



2023 Report of the Justice Reinvestment Oversight Board

*State Government Article § 9-3212, Chapter 515(3) of
2016 (Senate Bill 1005); MSAR #10907*

Chair:

Dorothy J. Lennig, Esq., Vice Chair, Justice Reinvestment Oversight Board

Submitted by:

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

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Acknowledgments

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Roster of Members

Justice Reinvestment Oversight Board

The Justice Reinvestment Oversight Board is composed of various criminal justice stakeholders, and a Chair that will be appointed by Governor Wes Moore.

Vacant

Board Chairman

Dorothy J. Lennig, Esq.

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

Vacant

Maryland Senate

Delegate Charlotte Crutchfield

Maryland House of Delegates

Secretary Carolyn Scruggs

Department of Public Safety and Correctional Services

Commissioner David R. Blumberg

Maryland Parole Commission

Major Scott Keyser

Maryland State Police

Attorney General Anthony Brown

Office of the Attorney General

Natasha Dartigue

Office of the Public Defender

Christina Jorge-Tunon

Department of Budget and Management

Bryan Mroz

Maryland Department of Health

Vacant

Local Government Commission

Scott Shellenberger

Baltimore County State's Attorney

Chief Judge John Morrissey

District Court of Maryland

Judge Brett Wilson

Washington County Circuit Court

Erin Roth

Department of Labor, Licensing, and Regulation

Sheriff Jim Dewees

Carroll County Sheriff's Office

Walt J. Pesterfield

Baltimore County Department of Corrections

Mary Ann Thompson

St. Mary's County Detention and Rehabilitation Center

Chief Gregory Der

Howard County Police Department

Dr. Kisha Davis

Montgomery County Health Department

Robert Stephens

Garrett County Health Department

Vacant

Law Enforcement Representative

Danielle Cox

Direct Experience Teaching Incarcerated Individuals Representative

William Henry

Victims of Crime Representative

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.

Dorothy J. Lennig, Esq.

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

Jamin Ford

AFSCME

Lenora Dawson

National Association for the Advancement of Colored People

Ama S. Frimpong-Houser

CASA de Maryland

Yanet Amanuel

American Civil Liberties Union of Maryland

Judge Carlos Acosta

Maryland State Bar Association

Erin Wilkins

Maryland Network Against Domestic Violence

Lisae C. Jordan, Esq.

Maryland Coalition Against Sexual Assault

Jennifer Corbin

Anne Arundel County Crisis Response System

Debra Carr

Job Opportunities Task Force

Bill Gaertner

Gatekeepers

Cailey Locklair

Maryland Retailers Association

Bob Clegg

Maryland Chamber of Commerce

Local Government Justice Reinvestment Commission

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

Vacant

Board Chairman

Captain Daniel Lasher

Allegany County

Administrator Michael Borgese

Anne Arundel County

Stefanie Mavronis

Baltimore City

Director Walt Pesterfield

Baltimore County

Captain Timothy Fridman

Calvert County

Warden Charles Scott

Caroline County

Major Dennis Harmon

Carroll County

Lt. William Jolly

Cecil County

Director Ryan Ross

Charles County

Director Kenneth Rodgers

Dorchester County

Assistant Director Randy Martin

Frederick County

Christian Mash, Esq.

Garrett County

Captain Wayne Ramsey

Harford County

Director Margaret Chippendale

Howard County

Warden Herbert Dennis

Kent County

Director Ben Stevenson

Montgomery County

Director Correne Labbé

Prince George's County

Warden LaMonte Cooke

Queen Anne's County

Warden Mary Ann Thompson

St. Mary's County

Sheriff Ronnie Howard

Somerset County

Director Joseph Hughes

Talbot County

Director Timothy R. Bozman

Wicomico County

Maylon Campher

Washington County

Kris Heiser, Esq.

Worcester County

Executive Summary

In accordance with § 9-3212 of the State Government Article, the Justice Reinvestment Oversight Board (Oversight Board) must submit a report to the Governor and the General Assembly by December 31 of each year, as it relates to its activities and the activities of the Local Government Justice Reinvestment Commission (Local Commission).

Pursuant to its charge, this *2023 Report of the Justice Reinvestment Oversight Board* includes information regarding the activities of the Oversight Board, the Justice Reinvestment Advisory Board (Advisory Board), and Local Commission during 2023. It also identifies allocated grant funding from the Performance Incentive Grant Fund (PIGF) to help reduce Maryland's incarcerated population. For information regarding prior activities and reports, please visit the Governor's Office of Crime Prevention, Youth, and Victim Services' website at <https://goccp.maryland.gov/reports-and-publications/>.

Background

Section 9-3202 of the State Government Article, which was established by Chapter 515 of 2016 (Senate Bill 1005), created the Oversight Board to provide oversight and guidance on the implementation of the Justice Reinvestment Act (JRA). Pursuant to its charge, the Oversight Board must:

- Monitor the progress and compliance of the implementation of the recommendations of the Justice Reinvestment Coordinating Council;
- Consider the recommendations of the Local Commission and any legislation, regulations, rules, budgetary changes, or other actions taken to implement the recommendations of the Justice Reinvestment Coordinating Council;
- Make additional legislative and budgetary recommendations for future data-driven, fiscally sound criminal justice policy changes;
- Collect and analyze data submitted under § 9–3208 of this subtitle regarding pretrial detainees;
- Collaborate with other stakeholders to create performance measures to track and assess the outcomes of the laws related to the recommendations of the Justice Reinvestment Coordinating Council;
- Monitor administrative release under § 7–301.1 of the Correctional Services Article and determine whether to adjust eligibility considering the effectiveness of administrative release and evidence-based practices;
- Create performance measures to assess the effectiveness of the grants administered through the Performance Incentive Grant Fund (PIGF);

- Consult and coordinate the Local Commission and other units of the State and local jurisdictions concerning justice reinvestment issues; and
- Determine the annual savings from the implementation of the recommendations of the Justice Reinvestment Coordinating Council in collaboration with the Department of Public Safety and Correctional Services.

In addition, § 9-3207 of the State Government Article required the Oversight Board to establish the Advisory Board, consisting of criminal justice stakeholders, to assist in analyzing the efficacy and outcomes of the JRA's outcomes. Members participate in regular convenings and refer topics for policy development to the Oversight Board.

Furthermore, § 9-3211 of the State Government Article created the Local Commission to provide local government with a voice in the JRA process. It also 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 (PIGF); and
- Create performance measures to assess the effectiveness of the grants.

Justice Reinvestment

In accordance with § 9-3212 of the State Government Article, this *2023 Report of the Justice Reinvestment Oversight Board* includes information on the activities of the Oversight Board, the Advisory Board, and the Local Commission from January 1, 2023 through December 31, 2023. It also includes grant funding awards through the Performance Incentive Grant Fund (PIGF), and an overview of Maryland's average daily incarcerated population.

Activities of the Boards and Commission

Pursuant to its charge, the Oversight Board, the Advisory Board, and the Local Commission coordinated efforts to implement the law 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. Specifically, the Advisory Board discussed current challenges and future priorities that could be addressed through the Justice Reinvestment Initiative. In addition, the Local Commission monitored Performance Incentive Grant Fund (PIGF) grantees, determined PIGF performance measures and priority areas, and continued efforts to improve local coordination and information sharing.

Justice Reinvestment Oversight Board

In 2023, due to the change in administration, which resulted in significant turnover, there were no official meetings held by the Oversight Board. Despite this challenge, and given the Governor's Office of Crime Prevention, Youth, and Victim Services' role to provide staff for the Oversight Board, the office continues to work with the Governor's Appointments Office to conduct appropriate outreach to fill the Oversight Board's mandated membership.

Justice Reinvestment Advisory Board

In September 2023, the Advisory Board was reappointed by the Executive Director. The Advisory Board convened once and shared information from various criminal justice stakeholders. The Advisory Board also identified the following research areas to advance its mission:

- Opportunities to better assist incarcerated individuals in obtaining vital forms of documentation;
- Collateral consequences associated with criminal convictions and standards for licensure;
- Increased need for transparency of pre-release programming;
- Need to implement digital rehabilitation into the re-entry process; and
- Increased need for mental and behavioral health warm hand-offs post-release.

The Advisory Board will continue to identify strategies to increase engagement and collaboration with the Oversight Board and Local Commission. For additional information regarding the [Advisory Board](#), including meeting agendas and minutes, please visit the Governor's Office of Crime Prevention, Youth, and Victim Services' website at <http://goccp.maryland.gov/councils-commissions-and-workgroups/justice-reinvestment-advisory-board/>.

Local Government Justice Reinvestment Commission

Under the leadership of Corey Pack, the Local Commission convened four times in 2023. In January 2023, the Governor's Office of Crime Prevention, Youth, and Victim Services engaged the Local Commission and reappointed members. Following the reappointment process, members worked with local jurisdictions and State partners to further promote information sharing. Members also focused on the expansion of evidence-based recidivism reduction programs, which are eligible for expanded diminution credit opportunities. The expansion of these programs, which are crucial for reinvestment at the local level, helped to guide the Local Commission's recommendations for priority funding areas under the Performance Incentive Grant Fund (PIGF). Specifically, the Local Commission identified the following priority populations for increased or expanded programming:

- Incarcerated women;

- Justice-involved individuals in need of behavioral or mental health programming;
- Incarcerated parents of minors;
- Incarcerated LGBTQ+ individuals;
- Rural communities; and
- Victims of crime and restitution enhancements.

The Local Commission also reviewed performance measures reported from Performance Incentive Grant Fund (PIGF) grantees. Using the reported measures, the Local Commission will continue to assess gaps in services at the local level to identify future funding priority areas under the Performance Incentive Grant Fund (PIGF). To view additional information regarding the [Local Commission](#), including meeting agendas and minutes, please visit the Governor’s Office of Crime Prevention, Youth, and Victim Services’ website at <http://goccp.maryland.gov/councils-commissions-and-workgroups/local-government-justice-reinvestment-commission/>.

Grant Funding & Data Analysis

Performance Incentive Grant Fund (PIGF)

Section 9-3209 of the State Government Article established the Performance Incentive Grant Fund (PIGF) to make use of the savings from the implementation of the recommendations of Maryland’s Justice Reinvestment Coordinating Council. It also requires the Governor’s Office of Crime Prevention, Youth, and Victim Services to administer the fund with recommendations provided by the Oversight Board. The primary purpose of the PIGF program is to reduce Maryland’s state and local incarcerated population through appropriate diversion, deflection, service provision, and recidivism reduction resources.

In FY 2023, the Governor’s Office of Crime Prevention, Youth, and Victim Services awarded approximately \$9.6 million to 22 subrecipients to reduce the incarcerated population in Maryland. Based on the quarterly submission of performance measure data, awarded subrecipients reported the following outcomes in FY 2023 (July 1, 2022 - June 30, 2023):

- 2,834 referrals
- 2,474 program participants received counseling
- 2,426 enrolled in program
- 1,585 screened for housing services
- 1,564 screened for behavioral healthcare needs
- 1,238 screened for benefit and medical insurance eligibility
- 905 completed the program
- 616 connected to a behavioral health provider
- 327 connected to housing services

- 210 connected to benefits and medical insurance
- 118 placed in a job
- 100 returned to prison for violating a condition of supervision within one year
- 70 program participants received counseling and returned to prison for violating a condition of supervision

PIGF awards were allocated to the following organizations:

- Allegany County Board of Commissioners; *\$215,134.98*
- Calvert County Health Department; *\$227,640.86*
- Community Mediation Maryland, Inc.; *\$159,549.17*
- Department of Public Safety and Correctional Services; *\$135,101.30*
- Family Crisis Center of Baltimore County, Inc.; *\$401,324.00*
- GateKeepers Corporation; *\$596,185.00*
- Hagerstown Goodwill Industries, Inc.; *\$672,444.00*
- HARBEL Community Organization, Inc.; *\$1,030,856.00*
- HealthCare Access Maryland, Inc.; *\$1,456,302.24*
- Heartly House, Inc.; *\$68,577.01*
- House of Ruth Maryland, Inc.; *\$537,844.00*
- PIVOT Inc.; *\$1,475,028.43*
- PREPARE Inc.; *\$546,849.00*
- Maryland Network Against Domestic Violence; *\$223,509.52*
- Maryland Office of the Public Defender; *\$267,573.74*
- Mayor's Office of Neighborhood Safety and Engagement; *\$226,330.16*
- My Covenant Place; *\$379,626.34*
- Office of the State's Attorney for Baltimore City; *\$51,089.01*
- Sexual Assault/Spouse Abuse Resource Center, Inc.; *\$57,986.00*
- TurnAround, Inc.; *\$267,266.00*
- University of Maryland – Office of Research Administration & Advancement; *\$311,882.56*
- YWCA of Annapolis and Anne Arundel County; *\$294,877.40*

Data Implications

Using data provided by the Department of Public Safety and Correctional Services (DPSCS), to include data reported by local correctional facilities, the Governor’s Office of Crime Prevention, Youth, and Victim Services examined Maryland’s average daily local jail population, sentenced population, and pretrial population between FY 2018 and FY 2022. As illustrated in **Table 1**, the average daily local jail population decreased by 20.15%, from 21,205 in FY 2018 to 16,933 in

FY 2022. Over the same period, the sentenced population decreased by 21.98%, from 19,158 to 14,948, and the pretrial population decreased by 3.03%, from 2,047¹ to 1,985.

In addition, between FY 2018 and FY 2019, the total average local jail population decreased by 2.3%, the sentenced population decreased by 1.87%, and the pretrial population decreased by 6.35%. In FY 2020, the local jail population decreased by another 3%, and the sentenced population and pretrial population decreased by 2.67% and 5.32%, respectively. FY 2020 to FY 2021 observed the greatest changes in both average daily sentenced and pretrial populations - the sentenced population decreased by 14.88%, and the pretrial population increased by 10.14%, whereas the average daily local jail population decreased by 12.62%. These pronounced changes are likely due to the COVID-19 pandemic. In FY 2022, the average daily local jail population decreased by 3.57%, and the sentenced population and pretrial population decreased by 3.94% and 0.7%, respectively.

Average Daily Populations	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
Local Jail*	21,205	20,717	20,096	17,560	16,933
Sentenced	19,158	18,800	18,281	15,561	14,948
Pretrial	2,047	1,917	1,815	1,999	1,985

*Please note that the local jail population accounts for the sentenced population and the pretrial population.

Conclusion

As the criminal justice landscape evolves, so does the approach of its stakeholders in addressing crime, public safety, and recidivism. In response to feedback from stakeholders, the Oversight Board, the Advisory Board, and the Local Commission will focus heavily on promoting evidence-based mental and behavioral health services as well as re-entry programming and will continue to work in partnership with specific goals outlined below:

- The Oversight Board will work to refine data collection efforts to promote policy and expand opportunities to improve performance and enhance successful public safety outcomes.
- The Advisory Board will continue its recommendations for data standardization. Areas for future work include a renewed focus on re-entry and related support services for returning citizens.
- The Local Commission will continue to monitor grantee performance and receive quarterly updates from grantees to inform future reinvestment recommendations.

¹ It is important to note that while FY 2018 began on July 1, 2017, the effective date for the JRA was October 1, 2017. Therefore, there are three months of data included for FY 2018 that may not fully speak to the ongoing efforts of the JRA to lower the State and local incarceration population.