



# **2021 Report of the Justice Reinvestment Oversight Board**

*State Government Article § 9-3212, Chapter 515(3) of  
2016 (Senate Bill 1005)*

Chairman: Daniel M. Long

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

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## Acknowledgements

This *2021 Report of the Justice Reinvestment Oversight Board* is the result of hard work, valuable input, and dedication from numerous criminal justice stakeholders, including government officials, law enforcement, state's attorneys, victims' rights representatives, and state and local government representatives.

Those involved in these efforts continue to be generous with their time and supportive participation. 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

## Justice Reinvestment Oversight Board

The Justice Reinvestment Oversight Board is composed of various members, and a Chair appointed by Governor Hogan.

**Judge Daniel M. Long**  
Board Chairman

**Major T.D. Reece**  
Calvert County Sheriff's Office

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

**Gail Watts**  
Baltimore County Department of Corrections

**Senator Michael Hough**  
Maryland Senate

**Chief Judge John Morrissey**  
District Court of Maryland

**Delegate Kathleen Dumais**  
Maryland House of Delegates

**Judge Kathleen Gallogly Cox**  
Baltimore County Circuit Court

**Secretary Robert L. Green**  
Department of Public Safety and Correctional Services

**James Rzepkowski**  
Department of Labor, Licensing, and Regulation

**John D. Smack**  
Maryland Parole Commission

**Sheriff Jim Dewees**  
Carroll County Sheriff's Office

**Major Roland Butler**  
Maryland State Police

**Scott Shellenberger**  
State's Attorney, Baltimore County

**David Eppler**  
Office of the Attorney General

**County Executive Calvin Ball**  
Howard County

**Paul DeWolfe**  
Office of the Public Defender

**Russell Butler**  
Crime Victims' Representative

**Secretary David Brinkley**  
Department of Budget and Management

**Pertean Toins-Banks**  
Department of Labor, Licensing, and Regulation

**John Robison**  
Maryland Department of Health

**Lori Brewster**  
Wicomico County Health Department

**Council President Corey Pack**  
Talbot County Council

**Sheriff Doug Mullendore**  
Washington County Sheriff's Office

**Dr. Travis Gayles**  
Montgomery County Health Department

## Justice Reinvestment Advisory Board

The Justice Reinvestment Advisory Board consists of various members selected by the Justice Reinvestment Oversight Board, and is chaired by the Executive Director of the Governor's Office of Crime Prevention, Youth, and Victim Services.

**V. Glenn Fueston, Jr.**

Chairman, Governor's Office of Crime Prevention, Youth, and Victim Services

**Jamin Ford**

AFSCME

**Lenora Dawson**

NAACP

**Nicholas Charles Katz**

CASA de Maryland

**Yanet Amanuel**

ACLU of Maryland

**Jenn Pollitt Hill**

Maryland Network Against Domestic

**Vacant**

Maryland Retailers Association

**Michele Hughes**

Representative of Victims of Sexual Assault

**Deana Krizan**

Baltimore Crisis Response, Inc.

**Caryn York**

Job Opportunities Task Force

**Bill Gaertner**

Gatekeepers

**Vacant**

Maryland Chamber of Commerce

**Christine Celeste**

Maryland Bar Association

## Local Government Justice Reinvestment Commission

The Local Government Justice Reinvestment Commission includes members from each jurisdiction, and an appointed Chair.

**Council President Corey Pack**  
Chairman, Talbot County

**Randy Martin**  
Frederick County

**Angela Talley**  
Montgomery County

**Lisa Thayer Welch, Esq.**  
Garrett County

**Lt. Dan Lasher**  
Allegany County

**Lt. Wayne Ramsey**  
Harford County

**Major Michael Borgese**  
Anne Arundel County

**Andrea King Wessels**  
Howard County

**Shantay Jackson**  
Baltimore City

**Herbert Dennis**  
Kent County

**Gail Watts**  
Baltimore County

**Corenne Labbe**  
Prince George's County

**Lt. Timothy Fridman**  
Calvert County

**LaMonte Cooke**  
Queen Anne's County

**Charles Scott**  
Caroline County

**Lt. Peter F. Wild**  
St. Mary's County

**Sheriff Jim DeWees**  
Carroll County

**Sheriff Ronnie Howard**  
Somerset County

**Major Mary Allen**  
Cecil County

**Maylon Campher**  
Washington County

**Officer James E. Proctor**  
Charles County

**Lt. Richard Wiersberg**  
Wicomico County

**Joseph Hughes**  
Dorchester County

**State's Attorney Kris Heiser**  
Worcester County

# Executive Summary

Chapter 515 of 2016 (Senate Bill 1005), *Justice Reinvestment Act*, established a comprehensive criminal justice reform package to enable Maryland to better protect communities, restore families, and move the State's economy forward.<sup>1</sup> The Act also created three independent and complementary entities to provide oversight and guidance on the implementation of the Justice Reinvestment Act (JRA).

- [Justice Reinvestment Oversight Board](#) (Oversight Board)
- [Justice Reinvestment Advisory Board](#) (Advisory Board)
- [Local Government Justice Reinvestment Commission](#) (Local Commission)

Subtitle 32 of the State Government Article requires the Oversight Board to meet at least quarterly each year, and to be staffed by the Governor's Office of Crime Prevention, Youth, and Victim Services (Office).<sup>2</sup> It also required the Oversight Board to establish the Advisory Board to include criminal justice system stakeholders in the analysis of the implementation of the justice reinvestment initiatives, and to consult and coordinate with the Local Commission and other units of the State and local jurisdictions concerning justice reinvestment issues.

To address this charge, the Oversight Board, the Advisory Board, and the Local Commission coordinated efforts to implement the law as required and to ensure it affects the desired changes in Maryland's prison and case outcomes. Through this partnership, member agencies monitored implementation successes and addressed roadblocks to performance measurement.

- As a result of the Coronavirus Disease 2019 (COVID-19) pandemic, many grantees awarded through the first round of the Performance Incentive Grant Fund required extensions to complete programmatic goals and objectives. The Oversight Board provided oversight to grantees, and continued to collaborate with partners through its convenings (three virtual and one in-person) to advance the goals of JRA. In addition, and during this time, the Oversight Board continued to monitor the evolving impact of COVID-19 on the criminal justice system. While all stakeholders encountered individual challenges, convening this group enabled open discussion and brainstorming on approaches to address challenges faced throughout the State.
- The Advisory Board reviewed performance measures and data collected by the Office across a range of issues. The Advisory Board also discussed current challenges and future priorities that could be addressed through the Justice Reinvestment Initiative.

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<sup>1</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#).

<sup>2</sup> The Office serves as the coordinating agency for the Oversight Board, the Advisory Board, and the Local Commission, and oversees the JRA performance measurement. In this capacity, the Office staffs, manages membership, and coordinates activities and follow-up actions for each.

- The Local Commission monitored Performance Incentive Grant Fund grantees, shared COVID-19 best practices and information, explored and contributed input on a range of issues including expungement, restitution, and services for returning citizens and those in local detention, and continued efforts to improve local coordination and information sharing.

Pursuant to § 9-3212 of the State Government Article, this *2021 Report of the Justice Reinvestment Oversight Board* includes information on the activities of the Oversight Board and the Local Commission from January 1, 2021 through December 31, 2021. It also provides recommendations for further improvement, including:

- Incorporating technical and substantive modifications to the original JRA provisions.
- Standardizing justice records, beginning with standard law enforcement reporting through the National Incident-Based Reporting System (NIBRS), which is currently used in two of Maryland’s five most populous jurisdictions.
- Coordinating with universities to evaluate promising practices in Maryland.

## Background

Chapter 515 of 2016 created an Oversight Board, under Subtitle 32 of the State Government Article, with staffing from the Office to provide oversight and guidance on the implementation of JRA.<sup>3</sup> It also required the Oversight Board to establish an Advisory Board for the purpose of including stakeholders in the criminal justice system to analyze the implementation of justice reinvestment initiatives. Additionally, § 9-3211 of the State Government Article created and charged the Local Commission to:

- Advise the Oversight Board on matters related to legislation, regulations, rules, budgetary changes, and all other actions needed to implement the recommendations of the Justice Reinvestment Coordinating Council as they relate to local governments;
- Make recommendations to the Oversight Board regarding grants to local governments from the Performance Incentive Grant Fund; and<sup>4</sup>
- Create performance measures to assess the effectiveness of the grants.

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<sup>3</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#).

<sup>4</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#). Pursuant to § 9-3209 of the State Government Article, the purpose of the Performance Incentive Grant Fund is to make use of the savings from the implementation of the recommendations of the Justice Reinvestment Coordinating Council, and is to be administered by the Office as indicated in this subsection.

Furthermore, and in accordance with § 9-3212 of the State Government Article, the Oversight Board must report to the Governor and the General Assembly by December 31 of each year as it relates to the activities of the Oversight Board and the Local Commission.

## Justice Reinvestment Oversight Board

The Oversight Board met four times in 2021, to provide updates on placement times for court-ordered treatment and agency updates on the progress of JRA (*see [Appendix A](#) for meeting agendas*). Between meetings, Chairman Long and staff from the Office engaged with members of State and local government, advocacy groups, and criminal justice organizations to solicit feedback and identify potential issues that would merit the attention of the Oversight Board.

During each meeting, the Oversight Board received presentations on the progress and issues surrounding specific provisions of JRA. In 2021, the Maryland Department of Health reported that the average placement time under § 8-507 of the Health General Article was within the established JRA placement window of 21 days. The Maryland Department of Health also reported that placement into treatment increased to 11-12 days, to allow for COVID-19 testing and second vaccinations. Assessments under § 8-505 of the Health General Article largely occurred within the required seven days. Throughout this time, the Maryland Department of Health continued to communicate with providers to ensure treatment bed availability continued to meet and exceed demand.

In 2021, the Administrative Office of the Courts reported data tracking of revocation cap sentences. The Administrative Office of the Courts identified cases that were impacted by JRA sentencing changes, and reported that 85% of such cases were decided within the JRA caps. This general trend honors the guidance of the new JRA sentencing caps, and is consistent across all technical revocation sentences, regardless of being subject to JRA.

To continue refinement of JRA performance measurement, and to set concrete targets, the Oversight Board continues to work with partner agency analysts to collect JRA data, and to collaboratively develop performance measures with the Office.

### COVID-19

In March 2020, Maryland began to experience the impact of the global COVID-19 pandemic which disrupted the operation of State agencies. While State agencies and many key stakeholders adapted to the new environment resulting from the pandemic, COVID-19 has continued to pose significant challenges to the criminal justice system and many stakeholders engaged in these efforts across the State.

In 2021, the Oversight Board was able to meet on a quarterly basis which included three virtual meetings and one hybrid in-person/virtual meeting. As many key JRA agencies continue to experience the impact of the COVID-19 pandemic, the Oversight Board has become a convenient structure through which agencies can share updates on their response and answer questions from a wide range of stakeholders.

Some challenges highlighted by Oversight Board members, as a result of the COVID-19 pandemic, included the impact that virtual hearings and treatments had on participants within the Drug Treatment Court population. Minimal access to facilities, particularly during COVID-19 outbreaks, enforced isolation and insoluble connections between individuals to treatment. Likewise, the pandemic caused courts to close which induced a decline in overall treatment participation. Similarly, local health departments emphasized the utilization of Behavioral Health Services in detention centers, peer support for parole and probation supervisees, and support at re-entry. However, short incarceration periods strain the ability to screen and assess individuals prior to release which strains outpatient treatment linkage.

Despite these challenges, many Oversight Board members acknowledged the unwavering commitment of stakeholders across the criminal justice system in identifying new and innovative approaches to continue advancing the goals of JRA.

## **Justice Reinvestment Advisory Board**

The Advisory Board continued to monitor the spread and impact of COVID-19, and shared information from members and other groups outside of state government. The Advisory Board also received information from various agencies involved in the State's response to the pandemic, and provided input on related issues. Moving forward, the Advisory Board will identify strategies to increase engagement and collaboration among the three JRA boards.

## **Local Government Justice Reinvestment Commission**

Chapter 515 of 2016 established the Local Commission to provide local government with a voice in the JRA process. Talbot County Councilman Corey Pack continues to serve as Chairman of the Local Commission. Under the leadership of Chairman Pack, the Local Commission convened two times (February and November).<sup>5</sup>

Throughout 2021, and given the continued impact of the COVID-19 pandemic, the Local Commission focused its efforts on responding to the pandemic, and served as a forum to promote information sharing between jurisdictions and state partners.

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<sup>5</sup> See [Appendix C](#) for agendas.

The Local Commission also focused on the expansion of evidence-based recidivism reduction programs, which are eligible for expanded diminution credit opportunities. This is a high priority for reinvestment at the local level which helped to guide the Local Commission's recommendations for priority funding areas under the Performance Incentive Grant Fund. Specifically, the Local Commission identified the following priority populations for increased or expanded programming: incarcerated women, justice-involved individuals in need of mental health programming, incarcerated parents, and victims of crime.

The Local Commission also reviewed performance measures reported from the initial round of Performance Incentive Grant Fund grantees. The Local Commission will continue to assess gaps in services to identify future funding priority areas under the Performance Incentive Grant Fund.

## **Justice Reinvestment Workgroups**

### Expungements

As referenced in earlier reports, JRA included a substantial expansion of expungements in Maryland. In response to interest from the Advisory Board, the Oversight Board created an expungements workgroup in 2020 to investigate potential improvements to the system. The workgroup convened in February 2021 and April 2021, to discuss improvements to the expungement system process.

In May 2021, Chapter 376 created the Workgroup to Study Partial Expungement, which is staffed by the Office. The Workgroup to Study Partial Expungement serves to study and develop a plan and legislative recommendations for enabling the expungement of criminal charges that are currently not eligible for expungement because of the requirements of § 10–107 of the State Government Article. The Oversight Board continues to receive updates on the progress of the Workgroup to Study Partial Expungement.

### Victim Restitution

In 2021, the Oversight Board continued to focus on victim restitution. [Chapter 422 of 2018](#) established the Victim Services Unit in the Office, and charged the Victim Services Unit to coordinate with the judiciary, the Department of Public Safety and Correctional Services, the Department of Juvenile Services, the Central Collection Unit, state's attorney's offices, and local correctional facilities to improve restitution collection.

The Oversight Board submitted a report in 2020, which detailed several recommendations to improve restitution collection in Maryland. The report also recommended the reconvening of the Restitution Workgroup to investigate the proposals within the report, and to make final recommendations to the Oversight Board. In September 2021, the Restitution Workgroup

reconvened to determine actionable priority items from the 2020 report, and is currently in the process of developing an action plan to further advance the recommendations of the report.

## **Future Priorities**

The Oversight Board will continue to refine policy recommendations for victim restitution, expungements, data collection, and any JRA area with opportunities to improve performance and enhance public safety. Further, given the COVID-19 pandemic will have long-lasting impacts beyond this report, the Oversight Board will maintain conversations around the challenges resulting from the pandemic, with dialogue focused specifically on how the group of criminal justice stakeholders can help address those challenges.

The Advisory Board will continue its recommendations for data standardization and will support the expungement and restitution workgroups. Areas for future work include a renewed focus on re-entry and related support services for returning citizens as it relates to trauma informed care within facilities.

The Local Commission will continue to monitor grantee performance and will receive quarterly updates and presentations from grantees. This will help inform future reinvestment recommendations. In addition, the Local Commission will continue to support the workgroups, the dissemination of best practices, and the implementation of new programming.

# Appendix A: Oversight Board Meeting Agendas



## Justice Reinvestment Oversight Board

Location: [meet.google.com/gma-jyty-err](https://meet.google.com/gma-jyty-err)

Date: January 7, 2021

Time: 1:00 P.M. - 3:00 P.M.

### Agenda details:

- I. Call to Order/Roll Call
- II. Agency Updates
  - A. Maryland Department of Health
  - B. Administrative Office of the Courts
  - C. Local Detention Centers
  - D. Governor's Office of Crime Prevention, Youth, and Victim Services
- III. Expungement and Restitution Workgroup Updates
- IV. Department of Public Safety and Correctional Services
- V. Next Meeting
- VI. Good of the Order & Adjournment



## Justice Reinvestment Oversight Board

Location: [meet.google.com/jri-fmzx-izw](https://meet.google.com/jri-fmzx-izw)

Date: April 22, 2021

Time: 1:00 P.M. - 3:00 P.M.

### Agenda details:

- I. Call to Order/Roll Call
- II. Agency Updates
  - A. Maryland Department of Health
  - B. Administrative Office of the Courts
  - C. Local Detention Centers
  - D. Governor's Office of Crime Prevention, Youth, and Victim Services
- III. Opioid Operational Command Center (OCC)
- IV. Legislative Update
- V. Next Meeting
- VI. Good of the Order & Adjournment



## Justice Reinvestment Oversight Board

Location: Maryland Stadium Authority, 333 West Camden Street, Suite 500,  
Baltimore, Maryland 21201-2435

Date: Thursday, August 12, 2021

Time: 1:30 P.M. - 3:30 P.M.

### Agenda details:

- I. Call to Order/Roll Call
- II. Agency Updates
  - A. Maryland Department of Health - CEO Paula Langmead
  - B. Local Health Departments - Health Officer Lori Brewster
  - C. Administrative Office of the Courts - Chief Judge John Morrissey
  - D. Local Detention Centers - Major Thomas Reece, Director Gail Watts
  - E. Department of Public Safety and Correctional Services - TBD
  - F. Department of Labor - Dept. Asst. Sec. Erin Roth
  - G. Local Government Commission - Councilman Corey Pack
  - H. Governor's Office of Crime Prevention, Youth, and Victim Services - Exec.  
Dir. V. Glenn Fueston
- III. Maryland Parole Commission Update - Chairman David Blumberg
- IV. Baltimore City Roca Presentation - Mr. Kurtis Palermo
- V. Next Meeting
- VI. Good of the Order & Adjournment



## Justice Reinvestment Oversight Board

**Date:** Tuesday, November 2, 2021      **Time:** 1:00 P.M. - 3:00 P.M.

**Location:** Google Meeting: [meet.google.com/csg-zfuu-ewf](https://meet.google.com/csg-zfuu-ewf)  
Join by Phone: +1 224-572-8395 PIN: 369 629 314#

### Agenda

- I. Call to Order/Roll Call
- II. Maryland Correctional Enterprises - Ashley Lohr, Acting Chief Operating Officer; Janet K. Lane, Director, Reentry Services & C.A.R.E.S Program; and Nicole Copeland, Director of Marketing
- III. Attorney General's Office - David Eppler
- IV. Agency Updates
  - A. Governor's Office of Crime Prevention, Youth, and Victim Services - Martin Hammond, Deputy Director of Criminal Justice Programs
  - B. Maryland Department of Health - Bryan Mroz, Director
  - C. Administrative Office of the Courts - Chief Judge John Morrissey, District Court of Maryland
  - D. Local Detention Centers - Deputy Warden MaryAnn Thompson, St. Mary's County Detention and Rehabilitation Center; and Director Gail Watts, Baltimore County Department of Corrections
  - E. Department of Public Safety and Correctional Services - Secretary Robert Green
  - F. Department of Labor - James E. Rzepkowski, Assistant Secretary, Division of Workforce Development & Adult Learning
- V. Next Meeting
- VI. Good of the Order & Adjournment

## Appendix B: Advisory Board Meeting Agendas

### Justice Reinvestment Advisory Board



Location: <https://meet.google.com/eru-buwq-ops>

Date: February 25, 2021

Time: 11:00 a.m. – 12:00 p.m.

#### Agenda details:

- **Introductions**
- **Review and Approval of Minutes**
- **DLLR Presentation**
- **Member Updates**
  - **GOCYVVS**
  - **Workgroups**
    - **Expungements**
    - **Restitution**
      - **Restorative Justice**
- **Legislative Update**
- **Open Forum**
  - **Suggestions for future work**
- **Closing Thoughts and Next Steps**

## Justice Reinvestment Advisory Board



**Location:** Virtual Meeting Access - [meet.google.com/mmb-kodj-bjz](https://meet.google.com/mmb-kodj-bjz)  
**Date:** Thursday, October 14, 2021  
**Time:** 10:00 a.m. - 11:00 a.m.

### Agenda

- Introductions
- Member Updates
- Workgroup Updates
  - Expungements
  - Restitution
- Next Steps

# Appendix C: Local Commission Meeting Agendas



## GOVERNOR'S COORDINATING OFFICES

COMMUNITY INITIATIVES • SERVICE & VOLUNTEERISM • PERFORMANCE IMPROVEMENT  
CRIME CONTROL & PREVENTION • SMALL, MINORITY & WOMEN BUSINESS AFFAIRS  
CHILDREN • DEAF & HARD OF HEARING

### Justice Reinvestment Local Commission

9:30 AM, February 22, 2021

<https://meet.google.com/weh-thtq-kfz>

#### Agenda

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- Call to Order
- Introductions
- Review and Approve Minutes
- DPSCS Update
- Covid-19 Update
- HB116 & CIT
- Performance Incentive Grant Fund
  - Performance Measures
- JRA Workgroup updates
  - Expungement
  - Restitution
- Open Discussion

GOVERNOR'S COORDINATING OFFICES  
100 COMMUNITY PLACE  
CROWNSVILLE, MD 21032-2023



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives · Service & Volunteerism · Deaf & Hard of Hearing  
Crime Prevention, Youth, & Victim Services · Small, Minority, & Women Business Affairs  
Banneker-Douglass Museum · Volunteer Maryland

### Local Government Justice Reinvestment Commission

November 17, 2021 | 11:00 a.m. - 12:00 p.m.

Virtual Meeting Location: [meet.google.com/siz-tvzd-zjr](https://meet.google.com/siz-tvzd-zjr)

- Call to Order
- Introductions
- Performance Incentive Grant Fund
  - FY 2022 Notice of Funding Availability
  - FY 2020 Awards Review
- Open Discussion
- Next Steps