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**FROM: Governor's Office of Crime Prevention, Youth, and Victim Services**

December 1, 2021

The Honorable Larry Hogan  
Governor of Maryland  
100 State Circle  
Annapolis, MD 21401

**RE: Report required by Executive Order 01.01.2020.01 II D (MSAR #12651)**

Dear Governor Hogan:

As required by Executive Order 01.01.2020.01 II D, please find an enclosed copy of the Governor's Office of Crime Prevention, Youth, and Victim Services' report titled, *Maryland's Comprehensive State Crime Control and Prevention Plan 2021 Annual Update*. This report includes updated information pertaining to Maryland's Comprehensive State Crime Control and Prevention Plan 2021 - 2023 to further support the development and implementation of evidence-based and results-driven policies, practices, and programs to make Maryland safer.

Should you have any questions relating to the information provided in this report, please feel free to contact me at 410-697-9338.

Sincerely,

V. Glenn Fueston, Jr.  
Executive Director

**cc: Sarah Albert, Department of Legislative Services (5 copies)**

# Maryland's Comprehensive State Crime Control and Prevention Plan 2021 Annual Update

*EX ORD 01.01.2020.01 II D*

**Larry Hogan**  
Governor

**Boyd K. Rutherford**  
Lt. Governor

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

Submitted by:  
Governor's Office of Crime Prevention, Youth, and Victim Services

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MSAR #12651  
December 1, 2021

# 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 Annual Update*.



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 the quality of life of 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 and 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 to be 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. It also serves 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 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 it 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 assists 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 Office continues to build upon its comprehensive crime reduction strategy, which is based on a three-pronged approach to support and enhance law enforcement, children and youth, and victim services. This approach includes strategies for supporting collaborative enforcement efforts that target gangs, drug, firearms, and human trafficking organizations, prioritizing a system that reduces adverse childhood experiences in our youth population, and building a robust support system for victims of crime within the State of Maryland. The following pages describe the three focus areas in greater detail, to include common themes of data, research, and justice reinvestment.

## 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 continue to 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 will continue to invest in public health and public safety partnerships to give law enforcement additional tools and resources to further assist individuals and communities in need.

In 2021, the Office continued to work with federal, state, and local partners to support the following initiatives and relating efforts:

- **Maryland Crime Research and Innovation Center.** Established by the Office and the University of Maryland, the Center utilizes resources from the University System of Maryland to help the state's crime control and prevention efforts align with the Office's three focus areas. The Center conducts interdisciplinary research and assists to inform state policies and programs.

- **Data-Driven Decision-Making.** The Office uses data management to develop, implement, and measure outcomes for initiatives intended to increase public safety in Maryland. In an effort 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. The Office also works to establish clear memorandums of understanding with agencies regarding the sharing and use of information, and policies to ensure proper storage and dissemination of information in accordance with existing memorandums of understanding and industry best practices.
- **Justice Reinvestment Initiative (JRI).** The Office oversees the implementation of the Justice Reinvestment Act (JRA) in Maryland and directs reinvestment funding to JRI priorities throughout the State. The Office also coordinates and oversees the work of three JRA Boards:
  - The Local Government Justice Reinvestment Commission continues to recommend and investigate evidence-based programming, identify gaps in services at the local level, develop performance measures, and monitor progress of JRA reinvestment-funded grantees.
  - The Justice Reinvestment Advisory Board continues to investigate data collection.
  - The Justice Reinvestment Oversight Board continues to monitor the implementation of JRA, and has focused on and troubleshooted many challenges resulting from the COVID-19 pandemic.

Through JRA's data-driven approach, Maryland has seen a decrease in prison population, and in return, a reduction in corrections spending. The Office is committed 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 also seeks to build an infrastructure that allows Maryland agencies to collect, analyze, and report relevant datasets that measure reentry success.

- **Maryland Criminal Intelligence Network (MCIN).** The Office oversees and funds MCIN which 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 to minimize gaps in data sharing. There are currently 14 MCIN sites with upwards of 140 coalition partners where the Office is exploring further expansion.

When considering a new site, the Office examines specific criteria to include: violent crime statistics, geography, collaboration needs, and potential for comprehensive data



sharing. In addition to the Office's intent to add more sites, some sites are also expanding their coalition to include additional partnerships. For example, the Prince George's County MCIN is expanding its coalition to include the Mount Rainier Police Department, the Riverdale Park Police Department, and the Bladensburg Police Department. As the list of coordinating agencies grows, so will the collaborative efforts and sharing of comprehensive data to collectively dismantle gang-led criminal organizations within each jurisdiction, and throughout the State.

- **Maryland Department of State Police Strike Force 7.** This special operations unit works 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. Our goal is to increase collaboration and data sharing among the Maryland Criminal Intelligence Network sites and the special operations unit.
- **Governor's Special Operations Group (GSOG).** The GSOG combines resources from law enforcement and prosecutors to target violent criminals, gangs, and criminal organizations. Under the leadership of the Senior Law Enforcement Coordinator, the GSOG continues to provide analytical support to combat criminal enterprises - both gangs and violent criminal networks - that cross multi-jurisdictional boundaries in the State with ties to Baltimore City. Our goal is to increase collaboration and data sharing among the Maryland Criminal Intelligence Network sites and the GSOG.
- **P.R.O.T.E.C.T. (Public Resources Organizing to End Crime Together) Program.** In March 2021, [Senate Bill 929, 2020/Chapter 20 of 2021](#), established the P.R.O.T.E.C.T. Program which serves to maximize the use of State, local, and community resources to combat neighborhood decline in Baltimore City and throughout the State, support comprehensive strategies to reduce crime and fear in those communities, and ensure that Baltimore Police Department officers are utilized in direct public safety roles. The Office is working with the Maryland Statistical Analysis Center to identify 10 high-crime micro-zones within the State. The Office is also working to fill the coordinator positions for the identified micro-zones who will be tasked to: ensure utilization of all existing crime prevention programs and grants; coordinate community and youth programs; assist with community mobilization and activities to reclaim public space; assist with rapid response to public nuisances; and coordinate community engagement with the local law enforcement agency with jurisdiction in the high-crime micro-zone.

- **Law Enforcement Coordinating Council & Regional Law Enforcement Council.** In 2021, [Senate Bill 907, 2020/Chapter 19, 2021](#) established the Law Enforcement Coordinating Council within the Maryland Department of State Police. The council is chaired by the Superintendent of the Maryland Department of State Police and consists of state officials, the primary law enforcement executive in each county, and the City of Baltimore. The council meets twice a year to ensure interagency intelligence sharing, and to coordinate resources to combat crime throughout the State.<sup>1</sup>

The Act also required the Maryland Department of State Police to establish a Regional Law Enforcement Council within each region. The four regional sub-councils consist of state officials and local law enforcement agencies who meet on a quarterly basis to share intelligence related to crime trends and strategize resource deployments to prevent and respond to regional crime, particularly violent crime.

Given the similarity to prevent and reduce crime through a coordinated and collaborative approach, the Office intends to compare the role and efforts of the council and the four regional sub-councils with the role and efforts of the Governor’s Council on Gangs and Violent Criminal Networks to determine if these efforts are duplicative.

- **Police-led Diversion Programs 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

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<sup>1</sup> Casetext. [Section 01.01.2012.03 - State Law Enforcement Coordinating Council](#). It is important to note that, in 2012, Executive Order 01.01.2012.03 created a similar council, the State Law Enforcement Coordinating Council, to coordinate among its members agencies to further the safety and security of State residents and to improve the administration and enforcement of the laws of Maryland by ensuring that police resources are deployed across the State to address statewide crime trends, regional and local crime, maintain homeland security, respond to any threats to homeland security, and to address emergencies either natural or man-made.

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).** Established by [Senate Bill 305 \(2020\)](#), and supported by the Office, the goals of the center are 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 its enactment on October 1, 2020, the Office has approved all positions required for the Collaborative Planning and Implementation Committee, and has held formal meetings and informal training sessions with forward progress while staff is onboarded.

- **Maryland Behavioral Health and Public Safety Center of Excellence.** In 2021, [Senate Bill 857](#) established the center within the Office. The bill expresses the intent of the General Assembly that the center apply to the federal Substance Abuse and Mental Health Services Administration (SAMHSA) for grant funding to hold subsequent annual State Sequential Intercept Model Summits and identify opportunities to fund (1) behavioral health crisis grants; (2) training for 9-1-1 operators; (3) peer support services; (4) behavioral health screenings; (5) scholarships for students who attend a Maryland historically black college and university to study behavioral health-, public safety-, or criminal justice-related issues; and (6) behavioral health initiatives in rural communities.

The Office, with assistance from the Maryland Department of Health and the Mental Health Association of Maryland, will be evaluating our role and defining our responsibilities while staff is integrated into both Centers of Excellence.

- **Heroin Coordinator Program.** In partnership with the Washington/Baltimore High Intensity Drug Trafficking Area (HIDTA) and the Opioid Operational Command Center, this program combines law enforcement and investigative strategies to battle the heroin epidemic through cross jurisdictional 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. With 22 heroin coordinators located throughout the State, the

Office continues to strengthen collaboration efforts with the Opioid Operational Command Center and explore the potential expansion of the program to ensure its continued success.

## **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 preventing and mitigating Adverse Childhood Experiences (ACEs), promoting trauma-informed practices, decreasing juvenile delinquency through diversion efforts, reducing out-of-home placements when possible, and decreasing child abuse and neglect.

In 2021, the Office continued to work with key partners to support the following initiatives and relating efforts:

- **Programs that Prevent and/or Mitigate Adverse Childhood Experiences (ACEs).** Research shows a strong relationship between stressful or traumatic events, or 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 19 of the 24 jurisdictions in Maryland. Our goal is to implement the program in all 24 jurisdictions by the end of 2022.
- **Research-Based Programs & 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, 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. To date, our funding has supported Boys & Girls Club programming in the following areas: Annapolis, Anne Arundel County, Baltimore City, Cecil County, Harford County, Frederick County, Westminster, Washington County, and Greater Washington (Prince George's County). A total of 28 sites have implemented such

programming in Maryland and will continue to expand with the reach of Project Bounce Back through 2023.

- **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 to 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.
  
- **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.

- **Maryland Children's Cabinet.** Chaired by the Executive Director of the Office, and represented by key stakeholders, the Children's Cabinet 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 Children and Youth Division, works 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 community-based programs and services (including but not limited to juvenile justice diversion programs).
  - Reduce out-of-home placements.

## **Victim Services**

The Victim Services Unit (Unit) is a centralized State level resource for crime victims which is comprised of the Criminal Injuries Compensation Board, the Sexual Assault Reimbursement Unit, and subject matter experts to address policy change to improve victim services across the State. The Unit was created, within the Office, to promote services 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 victims' needs assessments, strategic planning workgroup sessions, and administers surveys to assist the 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), and incorporating these goals into all funding decisions while 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 Adverse Childhood Experiences (ACEs) studies, to promote effective strategies.

In 2021, the Office continued to work with key partners to support the following initiatives and relating efforts:

- **Restitution.** The Unit focuses on coordinating and improving the collection of restitution, and works with stakeholders to ensure victims have the services they need to be safe and self-sufficient. The Office has reconvened the Restitution Workgroup 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.
- **Regional Navigator Pilot Program.** 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 ten current jurisdictions. A training protocol for new and existing programs is currently in development.
- **Evidence-based Programs that Achieve Positive Outcomes for Crime Victims.** 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 accessible resources.
- **Victims' Rights and Accessibility to Resources.** 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. In doing this, and based on the identified needs of crime victims, the Office allocates funds to provide a positive impact that can be measured for success.
- **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 Maryland State Board of Victim Services is mandated to develop and distribute several brochures

and forms in order for crime victims to be aware of their rights and guide them through the complex criminal justice process. The brochures and forms can be found at <http://goccp.maryland.gov/victims/rights-resources/brochures-forms/>. 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 to 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. This includes leveraging resources across state and local agencies to comprehensively address underserved populations.

## 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 is committed 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 its objectives and strategies, and promote best and promising practices for a safer Maryland.