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## GOVERNOR'S COORDINATING OFFICES

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Crime Prevention, Youth, & Victim Services · Small, Minority, & Women Business Affairs  
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**FROM: Governor's Office of Crime Prevention, Youth, and Victim Services**

July 1, 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 (July 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,

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 (July 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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July 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.<sup>1</sup> 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:

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<sup>1</sup> 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 five 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.

In 2019, the Secretary of the Department established the Assistant Secretary for Programs, Treatment, and Re-entry Services position to improve re-entry services for individuals who are returning to the community. Re-entry preparation begins at intake into custody. Successful re-entry starts with the assessment process to determine needs, follows with the programming and treatment process to address those identified needs prior to release, and then finishes with release planning to make community connections and establish resources and services upon release to ensure a successful transition into the community.

Programming and treatment includes medical and mental health services as well as addiction treatment services to address overall health. Education and occupational programs and skills training are also provided. These programs and services are integral in preparing an individual to return to the community. Additionally, under the direction of the Deputy Secretary of Operations, incarcerated individuals have the opportunity to participate in volunteer-led programming, religious services and outreach, and work release opportunities.

Some programs are mandatory and participation in others is voluntary. For individuals lacking a High School Diploma, GED, or GED equivalency, incarcerated individuals must participate in 240 days of educational programming which is administered by the Maryland Department of Labor. Education is also mandatory if an individual is less than 21 years old with an individualized educational plan (IEP). Addictions treatment for those with diagnosed substance use disorder is also mandatory.

Extensive voluntary programming in multiple disciplines is also offered by the Department. Correctional education allows voluntary enrollment for individuals that have already completed their mandatory education requirements. The Maryland Department of Labor also provides occupational/vocational/transitional skills courses throughout the Department (*for more information, please see the 2021 Correctional Education Council Activity Report at: <https://www.dllr.state.md.us/ce/cereport2021.pdf>*). Post secondary education is provided by colleges and universities that have an Memorandum of Understanding (MOUs) with the

Department. To date, this includes the University of Baltimore, the Goucher College, the Georgetown University, the Wor-Wic Community College, and the University of Baltimore. Additional post secondary programs are in various stages of development and approval.

As individuals approach release, case managers, reentry specialists, and social workers work diligently to ensure every incarcerated individual is provided release planning assistance. The goal is to ensure that if there are any re-entry needs identified, that resources are put in place prior to release in order to address those needs. Housing connections and home plans are included in release planning. However, participation in the Department’s assisted release planning is voluntary and individuals are not required to accept services. An incarcerated individual is not obligated to provide home plan verification unless they are seeking parole. Despite the voluntary nature of home plan reporting, in fiscal year 2022 (year-to-date), 97.5% of the individuals released had an established home plan.

It is also important to note that successful re-entry is best accomplished in partnership with local governments and public and private community organizations. A Director of Community Outreach and Special Projects position was created in fiscal year 2022, within the Department’s Office of Programs, Treatment, and Re-entry Services. In this role, the Director develops and maintains relationships with community partners in an effort to bolster re-entry efforts and better prepare incarcerated individuals for their eventual return to society, while also connecting with outside service providers that support returning citizens in their successful transition back into the community. While some of these partnerships are formalized through the development of MOUs such as the Emerging Adults program through the Prince George’s County State’s Attorney’s Office, the restorative justice program through Restorative Response Baltimore, the Goodwill Industries Gatekeepers employment training and resource program etc, most resources are established through ongoing relationships developed between Department staff and re-entry and community providers. The Department routinely establishes individualized services needed prior to release by relying on the many county government, and public and private organizations already existing in communities. This can include county community action centers, churches, local non-profit organizations, etc. The services provided in every county include:

<b>Resources</b>	
Addiction Services	Family Services
Advocacy	Food, Housing, and Shelter
Behavioral Health	Health Services
Career Guidance/Employment Services	Medical Services
Child Support	Mental Health Services
Clothing	Mentoring
Counseling	Ministry/Religious Services
Crisis Services	Sex Offender Treatment

Domestic Violence Resources	Utility Assistance
Education	Mediation

The Department also recognizes that since community support is such a vital component of successful re-entry, local re-entry programs that permit incarcerated individuals within a year of release to return to their local detention centers to complete jail time are a valuable re-entry tool. Local re-entry programs allow incarcerated individuals to benefit from the transitional services that support their re-entry into specific home communities. The Department currently has MOUs with seven local detention centers and is working with several more to finalize agreements.

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 (July 2022)* contains data collected from the Department as it relates to the resources deployed for the first half of fiscal year 2022 (July 1, 2021 - December 31, 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 December 2021, there were a total of 33,068 individuals in the community, under criminal supervision<sup>2</sup>, who were monitored by the Division of Parole and Probation (*as illustrated below*).

SUPERVISION TYPE	SUPERVISEES	SUPERVISION TYPE	SUPERVISEES
VPI	687	LV1	703
HIGH	1,808	LV2	385
MOD	809	LV3	440
LMD	6,321	LV4	1,605
LOW	11,658	UNK	
REV	8,252		

Supervision level definitions are as follows:

- VPI: Violence Prevention Initiative

<sup>2</sup> 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.

- 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 levels of supervision are indicative of the risk/needs factors involved with VPI and HGH being the highest risk and progressively moving downward to LOW which is the lowest risk. As offenders are compliant with supervision and their criminogenic risks are addressed, 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 ranging from Level 1, which represents the highest risk, and progressively moving downward to Level 4, which represents the lowest risk.

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.

In addition to the individuals under supervision for criminal offenses, the Division of Parole and Probation actively supervised 7,342 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	4,339
MOD	1	REV	1,669
LMD	770	UNK	2



## #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. The resources range from local and State healthcare 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 referrals made to other State agencies. Effective supervision is evaluated more comprehensively at case end by satisfactory case closures.

## #3. Housing Services

Social work and re-entry services provide home plan assistance as part of individualized comprehensive release planning services. While dedicated resources for criminal justice impacted populations are widely needed on the local level, the Department's social workers and re-entry specialists are largely successful in securing transitional housing either prior to release, or within a short period of time after release.

The Department's social workers provide comprehensive release planning services for individuals with special needs who are within one year of their release date. This can include individuals with serious mental health diagnoses, major medical issues (such as cancer or dialysis), individuals with disabilities, individuals diagnosed with HIV/AIDS, and those serving incarcerations longer than 15 years. For all other individuals that are not identified as special needs, they receive the same comprehensive release planning from Department's re-entry specialists when they are within six months of release. Social workers and re-entry specialists do a thorough assessment of each individual and connect 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, in-patient substance abuse treatment facilities, residential rehabilitation programs (for the population with serious mental illness), veterans housing programs; and when all other options are exhausted, shelters.

In addition, social workers 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 members of the team on a short-term basis to assist in connecting to housing or other needed community support. 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. These 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 the calendar year 2021, the Social Work and Re-entry units made 287 referrals to housing providers for individuals released from the Department of Corrections and the Division of Pretrial Detention and Services facilities. Between January 1, 2022 and May 31, 2022, the Social Work and Re-entry units made 129 referrals to housing providers. Additionally in fiscal year 2022 (year-to-date), 97.5% of the individuals released had an established home plan.

#### #4. Job Training and Assistance with Employment Opportunities

The Maryland Department of Labor is responsible for providing GED level correctional education and vocational training opportunities throughout the Department of Corrections. 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: [www.dllr.state.md.us/county](http://www.dllr.state.md.us/county).

The Department's social workers and re-entry specialists also make training and employment referrals. In addition to utilizing the Maryland Workforce Exchange, the Department 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 the 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.dllr.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. Execution of additional local agreements between the Department and local detention centers would afford the incarcerated person to be released into the community of their home plan upon release.

## #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 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. The following describes some of the Department's partners:

- Office of the Public Defender (OPD): Coordinates efforts for re-entry needs for those who are potentially getting court released or have petitioned for sentence modifications. The Department's social workers also coordinate 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 the 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 Department's social workers and medical staff 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 Authority (BHA) of Maryland: The Department's social workers 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, its mental health treatment provider, 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.
- 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. The Maryland Department of Labor is also responsible for providing correctional education to the incarcerated population.
- Division of Vital Records: Assists with securing birth certificates prior to release and death verifications for individuals who pass away while on supervision.
- Maryland Motor Vehicle Administration: Assists with securing Maryland MVA ID cards prior to release.

## Conclusion

The Office worked with the Department to gather specific information regarding the deployment of State assets to prevent crime, as required by Senate Bill 907, 2020/Chapter 19(2), 2021. In accordance with Section 3 of this Act, the reporting requirements shall terminate on September 30, 2022, if no further action is required by the General Assembly. For this reason, this *Report on*

*State Assets Being Deployed to Prevent Crime (July 2022)* is the final report required by Senate Bill 907, 2020/Chapter 19(2), 2021.