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

April 8, 2022

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

The Honorable William C. "Bill" Ferguson IV
President of the Senate
State House, H-107
Annapolis, MD 21401-1991

The Honorable Adrienne Jones
Speaker of the House of Delegates
State House, H-101
Annapolis, MD 21401

RE: Report required by Senate Bill 907, 2020/Chapter 19(2), 2021 (MSAR #12981)

Dear Governor Hogan, President Ferguson, and Speaker Jones:

As required by Senate Bill 907, 2020/Chapter 19(2), 2021, please find an enclosed copy of the Governor's Office of Crime Prevention, Youth, and Victim Services' report, titled *Report on State Assets Being Deployed to Prevent Crime (January 2022)*. This report includes information on the resources used to help individuals re-enter the community as well as the services provided to deter recidivism.

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

Sincerely,

A handwritten signature in blue ink, appearing to read "Kunle Adeyemo".

Kunle Adeyemo, Esq.
Executive Director

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



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

**Report on State Assets Being Deployed to Prevent
Crime (January 2022)**

Senate Bill 907, 2020/Chapter 19(2), 2021

Larry Hogan
Governor

Boyd K. Rutherford
Lt. Governor

Kunle Adeyemo, Esq.
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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January 1, 2022
MSAR #12981

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Introduction

Senate Bill 907, 2020/Chapter 19, 2021, established the Law Enforcement Coordinating Council within the Maryland Department of State Police, and required the Maryland Department of State Police to establish a regional law enforcement council for each region established by the Law Enforcement Coordinating Council.¹ Each council consists of public safety partners, to include local and state law enforcement agencies and state government agencies, whose purpose is to prevent and reduce crime by (1) coordinating and focusing State and/or local resources; and (2) ensuring interagency communications and intelligence-sharing. The Act also requires the Governor's Office of Crime Prevention, Youth, and Victim Services (Office) to submit a biannual report to the Governor and the General Assembly by January 1 and July 1 of each year, as it relates to how State assets are being deployed to prevent crime. Specifically, the report must:

1. Specify the number of individuals that the Division of Parole and Probation is monitoring, including the categories of supervision for each individual;
2. Specify the number of individuals the Division of Parole and Probation has referred to other State agencies for assistance;
3. Identify the housing services the State is providing to individuals recently released from incarceration;
4. Identify the job training and assistance with employment opportunities the State is providing to individuals recently released from incarceration;
5. Describe issues relating to access to transportation for individuals recently released from incarceration;
6. Identify the support services provided to individuals at high risk for committing crimes; and
7. Specify the manner in which State agencies are sharing specific information about individuals who have had contact with the criminal justice system.

Background

Immediately following the enactment of Senate Bill 907, 2020/Chapter 19, 2021, the Office began working with the Department of Public Safety and Correctional Services (Department) to identify and gather specific information regarding the deployment of State assets to prevent crime. The Department is responsible for, or tasked with overseeing, the:

¹ Maryland General Assembly. [*Senate Bill 907 \(2020\)/Chapter 19 \(2021\). Public Safety - Crime Plan and Law Enforcement Councils \(Maryland State Crime Plan\).*](#)

- Division of Correction: Consists of 13 State correctional facilities which houses individuals sentenced to incarceration for a period exceeding 18 months.
- Division of Pretrial Detention and Services: Consists of four pretrial facilities in Baltimore City which houses incarcerated individuals awaiting trial.
- Division of Parole and Probation: Supervises individuals within the community who are either awaiting trial, placed on supervised probation, have been paroled by the Maryland Parole Commission, or were placed on mandatory supervision upon release under the authority of the Maryland Parole Commission. The Division of Parole and Probation also supervises those individuals who have been court-ordered into the Drinking Driver Monitor Program.

While incarcerated within the Division of Correction, it is entirely up to the individual to participate in vocational training, volunteer-led programming, work release opportunities, and other re-entry efforts. The only mandatory participation element involves education - if an incarcerated individual lacks a GED or GED equivalency, they are obligated to participate in 240 hours of educational classes. As discussed below, correctional education and vocational training throughout the Division of Correction is provided by the Maryland Department of Labor. Furthermore, while case managers, re-entry specialists, and social workers work diligently to ensure every incarcerated individual has a validated home plan prior to release, an incarcerated individual is not obligated to provide this information unless they are seeking parole.

It is also important to note that successful re-entry is primarily a local function - localities and the programs and services within each community across the State should be engaging with individuals released from correctional facilities to provide connectivity to existing resources.

Lastly, with regard to the Division of Parole and Probation supervision, the length of supervision and terms of supervision are based on the court order for supervision or the terms of parole as set by the Maryland Parole Commission. Once the order for supervision expires, the Division of Parole and Probation has no further authority to supervise an offender.

Deployed Assets to Prevent Crime

This *Report on State Assets Being Deployed to Prevent Crime (January 2022)* contains data collected from the Department as it relates to the resources deployed for the second half of fiscal year 2021 (January 1, 2021 - June 30, 2021). It also includes information on the resources used to help individuals re-enter the community as well as the services provided to deter recidivism.

#1. Individuals Monitored and Supervision Category

At the end of fiscal year 2021, there were a total of 32,384 individuals in the community, under criminal supervision², who were monitored by the Division of Parole and Probation (*as illustrated below*).

SUPERVISION TYPE	SUPERVISEES	SUPERVISION TYPE	SUPERVISEES
REV	8,841	SO1	628
VPI	729	SO2	363
HIGH	1,853	SO3	445
MOD	1,292	SO4	1,600
LMD	7,018	UNK	24
LOW	9,591		

Supervision level definitions are as follows:

- VPI: Violence Prevention Initiative
- HGH: High Supervision Level
- MOD: Moderate Supervision Level
- LMD: Low Moderate Supervision Level
- LOW: Low Supervision Level
- REV: Review
- SO1: Level 1 Sexual Offenders
- SO2: Level 2 Sexual Offenders
- SO3: Level 3 Sexual Offenders
- SO4: Level 4 Sexual Offenders

The REV supervision level is not a static level of supervision. REV is the initial supervision level for all non-sexual offenders or non-VPI clients. This is the initial period of time during which a supervision agent is performing all of the necessary risk/needs assessments to determine the appropriate level of supervision. Whenever an individual under active supervision experiences a change in supervision status - i.e. becomes delinquent, non-active unavailable, or non-active supervision - and then resumes active supervision, an agent completes another risk/needs assessment.

² It is important to note that the criminal supervision category does not include pending split sentence cases, non-active incarcerated cases, delinquent cases, and non-active unavailable cases.

The levels of supervision are indicative of the risk/needs factors involved with HGH being the highest risk and progressively moving downward to LOW which are the lowest risk offenders. As offenders are compliant with supervision and addressing their criminogenic risks, the level of supervision may be lowered. Agents perform periodic reassessments, consisting of a review of an individual's compliance while under supervision. As individuals are compliant, they will move down in supervision intensity. LOW is the lowest supervision level which is reserved for lowest risk clients as well as those who have exhibited significant compliance earning a downgrade to the lowest level of supervision. Sexual offenders are also supervised based on risk/needs in that Level 1 represents the highest risk and progressively moving downward to Level 4 which represents the lowest risk.

In addition to the individuals under supervision for criminal offenses, the Division of Parole and Probation actively supervised 7,146 individuals in the Drinking Driver Monitor Program (*as illustrated below*). These participants were placed on supervision as the result of the following charges: Driving While Intoxicated, Driving Under the Influence, or Driving While Suspended.

SUPERVISION TYPE	SUPERVISEES	SUPERVISION TYPE	SUPERVISEES
HIGH	2	LOW	4,116
MOD	2	REV	1,785
LMD	1,236	UNK	5

#2. Individuals Referred to Other State Agencies

The Division of Parole and Probation utilizes over 300 community and government agency programs to assist individuals under supervision. These resources range from health care services, substance abuse and mental health treatment, abuser intervention programs, family services, job skills readiness and job placement, housing, supplemental nutrition assistance, temporary cash, and other re-entry services. Because community supervision is a dynamic management process in which agents may work with individuals repeatedly for the same need over time, the Division of Parole and Probation does not track the number of individual referrals. Effective supervision is evaluated more comprehensively at case end by satisfactory case closures.

#3. Housing Services

In 2019, the Secretary established the Assistant Secretary for Programs, Treatment, and Re-entry Services position which was filled by Assistant Secretary Carolyn J. Scruggs. In this role, Assistant Secretary Scruggs has taken several steps to improve re-entry services for individuals

returning to the community, to include the creation of two units which are integral in providing re-entry planning and services: Social Work and Re-entry Services. Social workers and re-entry specialists begin preparing incarcerated individuals for their return to their communities well before the scheduled return. This key process of home plan preparation is a necessary step for approximately 5,400 individuals leaving the Department's custody every year. Re-entry staff are tasked with confirming that individuals have an appropriate plan for residence post-release, especially in cases of parole. In cases where there is a self-disclosed history of homelessness, or special care needs, the Department engages additional social work resources to meet the needs of incarcerated individuals in the best possible manner. It is important to note that many individuals leave the Department's custody at the expiration of their sentence, after which the Department has no legal authority. In all cases where the sentence has expired, it is up to the discretion of an inmate to provide any follow up residence information. Additionally, individuals whose sentence has expired may reject these services at any time. The Department is able to provide a description of what the Social Work and Re-entry units are doing to assist incarcerated individuals with housing services upon their release.

Locally administered programs for returning citizens may be eligible for funding through Department of Housing and Community Development programs. In FY22, Community Services Block Grant funding provided support to two organizations with returning citizens programs, Community Action Agency of Anne Arundel County which can be reviewed at: <https://www.aaccaa.org/returning-citizens>, and Human Services Programs of Carroll County which can be reviewed at: <https://hspinc.org/opportunityworks/#:~:text=Call%20410.848>.

The Department's Social Work unit provides comprehensive release planning services, to include connection to housing. These services are provided to individuals with serious mental illness, major medical issues, HIV, developmental disabilities, physical disabilities (including blind, deaf, and wheelchair bound), and those with long incarcerations that may need more assistance reintegrating into the community. The Social Work unit does a thorough assessment of each individual and connects them to housing and other resources based on their specific needs and preferences. The Department regularly refers individuals to nursing homes, assisted living facilities, transitional housing programs, inpatient substance abuse treatment facilities, Residential Rehabilitation Programs (for the serious mental illness population), VA housing programs; and when all other options are exhausted, shelters.

In addition, the Social Work unit and re-entry specialists work as a team to support incarcerated individuals who may need some resources yet do not require comprehensive planning services. These individuals may be given resource information or meet with team members on a short-term basis for assistance in connecting to housing or other needed community support. The social workers and re-entry specialists maintain resource lists for each county in the State and

Baltimore City that can be provided to anyone looking for resources when they return to the community. The resource lists include housing providers, shelters, mental health providers, medical providers, substance abuse treatment, job training programs, employers willing to work with formerly incarcerated individuals, local Department of Social Services and Social Security locations, and information on where to obtain free meals, clothes, transportation, etc.

Social workers and re-entry specialists across the State have developed relationships with providers and community organizations. The primary goal is to find the housing and programming that is best for each individual. Team members are constantly networking with each other and those in the community to find the services that are right for every incarcerated individual. In fiscal year 2020, the Social Work and Re-entry units made 896 referrals to housing providers for individuals in the Department of Correction and Division of Pretrial Detention and Services facilities.

The Social Work and Re-entry units have visited many community providers to tour facilities, connect face-to-face with staff, and to better understand the resources available for returning individuals. There are a total of 17 housing resources that the social work and re-entry team refers individuals to: 13 locations in Baltimore City, two in Frederick County, one in Washington County, and one in Carroll County.

#4. Job Training and Assistance with Employment Opportunities

The Maryland Department of Labor is responsible for providing correctional education and vocational training opportunities throughout the Division of Correction. The Maryland Department of Labor also employs re-entry navigators that work with incarcerated individuals preparing for release. The navigators utilize the Maryland Workforce Exchange, which is an online job seeker/workforce services system, accessed via the Internet.

Features to help job seekers and individuals within the system include:

- Use a professional format to create and send résumés and cover letters to employers
- Assess job skills, set goals, and research training providers
- Review available jobs and apply online
- Set up a Virtual Recruiter® search agent to automatically review job postings and notify individuals of jobs that match your skills
- Track job search efforts and résumés sent in a personal profile folder online
- Learn about services and benefits for which the user may be eligible
- Determine a budget and plan for training
- Research regional labor market information, such as salaries
- Use the email/message center to contact employers and the individual's case manager

Job training is an eligibility based opportunity under the Workforce Innovation and Opportunity Act (WIOA) and is accessible through the 13 local workforce development boards and over 30 American Job Centers (AJC) across the State. Job seekers can access training and case management services in the centers on a walk-in basis. WIOA requires the establishment of an Eligible Training Provider List (ETPL) to ensure training providers are adhering to standards set under WIOA. Job seekers can access the list and review performance and costs of training, and use this information as a tool to seek an individual training account that will pay for the training. In addition, local workforce boards may have local and other grant funds to support training opportunities outside of the WIOA program. Lists of local AJC's can be reviewed at: <https://www.dllr.state.md.us/county/>.

The Department also employs social workers and re-entry specialists, both of which make training and employment referrals. In addition to utilizing the Maryland Workforce Exchange, the Department also makes referrals to community partners such as the Maryland Division of Rehabilitation Services (DORS) and Living Classrooms. Prior to release and starting with academic classes (including GED services), incarcerated individuals have the ability to take advantage of extensive academic services and employment training including college courses, occupational training offered through Maryland Correctional Enterprise (MCE) and the Maryland Department of Labor, and work release opportunities.

In 2008, the Correctional Education Council (CEC) was established to oversee the Maryland Department of Labor's Correctional Education (CE) Program. This CE Program assists inmates in need of academic, occupational, and transitional program support to prepare them for a positive transition into society upon their release. Specifically, it provides academic, library, Career and Technology Education (CTE), and transitional services to incarcerated students in state correctional institutions so as to prepare incarcerated students to become responsible members of their communities.

Key features of the CE Program include:

- **The Academic program includes Adult Basic Education, GED® Preparation, Special Education, English for Speakers of Other Languages, and a Postsecondary Education Program (overseen by the Department).**
- **The CTE Program offers a variety of training programs, in addition to a number of nationally recognized certifications.**
- **The Transitional Program provides students with re-entry services and courses focused on a successful transition back into the community.**
- **The Library Services Program supplies informational, research, and recreational reading services.**

Through its mission, the CE Program seeks to provide incarcerated individuals with high-quality services that facilitate a successful transition into the workforce and community. More information about these programs can be found at:

<https://www.dlir.state.md.us/ce/cereport2021.pdf>

#5. Access to Transportation

The Department releases individuals who are returning to every county in the State, some of which have fewer public transportation resources than others. Social workers complete disability transportation applications for those who need access to transportation for medical/mental health appointments in the community. For other individuals, the Department refers them to community partners who provide bus passes to those who are in need. Over the past year, the Division of Parole and Probation has expanded its capacity for, and practice of, connecting with remote contacts to effectively serve released individuals regardless of transportation barriers.

#6. Support Services

The Department's management of supervised individuals was redesigned by provisions within the Justice Reinvestment Act of 2016. This new structure for mediating noncompliant behavior allows agents to respond to specific needs, identified by an evidence-based risk screener, to make referrals and connections to treatment, in lieu of solely punitive measures. Agents are better able to target mitigating actions to periods of destabilization intended to interrupt an individuals' noncompliant behavior. It is important to note that generally, nonviolent crimes have a higher recidivism rate than violent crimes, so individuals at highest risk for committing crimes may not align with VPI. The Department provides services based on need, security level, and behavior while incarcerated. Social workers do not specifically use a risk assessment for assignment to group treatment or release planning. However, many high risk individuals do qualify for release planning and do participate in evidence-based cognitive behavioral treatment while incarcerated.

The Division of Parole and Probation utilizes over 300 community and government agency programs that have been vetted by the Division of Parole and Probation Community Resource Engagement Team or have been determined to be effective for supervisees by its staff. In Baltimore City, there are more than 150 community resources that are fully utilized by the Division of Parole and Probation to assist individuals under supervision. Additionally, supervised individuals who have been classified as high risk are referred to resources that satisfy special conditions from the courts or the parole commission. These individuals are also referred to resources that meet their criminogenic risks and needs based upon the results of the Level of Services Inventory-Revised (LSI-R).

#7. Information Sharing

In addition to using official databases such as the Offender Case Management System (OCMS), the Criminal Justice Information System (CJIS), the National Crime Information Center (NCIC), and the Judiciary Portal (J-Portal), the Department has relationships with several State agencies that include information sharing. The Department frequently engages in stand alone partnerships with State agencies, and partners with researchers, as needed, through its Departmental Research Committee process. The following describes some of the Division of Parole and Probation partners:

- Office of the Public Defender (OPD): Coordinates efforts for re-entry needs for those who are potentially getting court released or sentence modifications, such as with Senate Bill 494 (2021). The Social Work unit also coordinates closely with OPD in Baltimore City for the pretrial population to assist with any re-entry or transitional needs. In the past two years, the Department enhanced its shared data with OPD to prepare for potential rule changes, and improve outcomes for individuals held pretrial to support any locally led diversion efforts during COVID-19.
- Maryland Department of Health (MDH): MDH personnel assist with Medicaid enrollment for the prison population and the Social Work unit and Medical unit are constantly teaming and sharing information with their enrollment staff. MDH staff attend Regional Re-Entry Team Meetings in each of the five statewide regions.
- Behavioral Health Administration (BHA): The Social Work unit and BHA work closely and share information regarding seriously mentally ill individuals who are returning to the community to provide continuity of care and a smooth transition for this vulnerable population. Monthly meetings are held with the Department's staff, Centurion (medical) re-entry staff, BHA, and MDH to discuss individuals with serious mental illness who are nearing release and will require additional community coordination. Additionally, the Department has partnered with BHA in prior research endeavors to evaluate risk factors in post release overdose mitigation and is embarking on a new partnership to measure the outcomes of Chapter 211.
- Maryland Department of Labor: Social workers and re-entry specialists make referrals to navigators for employment and job training, and they attend monthly Regional Re-Entry Team Meetings in each of the five statewide regions.
- Division of Vital Records: Assists with securing birth certificates prior to release.
- Maryland Motor Vehicle Administration: Assists with securing Maryland MVA ID cards prior to release.

Conclusion

The Office will continue to work with the Department to identify and gather specific information regarding the deployment of State assets to prevent crime on a biannual basis. The next report, *Report on State Assets Being Deployed to Prevent Crime (July 2022)* will provide information on the resources deployed for the first half of fiscal year 2022 (July 1, 2021 - December 31, 2021).