity; and the indispensable right to receive restitution. The Office conducts a victims' needs assessment, strategic planning workgroup sessions, and administers surveys to assist the Victim Services Unit's strategic mission to align with the core principles listed above. The Office achieves these goals by continuing to align strategic goals with our Notices of Funding Availability (NOFA), incorporating these goals into all funding decisions, and utilizing best and promising practices.

The Office envisions an overall trauma-responsive approach to victim services to address the unique needs of each victim utilizing research-based knowledge, such as the ACEs studies, to promote effective strategies. Victims efforts are supported by the following initiatives:

- **Continue to develop the Victim Services Unit within the Office.** The Victim Services Unit is a centralized crime victims resource at the State level and is comprised of the Criminal Injuries Compensation Board, the Sexual Assault Reimbursement Unit, as well as subject matter experts addressing policy changes to improve victim services across the State.
- **Improvements to statewide restitution collection efforts on behalf of crime victims.** The Victim Services Unit focuses on coordinating and improving the collection of restitution, and works with communities to ensure victims have the services they need to be safe and self-sufficient. The Office has reconvened the Restitution Work Group to focus on both short and long term goals to improve restitution collection statewide. The current priorities include researching an electronic payment system, better utilization of the Central Collections Unit, and many other overall improvements.
- **Evaluate the Regional Navigator pilot program for further expansion.** The regional navigator program is administered through the Office as required by the Child Sex Trafficking Screening and Services Act of 2019. The Act requires law enforcement and local Departments of Social Services, with reason to believe a child is a victim of sex trafficking, to notify a regional navigator in their jurisdiction to offer support and connect the child to appropriate services. The Office launched a pilot program on November 1, 2019, in three pilot jurisdictions to evaluate program development, performance measures, and data. In November 2020, seven additional jurisdictions joined the three

existing sites, expanding services to Anne Arundel County, Baltimore City, Baltimore County, Cecil County, Frederick County, Harford County, Howard County, Montgomery County, Prince George's County, and Washington County. A training needs assessment survey was utilized to identify gaps in training and to troubleshoot program development issues within the three current jurisdictions. A training protocol for new and existing programs is currently in development.

- **Identify and establish resources throughout the State of Maryland.** The Office works to improve victim safety, assist victims in achieving self-sufficiency, and ensure victims and the community are aware of resources available. In doing this, the Office funds evidence-based programs that achieve positive outcomes for victims of crime, and connects victims of crime with easily accessible resources.
- **Better understand the needs of crime victims and allocate funds to provide a positive impact that can be measured for success.** The Office coordinates the Maryland State Board of Victim Services and the Governor's Family Violence Council, and collaborates with those boards, and other stakeholders in the victim services community to further the strategic efforts that support victims' rights and increase access and availability of services.
- **Increase knowledge of victims' rights in the community.** The main vehicle for this initiative is the Annual Maryland Crime Victims' Rights Conference, hosted in partnership with the Maryland State Board of Victim Services. The conference provides information on emerging and best practices for serving crime victims. The Office continues to collaborate with stakeholders to conduct outreach campaigns for victims' rights. These efforts include expanded use of social media, public service announcements, and other public platforms to promote availability of services and awareness of issues impacting victims of crime.
- **Leverage resources across state and local agencies to comprehensively address underserved populations.** The Office works with federal, State, and local stakeholders to increase the safety, self-sufficiency, and awareness of resources for victims of crime to foster our vision for a safer Maryland.

Conclusion

Interagency cooperation, information sharing, and accountability are vital to ensuring the success of this plan, and play a large role in the development of new innovative strategies and policies.

The Office commits to allocating resources in a way that maximizes efficiency and impact. The Office will continue to work with its community, local, State, and federal partners to identify new funding sources for the State, fund projects and initiatives that align with the Office's objectives and strategies, as well as promote best and promising practices for a safer Maryland.