



# **Maryland's Comprehensive State Crime Control and Prevention Plan 2009 - 2011**

*Prepared by:*

**Governor's Office of Crime Control & Prevention**

300 E. Joppa Road, Suite 1105

Towson, Maryland 21286

410-821-2828

## **EXECUTIVE SUMMARY**

Pursuant to Executive Order 01.01.2005.36, the Governor's Office of Crime Control & Prevention (GOCCP) is charged with drafting a three-year Comprehensive State Crime Control and Prevention Plan (Plan) for the State of Maryland, and with submitting annual updates in each of the following two years. The first plan was drafted and submitted in 2005. Since that initial plan was written and submitted, updates were submitted in 2006 and 2007. Now, pursuant to the mandate in Executive Order 01.01.2005.36, GOCCP is pleased to submit a new three-year Plan for dramatically reducing crime and disorder in Maryland's communities.

Although there are many facets to this Plan, the over-arching theme is Security Integration. Security Integration means that there must be seamless coordination and consistent information sharing between and among all state and local agencies involved in the criminal justice system. This Plan is intended to focus, organize, and coordinate multi-agency initiatives, and to serve as a platform for the constant evolution of public safety strategies in Maryland.

The key components of the Plan, which will be described in detail in the following pages, are:

- Violence Prevention Initiative: To identify that relatively small core group of offenders who are most likely to engage in violent crime, and to develop a containment model to effectively manage and supervise them
- Juvenile Violence Prevention Initiative: To identify that relatively small core group of juvenile offenders who are most like to commit violent crimes, or become victims of violent crimes, and effectively supervise them
- Intelligence-Based Parole/Probation Supervision: To ensure that the Division of Parole and Probation follows data-driven, intelligence-based strategies in supervising offenders, and that these strategies are executed consistently
- Police/Division of Parole & Probation Partnerships: To ensure that open lines of communication exist between the Division of Parole & Probation and law enforcement agencies to create a "force multiplier" in the fight against violent crime, and to more effectively track and monitor potentially violent offenders

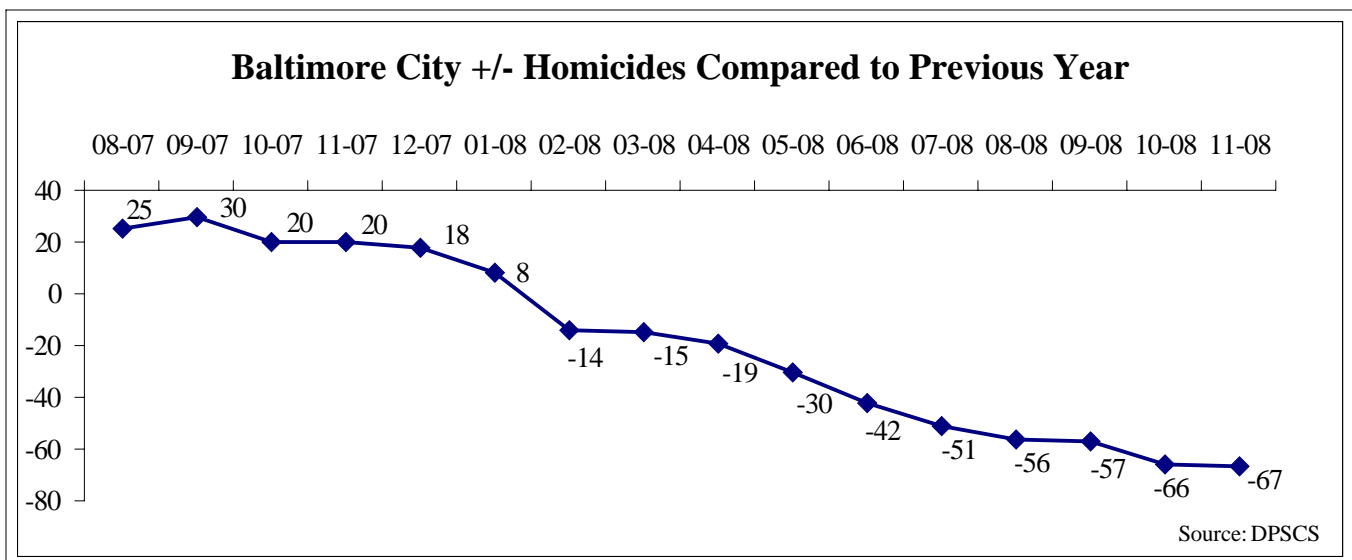
- Watch Center Models: To create environments where police officers and DPP agents work side-by-side to exchange real time information to more effectively respond to non-compliant high-risk offenders under community-based supervision
- Cross-Border Collaboration: To develop and implement a process for sharing timely and accurate information across jurisdictional boundaries to more effectively manage dangerous offenders who move from one jurisdiction to another and subject them to seamless, regional supervision
- Gun Trafficking Task Forces: To target know illegal gun traffickers and offenders through multi-agency collaborative efforts, to include gun tracing
- Gun Tracing: To create a consolidated database of gun trace results in Maryland to help law enforcement detect suspicious patterns often indicative of firearms trafficking and “straw purchases”
- DNA: To optimize the use of the State’s forensic DNA resources to identify violent criminals and remove them from the streets before they re-offend
- Law Enforcement Dashboard: To create a user-friendly information portal through which law enforcement officers can access information on offenders contained in a variety of separate systems and databases to support their intelligence-based policing efforts
- Warrant Service: To develop a framework of cooperation between state and local law enforcement so that warrants can be prioritized and served as soon as possible to remove dangerous offenders from the streets before they re-offend
- CompStat-On-Demand: To ensure that all law enforcement agencies in Maryland have the resources needed to develop CompStat programs to improve data-driven policing strategies, including:
  - ✓ Crime Analysis: To give Maryland’s law enforcement agencies the necessary tools to evaluate the characteristics and factors surrounding crime to help solve offenses and prevent their re-occurrence
  - ✓ Crime Mapping: To assist law enforcement and public safety agencies throughout Maryland develop crime mapping capabilities to identify crime patterns, trends and areas of concentration so that effective strategies can be developed

- ✓ Regional Crime Mapping: To help law enforcement agencies map crime across jurisdictional boundaries and on a regional basis through a publicly accessible online crime mapping tool
- StateStat: To provide state agencies with comprehensive, accurate, and timely intelligence information to facilitate decision making and the deployment of state resources, and to hold agencies accountable for improvements in public safety
- Maryland's Division of Correction: To improve the safety and security of Maryland's prisons, and to better prepare inmates for their eventual return to society
- Gangs: To curb the growth of criminal gangs in Maryland, and to effectively dismantle existing gangs, through the timely sharing of intelligence information and the coordinated efforts of law enforcement agencies at the local, state and federal levels
- Maryland Statistical Analysis Center: To objectively and independently study, evaluate and publicize best and promising practices in public safety
- Community Services Locator: To provide a user-friendly web-based resource to connect ex-offenders and others in need of services with critical resources to help break the cycle of crime, recidivism and social disorder
- Drug Courts: To identify non-violent substance abusing offenders who may be amenable to treatment, and place them under community-based supervision with intensive drug treatment combined with strong judicial oversight and support
- Drug Treatment Availability: To expand drug treatment options across the continuum of care for those in the criminal justice system to help eliminate many of the causes of crime
- Grant Funding: To streamline and coordinate the delivery of grant funding to effectively leverage scarce resources
- Operation Safe Kids: To develop and implement an effective community-based supervision model for at-risk juveniles to minimize residential placements without compromising public safety
- Legislation: To amend existing legislation and pass new legislation that helps law enforcement officers and prosecutors improve public safety
- Family Violence Council: To bring together a group of leaders from various systems and disciplines to develop an action plan for reducing family violence in Maryland

- Victims of Crime: To ensure that all crime victims in Maryland are treated with dignity and respect, that their rights are upheld, and that funding is made available to provide assistance and support

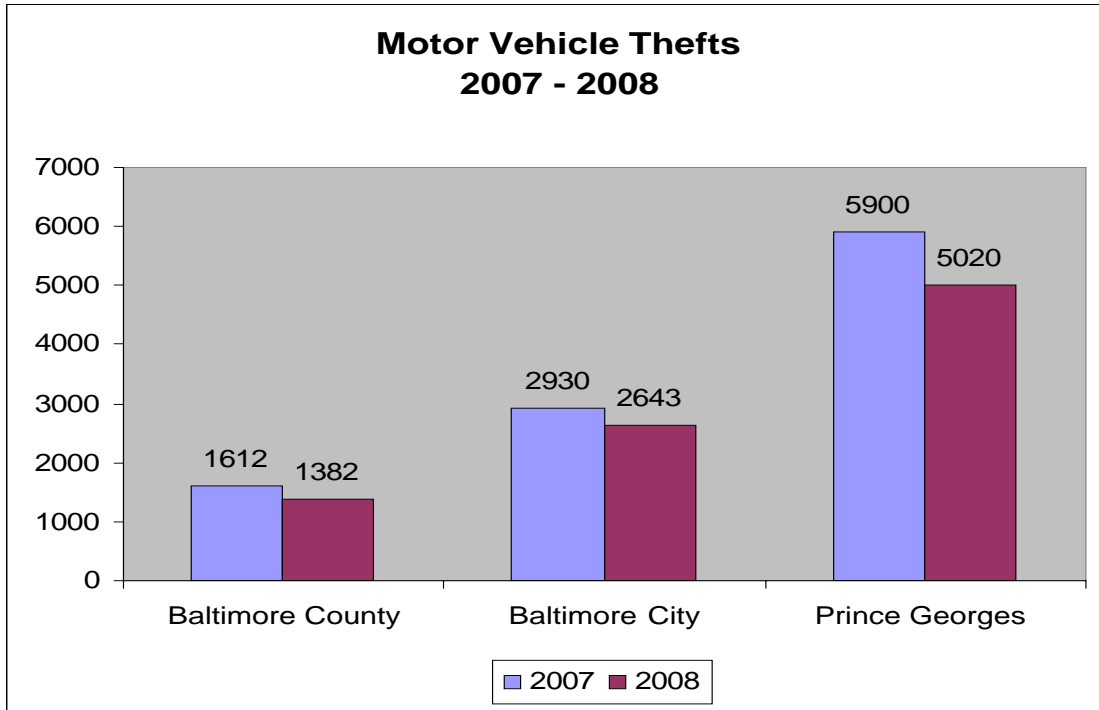
Many of the key elements of the Plan were partially developed and implemented during the first two years of Governor Martin O'Malley's administration, and it appears as if those efforts have had a positive impact on public safety in Maryland. Uniform Crime Report (UCR) data for the first six months of 2008 show double digit decreases in murder and vehicle theft, and significant reductions in forcible rape and robbery statewide. In fact, thirteen of Maryland's twenty-four jurisdictions reported reductions in violent crime (murder, rape, robbery and aggravated assault) during that same time period. Consider the following:

- Maryland's crime index totals show a dramatic 15% drop in murders statewide during the first six months of 2008, with Baltimore City leading the decline with a 32% reduction in murders.



- Baltimore County reports a 6% reduction in murders for the first six months of 2008. That downward trend is continuing. Baltimore County has a 43% reduction in murders through October 2008.
- Prince George's County shows a 6% reduction in murders for the first half of 2008.
- Vehicle thefts are down significantly in three counties where motor vehicle thefts have been historically high: 1) Prince George's County, -15%; 2) Baltimore County, -14%; 3) Baltimore

City, -10%. The reductions in these three counties help lead the way for the State of Maryland to show an overall 10% reduction in vehicle thefts for the first six months of 2008.



- Harford County showed an overall reduction in violent crime – which UCR defines as murder, rape, robbery and aggravated assault – of 12% for the first half of 2008. Of that total, Harford County achieved a precipitous drop of 22% in aggravated assaults.
- Law enforcement agencies in Worcester County reported a 22% drop in violent crime.

The crime reductions cited above are largely attributable the broad strategy of Security Integration that has been pursued since Governor O’Malley’s election. Over the past two years, there has been unprecedented cooperation and collaboration among state public safety and law enforcement agencies including the Department of Public Safety and Correctional Services, Division of Parole and Probation, Department of Juvenile Services, the Maryland State Police and local law enforcement agencies. All of these agencies have re-defined their missions to work more closely on a variety of initiatives:

- Two gun trafficking task forces have been launched, one in Baltimore City and one in Prince George’s County

- The Division of Parole and Probation has been restructured to more effectively identify and monitor that relatively small core group of offenders who commit a grossly disproportionate amount of the violent crime.
- Warrant service has been improved to remove dangerous offenders from the streets as quickly as possible.
- Cross border partnerships have been developed with Washington, DC and Virginia to more effectively supervise high-risk offenders and respond to emerging crime patterns.
- Through state and federal grant funding, a significant investment has been made in technology to help law enforcement work more efficiently.
- Heightened emphasis has been placed on the enforcement of Maryland's gun laws.
- Statewide CompStat technical assistance is being offered to police departments throughout the state to help with data-driven policing strategies.
- Enhanced crime mapping capabilities are being made available to law enforcement and other public safety agencies to improve efficiency.

Despite the successes cited above, crime remains persistently high in Maryland, and much work remains to be done to make Maryland's communities safe for all of its citizens. The Plan articulated in the following pages serves as a roadmap for how that goal will be accomplished. More specifically, the Plan demonstrates how Maryland will build on the successes described above and develop and implement new strategies to improve public safety.

# Maryland's Comprehensive State Crime Control & Prevention Plan

## Background

### Crime in Maryland

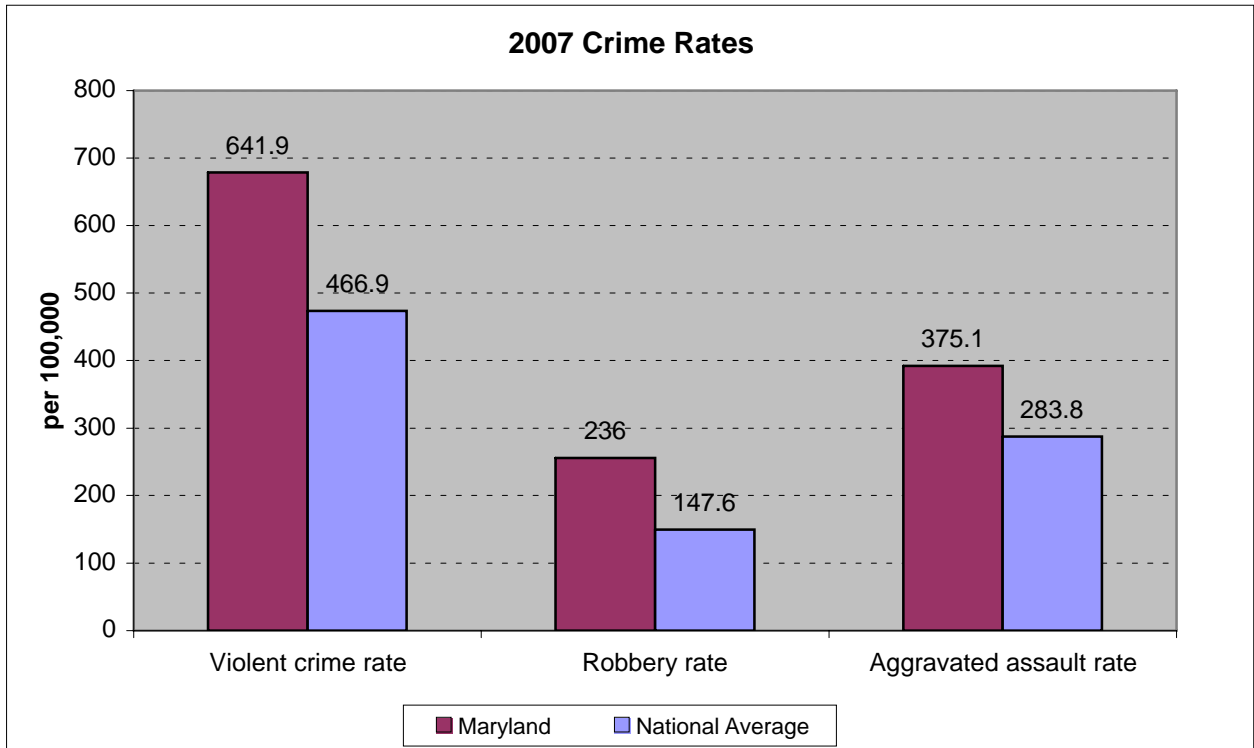
Crime prevention, enforcement, drug abuse, prison inmate populations and offenders under community-based supervision continue to present challenges for Maryland's policymakers, law enforcement officers, judges and public safety administrators, particularly in the face of recent State and Federal budgetary constraints. Maryland, with a population of approximately 5,618,344 people, is the 19th most populated state in the United States, but unfortunately, Maryland ranks significantly higher in terms of crime. According to the Census Bureau's Statistical Abstract of the United States, Maryland is the 8<sup>th</sup> most violent state in the country.

The Federal Bureau of Investigation annually publishes *Crime in the United States* as a part of the National Uniform Crime Report (UCR) Program that compiles national crime statistics and trends based on voluntary reporting by the states. The UCR program collects information on specific crimes that were selected as an "index" to represent crime in the United States. These index crimes are murder, rape, robbery, aggravated assault, breaking or entering, larceny/theft and motor vehicle theft. There were 228,859 total index crimes reported in Maryland in 2007, the last full year of reporting. Violent crime consists of murder, rape, robbery and aggravated assault. In 2007, the last year for which complete crime statistics are available, Maryland had 36,064 reported violent crimes. Property crimes consist of breaking & entering, larceny/theft, and motor vehicle theft. During 2007, there were 192,795 property crimes reported in Maryland.

Among the more illustrative and frequently referenced features of the UCR is the crime rate. These rates are reflected in the number of offenses per 100,000 residents in the state, in an effort to facilitate meaningful comparisons between jurisdictions of varying population sizes. Maryland's violent crime rate has been, and remains, significantly higher than the national average. Over the past three years, the state's average annual violent crime rate has been about 40% higher than the national average. In 2007, the last year for which complete reporting is available, violent crime rates remained persistently



high in Maryland. The graphs below clearly illustrate the severity of the violent crime problem in Maryland.



Source: 2007 Uniform Crime Report, FBI

As shown above, Maryland had 36,062 total violent crimes in 2007, or 641.9 violent crimes per 100,000 residents. Maryland's overall violent crime rate is approximately 35% higher than the national average, a statistic that has remained higher than the national average over the last three years. Of these violent crimes, there were 21,072 aggravated assaults in Maryland in 2007, or 375.1 aggravated assaults per 100,000 residents. Maryland's aggravated assault rate is approximately 33% higher than the national average. Similarly, the number of robberies in Maryland totaled 13,258 during 2007, a statistic that equates to 236 robberies per 100,000 residents. As a result, Maryland's robbery rate in 2007 was approximately 57% above the national average.

Maryland had 553 murders in 2007, or 9.8 murders per 100,000 of population, while the national murder rate was 5.6 per 100,000 residents. Maryland, therefore, has a murder rate that is about 75% higher than the national average.

In summary, Maryland is one of the most violent states in the United States. According to some studies, Maryland is the 8<sup>th</sup> most dangerous state in the United States, and is far above the national average in overall crime.

Although not as serious as violent crime, it should also be noted that the property crime rate in Maryland is significantly high. During 2007, the last year for complete reporting, there were 192,795 property crimes reported in Maryland. Of that total, there were:

- 37,095 breaking or entering, or 660.2 breaking or enterings per 100,000 of population
- 127,307 larceny/thefts or 2,265.9 larceny/thefts per 100,000 of population
- 28,393 motor vehicle thefts, or 505.4 motor vehicle thefts per 100,000 of population

### **Drugs and Crime in Maryland**

Drugs compound Maryland's crime problems. UCR data also show that there were 298,320 arrests in Maryland during 2007. Of these arrests, 55,408 were made for drug abuse law violations such as the possession, sale, or possession with intent to distribute controlled dangerous substances and related paraphernalia. Analysis of individual categories of drug arrests showed that 51.9% of total arrests involved heroin (or opiate derivatives) and cocaine. Even more alarming is the fact that arrest totals for drug offenses have remained high over the past ten years. This is an ominous statistic for future crime control efforts in Maryland.

There are several direct links between drugs and crime. Most directly, it is a crime to use, possess, manufacture or distribute drugs classified as having a potential for abuse. Drugs are also related to crime through the effect they have on the users' behavior, and by generating violence and other illegal activity in connection with drug trafficking. A U.S. Department of Health and Human Services Survey on Drug Abuse concluded that adult drug abusers between the ages of 18 – 49 were much more likely to commit crimes of all types than those who did not use illegal substances. For example, recent data indicate that 26.1 percent of drug abusers admitted to committing violent crimes and that 24.7 percent admitted to committing property crimes.

Some 80 percent of America's prison population - about 1.8 million people - were either high at the time of their crimes, committed their offenses to get money to purchase drugs, have a history of drug abuse, or share some mix of the aforementioned characteristics. Moreover, there is a direct link between the number of convictions an inmate has and the likelihood that this person is addicted to drugs.

Statistics regarding drug abuse and crime are even more alarming with respect to arrestees. The National Institute of Justice collected urine samples, voluntarily and anonymously, at the time of arrest from arrestees in selected cities in the United States. Depending on the type of offense and the sex of the offender, the percentage of arrestees testing positive for drug use at the time of arrest ranged from 37 – 85 percent.

It is also common for offenders to commit crimes in order to obtain money (or goods to sell to get money) to support drug use. According to one national survey, about 18 percent of state prison inmates and 13 percent of convicted local jail inmates admitted committing their crimes to get money to buy drugs. Since this information is self-reported, the percentages are probably higher. Offenders convicted of robbery, burglary and larceny/theft were most likely to have committed their offenses to buy drugs.

National data also show that trafficking in illegal drugs tends to be associated with the commission of violent crimes, and this pattern holds true in Maryland. Reasons for the relationship between drug trafficking and violent crime include:

- Competition for drug markets and customers
- Disputes among rivals involved in illegal drug markets
- Weapons proliferation
- Locations where drug markets proliferate are often in disadvantaged communities where social controls are ineffective.

In conclusion, the evidence indicates that drug arrests are, and have been, trending up in Maryland; that drug users are more likely than non-users to commit crimes; that arrestees and inmates are often under the influence of drugs at the time crimes are committed; that a significant portion of overall

crime is committed by people in need of money to purchase drugs; and that drug abuse generates violence. Although it is difficult, if not impossible, to accurately quantify the impact of drug abuse on society, the economic and human costs are enormous.

## **Information Silos**

Governor Martin O'Malley has made Security Integration – which can be defined as seamless coordination and consistent information among all agencies and entities involved in the criminal justice system – the cornerstone of his public safety strategy. Although much has been accomplished during the first two years of the O'Malley Administration, a great deal of work remains to be done. Many local, state and federal agencies are still reluctant to share essential information, fully and completely, in a timely manner. These “information silos” create duplication of efforts and prevent us from focusing, organizing and coordinating our efforts to achieve optimal efficiency.

## **Maryland's Ex-Offender Population**

Within the Maryland Department of Public Safety and Correctional Services, the Division of Correction (DOC) houses approximately 23,116 offenders. DOC receives approximately 11,000 new inmates each year and releases about 14,000 inmates, on average, each year. Based on national statistics and surveys conducted within Maryland's DOC, it is reasonable to conclude that prison inmates in Maryland have substance abuse problems that are generally consistent with national averages, and that a significant portion of Maryland's inmate population has what has been classified as serious and persistent substance abuse problems.

As previously stated, about 14,000 inmates are released by Maryland's DOC each year to return to communities throughout the state. Statistics show that about 17.1 percent of the offenders released from DOC have been convicted of violent crimes as defined by § 14-101 of the Criminal Law Article. Because of the nature of their original offenses, these offenders represent a substantial risk to the public. It should also be noted that these offenders, the majority of whom have substance abuse

issues, are returning to communities plagued by socio-economic and demographic conditions that correlate with drug abuse and crime.

In addition to the DOC's prison population of 23,116 offenders, Maryland has about 14,305 inmates housed in local jails and detention centers throughout Maryland. A significant percentage of inmates in local jails and detention centers have substance abuse problems.

It should also be noted that approximately 87 percent of the inmates released from Maryland's DOC each year are released to the Division of Parole and Probation (DPP) for formal community supervision under parole or mandatory supervision. In fact, at the present time about 70,954 ex-offenders are under DPP supervision in Maryland communities. About 22,980 of those offenders under community-based supervision have been convicted of violent crimes, including handgun violations. Due to the nature of their criminal histories and the social disorder that exists in many of the communities to which they are returning, these returning offenders present a significant challenge in terms of successful reintegration.

### **Age & Crime in Maryland**

There is general agreement that age is inversely related to criminality. Regardless of economic status, marital status, sex, race and other demographic and socio-economic factors, younger people engage in criminal activity more often than older people. Official statistics also tell us that young people are arrested at a disproportionate rate to their numbers in the population, and victimization surveys tend to support this conclusion.

As previously noted, Maryland's violent crime rate far exceeds national averages. Moreover, statistics show that violent crime rates for offenders peak in the late teens and gradually decline. Overall, the peak years for criminal behavior are between 15 and 24 years of age.

Census tract data indicate that the number of people between the ages of 15 and 24, the primary years for criminal involvement, has been steadily increasing in Maryland since 2000. In the year 2000,

Census Bureau information shows that there were 670,248 Marylanders between the ages of 15 and 24. The Census Bureau projects that the number of people in the 15-24 age brackets will swell to 849,426 by the year 2010. This changing age demographic suggests that Maryland will face even greater law enforcement and public safety challenges in the future.

## **Summary**

In summary, the data show:

- Maryland has a persistently high rate of violent and property crimes
- The vast majority of prison inmates, local jail inmates and arrestees have substance abuse problems which correlate with crime
- Approximately 98 percent of all offenders, a significant portion of whom have committed violent crimes and who have substance abuse problems, will eventually return to Maryland's communities
- The societal conditions in these communities stimulate drug abuse and crime
- At any given time, Maryland has about 70,000 ex-offenders under DPP supervision
- If left unchecked, the cycle of addiction, crime and incarceration will continue

The components of this comprehensive Plan were specifically developed to effectively combat these problems.



## **Components of Maryland's 2008 Comprehensive State Crime Control & Prevention Plan**

Timely, accurate and complete information is the lifeblood of law enforcement and public safety. Unfortunately, law enforcement agencies across the country and here in Maryland, are not fully equipped and structured to access and share information in a seamless and coordinated manner. This fragmentation can have serious consequences for public safety.

Security Integration is a strategy that requires all State agencies to constantly examine and re-examine what data are available that could assist state, regional or local governmental agencies involved in law enforcement and public safety, and work toward achieving seamless coordination and consistent information sharing across organizational and geographic boundaries. This will be the common thread linking all of the individual components of this comprehensive Plan.

### **Violence Prevention Initiative**

***Objective: To identify that relatively small core group of offenders who are most likely to engage in violent crime, and to develop a containment model to effectively manage and supervise those offenders in a community-based setting.***

Criminologists, sociologists, and law enforcement professionals have come to recognize that a relatively small core group of offenders account for a grossly disproportionate amount of crime. For example, crime statistics in Baltimore City in 2006 showed that 30% of all people arrested in Baltimore were under the supervision of the Division of Parole and Probation. Similarly, in 2006, 34% of people arrested for 1<sup>st</sup> Degree Murder in Baltimore were under DPP supervision. These statistics for Baltimore City, and similar statistics from other regions of the state, led GOCCP and its criminal justice partners to conclude:

- That emphasis and resources should be focused on that core group of offenders who are indeed likely to commit a disproportionate amount of the total crime, especially violent crime, in Maryland.

- Local law enforcement agencies and DPP must develop close working relationships to create a force-multiplier in the fight against violent crime.

The challenge facing criminal justice professionals in Maryland was how to identify those offenders under DPP supervision who were most likely to commit future violent crimes and supervise them very closely. By studying the characteristics of suspects and victims in Baltimore City, DPP developed a risk assessment tool, modeled on real-life criterion, to identify those offenders with the greatest probability of engaging in future violent crimes.

This process was the genesis for the Violence Prevention Initiative (VPI), a statewide commitment to reducing violent crime in Maryland by using specific criterion to identify potentially violent, repeat offenders and subjecting them to enhanced supervision. Any offender under DPP supervision who is: 1) Under 29 years of age; 2) Has 7 or more arrests and: 3) Is currently under supervision for Felony Drug Offenses, Armed Robbery, Carjacking, Felony Assault, Handgun Violations, Kidnapping or Murder is automatically assigned to the Violence Prevention Unit within DPP. Validated high-ranking gang members, and parolees or mandatory releasees who were, while incarcerated, confined to Administrative Segregation, or who assaulted correctional officers are also assigned to VPI. To ensure DPP is positively identifying those most likely to commit violent crimes, the risk assessment tool will continue to be re-evaluated. For example, researchers are currently considering an assessment tool that considers an offender's juvenile record as well his or her adult record, and that also considers methods for phasing compliant offenders off the VPI.

As of this writing, about 2,369 offenders out of the roughly 70,000 offenders under community-based supervision by DPP have been identified using the aforementioned criterion and assigned to VPI. It is important to remember that VPI is a targeted and focused approach to dealing with that core group of offenders who are most likely to engage in future violence.

Once screened, identified and assigned to VPU, those offenders are subjected to enhanced supervision and monitoring administered by a specially selected and trained group of Agents within DPP. This enhanced supervision consists of:

- Frequent direct contacts with offenders in their homes, at work, and in other community-based settings.



- Prompt detection of non-compliant acts such as:
  - New offenses
  - Failure to submit to drug testing
  - Positive tests for drug use
  - Failure to report or meet with DPP as required
- Swift and certain responses to non-compliant acts, to include:
  - Warrant requests to the Parole Commission
  - Warrant requests to the sentencing courts
  - Aggressive follow-up to ensure prompt warrant service

As of this writing, the vast majority of VPI offenders are in Baltimore City, and crime statistics suggest that VPI has had an impact on violent crime in that jurisdiction. For example, Baltimore City had a 28% reduction in homicides when compared against a comparable point in time during the previous year, and a 30% drop in non-fatal shootings.

Due to the preliminary success of VPI in Baltimore City, and the success of a similar program in Philadelphia where murders have decreased by 16% since the date of implementation, this initiative will be continued and refined over the next three years. GOCCP recently awarded a grant to the Department of Public Safety and Correctional Services to further validate and refine Maryland's Violence Prevention Initiative, including the criterion used to identify offenders for placement on VPI and the supervision and containment models suitable for preventing future violent acts.

Simply stated, effective parole and probation practices can prevent murder and other types of violent crime. Over the next three years, the State of Maryland will develop additional training programs for the group of hand-picked Agents who supervise VPI offenders. This training will include information on Agents' safety, how to more effectively supervise high-risk offenders, and how to communicate with the courts and the Parole Commission to take prompt corrective action when it is necessary.

**Juvenile Violence Prevention Initiative**

***Objective: To identify that relatively small core group of juvenile offenders who are most likely to commit violent crimes, or become victims of violent crimes, and to develop a containment model to effectively supervise and rehabilitate these youthful offenders in a community-based setting.***

In recent years Maryland has seen an increase in the number of juvenile homicides. In 2007, a total of 52 juveniles were murder victims in Maryland, a 38% increase from 2005 and a 25% increase from 2006. This problem was particularly acute in Baltimore City where the child homicide rate was 8.4 times higher than the national average for the period 2002 – 2006. Adolescents were particularly impacted by homicide, with the median age of Baltimore’s child homicide victims during this period being 16 years old.

A 2007 study conducted by the Baltimore City Health Department of juveniles who were victims of shootings or homicides between January 1, 2004 and June 30, 2007 concluded that 54% had contact with the Department of Juvenile Services (DJS) prior to their victimization, 36% had been under DJS supervision, and 17% were actively under DJS supervision at the time they were shot or killed. This data highlights the need for interventions targeted at youth who are already involved in the criminal justice system and who are on an expedited path towards future violence and delinquency.

To help reduce this high level of juvenile victimization, DJS recently created its own Violence Prevention Initiative specifically crafted to target juvenile homicides and non-fatal shootings. Juvenile VPI is an innovative and collaborative approach that provides increased monitoring and prevention services to at-risk youth who, based on specific criterion, are most likely to commit future violent crimes, or be victims of such crimes.

The selection criterion established for juvenile VPI was adapted from Baltimore City Health Department data, the Operation Safe Kids program (OSK), and an examination of the adult VPI used by DPP. Youth who are assigned to VPI are identified based on known risk factors for committing or being the victim of violent crimes. Youth who are assigned to VPI must meet at least one of the following criteria:

- History of arrest for use of a deadly weapon in the commission of a crime

- History of arrest for any crime involving the possession of a firearm
- History of a case that was originally set in adult court but that was subsequently reverse-waived to juvenile court
- Two or more cases in juvenile court involving CDS offenses where the outcome was a finding of “facts sustained”
- A finding of “facts sustained” in any crime of violence, to include Murder, Manslaughter, Robbery With A Deadly Weapon, Robbery, Carjacking, 1<sup>st</sup> Degree Assault or attempts to commit any of those crimes
- History of two or more arrests before the 13<sup>th</sup> birthday
- Being the victim of a crime of violence as defined above
- Being identified and validated as a gang member

The backbone of juvenile VPI is increased supervision and monitoring of at-risk youth to prevent future violence. This enhanced supervision occurs through face-to-face contacts between DJS case managers and youth in a community-based setting as well as frequent phone contacts and support from law enforcement, community outreach workers, and other stakeholders. DJS also uses other strategies and techniques such as curfew checks, the use of global positioning systems (GPS) tracking, and community detention using electronic home monitoring.

Juvenile VPI is still in its infancy, and has heretofore been confined largely to Baltimore City. However, juvenile VPI will be refined and developed over the next three years. A three-tiered system will be developed to monitor youth as they progress through the system, and to provide progressive levels of contact and discipline, depending on ongoing assessments. A system of graduated responses, which includes rewards and sanctions to address infractions and rules violations, will be refined and implemented. Moreover, each youth assigned to VPI will have an individualized Treatment Service Plan (TSP) that will identify specific needs and link youth with the resources needed to improve the chances of success. Juvenile VPI will, over the upcoming years, link youth with the following continuum of services:

- Case Management
- Crisis Intervention
- Multi-Systemic Therapy (MST) and Functional Family Therapy (FFT)

- Substance Abuse Treatment
- Behavioral Modification Therapy
- Educational Services
- Employment Counseling
- Vocational Training
- Anger Management
- Victim Awareness Training
- Gang Intervention

Youth assigned to VPI will, over the upcoming three years, be screened and evaluated to determine if they are suitable for step-down to more traditional aftercare and probation services based on individual needs. These decisions will be made on a case-by-case basis with the full involvement of the juvenile court.

The future success of juvenile VPI will depend in large part on a highly competent and trained staff of professionals committed to working with this at-risk group of juveniles. DJS will, therefore, carefully screen staff who will be assigned to VPI and offer them intensive training over and above the core curriculum approved by the Maryland Police & Correctional Training Commissions. All case managers assigned to VPI will receive the following additional training:

- Assessment and referral, placement and treatment planning
- Specialized gang awareness and intervention training
- Use of GPS as a monitoring tool
- Mental health and substance abuse training
- Advanced safety techniques
- Overcoming client resistance
- Counseling skills
- Coalition building
- Legal issues

As a way to refine the initiative, monitor progress, and improve outcomes for the youth who are assigned to VPI, DJS will utilize a CaseStat process patterned after the CompStat model used in many

police departments. CaseStat will be a data-driven process to conduct qualitative case reviews, do objective assessments of case practices, and ensure that the policies and practices of juvenile VPI are contributing to the protection of youth and the overall improvement of public safety in Maryland.

Over the upcoming years, DJS will work closely with GOCCP to develop statewide collaborative efforts to reduce juvenile violence and victimization. Ways to improve information sharing and cooperation between law enforcement and DJS will be actively explored to improve the safety of Maryland's communities while still maintaining the required levels of privacy required with respect to juveniles. DJS and local law enforcement agencies will explore partnerships across the state to:

- Monitor school attendance
- Supervise youth to ensure that they comply with the conditions of treatment, aftercare and probation
- Serve warrants in a timely manner for the protection of public safety and the protection of the juveniles involved

### **Intelligence-Based Parole/Probation Supervision**

***Objective: To ensure that the Division of Parole and Probation follows data-driven, intelligence-based strategies in supervising offenders, and that these strategies are executed consistently.***

More than 5 million people are under community-based supervision – either Parole or Probation – on any given day in the United States. Failure rates among these ex-offenders are high. According to national averages, more than 40% of probationers and more than 50% of parolees do not complete their supervision terms successfully and return to prison. In fact, national statistics indicate that almost 35% of admissions to state prisons, and nearly half of all local jail inmates, were on probation or parole when they were arrested. These high failure rates – combined with the continued rise in prison costs and the release of about 700,000 inmates each year from America's prisons and jails – creates an opportunity and a necessity to reform parole and probation in ways that will keep our communities safe and conserve scarce public funds during the current economic downturn.

Over the next three years, the Governor's Office of Crime Control & Prevention and the Division of Parole and Probation will work in close collaboration with other state agencies to constantly evaluate current practices and identify new data-driven, intelligence-based strategies for improving offender supervision in community-based settings. Success will be defined in terms of recidivism reduction, and DPP supervisors will be held accountable to that standard.

According to a study recently released by The Pew Foundation, probationers and parolees are often subjected to generic lists of conditions of supervision that may be inapplicable or unrealistic for any individual offender. Experts in the field say that conditions of supervision should be tailored to the individual risks and needs most likely to cause an offender to re-offend, and that these conditions should be based on sound research. Consistent with research conducted by The Pew Foundation and The American Parole and Probation Association, Maryland's Division of Parole and Probation will, over the next three years:

- Continue working to identify those offenders who pose the greatest threat to public safety
- Focus resources on those offenders who present the greatest risk
- Frontload supervision resources as the period immediately following release from prison or jail is a particularly vulnerable time for offenders
- Develop a system of incentives whereby offenders under community-based supervision can earn less restrictive conditions of supervision by adhering to specific goals and strict guidelines
- Supervise offenders in the communities where they live to foster relationships with those who know them best, and to become familiar with local resources and high-risk areas
- Partner with other organizations such as community health care providers, substance abuse treatment providers, housing authorities, mental health professionals, employment specialists and many others to help meet the substantial treatment, health, housing, education and employment needs of probationers and parolees
- Develop reliable assessment instruments to identify the risks and needs of offenders, and to link the results of those assessments to specific and individualized case plans for offenders
- Use graduated sanctions that are swiftly and consistently imposed, to prevent recidivism.

The strategies enumerated above are based on solid research and practitioner expertise, and are intended to reduce recidivism rates and improve public safety for Maryland's citizens. Moreover, we

will constantly be evaluating new strategies that may help DPP more effectively supervise probationers and parolees in a community-based setting. However, DPP may not be able to fully implement these strategies in the short run, nor will DPP be able to do it all on its own. Improving the supervision of Maryland's probationers and parolees is a long-term project that will require strong support from the judiciary, the police, the legislature and many other allied agencies and organizations. By working together, we can generate considerable cost savings and transform community supervision to protect Maryland's communities and citizens.

### **Police/DPP Cooperation**

***Objective: To ensure that open lines of communication exist between the Division of Parole and Probation and law enforcement agencies to create a "force multiplier" in the fight against violent crime, and to more effectively track and monitor potentially dangerous offenders under community-based supervision.***

During 2007 and 2008, GOCCP took a leadership role in developing and refining partnerships and cooperative agreements between local law enforcement agencies and the Division of Parole and Probation (DPP). In many jurisdictions throughout Maryland – including but not limited to Baltimore City, Baltimore County, Prince George's County, Montgomery County, Frederick County, Washington County, Allegany County, Howard County, Talbot County and Wicomico County – police officers and DPP agents communicate regularly to share information on violent offenders and to exchange intelligence information. Appearing below are some examples of the type of information that is being exchanged and shared:

- On a monthly basis, DPP provides local police with a list of VPI offenders in their relevant police jurisdictions. This exchange of information facilitates joint supervision efforts to help ensure offender compliance and initiate corrective actions, including the issuance of Violation of Probation (VOP) and Parole Retake (Retake) warrants where appropriate.
- DPP sends monthly spreadsheets to local police departments on all parolees and mandatory releasees returning to Maryland communities after serving periods of incarceration. Mandatory releasees have proven to be especially difficult to manage in community-based settings. Mandatory releasees are those offenders who have accumulated so-called diminution

credits while incarcerated and who are, therefore, entitled by law to early releases from confinement. As of this writing, about 5,130 mandatorily released offenders are in Maryland's communities under DPP supervision. The recidivism rates for these offenders are especially high, thereby making these cooperative agreements between DPP and police even more crucial to public safety. According to the Maryland Parole Commission, about 51% of mandatory releasees are back in prison within 3 years of their release, and about half of them return to prison with new charges.

- DPP is now sending email notifications to cooperating police departments whenever DPP agents obtain VOP or Parole Retake warrants for offenders under community-based supervision. The purpose of these email warrant notifications is to make local police aware, almost in real time, when warrants are issued to help ensure that potentially violent offenders are removed from the streets as expeditiously as possible. In Baltimore City, for example, about 250 such warrants are issued each month for offenders under DPP supervision. In Prince George's County, about 50 such warrants are issued each month. This exchange of information and expedited warrant service has, we believe, been a crucial element in achieving sharp reductions in crime.
- DPP has trained police officers and prosecutors in many jurisdictions of the state on how to access and interpret data in OBSCIS II, DPP's case management database. Access to OBSCIS II enables police officers and assistant state's attorneys to obtain timely information on the status and supervision levels of offenders so that prompt corrective action can be taken if the terms of supervision are violated. Consider as an example the Baltimore City State's Attorney's Office Collateral Unit. Prompt access to, and the sharing of, offender information has helped the SAO successfully move forward with VOP cases against dangerous offenders.
- Local police departments are sharing intelligence information with DPP about offenders who police believe are actively engaged in criminal behavior. If any of these offenders are under DPP supervision, Agents can be notified so that enhanced supervision protocols can be developed and implemented.

Although significant progress has been made in fostering cooperative agreements between DPP and local law enforcement agencies in Maryland, many of these information sharing arrangements are conducted on an ad hoc basis. During the next three years, this Plan calls for a complete assessment of



current cooperative agreements and the development of further operational refinements to create standardization, develop appropriate performance measures, and monitor progress going forward.

### **Watch Center Models**

***Objective: To create an environment where police officers and DPP agents work side-by-side to exchange real time information to more effectively respond to non-compliant high-risk offenders.***

On the 9<sup>th</sup> floor of police headquarters in Baltimore City is a facility known as the Watch Center. A variety of activities are carried out from the Watch Center. It serves as a command post during emergencies, many of the city's video cameras can be monitored from there, and it serves as the focal point for other analytical and support services.

In 2007, the Watch Center became the focal point for police/parole and probation cooperation in Baltimore City. The Department of Parole and Probation (DPP) permanently assigned an experienced DPP agent to the Watch Center to work hand-in-glove with police. Each morning, the Baltimore Police Department (BPD) gives the agent a report listing:

- Offenders arrested for gun charges
- Offenders arrested and charged with violent crimes
- Offenders on VPI who were arrested for any reason
- Shooting victims

The agent in the Watch Center then runs those offenders against the DPP offender database to see if any of them are:

- On parole
- On probation
- On mandatory release status

If so, the agent immediately contacts the offender's supervising agent so an evaluation can be conducted to see if those offenders violated the terms of supervision. If so, the supervising agents promptly seek VOP on Parole Retake Warrants.

In 2007, 135 warrants were issued for potentially violent offenders in a 6 month period as a result of information shared in the BPD Watch Center. In, 2008, over 200 warrants have been obtained.

The BPD believes that this strong partnership between police officers and DPP in the Watch Center is an integral part of the 28% drop in homicides and the 30% decrease in non-fatal shootings in Baltimore City for the first 6 months of 2008.

The GOCCP worked to facilitate the Watch Center model in Baltimore City, and also helped arrange a similar cooperative arrangement in Baltimore County. As of October 1, 2008, DPP assigned an Intelligence Unit agent to the Prince George's County Police Department.

The Department of Parole and Probation, the Governor's Office of Crime Control & Prevention and local law enforcement agencies will, over the next 3 years, work to develop and implement Watch Center models in other parts of the state. Although some police departments in Maryland may not have the size, sophistication, and underlying violent crime problems to require a Watch Center as sophisticated as the Baltimore Police Department's, that basic model can be utilized in other areas.

The Department of Juvenile Services (DJS) now has a full-time presence at the Watch Center. This cooperative arrangement between police and DJS case managers will be further refined and developed over the next three years. The goal of the cooperative agreement between police and DJS is to identify youth who are most at risk for becoming perpetrators or victims of violent crime so that prompt intervention can take place to prevent an escalation in behavior that could result in violence.

### *Cross-Border Collaboration*

*Objective: To develop and implement a process for sharing timely and accurate information across jurisdictional boundaries to more effectively manage dangerous offenders who move freely from one jurisdiction to another.*

In mid-2007, Maryland's DPP and the GOCCP entered into discussions with the Court Services and Offender Supervision Agency (CSOSA) in the District of Columbia. As a result of those discussions, Maryland and the District of Columbia now share live arrest data with each other so that DPP agents in Maryland will know, almost in real time, if any offenders under supervision in Maryland have been arrested in the District of Columbia. Similarly, the exchange of arrest data allows CSOSA to know if any offenders under supervision in the District of Columbia have been arrested in Maryland. Since the inception of the arrangement, Maryland and the District of Columbia have shared information on over 900 arrestees, thereby taking offenders off of the "honor system" for self-reporting new arrests to their supervising agents.

In late August 2008, Maryland and Virginia began sharing arrest data. This prompt exchange of arrest information across jurisdictional boundaries means that potentially dangerous offenders are no longer on the "honor system" for making DPP and CSOSA agents aware of these arrests. Now, thanks to this cross-border collaboration, which is yet another example of Security Integration at work, Agents know almost immediately when offenders under supervision in a jurisdiction are arrested outside of that jurisdiction. This enables agents in Maryland, the District of Columbia and Virginia to react swiftly to obtain VOP and/or Parole Retake warrants and place detainees.

This cross border collaboration is an integral part of this Plan over the next three years. Over the next three years, Maryland will continue to work with its partners in Virginia and the District of Columbia to:

- Develop and implement a Regional Offender Dashboard so that agents in a jurisdiction can have access to offender information, including supervision status, in other jurisdictions. This will enable agents in all three jurisdictions to more effectively hold offenders under community-based supervision accountable for their acts.
- Commit to regular regional meetings to continue existing information sharing arrangements and explore new avenues of cooperation.

- Designate specific liaisons at each agency to facilitate and streamline communications and increase accountability.
- Conduct joint initiatives such as home visits and warrant service.

### **Gun Trafficking Task Forces**

***Objective: To target known gun traffickers who supply weapons to criminals, and to identify, arrest and prosecute violent offenders who illegally use and/or possess firearms, through a multi-agency collaborative effort.***

The Brady Center did a review of gun statutes in states throughout the country. Maryland received an A-rating for the severity of its gun laws, yet homicide committed with firearms and non-fatal shootings remain alarmingly high, especially in Baltimore City and Prince George's County.

The state of Maryland has, since the election of Governor Martin O'Malley, made an increased commitment to enforcing Maryland's gun laws. In May 2007, the first Gun Trafficking Task Force (GTTF) was started in Baltimore City to rigorously enforce gun laws and specifically target known violent offenders. The GTTF was originally staffed by six Baltimore City Police Officers and five troopers from the Maryland State Police. Two officers from the Baltimore County Police Department later joined the task force. Other stakeholders include the Mayor's Office of Baltimore City, the Office of the Attorney General, the DPP, the Baltimore City State's Attorney's Office, the U.S. Attorney's Office, the ATF and the Governor's Office of Crime Control & Prevention.

This dedicated group of local, state and federal law enforcement professionals works to reduce gun crime and gun violence by:

- Executing Search & Seizure warrants to increase gun seizure
- Targeting corrupt gun dealers
- Targeting "straw purchases" and illegal secondary sales
- Tracing guns recovered from arrestees and at crime scenes
- Targeting know violent offenders
- De-briefing all arrestees to elicit useful information

- Aggressively enforcing all of Maryland's gun laws

As of December 2008, the GTTF in Baltimore had:

- Seized 482 guns
- Made 80 arrests
- Executed 116 Search and Seizure warrants
- Significantly increased gun prosecutions in federal court through the EXILE Initiative where locally arrested defendants face longer prison sentences in the federal system

In September 2007, a second GTTF was established in the Prince George's County area. Staffed by officers from the Prince George's County Police Department, the Maryland State Police, and with cooperation from the Metropolitan Police Department in Washington, D.C., that task force is pursuing a similar strategy. As of December 2008, the task force in Prince George's County had:

- Seized 254 illegal firearms
- Made 151 arrests
- Executed 92 Search & Seizure warrants

Due to the initial successes of these GTTFs, this strategy will continue over the next three years.

Supported in part by grants provided by the GOCCP, these task forces will, in the future, be provided with crime analysts to help focus and refine their targeted enforcement of Maryland's gun laws.

### **Gun Tracing**

***Objective: To create a consolidated database of gun trace results in Maryland to help law enforcement detect suspicious patterns often indicative of firearms trafficking.***

Gun violence in Maryland, homicide by firearm and non-fatal shootings, remain persistently high. Most law enforcement professionals agree that reducing gun violence in our communities requires a multi-faceted strategy that involves strong partnerships and collaboration among local, state and federal agencies. One key component of any comprehensive firearms interdiction effort is gun tracing.

A firearms trace is the process of tracking a recovered gun's history from the weapon's manufacturer or importer, through the distribution chain, to the person who eventually purchases that firearm in a gun shop. The Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) is the federal agency that bears primary responsibility for the enforcement of federal firearm laws. The ATF maintains a National Trace Center (NTC) in West Virginia to help local and state law enforcement agencies trace a weapon's history. Tracing can enable law enforcement to solve crimes by linking suspects to firearms, and by identifying broader trafficking patterns. Tracing is especially important because the ATF says that virtually every crime gun in the United States starts off as a legal firearm.

ATF, through its NTC, encourages police department to trace firearms and has developed different methods to make tracing accessible to local law enforcement. Trace forms can be filled out manually and faxed to the NTC, or in emergency situations, trace requests can be made by phone. To provide an even more efficient way to initiate gun traces, ATF developed a web-based submission process, known as e-TRACE, whereby trace requests are submitted and returned electronically.

Although ATF maintains a database of all gun trace results submitted to it by local police, a relatively obscure federal law, known as the Tiahrt Amendment, severely limits ATF's ability to share that information with local law enforcement. Since 2004, the Tiahrt Amendment has prevented ATF from sharing trace results contained in its database with any agency other than the one that initiated a specific trace request. In other words, disclosure of trace results must be limited to information that "pertains to the geographic jurisdiction of the law enforcement agency submitting the traces." This severely hampers the ability of law enforcement agencies in Maryland, and in other states, to aggregate trace result data in order to identify patterns that could help police disrupt illegal firearms markets to save lives. For example, trace requests initiated by police departments in adjoining jurisdictions on separate guns may show that both of those weapons were purchased by the same person or sold by the same dealer, but neither jurisdiction's police department would be aware of that commonality because of the limitation on information sharing imposed on ATF by the Tiahrt Amendment.

If it were not for the Tiahrt Amendment, Maryland could aggregate the gun trace information initiated by individual police departments in our state so that all law enforcement agencies could be aware of

that data. This co-mingling of trace results would enable police officers throughout the state to detect patterns that are often indicative of illegal gun trafficking:

- Dealers that sell multiple weapons eventually used in crime
- Dealers that sell guns eventually recovered from convicted felons and other people who are prohibited by law from owning or possessing firearms.
- People who purchase multiple weapons subsequently used in crimes
- People who purchase guns later found in the possession of others who are convicted felons, or who are otherwise not allowed to own or possess firearms
- Common addresses used by different purchasers
- Common seizure locations
- “Time-to-Crime”, or the elapsed time between a gun’s initial purchase and its subsequent use in a crime, which is often indicative of a “straw purchase”
- People who purchase multiple firearms just beyond the 5-day multiple sale period prescribed by federal law
- People who purchase multiple firearms, all of which are eventually found in another person’s possession

To overcome this barrier to information sharing, the Maryland State Police (MSP) and the Department of Public Safety and Correctional Services (DPSCS) will work together over the upcoming year to develop a system whereby local law enforcement agencies can submit their gun trace requests through MSP for forwarding to ATF. This process would enable MSP to become the requesting agency of record for all gun traces in Maryland so that the ATF trace results could flow back through MSP. The Maryland State Police will then create a database to consolidate all of the state’s gun trace information so that analysts can evaluate that data to detect suspicious patterns and provide relevant information to local agencies. By breaking down these “information silos,” Maryland will be able to develop a more coordinated and focused strategy for reducing gun violence by:

- Concentrating enforcement efforts on illegal gun traffickers
- Identifying “straw purchases”
- Focusing on guns and the market dynamics that control their sale and distribution
- Enabling agencies to compare information across borders to coordinate enforcement efforts

## DNA

*Objective: To more effectively utilize all of the State's forensic DNA resources to identify violent criminals and remove them from the streets before they re-offend.*

Every state in the United States has a statutory provision for the establishment of a DNA database that authorizes the collection of DNA samples from offenders convicted of certain crimes. CODIS, which stands for Combined DNA Index System, is a computer software program that links state, local and national law enforcement crime laboratories so that DNA profiles can be electronically compared. Through CODIS, law enforcement agencies at all levels are able to link serial crimes to each other and to identify suspects by matching DNA profiles developed from crime scene evidence with profiles from convicted offenders.

In its original form, CODIS consisted of two indices: the Forensic Index and the Convicted Offender Index. The Forensic Index contains evidentiary profiles developed from biological material such as semen, saliva, perspiration and blood found at crime scenes. The Convicted Offender Index contains profiles of individuals convicted of crimes specified in individual states' laws. All 50 states in the United States have passed DNA legislation authorizing the collection of DNA profiles from certain convicted offenders for entry into CODIS.

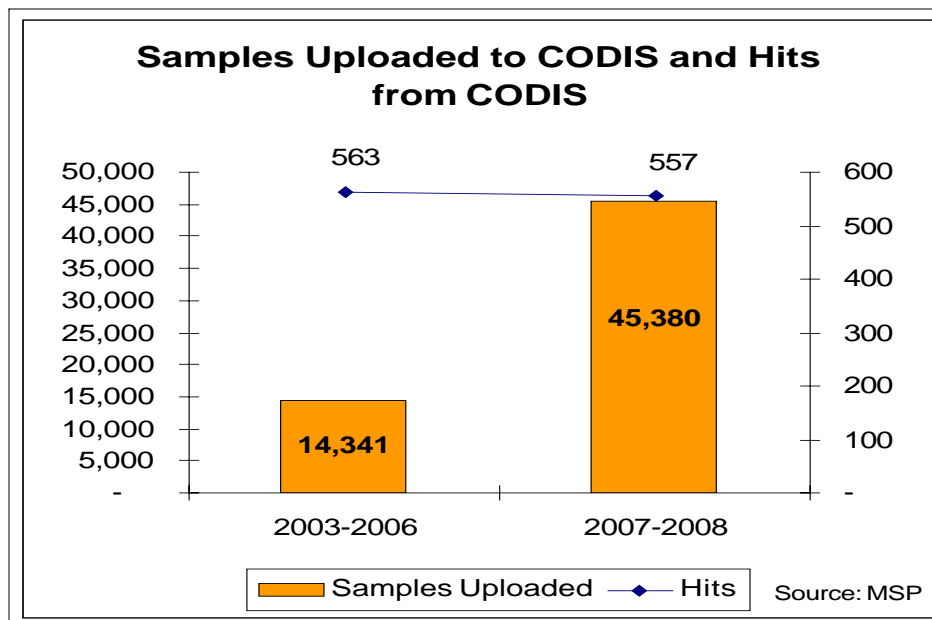
Maryland's Statewide DNA Database is structured in substantiality the same way. Maryland's database currently consists of a Forensic Profile Index and a Convicted Offender Profile Index. Acceptable DNA profiles from evidence recovered at crime scenes are entered into the Forensic Index by accredited Maryland crime laboratories and samples from certain categories of convicted offenders are entered into the Convicted Offender Index. Once these samples have been entered, evidence profiles can be searched against convicted offenders' profiles at the state and national levels.

Recognizing the power of DNA evidence to identify, confirm or exonerate suspects in violent crimes, the O'Malley administration conducted a review of Maryland's DNA system. Unfortunately, the results were not favorable. As of December 2007, the State of Maryland had a DNA backlog of over 24,000 samples. In other words, over 24,000 DNA samples had been collected from convicted offenders pursuant to Maryland law, but these samples had not been classified and entered into



CODIS. Failure to enter these samples into CODIS meant that DNA profiles from over 24,000 convicted criminals could not be compared with DNA samples from crime scene evidence at the state and national levels. Consequently, violent crimes such as murder and rape were going unsolved. Moreover, a legislative audit revealed that there were approximately 15,000 convicted offenders in Maryland who owed DNA to the convicted offender database, but who had not contributed samples.

As a result of improved technology and an unprecedented level of cooperation among various state and local agencies, the DNA backlog has been eliminated. This has resulted in significant increases in DNA “hits” and arrests in serious cases such as murder and rape. To date, many hits are still actively under investigation by police officers throughout Maryland.



Over the next three years, GOCCP and its criminal justice partners at the state and local levels will work collaboratively to further improve the efficacy of Maryland’s DNA system. The Maryland State Police Forensic Science Division is tasked with the collection of DNA samples and the administration of the statewide database. Additional resources have, and will continue, to be added to MSP’s Forensic Science Division to further enhance and streamline the process.

Through the Paul Coverdell National Forensic Science Improvement Act (NFSIA) grant program administered by GOCCP, additional resources will be made available to law enforcement agencies to

improve the quality, timeliness, and validity of DNA forensic science in Maryland. Funding under this program will help improve lab facilities, purchase state-of-the-art equipment, add personnel, and help train our lab employees.

Recognizing that the collection of DNA samples from offenders as early as possible during their criminal careers could help prevent future crimes and help solve other crimes, Governor O'Malley introduced legislation in January 2008 that would authorize the collection of DNA from certain categories of arrestees. This legislation passed the Maryland General Assembly and was signed into law by Governor O'Malley in April 2008.

That legislation enabled Governor O'Malley to make the collection of DNA samples from certain categories of arrestees part of the state's future crime control plan. As of January 1, 2009 anyone arrested and charged with a crime of violence, 1<sup>st</sup> degree burglary, 2<sup>nd</sup> degree burglary, 3<sup>rd</sup> degree burglary and attempts to commit any of those crimes will be required to submit DNA samples at the time official charges are placed.

Interest in expanding the use of DNA evidence was driven by high recidivism rates and high levels of violent crime in Maryland. Research conducted by the National Institute of Justice (NIJ) showed that suspects who were identified using DNA evidence had significantly more serious criminal backgrounds than those identified through traditional investigative techniques. Therefore, being able to collect DNA from certain categories of arrestees will substantially improve public safety in Maryland.

Despite the great advancements in DNA and other forensic techniques, the effectiveness of DNA evidence to solve crimes is contingent upon unprecedented levels of cooperation and communication at all levels of the criminal justice system. Therefore, the Plan calls for:

- Enhanced training of police, prosecutors and lab personnel in DNA collection and processing
- Making the collection of DNA a priority
- Timely submission of DNA samples collected for crime scene evidence
- Processing of crime scene evidence quickly enough so that police investigations are not compromised

- Ensuring that detectives conduct prompt follow-up when evidence yields a CODIS “hit” so that dangerous offenders can be removed from the streets as soon as possible.

In conclusion, expansion of our statewide DNA database puts Maryland in the forefront when it comes to using DNA as a crime-fighting tool to improve public safety. The DNA component of the comprehensive 3-year Plan will improve public safety by:

- Matching arrestees DNA to existing crime scene evidence early in the process to close cold cases
- Ensuring that violent repeat offenders are promptly identified
- Exonerating innocent people falsely accused of crimes
- Equipping law enforcement with additional crime-fighting tools

### **Law Enforcement Dashboard**

***Objective: To create a centralized, user-friendly information portal through which law enforcement officers can access information on offenders contained in a variety of separate systems and databases.***

At the present time, there are a variety of different state databases that contain information useful to law enforcement officers. Unfortunately, many of these databases are separate and distinct repositories of information that require separate passwords and user identifications. Therefore, accessing these databases is a cumbersome and time-consuming process that actually discourages police officers from accessing and using those vitally important sources of information.

To help break down these barriers, or “information silos,” and to support intelligence-based policing, the Department of Public Safety and Correctional Services (DPSCS) is designing a “law enforcement dashboard” that will give law enforcement officers in Maryland access to all relevant data from one central portal. The dashboard was created to provide a single source of information on offenders and suspects without having to log into several different databases. The dashboard can be accessed through a secure Virtual Private Network (VPN) connection to the Department of Public Safety and Correctional Services (DPSCS) Network.

By using one centralized login through DPSCS's VPN, a police officer will be able to enter an offender's State Identification Number (SID) to access information including, but not limited to, the following:

- Offender demographics
- Case information
- Criminal history
- Terms and conditions of release for offenders under supervision by the Division of Parole & Probation
- Sex offender information
- Gun registration data
- Photographs
- Division of Correction information
- Vehicle information
- Gang intelligence information

The Law Enforcement Dashboard is yet another example of Governor O'Malley's strategy of Security Integration-seamless coordinating and consistent information sharing among all criminal justice agencies – and is an integral part of the overall Plan. The dashboard will streamline and expedite access to information to help criminal justice professionals more effectively monitor and contain potentially violent offenders that prey on Maryland's communities. This Plan calls for future expansion of the dashboard. The DPSCS will work with the courts and other state agencies, such as the Department of Juvenile Services and the Motor Vehicle Administration, to determine if their data can be made available through this central portal. DPSCS is also taking a look at how other information under its control could be made available through the dashboard, in addition to requesting law enforcement input regarding additional information/databases of interest to the law enforcement community. GOCCP, in conjunction with the Maryland Police and Correctional Training Commissions and DPSCS, will be offering training on how to access and use information through the dashboard. This innovative tool will be instrumental in helping to keep our citizens safe and secure.

### Warrant Service

***Objective: To develop a framework of cooperation so that warrants can be prioritized and served as soon as possible to remove dangerous offenders from the streets before they re-offend.***

At the present time, over 70,000 ex-offenders are under some type of community-based supervision by the Division of Parole and Probation. The dedicated men and women of the Division of Parole and Probation make every effort to closely supervise these ex-offenders, and to help them make a successful transition from prison to life outside the walls.

Unfortunately, we know that a certain percentage of offenders on parole, probation or mandatory release will eventually violate the terms of their community-based supervision, including committing new crimes while under supervision. Statistics compiled by the Maryland Parole Commission show that recidivism rates are alarmingly high. For example, 51% of offenders on mandatory release status return to prison within 3 years of release and about 50% of them commit new crimes while under community-based supervision.

When Violation of Probation warrants, Parole Retake warrants, and warrants for new offenses are issued for these offenders, they must be removed from the streets as expeditiously as possible in order to improve public safety and protect our citizens.

As recently as one year ago, there were serious gaps in information sharing, coordination and follow-up that made warrant service inefficient and ineffective. There was often a significant lag between the time warrants were requested and the time they were issued. Moreover, warrants were not prioritized to ensure that warrants for the most dangerous offenders received prompt attention.

Due to Governor O'Malley's strategy of Security Integration, which involves seamless coordination and consistent information sharing among all levels of government, some of these gaps have been filled. GOCCP worked closely with DPP and police departments throughout Maryland to ensure that law enforcement agencies are promptly notified when a VOP or Retake warrant is issued. In some areas of Maryland, DPP now sends an email to several local police departments notifying them, almost

in real time, of the offenders' names, addresses, physical descriptions and other useful information so these dangerous offenders can be apprehended as soon as possible.

Timely warrant service has been, and will remain, a key component of this Plan over the upcoming years. The warrant email notification process described above will gradually be expanded to include police departments throughout Maryland to better protect our citizens and communities. Moreover, warrants will now be prioritized according to:

- Severity of the crime
- The suspect's propensity for violence
- The suspect's criminal history
- The suspect's history of recidivism
- Other relevant circumstances such as previous gun offenses

Through StateStat, warrants will be carefully monitored and tracked to evaluate the elapsed time between request and issuance, and the elapsed time between issuance and service. This process of relentless follow-up will help us identify areas where improvement is needed so that remedial action can be taken to expedite the arrest of potentially dangerous offenders.

A regional warrant apprehension task force is being formed in the Prince George's County area. This task force will be staffed by local, state and federal personnel from the Prince George's County Police, the Prince George's County Sheriff's Office, the Montgomery County Police, the Washington, D.C. Metropolitan Police Department, the Maryland State Police and the United States Marshall's Service. Although still in the embryonic stages of development, this task force will work collaboratively over the upcoming years to promptly apprehend some of the most dangerous offenders in Maryland, as well as wanted offenders from the Washington area who often move freely across jurisdictional boundaries.

### **CompStat**

***Objective: To ensure that all law enforcement agencies in Maryland have the resources needed to***

*develop CompStat programs to improve data-driven policing strategies to, in turn, help improve public safety.*

CompStat, which is shorthand for computer statistics, is a data-driven police management tool originally developed and implemented by former New York City police commissioner William Bratton. CompStat helps police departments collect, analyze and map crime data and other important information to help police commanders make informed tactical, strategic and administrative decisions to more effectively investigate and deter crime. The success of CompStat is predicated on:

- Accurate and timely information
- Data-driven tactics
- Rapid deployment of manpower and other resources
- Relentless follow-up and assessment

GOCCP recognizes that CompStat is an undeniably valuable tool in helping law enforcement combat crime, but it is a complicated process that requires careful organizational assessments and training to effectively develop and implement. To help police departments in Maryland develop CompStat programs suitable to meet their needs, GOCCP awarded a grant to the Johns Hopkins University School of Public Safety Leadership. A staff of experienced professionals at JHU held a series of regional CompStat trainings. As of this writing, 282 police officers have attended CompStat training seminars offered by JHU. In addition to these regional CompStat training seminars, JHU met with individual police departments to:

- Evaluate existing data systems
- Examine collateral sources of information
- Study organizational structure as it relates to CompStat
- Study crime analysis processes
- Evaluate the collection and dissemination of key data
- Evaluate crime mapping capabilities
- Make recommendations for upgrading software and technology to support CompStat
- Develop CompStat briefing books

As a result of this CompStat training and individualized organizational assessments, 18 law enforcement agencies that were not previously doing CompStat have now developed and implemented viable CompStat models. Another 18 law enforcement agencies plan to implement CompStat in the future as a result of the technical assistance offered through JHU. JHU also helped 12 agencies that were already using some form of CompStat improve and enhance those initiatives.

Over the next three (3) years, GOCCP is committed to delivering the training and resources necessary to implement CompStat in every police department throughout Maryland. Through a new grant awarded to the Institute for Governmental Service and Research at the University of Maryland, those resources will be made available free of charge to any agency seeking assistance.

### **Crime Analysis**

***Objective: To give law enforcement agencies the necessary tools to evaluate the characteristics and factors surrounding crimes to help solve offenses and prevent their repeat occurrence.***

Crime Analysis, which is an integral part of CompStat, involves an in-depth evaluation of the characteristics and factors surrounding a crime or series of crimes to help identify patterns and trends that may help solve crimes or prevent their repeat occurrence. At its core, crime analysis is about getting the right information into the hands of the right people at the right time and in the appropriate format.

Crime mapping, which will be discussed in a separate section of the Plan, is a large component of crime analysis, but the process involves much more. By studying not only the spatial and temporal aspects of crime afforded through crime mapping, but by also analyzing detailed information about victims, suspects and the locations where crimes occur, law enforcement professionals can:

- Identify offenders
- Learn what motivates offenders
- Evaluate how offenders select specific victims, targets and locations to commit crimes
- Detect crime patterns
- Identify repeat offenders
- Develop deterrent strategies and investigative leads



- Make informed decisions about where and when to deploy resources

There are many sources of information for crime analysts. For example, valuable information for crime analysis comes from police reports, computer assisted dispatch (CAD) systems, records management systems (RMS), reliable informants, and a variety of other sources inside police departments. Valuable information is also available through collateral sources outside of the police departments. These sources include the Division of Parole and Probation, the Division of Correction, the Department of Juvenile Services, local jails and detention centers, and citizens groups. Neighborhood characteristics such as the location of schools, bus routes, subways, parks, bars, liquor stores, homeless shelters, drug treatment centers, pawn shops and highways are also integral parts of a comprehensive crime analysis program.

While police departments have been conducting forms of crime analysis for decades, the process has become incredibly complex. Crime analysts must not only keep up with the patterns and tactics used by criminals, they must also keep abreast of the latest computer and information management technologies.

The GOCCP has already provided \$596,092 in grant funding for 13 crime analysts throughout the state of Maryland to support individual police departments and combined task forces. Moreover, GOCCP, through a grant program with Washington College, has made training available to 17 law enforcement officers and civilian crime analysts. In December 2008, GOCCP hosted a crime analysis summit at the Maryland Police and Correctional Training Commissions that was attended by over 125 law enforcement professionals and crime analysts.

GOCCP will also be hosting a week-long seminar for crime analysts in March 2009 at the Maryland Police and Correctional Training Commissions in Sykesville.

The Governor's Office of Crime Control & Prevention recognizes the increasing demands placed on crime analysts as they strive to keep pace of new approaches and new technology relating to crime analysis. Therefore, over the next three years, GOCCP will provide funding, training and technical assistance to police departments throughout the state to help them use crime analysis to make informed tactical, strategic and administrative decisions to improve public safety.

### **Crime Mapping**

***Objective: To assist law enforcement and public safety agencies throughout Maryland develop crime mapping capabilities to identify crime patterns, trends and areas of concentration so that effective deterrent strategies can be devised.***

Law enforcement officers, criminologists, sociologists and other people involved in criminal justice generally agree and understand that crime is highly predictable by location. Stated another way, crime tends to be clustered or concentrated in certain geographical areas within Maryland's neighborhoods and communities. Identifying the areas where crime is concentrated is vitally important to law enforcement officers as they strive to deploy resources in the appropriate areas.

Rather than relying on instinct and incomplete, anecdotal information, police need a data-driven method for identifying these areas where crime is most prevalent. Crime mapping enables law enforcement to do just that.

Crime mapping, which is also a key component of CompStat, makes it possible for police officers to see the spatial distribution of crime and to identify the areas of concentration. Mapping also enables law enforcement professionals to examine various sub-sets of overall crime - such as murder, robbery, rape, car thefts, burglaries and drug offenses - by displaying them, either individually or in combination, on maps. In addition, crime mapping can be used to study the spatial and temporal relationships between various types of crimes, and to examine other neighborhood and county variables, such as bars, schools, bus routes, group homes and drug treatment centers that may affect crime.

Maps can also be used to depict information other than crime. For example, maps can be used to display the addresses of offenders under community-based supervision by the Division of Parole and Probation. Offender addresses can be mapped according to the status of the offenders - parole, probation, mandatory release or delinquent - and according to the types of underlying offenses for which the offenders are being supervised. This information could be vitally important to police

officers as they investigate crime, but it can also be useful to DPP in determining how DPP agents and other resources are deployed.

These are just a few ways that crime mapping can help improve public safety. Recognizing the value of crime mapping to law enforcement officers and other criminal justice professionals, GOCCP awarded a grant to Washington College to create the Crime Mapping and Analysis Program (CMAP) to assist those agencies that lack internal mapping capabilities. As of this writing, Washington College has produced 360 crime maps for agencies throughout Maryland. Washington College staffers are also available to offer training and technical assistance to agencies who wish to develop, implement or enhance their own crime mapping programs.

Crime mapping is and will remain a cornerstone of this three-year Plan. The Governor's Office of Crime Control & Prevention will strive to further develop statewide crime mapping through Washington College and other grant programs offered by GOCCP.

**Regional Crime Mapping**

***Objective: To help law enforcement agencies map crime across jurisdictional boundaries and on a regional basis through a publicly accessible online crime mapping tool.***

The prior section of this Plan described the value of crime mapping and GOCCP's commitment to helping police departments and other agencies involved in the administration of criminal justice develop, implement and improve crime mapping capabilities. Through a grant awarded to the Maryland State Police, GOCCP is offering an innovative tool to help law enforcement agencies map crime in their own jurisdictions as well as across jurisdictional boundaries. This user-friendly web-based system helps police identify emerging crime patterns and trends so that appropriate tactical and strategic decisions can be made to improve public safety. Moreover, the tool provides crime information to the public in the form of easy-to-read maps and location-based alerts.

This technology has been successfully used in over 250 jurisdictions throughout the United States by some major police departments, including the Metropolitan Police Department in Washington, D.C.

Using a police department's own CAD or RMS data, crime can be identified and mapped in an easy to read format. The system can also provide a narrative description of each crime, and furnish a range of additional options, including crime alerts, that can be customized to meet the needs of individual jurisdictions. The service also includes analytical functions, such as the ability to create, charts, graphs and trend lines for specific categories of crime to support data-driven policing strategies such as CompStat.

Although many police departments use the technology to map their own crime data, perhaps the biggest advantage offered by this service is the ability to map crime across jurisdictional boundaries. This is vitally important because we know that crime does not recognize boundaries, and in fact some criminals actually operate across jurisdictional boundaries to intentionally confound the efforts of law enforcement. Maryland law enforcement agencies near Washington, D.C. have, for example, used this mapping tool to detect similar crime patterns in adjoining jurisdictions that would not have been detected if those agencies had only viewed maps of their own crime data.

As of December 2008, 51 police agencies in Maryland are using this regional crime mapping tool or going through the data integration process.

Recognizing the value of mapping crime across jurisdictional boundaries on a regional basis, GOCCP awarded a grant to the Maryland State Police to make this mapping capability available to police departments throughout Maryland free of charge. This initiative will continue during the life span of this Plan.

### **StateStat**

***Objective: To provide state agencies with comprehensive, accurate and timely intelligence information to facilitate decision making and the deployment of state resources, and to hold agencies accountable for improvements in public safety***

StateStat is a performance measurement and management tool implemented by Governor Martin O'Malley to make our state government more accountable and more efficient.

Modeled after the CitiStat program that he developed as Mayor of Baltimore City, Governor O'Malley is using this data-based management approach to make Maryland's government work again for the people of our State. The CitiStat program has been studied and emulated by countless jurisdictions from around the globe. CitiStat received the "Innovations in Government" Award by Harvard University's Kennedy School of Government, and now Governor O'Malley is bringing these same principles to the management of statewide services.



Through a process of continually evaluating State performance at the highest levels, opportunities to improve coordination and formulate strategies are ongoing - not just during annual budget reviews. At bi-weekly meetings, State managers meet with the Governor and his executive staff to report and answer questions on agency performance and priority initiatives. Each week a comprehensive executive briefing is prepared for each agency that highlights areas of concern. Briefings are based on key performance indicators from the customized data templates submitted to the StateStat office biweekly by participating agencies. Data is carefully analyzed, performance trends are closely monitored, and strategies to achieve improved performance are developed.

Governor O'Malley is actively using the StateStat process to improve public safety in Maryland. Through the StateStat process, the following criminal justice agencies are required to report on critical service initiatives and are questioned about agency performance:

- The Department of Public Safety and Correctional Services
- The Division of Correction
- The Division of Parole and Probation
- The Department of Juvenile Services
- The Department of the Maryland State Police

The basic StateStat tenets are: 1) accurate and timely intelligence, shared by all; 2) rapid deployment of resources; 3) Effective tactics and strategies; and 4) Relentless follow-up and assessment. The StateStat process ensures that opportunities to improve agency coordination and cooperation are constantly being explored and evaluated; that new strategies are being considered; and that agencies are held strictly accountable for their performance. StateStat will be an integral part of this Plan over the next three years.

**Maryland's Division of Correction**

***Objective: To improve the safety and security of Maryland's prisons, and to better prepare inmates for their eventual return to society***

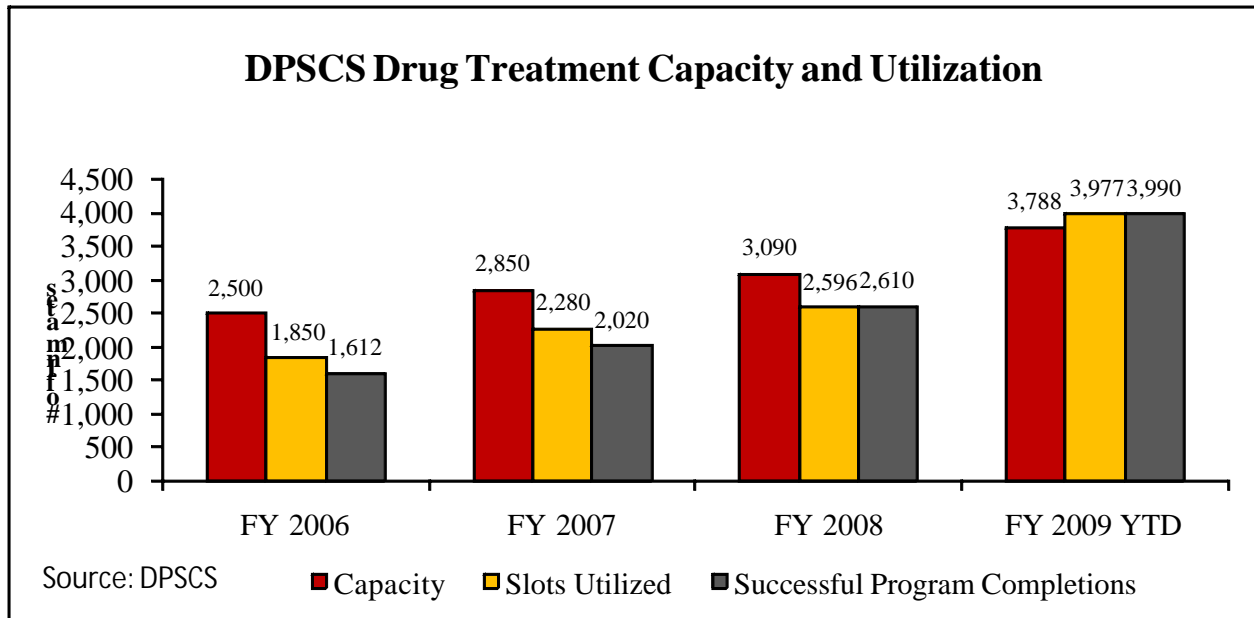
Since Governor O'Malley's election, a great deal has been done to improve the safety and security of inmates and staff within the Division of Correction. For example, the antiquated Maryland House of Correction in Jessup, Maryland's maximum security prison was poorly designed to house high-risk inmates. As a result, the House of Correction was the scene of significant violence including assaults on staff and inmate-on-inmate assaults. Governor O'Malley took decisive action to close this violence-prone facility, and without incident, successfully transferred all of the facility's inmates to other institution around the state.

Although gangs remain a significant problem in Maryland's prisons, Governor O'Malley made funding available through GOCCP to develop and enhance DOC's gang intelligence gathering capabilities. Additionally, aggressive action was taken to give correctional officers specially trained dogs to detect contraband cell phones inside Maryland's prisons to disrupt gang members' means of communication with each other and the outside world.

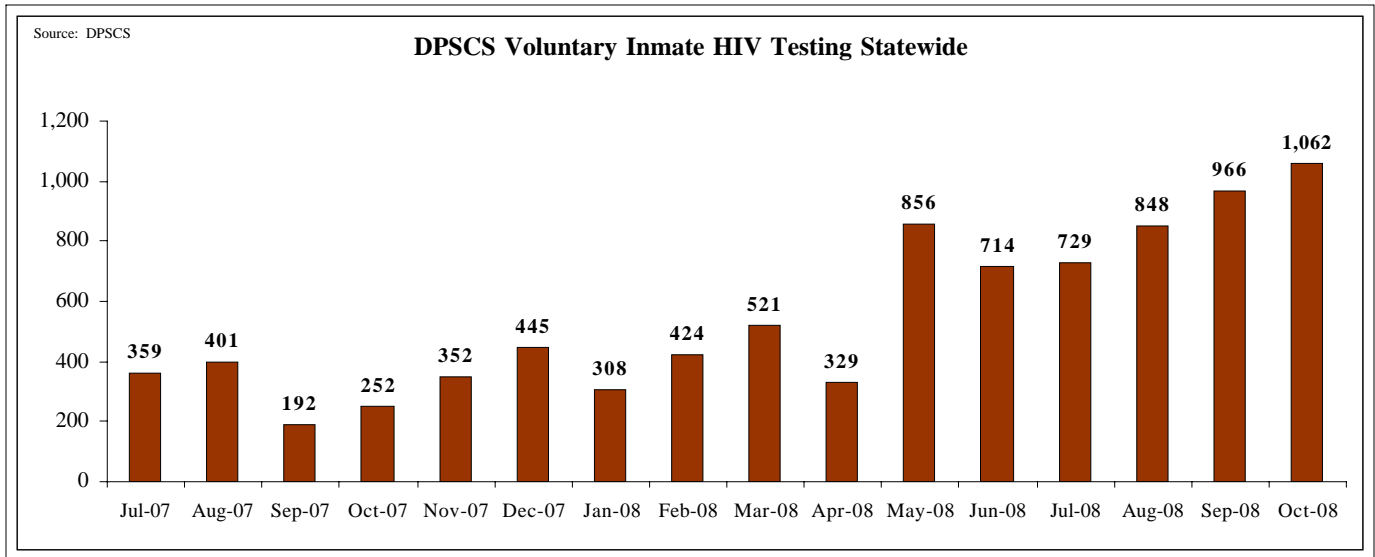
During the next three years covered by this plan, steps will be taken to improve Maryland's workforce reentry programs in order to better prepare the thousands of offenders who leave Maryland's prisons each year to return to communities throughout the state.

Under the leadership of Governor O'Malley, DOC and the Department of Public Safety and Correctional Services will change their strategy regarding the release of inmates. Specific steps will be developed to prepare inmates for reentry before they leave our prisons. Upon being sworn into

office in December 2007, Governor O'Malley discovered that up to 25% of the drug treatment slots in DOC were going unfilled. Today, slot utilization is near 100%, and the Plan calls for DOC to maintain full utilization of available drug treatment positions. It should also be noted that successful program completions by inmates have increased by 148%.



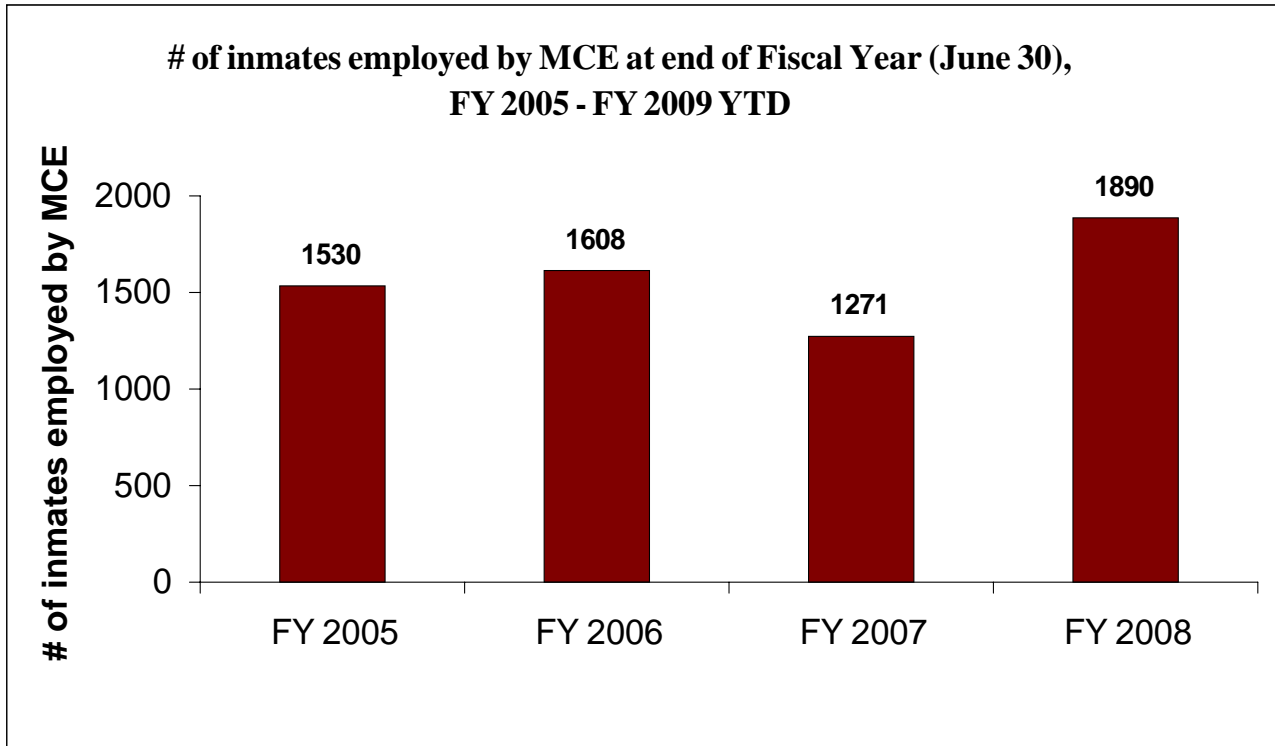
Another component of this reentry initiative calls for expanded testing and treatment for HIV. In 2008, the O'Malley administration introduced, and the General Assembly passed, legislation to increase the number of inmates receiving HIV tests while still in confinement. The number of tests administered has nearly doubled since the implementation of this initiative in the summer of 2008, and statewide inmate HIV testing has increased by 196% statewide.



Education is another key component of the reentry strategy. A task force on correctional education, headed by the Commissioner of Correction, was convened in early 2008 to study this problem. The task force will focus on ways to expand the availability of coursework, create more class space within our prisons, and increase the number of college-level offerings. These efforts will further prepare inmates for their eventual return to society.

A study conducted over a 14 year period showed that inmates employed at Maryland Correctional Enterprises (MCE) recidivated at rates 60% lower than the general inmate population. MCE offers jobs and training in a variety of trades including food preparation, construction, data entry and cabinetry. These jobs, which inmates hold while they are still incarcerated, allow inmates to develop bankable skills readily transferable to the outside world. This Plan calls for the DOC to increase the number of inmates employed through MCE. In fact, MCE has already achieved record levels of inmate employment in fiscal year 2008. The following chart shows the number of inmates employed by MCE for fiscal years 2005 through 2008:





The DOC also changed its release policy to release inmates nearer to their families and services. DOC has also increased offender participation in public works projects, and this Plan calls for DOC to double the approximately 1,000 offenders currently participating in public works and community service programs. Service programs are focused on helping inmates develop a sense of service to their own communities.

### Gangs

***Objective: To curb the growth of criminal street gangs in Maryland, and to effectively dismantle existing gangs, through the timely sharing of intelligence information and the coordinated efforts of law enforcement agencies at the local, state and federal levels***

Gangs, in one form or another, have been a part of American culture for decades. At the turn of the century, many immigrant groups bonded together to achieve a sense of family, status, and some level of protection in a new country. These same basic dynamics – a desire for status, belonging and protection – gradually gave rise to gangs that also engage in criminal acts and violence.

According to the FBI's National Gang Intelligence Center, about 30,000 violent street and prison gangs operate in the United States with as many as 800,000 members. These gangs are becoming increasingly sophisticated and well-organized, and use violence, fear and intimidation to control turf and run criminal enterprises.

Law enforcement professionals believe that the gang problem in Maryland is spreading. According to a gang threat assessment conducted by the Washington/Baltimore HIDTA, there are as many as 89 gangs operating in neighborhoods and communities throughout our state with approximately 4,646 documented members. The five dominant gangs operating on the streets of Maryland are the Bloods, the Crips, the Black Guerilla Family, Dead Man, Inc. and MS-13.

Gangs in Maryland are becoming more and more violent, with much of the violence fueled by the drug trade. Although gangs and drug trafficking are not necessarily synonymous, we know that gangs rely on the sale and distribution of drugs as a lucrative source of funding.

To further complicate matters, many experts believe that Maryland's prison system is an incubator for gang activity. Gang intelligence officers in DOC state that most inmates entering one of Maryland's prisons must join a gang for self-protection and survival. The DOC estimates that about 260 identifiable gangs are operating within our prison system, and that there are about 3,100 validated gang members in Maryland's prisons. However, because the validation process can be difficult, the number of gang members in Maryland's prisons is probably much higher.

Maryland's dominant prison gangs are the Black Guerilla Family, the Bloods and Dead Man, Inc. These gangs, which are comprised of inmates from all races and nationalities, are believed to be responsible for much of the prison violence, including stabbings and assaults on other inmates and staff.

Consistent with the theme of Security Integration, we believe that the cornerstone of any effective anti-gang strategy is information sharing. Therefore, through a grant originally awarded by GOCCP to the Washington/Baltimore High Intensity Drug Trafficking Area (HIDTA), a gang intelligence database was developed to assist law enforcement agencies throughout Maryland. As of this writing,

53 criminal justice agencies actively participate in HIDTA's gang intelligence database or are undergoing training. That database now contains over 5,500 entries. Participating agencies can query the system to identify and verify gang membership, identify gang associates, and identify vehicles, addresses, telephone numbers and other information relating to gangs, both in Maryland and on a regional basis. The database also serves as a de-confliction tool to help ensure that law enforcement agencies do not duplicate investigative resources, and to also ensure officer safety.

This Plan calls for the ongoing enhancement and expansion of that database. Most recently, Agents from DPP were given access to HIDTA's gang intelligence database to help Agents identify gang members who are under community-based supervision so that appropriate supervision protocols can be developed.

Although prison gangs are a serious problem, their influence extends beyond the prison walls. Gang members continue to oversee and direct criminal enterprises from their cells. Additionally, well over 90% of all inmates will eventually be released from prison, so the gang affiliations forged inside the walls spill over to Maryland's neighborhoods and communities. Recognizing that our jails and prisons are rich sources of information on gang activity – both inside and outside the walls – GOCCP awarded almost \$700,000 in grants to the Maryland DOC and 9 local detention centers to help them develop and enhance gang intelligence gathering capabilities. Gang intelligence information gathered inside our prisons and jails is actively being shared with law enforcement officers on the street. This Plan calls for an expansion of this initiative over the next three years.

Gang members within Maryland's prison system were once able to use contraband cell phones to communicate with other gang members on the street to manage criminal enterprises from their prison cells, and to also engage in other illegal activities, including witness intimidation. To disrupt gang communications and improve institutional safety and security, the Division of Correction embarked on a multi-step strategy to seize cell phones within our prisons that includes:

- Expanded intelligence gathering
- Increased screening of work crews and others going into and out of our prisons
- Detecting and seizing cell phones through the use of dogs who are specially trained to sniff out cell phones

The Plan also calls for more effective use of existing laws to prosecute and dismantle criminal gangs. One such law is the Racketeer Influenced and Corrupt Organizations Act (RICO), a federal statute that calls for more severe penalties for members of criminal organizations, including gangs. The law allows prosecutors to charge multiple members of a gang simultaneously with crimes committed by each other due to their common membership in, and operation of, a gang. Maryland's United States Attorney's Office has used this statute to federally prosecute dozens of gang members for local offenses committed through gang activity. Successful prosecutions have been pursued against the Bloods and MS-13, two of the most violent gangs. This partnership between local law enforcement and federal prosecutors will remain an integral part of this Plan.

There are some recently enacted state statutes that can be used to help prosecute gang members. Maryland Criminal Law Article 9-802 makes it a crime to threaten someone with violence with the intent to solicit or induce gang membership, or to dissuade someone from leaving a gang. Other criminal law articles make it illegal to threaten someone to join a gang, or to keep them in a gang, on or near school property, and to participate in a gang knowing that the members participate in an ongoing pattern of criminal activity. This Plan calls for more effective use of these existing local laws as well as the introduction of new legislation to strengthen current gang statutes.

**Maryland Statistical Analysis Center**

***Objective: To objectively and independently study, evaluate, and publicize best and promising practices in public safety.***

The effectiveness of Maryland's criminal justice system depends in part on the existence of reliable data and information. We must also be able to coordinate criminal and juvenile justice statistics and information, and to provide objective analyses of criminal justice problems. Therefore, Governor O'Malley signed Executive Order 01.01.2007.04 that called for Maryland's Statistical Analysis Center to be located in GOCCP.

The Maryland Statistical Analysis Center (MSAC) is the research, development and evaluation component of the Governor's Office of Crime Control & Prevention (GOCCP). Part of a national

network of state Statistical Analysis Centers, MSAC serves as a repository for knowledge and tools pertaining to crime and the criminal justice system of Maryland.

Objective, independent, and data driven, MSAC seeks, evaluates, and publicizes Maryland's promising practices in public safety. Through its Research Program, MSAC solicits seasoned researchers to examine local policies and practices to help the Governor of the State of Maryland make informed policy decisions regarding public safety. The MSAC works closely with local agencies and the Governor's Office of Crime Control & Prevention to provide support through data analysis and research that assists in assessing the state of crime in Maryland, efforts to reduce crime, and evaluating public policy.

In addition to responding to the research related needs of local agencies and the Governor's Office of Crime Control & Prevention, the Maryland Statistical Analysis Center served as the staff for the Maryland Commission on Capital Punishment this past year. The MSAC played an integral role for the commission by coordinating expert witnesses, obtaining and disseminating information for consideration by the commission, and ultimately collaborating on the final report.

Recognizing the utility of effective crime analysis in the effort to increase public safety in Maryland, the Maryland Statistical Analysis Center also organized the first Maryland Crime Analysis Summit (MCAS) in 2008. This summit provided training and technical assistance to advance data driven law enforcement strategies throughout Maryland. It provided information to support local agency's' efforts and served as a forum for networking, developing partnerships, sharing best practices, and identifying training and technology needs.

The MSAC will play a critical role in improving public safety over the upcoming years. The MSAC will:

- Collect, analyze and interpret state and local data on criminal and juvenile justice
- Coordinate the collection and analysis of data with local and state agencies, including StateStat, that utilize this data and have a stake in its timeliness and accuracy
- Produce statistical reports on crime and delinquency
- Provide and coordinate research, technical assistance, and statistics on criminal justice issues

- Provide state and local agencies with access to federal resources and statistical information
- Serve as an information clearinghouse and central repository for criminal and juvenile justice data and documents
- Constant follow-up and assessment

**Maryland Community Services Locator**

***Objective: To provide a user-friendly web-based resource to connect ex-offenders and others in need of services with critical resources to break the cycle of crime, recidivism and social disorder in Maryland's communities.***

The nexus between drugs and crime is well known. A U.S. Department of Health and Human Services survey on drug abuse said that adult drug users between the ages 18 – 49 were much more likely to engage in criminal activity than those who did not use illegal substances. By some estimates, about 80% of America's prison inmates were high at the time of their crimes, committed crimes to get money to purchase drugs, have a history of drug abuse, or share a mixture of these characteristics.

Unfortunately, these same patterns hold true in Maryland. According to figures published by the Justice Policy Institute, about 22% of Maryland's inmates are incarcerated for drug offenses, with a significantly higher percentage having substance abuse problems. The Justice Policy Institute also estimates that about 25,000 addicts receive treatment in Baltimore each year, but about 30,000 other addicts go without treatment.

To help break the cycle of crime and addiction, the Center for Substance Abuse Research (CESAR) at the University of Maryland developed a centralized "one-stop-shop" web-based resource to help connect the general public with a listing of community services, including maps to these locations.

Gradually, this list of service providers was expanded and enhanced to become a comprehensive list to help Maryland residents and service providers easily access a variety of clinical programs and resources. This easy-to-use web-based tool now includes more than 3,800 services and programs by geographic location to not only help substance abusers, but to help other members of the community

who are in need, including ex-offenders who are returning to communities throughout Maryland. The services offered through the MDCSL interactive online directory now include:

- Drug Treatment and Prevention Services
- Job Readiness
- Mental Health Services
- Victim Services
- Emergency Housing Assistance
- Emergency Food Assistance
- Health Services
- Family Counseling
- Conflict Resolution
- Senior Citizen Resources
- HIV & AIDS Resources
- Child Care
- After School Programs
- Domestic Abuse Shelters

The MDCSL website has been a huge success. Since its inception in November 2007, there have been 67,186 “hits” to the website, [www.mdcs.org](http://www.mdcs.org). This is a clear indication of the need for such resources. In fact, the website is now used by the Division of Parole and Probation and the Department of Juvenile Services to help connect clients in need with necessary resources to help break the cycle of crime and reduce recidivism. Police officers have also used the website to connect people in need with a variety of services.

The MDCSL was originally established to serve the citizens of Baltimore City, and as a result of its initial success, the website is an integral part of this statewide Plan. In 2009, CESAR, with the assistance of grant funding provided by GOCCP, will expand the MDCSL website to include additional resources to serve communities throughout Maryland. Through services provided by the MDCSL, we hope to minimize the social disorder in our communities that often gives rise to criminal activity, and to help the thousands of ex-offenders who return to neighborhoods throughout Maryland each year.

### **Drug Courts**

***Objective: To identify non-violent substance abusing offenders who may be amenable to treatment, and place them under community-based supervision with intensive drug treatment combined with strong judicial oversight and support.***

The nexus between drug abuse and crime is well known. Although a significant number of offenders, both in Maryland and throughout the United States, are involved in the sale and distribution of controlled dangerous substances and related paraphernalia, a far greater number are addicted to illicit substances. Drug abuse is directly related to crime through the effect these illicit substances have on an abuser's behavior. It is a well-established fact that many offenders commit crimes in order to obtain money, or goods to sell to get money, to support their drug habit.

The Uniform Crime Report (UCR) data show that there were 298,320 arrests in Maryland in 2007, and of these arrests, 55,408 were made for drug abuse law violations. Equally alarming is the fact that arrest totals for drug offenses have remained high for several years. Similarly, a U.S. Department of Health and Human Resources Survey on drug abuse concluded that drug abusers were much more likely to commit crimes of all types than those who did not use illegal substances. By some estimates, as much as 80% of America's prison population was either high at the time their crimes were committed, committed their offenses to get money to purchase drugs, have a history of drug abuse, or share some mix of the aforementioned characteristics.

Drug courts, which started operating in the United States in the early 1990s, offer hope for breaking the vicious cycle of addiction, crime, incarceration, and recidivism. The objective of drug courts is to use highly specialized teams of professionals to identify non-violent substance abusing offenders who may be amenable to treatment, and place them under community-based supervision with intensive drug treatment and ongoing judicial oversight. Drug courts represent the collaborative efforts of police, prosecutors, judges, public defenders, private defense counsel and drug treatment professionals, all working together to offer hope and alternatives to incarceration.

An analysis conducted by Columbia University concluded that drug courts provide closer, more comprehensive supervision of non-violent substance abusers than other forms of community-based



supervision, and that drug abuse and criminal conduct among drug court clients are significantly reduced. A U.S. Government Accountability Office (GAO) evaluation of drug courts concluded that drug court clients have substantially lower re-arrest and conviction rates well after program completion. These studies also conclude that drug courts offer a cost-effective alternative to incarceration.

At the present time, there are 41 drug courts operating in Maryland. Over the past 5 years, drug courts have served 3,975 clients with much success.

Maryland's Comprehensive Crime Control Plan calls for continued support for drug courts over the next three years.

It is important to remember that drug courts do not "coddle" offenders. Instead, drug courts protect and promote public safety by:

- Identifying non-violent offenders who need help with addiction problems
- Placing them under strict court monitoring and supervision
- Providing readily accessible long term care and treatment

At the present time, the design and structure of drug court programs are largely developed at local levels. In order to develop consistency and maintain program fidelity, Maryland's Office of Problem Solving Courts is working on a certification process for all drug courts in the State. This certification effort is also an integral part of the Plan.

In conclusion, drug courts offer non-violent offenders incentives to stay off drugs, and they hold offenders accountable for their actions. Moreover, in the current budgetary environment, drug courts can generate significant cost-savings for Maryland. According to the National Association of Drug Court Professionals, for every dollar invested in drug courts, as an alternative to incarceration, nearly ten dollars are saved by corrections.

### *Drug Treatment Availability*

*Objective: To expand drug treatment options across the continuum of care for those in the criminal justice system to help eliminate many of the causes of crime.*

Drug and alcohol abuse exact an enormous toll on the lives of the citizens of Maryland, affecting not only the abusers themselves, but their families and their communities. Drug and alcohol abuse are recognized as significant factors among the causes of criminal activity, and the availability of treatment resources can break the cycle of addiction and crime. Therefore, over the past 17 months, the O'Malley-Brown administration has made drug and alcohol treatment a central priority, investing more than \$184 million in treatment, which represents an increase of over \$27 million, or 17 percent, compared to four years ago.

In 2008, Governor O'Malley issued an Executive Order that re-constituted the Maryland State Drug and Alcohol Council (DAAC). Recognizing that approximately 280,000 Marylanders are in need of some type of drug or alcohol treatment, this order directed the newly appointed council to conduct some very specific activities aimed at expanding treatment and ensuring existing treatment dollars were being wisely spent. The objectives of the new State DAAC are to:

- Prepare and annually update a two-year plan that establishes priorities and strategies for the organization, delivery and funding of state drug and alcohol abuse prevention, intervention and treatment services; done in coordination with the identified needs of the citizens of the state, the general public and the criminal justice population; with strategies and priorities established by the local drug and alcohol abuse councils;
- Support the work of the local drug and alcohol abuse councils by facilitating the coordination and communication among the councils, local state agencies and departments, public and private providers; technical assistance will be provided as needed;
- Prepare annual surveys of all federal and state resources used to fund substance abuse prevention, intervention and treatment services; review the allocation of such funds by relevant state agencies to identify gaps in service delivery, duplication of services, and opportunities for improved coordination and collaboration to insure cost effective and quality services, and consistency with policy priorities established in the state plan; and

- Facilitate improved linkages between components of the criminal justice system and existing drug and alcohol abuse services
- Promote a coordinated, collaborative and comprehensive effort to address the drug and alcohol abuse, prevention, intervention and treatment needs of all individuals involved in the criminal justice system
- Sustain the State focus on the impact of drug and alcohol abuse on the health and well-being of its citizens, and on the enormous economic and social costs of substance abuse
- Identify best and promising practices in the organization and delivery of effective and efficient State drug and alcohol abuse prevention, evaluation and treatment services

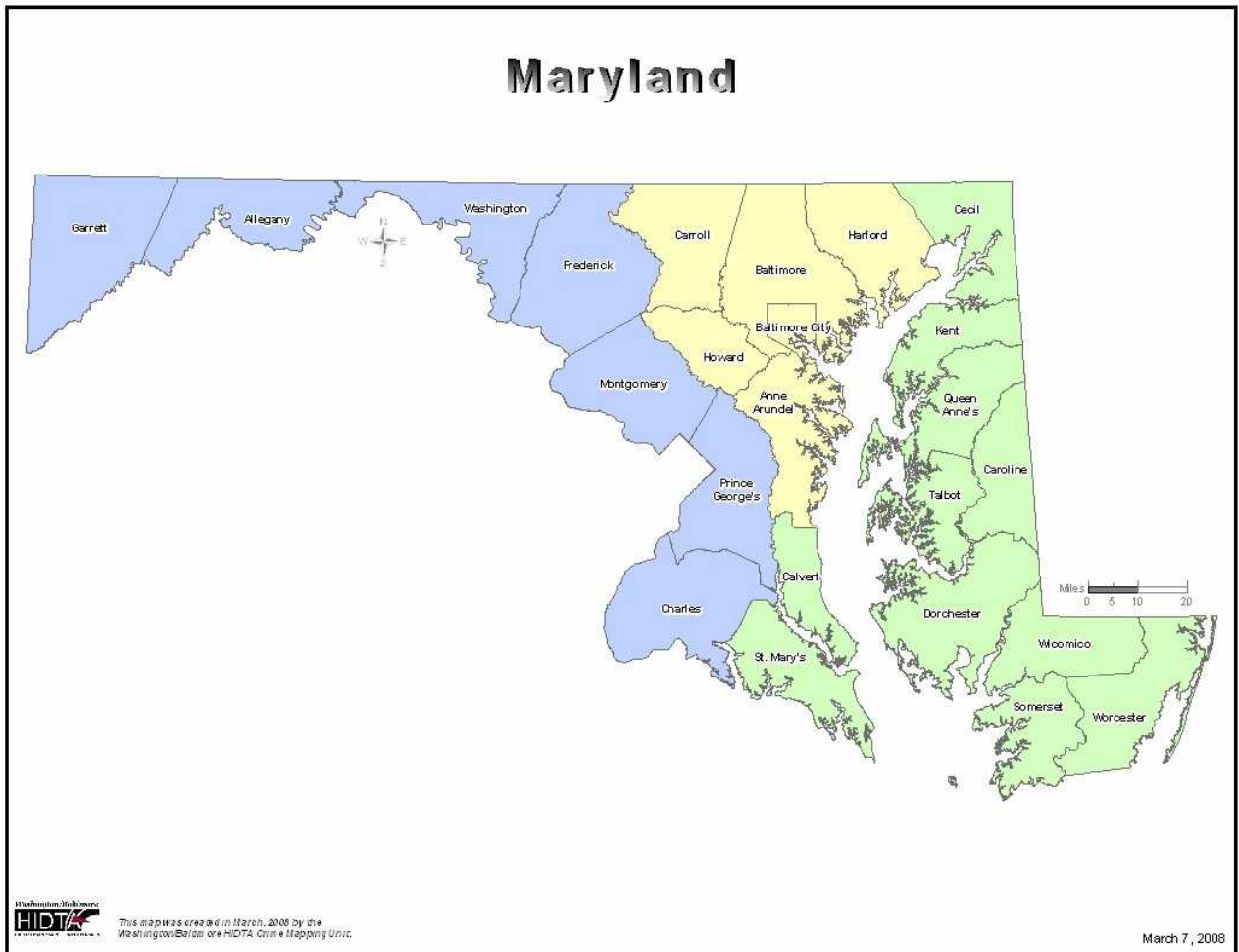
### **Grant Funding**

***Objective: To streamline and coordinate the delivery of grant funding to effectively leverage scarce resources.***

The GOCCP is the State Administrating Agency for a variety of federal and state grant programs. However, the State of Maryland is in the throes of a severe budget crisis and similar conditions exist at the federal level. The Byrne Justice Assistance Grant program (BJAG), GOCCP's single largest source of federal funds for law enforcement and public safety, has undergone Draconian cuts. Maryland's latest BJAG allocation, for example, was cut by about 67% from about \$7,000,000 per year to approximately \$2,310,000. Moreover, since the terrorist attacks of 2001, federal justice assistance funding has gradually migrated from state and local law enforcement and public safety toward homeland security initiatives. As a result, Maryland must find ways to more efficiently utilize the remaining scarce resources.

Under Governor O'Malley's administration, the GOCCP was re-organized along regional lines to make the entire grant process more effective. Whereas before, GOCCP was "siloeed" according to funding streams with little or no communication and collaboration, GOCCP now has one grant monitor assigned to each of the 24 jurisdictions in Maryland to streamline that process. By having one grant monitor assigned to each of Maryland's counties and Baltimore City to handle all grants in those

areas, GOCCP is able to leverage available resources by identifying synergies and eliminating duplication of efforts.



Earlier in this Plan, we discussed Security Integration, which involves seamless coordination and information sharing. This same statewide emphasis on information sharing is applicable to grants. Now, various agencies and entities applying, and in many cases, competing for limited funding are encouraged to cooperate, collaborate and plan to submit applications for funding that involve coordinated efforts to improve public safety. Such partnerships are absolutely essential if we are to improve budgetary and programmatic efficiencies in order to stretch the state's limited resources. GOCCP also evaluates its funding decisions in the context of local and state crime patterns and prior award histories, and maps those grant awards, to ensure that funding is allocated to benefit all areas of Maryland.

<b>Regions</b>	<b>Total Allocations</b>	<b>% of Funding</b>	<b>Crime Rate</b>
<b>Western Region FY 2007</b>	\$5,809,705	27.58%	5.91
<b>Metro Region FY 2007</b>	\$11,190,869	53.12%	8.44
<b>Eastern Region FY 2007</b>	\$4,067,459	19.31%	5.16
<b>Western Region FY 2008</b>	\$4,067,459	25.69%	5.55
<b>Metro Region FY 2008</b>	\$12,119,822	57.38%	8.21
<b>Eastern Region FY 2008</b>	\$3,576,991	16.93%	5.11

Given the current budgetary environment, GOCCP explored various options for investing grant funds in programs that have enduring, long-term value. To accomplish this objective, GOCCP developed the Law Enforcement Technology grant program to help criminal justice agencies purchase equipment and technology. So far, GOCCP has helped fund the following programs:

- Mobile data terminals
- Interoperable communications equipment
- Computer assisted dispatch (CAD) systems
- Records management systems (RMS)
- E- citations

In the upcoming three years covered under this Plan, GOCCP will continue to explore ways to leverage grant funds through:

- Infrastructure improvement programs with long-term utility
- Collaboration in planning and implementing grant programs
- Analysis of disparate funding sources to see how they can be used to compliment each other
- Evaluation of state, local and regional crime statistics and trends to ensure that grant funds are properly prioritized and deployed based on need

- Goal setting and performance measurement to see if programs are having a positive impact on public safety in Maryland

GOCCP will also study grant programs currently administered by other agencies of state government to look for improved efficiencies. For example, GOCCP and Maryland's Department of Human Resources will link together in 2009 to consolidate a variety of state and federal victims' services grant programs. This consolidation will (1) make the management of these programs more efficient; (2) streamline the delivery of services to constituent groups that depend on grant funds to serve crime victims; and (3) explore possible economies of scale to make better use of limited resources.

### ***Operation Safe Kids***

***Objective: To develop and implement an effective community-based supervision model for at-risk juveniles to minimize residential placements without compromising public safety.***

Research indicates that incarceration in a juvenile detention facility is a risk factor for future involvement in the adult criminal justice system. Juvenile incarceration, often referred to as residential placement, separates youthful offenders from their families and communities, a circumstance that can be quite traumatic. Moreover, residential placement puts young and impressionable offenders in a closed environment with other juveniles who exhibit similar anti-social behaviors, thereby exposing young people to negative influences. This may elevate the risk levels for juvenile offenders who were already at risk.

Other research indicates that juveniles who have been confined to detention facilities (residential placement) have elevated recidivism rates within two years after their release. This suggests that residential placement for juveniles may be counter-productive. Statistics provided by the Department of Juvenile Services shows that this research accurately describes Maryland's experience with residential placement. Consider the following statistics for fiscal year 2005 for youth released from residential placement:

- 67% were re-arrested and charged as either adults or juveniles within two years of release

- 38% were re-adjudicated delinquent as juveniles or convicted as adults within two years of release
- 12% were returned to juvenile residential placement within two years of initial release
- 15% were incarcerated as adults within two years of release

To overcome these problems, the Baltimore City Health Department developed a youth violence prevention program that seeks to minimize residential placement for at-risk youth while still providing close supervision and accountability. Operation Safe Kids is a collaborative effort involving the Baltimore City Health Department, the Department of Juvenile Services, police, school personnel, the courts, prosecutors and community leaders to offer comprehensive case management and enhanced supervision to at-risk youth.

OSK focuses on communities where youth violence and crime are the highest, and targets specific juveniles most likely to commit violent crimes, or become victims of violence. The program’s target population is males between the ages of 13 – 17 who meet the following eligibility criteria:

- One or more facts sustained for a crime (s) of violence
- One or more facts sustained for any crime involving possession or use of a weapon
- Two or more facts sustained for cases involving narcotics offenses (excluding simple possession of marijuana) and any one of the following:
  - two or more arrests while on probation
  - involvement with negative peers while on probation
  - truancy while on probation
  - other non-compliant acts while on probation

Once identified for enrollment in OSK, the participants receive a variety of “wrap-around” services to include:

- Mental health counseling
- Drug treatment
- Family therapy
- Regular face-to-face contact with case managers to ensure accountability
- Graduated sanctions for program infractions

- Rewards for program compliance

Participant progress is also tracked through regular meetings, and police provide access to juvenile arrest data to further monitor and ensure compliance.

Preliminary results suggest that the OSK program in Baltimore has had some success. For example, data from 2006 for youth who were enrolled in the program for six months or longer show:

- A 43% reduction in arrests in the year following admission when compared with the year before enrollment
- A 50% reduction in arrests for violent crimes when compared to a similar period before entering the program
- A 51% re-enrollment rate in school after becoming involved in OSK
- A 41% drop in arrests for drug crimes
- A 44% reduction in arrests for violent crimes

Based on the success of the OSK program in Baltimore City, this Plan calls for the expansion of the OSK model into other communities in Maryland, including Prince George's County, to meet the needs of at-risk youth. Specific criteria described above will be used to identify those communities and those youth who are most needy. Once identified, youth will be referred to a Department of Juvenile Services case manager who will identify program partners and stakeholders to provide:

- Substance abuse treatment
- Mental health care
- Educational assistance
- Vocational training
- Employment referrals
- Regular case planning sessions to provide close monitoring and oversight

### **Legislation**

***Objective: To create and pass public safety legislation that will help Maryland fight crime and improve public safety for all of its citizens.***



Public safety legislation is yet another tool in our public safety arsenal. During the 2008 Legislative session, several key pieces of legislation were enacted to make Maryland's communities safer.

Appearing below are some of the legislative outcomes for the 2008 Legislative session:

- Maryland became the 13<sup>th</sup> state in the nation to expand its Statewide DNA Database and require DNA collection upon charge for certain violent offenses and burglaries.
- Law enforcement agencies are now authorized to release to the public photographs and identifying information of juveniles who escape from detention centers or secure residential facilities for the purposes of facilitating apprehension to ensure public safety.
- Other legislation establishes a public policy that law enforcement make every effort to equip interrogation rooms with audiovisual recording devices to be used whenever a criminal suspect is interrogated in connection with a case involving murder, rape, or sexual offense in the first or second degree, whenever possible. The law further mandates that GOCCP work with state and local agencies to assist with funding for recording devices, and report to the House Judiciary Committee on progress.
- The administration of the School Bus Safety Enforcement Fund was transferred from the Department of State Police to the Governor's Office of Crime Control and Prevention. GOCCP pursues the goal of safeguarding Maryland's school-aged children through the School Bus Safety Enforcement Fund. In particular, GOCCP encourages applicants to pursue proactive safety measures such as public service announcements, speed enforcement signals, and cameras along designated school bus routes.
- The administration of the State Aid for Police Protection Fund was transferred from the Department of State Police to GOCCP. GOCCP works with the Maryland State Police (MSP) to confirm the receipt of UCR numbers from the local jurisdictions. GOCCP now administers the approximately \$65 million in funds distributed to 111 law enforcement sub-recipients per year. GOCCP coordinates with the Police and Correctional Training Commissions in making a continued effort to establish standards of police protection that address various local situations.
- Legislation now allows Judges to issue permanent protective orders that can only be terminated by the victim, and which further authorizes a judge to order a law enforcement officer to use all reasonable and necessary force to enforce a temporary custody provision of a final protective order.

- Legislation now specifies that one of the appointed members of the Handgun Roster Board shall be a representative of an organization that advocates against handgun violence.

Key aspects of the upcoming public safety legislative agenda include:

- Ensuring that all firearms, not just handguns, are taken from Respondents when a final, non ex parte protective order is issued.
- Prohibiting a person from possessing any firearms (including long guns) if the person is a respondent in a final protective order.
- Enabling the Director of Parole and Probation to authorize those agents who have completed police academy training, and who are therefore authorized to carry firearms, and who have arrest powers, to serve violation of probation warrants.
- Establishing statewide requirements regarding record keeping by metal buyers and requiring buyers to submit daily transaction reports to law enforcement.
- Amending existing gang laws to redefine underlying “gang related offenses”; remove “pattern” in the definition of a gang activity so that a pattern of activity does not have to be proven; and change the definition of gang member.
- Legislation requiring the Secretary of State Police or the Secretary’s designee to disapprove an application for a State–regulated firearms dealer’s license if the Secretary or designee determines that the applicant intends a certain person to participate or hold a certain interest in the management or operation of the business for which the license is sought.
- The legislation also seeks to require that the Secretary or designee suspend a dealer’s license if the licensee is not in compliance with certain record keeping and reporting requirements.

The Maryland General Assembly has been a strong partner in helping to improve public safety in Maryland. The Capital City Safe Streets Initiative is a perfect example of this collaboration. When crime began to rise in Annapolis, the Maryland General Assembly made funding available through GOCCP to help the Annapolis Police Department and its criminal justice partners develop and implement a multi-faceted plan to reduce crime. The initiative has been a success. Part I crime in Annapolis decreased by 15%; arrests increased by 37%; and the police department and DPP work closely to supervise high risk offenders. Similar partnerships are critical to the success of this Plan.

**Family Violence Council**

***Objective: To bring together a group of leaders from various systems and disciplines to develop an action plan for reducing family violence in Maryland***

In November, 1995, Lt. Governor Kathleen Kennedy Townsend and the Maryland Attorney General J. Joseph Curran, Jr. created the Family Violence Council. That Council brought together leaders from various systems and produced 20 recommendations and an Action Plan to reduce family violence in Maryland.

The previous administration issued Executive Order 01.01.2006.01 which established the Governor's Council on Family Violence Prevention, but no appointments to the Council were ever made. During the summer of 2007, GOCCP conducted meetings with stakeholders who are actively involved in the prevention of domestic violence to make initial decisions regarding the Council, its mission, focus and potential members. As a result of information gathered during those stakeholder meetings, Governor O'Malley made appointments to the newly constituted Council, and the first meeting was held on January 7, 2008.

During its first year of operation, the Council developed three committees: Public Awareness, Data, and Legislative. The Public Awareness Committee was instrumental in obtaining media coverage throughout the year. They also developed a glossary of domestic violence terms for media distribution and an educational brochure about the Council.

The Data Committee is in the initial stages of determining the most important data to be collected, what information is already collected and by whom, and how this information can be accurately collected and documented from numerous entities across the State. This committee will also gather more information from other states to identify best and promising practices regarding domestic violence, including statistics on laws, data collection, data sharing, domestic violence dockets, and promising practices in their research.

The Legislative Committee supported several bills during the legislative session, including House Bill 183: Domestic Violence – Enforcement of Protective Order, which authorizes a judge to order a law

enforcement officer to use all reasonable and necessary force to enforce a temporary custody provision of a final protective order. This passed in both the House and the Senate.

On October 23, 2008, Governor O'Malley signed a new Executive Order that further refined the mission of the Council and increased the disciplines that were invited to participate as members to the Council. Specifically, the name of the Council was changed to the Governor's Family Violence Council and the membership increased from 21 to 25, including the addition of Lieutenant Governor Anthony Brown and Attorney General Douglas Gansler. Governor O'Malley appointed Attorney General Gansler as the Chair and Jodi Finkelstein and Cheryl Kravitz as vice chairs.

The Council will play an integral role in preventing domestic violence over the next three years. The Council met with Governor O'Malley in October 2008 to develop a three-prong approach to addressing domestic and family violence issues:

- Problem Solving
- Predicting
- Preventing

Within each of these three areas, the Council identified many sub-categories for further action including domestic violence dockets, removing guns from abusers' hands, data collection, funding, education and training, lethality assessments, abuser intervention programs, and legislation. In the future months, Council members will prioritize these items and determine the best strategies to move forward in their efforts to problem solve, predict future behaviors, and prevent future victims.

The Family Violence Council has also identified the following action items and events for the upcoming year:

- A media event for early February 2008 to heighten awareness of domestic violence issues
- Awareness activities around domestic violence issues
- Implementation of a dashboard system for data sharing
- Collaboration and support of Maryland domestic violence organizations
- Legislative testimony and support for the following bills this year regarding firearms:
  - **HB 1448:** Family Law – Final Protective Order – Surrender of Firearms: HB 1448 adjusts current law in a small but significant way. Instead of allowing the court

discretion to order the respondent to surrender any firearms to law enforcement upon entry of a final protective order, this bill would require the court to enter such an order.

- **HB 849:** Public Safety – Restrictions on Possession of Firearms – Conviction of Disqualifying Crime and Protective Order Respondent: This bill would prohibit the possession of any firearm by a respondent of a final protective order. Currently, state law allows respondents of protective orders to possess unregulated firearms such as rifles and shotguns.

### *Victims of Crime*

*Objective: To ensure that all crime victims in Maryland are treated with dignity and respect, that their rights are upheld, and that funding is made available to provide assistance and support*

In 1988, the Maryland General Assembly created the State Board of Victim Services and the position of Victim Services Coordinator. These two entities were created for the purpose of monitoring, assessing, coordinating and making recommendations concerning state and local efforts to assist crime victims. The Board's mission is to ensure that all crime victims in Maryland are treated with dignity, respect and compassion during all phases of the criminal justice process. In 1991, under the authority of GOCCP, the Maryland General Assembly created the Maryland Victims of Crime Fund to provide funding support for victim services.

During the first two years of Governor O'Malley's administration, the Governor's Office of Crime Control & Prevention (GOCCP) and the Maryland State Board of Victim Services (Board) worked diligently to improve the treatment of crime victims across the state, and to ensure that crime victims were afforded the legal protections to which they are entitled. These goals were pursued in the following ways:

- Awarding grants to various organizations to provide needed services to crime victims
- Continuing funding for the Roper Victim Assistance Academy to help train criminal justice professionals about victims' rights

- Distributing crime victim brochures and forms to help inform police officers, court commissioners, juvenile intake officers, and prosecutors about victims' rights
- Hosting a Victims of Crime Memorial Service and a Victims Assistance Awards Luncheon
- Hosting the first Maryland Crime Victims Rights and Compliance Conference to bring together criminal justice professionals from a variety of disciplines who worked collaboratively to develop short and long term goals to improve victim services in Maryland

Despite severe budget constraints, GOCCP and the Board will work diligently over the next three years to expand and improve the delivery of victim services throughout Maryland by:

- Continuing to provide grant funding for organizations that serve crime victims
- Expanding the Victim Information Notification Everyday (VINE) system to make offender information from the Division of Parole and Probation available to crime victims
- Making technical assistance and training on victims services available to criminal justice professionals
- Reaching out to grassroots, non-profit, community and faith-based organizations and coalitions to expand our capacity to serve victims of crime
- Exploring ways to more efficiently produce and distribute crime victim brochures and forms to ensure that they are readily accessible to all organizations that need them
- Continuing the work of the Roper Victim Assistance Academy to provide affordable basic training for victim service providers, and expanding the academy curriculum to include advanced trainings and professional credentialing for victim service providers
- Strengthening efforts to monitor compliance with victims' rights laws
- Reviewing the current process for the collection of court ordered restitution payments, and making recommendations for improvements for both adult and juvenile offenders

## **Summary**

This Comprehensive State Crime Control & Prevention Plan was carefully constructed to focus, organize and coordinate law enforcement and public safety initiatives throughout Maryland, and to serve as the basis for the constant evaluation and evolution of public safety strategies in our state. This Plan relies on:

- Accurate and timely information
- Seamless coordination and consistent information sharing among local, state and federal agencies involved in the administration of criminal justice and public safety
- Effective tactics and strategies
- Technology to improve efficiency and leverage available resources
- Ongoing follow-up and assessment

The Plan represents a fundamental transformation in the structure, culture and mindset of Maryland's criminal justice partners. It builds on the accomplishments already achieved during the first two years of Governor O'Malley's administration, and is intended to bring about even greater reductions in crime to improve the safety and quality of life for Maryland's citizens.