

Maryland's Comprehensive State Crime Control & Prevention Plan 2018 - 2020

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Message From the Director

As Executive Director of the Governor's Office of Crime Control & Prevention (GOCCP), I am pleased to present Maryland's State Crime Control and Prevention Plan for 2018 - 2020.

We have created a plan that reflects our commitment to the citizens of Maryland to reduce and prevent crime. In doing so, we have laid out a plan that supports the development and implementation of evidence-based and results-driven policies, practices, and programs to make Maryland safer. We also recognize that our work is urgent and must include input from our long-standing partners in the disciplines we serve. To this end, we will continue to work with and take guidance from our public safety partners as well as those in the victims and juvenile communities.

We undertake our mission with a strong sense of fiscal responsibility and remain committed to supporting the criminal justice system in order to improve public safety, protect our communities and restore victims' rights while holding programs and practices accountable for the results our citizens deserve.

Our strategic plan focuses on making Maryland a safer place to live, work, and raise a family by reducing crime and promoting a safe, fair, and efficient criminal justice system across the State. This comprehensive plan is intended to be a roadmap for the Governor's Office of Crime Control & Prevention as we work with our federal, state, local and community partners to make Maryland safer. This document is also intended as a living guide so that we remain agile, adjusting as needed to the changing and developing threats to our State.

Protecting Maryland's communities, restoring victims of crime, and ensuring an effective and efficient criminal justice system are essential to making Maryland safer. By continuing to partner with entities across disciplines we can and will achieve a safer Maryland and I look forward to working with each and every one of you as we make this happen.

Sincerely,

V. Glenn Fueston, Jr.
Executive Director
Governor's Office of Crime Control & Prevention

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Office Summary

Vision

A Safer Maryland

Mission

To serve as a coordinating office that advises the Governor on criminal justice strategies. The office plans, promotes, and funds efforts with government entities, private organizations, and the community to advance public policy, enhance public safety, reduce crime and juvenile delinquency, and serve victims.

Responsibility

The Governor's Office of Crime Control & Prevention (GOCCP) is the designated State Administering Agency (SAA) for Maryland. As required by federal statute the Governor appointed this office to this role and we are responsible for "comprehensive criminal justice planning and policy development within the State." The Office is responsible for the allocation of resources statewide and acts to "distribute, monitor and report on spending" under many State and Federal programs.

As the executive branch agency designated to accept, plan and distribute criminal justice funds, we seek to leverage state and federal grant dollars to address the needs of statewide and local criminal justice systems. As the SAA we further serve as the primary coordinating body for state and local public safety issue identification, system collaboration, policy development, and system planning and implementation.



Strategic Objectives

Our responsibilities require us to work closely with a multidisciplinary team of state and local entities to achieve the following objectives:

- Develop Criminal Justice Strategies that are Coordinated at the Local, State, and Federal Level
- Improve Victim Services for Maryland Residents
- Reduce Victimization and Criminal Behavior in Maryland's Children
- Maximize the Public Safety Returns on Maryland's Corrections Spending
- Increase the Availability of Data to Support Data-Driven Approaches to Criminal Justice in Maryland

To ensure we remain ahead of the threats that impact our State and to continue to be good stewards of the funds we administer, our office has placed a significant emphasis on developing and implementing outcome-based performance measures for our grantees, instituting strategic planning to align priorities at the State and Local levels, and implementing evidence-based practices and data-driven decisions that will ensure we are allocating resources to issues in a way that can demonstrate outcomes.

Objective 1: Develop Criminal Justice Strategies that are Coordinated at the Local, State, and Federal Level

Coordination at the Local, State and Federal level, as well as among disciplines, is necessary to effectively and efficiently reduce and prevent crime in Maryland. A primary tactic for reducing violent crime in the State of Maryland is to focus resources on identifying gangs and violent criminal networks for the immediate purpose of disrupting and dismantling these networks. Criminals involved in the trafficking and use of firearms in crimes of violence, human trafficking, the distribution of illegal drugs, or other inherently violent criminal enterprises will be targeted through shared enforcement, prevention, intervention and reentry strategies.

To support this effort, it is necessary to create a coalition of criminal justice agencies that collaborates and coordinates tactics, resources and intelligence through comprehensive data sharing, cross-jurisdictional partnerships, effective policies and supportive technologies.

This goal will be reached through the following strategies:

- **Establish the Governor's Council on Gangs and Violent Criminal Networks.** This council will be made of representatives from the state's criminal justice agencies and formed for the purpose of providing leadership, policy oversight, and the coordination of operational strategies to collect and share relevant data related to violent crime and victimization. This group will provide support and assistance to programs and entities participating in Maryland Criminal Intelligence Network (MCIN), with the ultimate goal of supporting successful high-level prosecutions of criminal networks.
- **Form the Maryland Criminal Intelligence Network (MCIN).** The MCIN is a network of criminal justice agencies focused on identifying, disrupting, and dismantling criminal networks through collaboration and comprehensive data sharing at the local, state and federal level. MCIN focuses on identifying violent criminal networks operating within Maryland and disrupting and dismantling these organizations utilizing federal and state Racketeer Influenced and Corrupt Organizations (RICO) charges to permanently disband these organizations. MCIN will be built upon a modern information sharing infrastructure that provides operational groups with real-time access to federal, state, and local data from around the country, allowing law enforcement to focus on repeat violent offenders and the criminal networks enabling them.
- **Developing a culture of collaboration, information sharing and knowledge transfer.** The Office will create opportunities for thought leaders in the State to share and learn from the best and promising practices in violent crime reduction. Examples of such opportunities are the upcoming statewide symposium on violent crime reduction,

trainings, seminars and work groups. The symposium will provide the opportunity for stakeholders to hear from national leaders in crime control and reduction, discuss specific concerns in their jurisdictions, and offer effective crime reducing strategies for implementation. Additionally, regional statewide human trafficking trainings for law enforcement and prosecutors, and the Maryland Human Trafficking Investigators Seminar focus on the investigation of human trafficking cases with the ultimate goal of recovering and restoring victims of human trafficking and prosecuting more offenders.

Objective 2: Improve Victim Services for Maryland Residents

Victims of crime play a vital role in the criminal justice system. Maryland's programs and policies should acknowledge that victims have the right to information, the right to be present and provide input at criminal justice proceedings, the right to be heard in the criminal justice process, the expectation of being treated with dignity and respect, and the indispensable right to receive restitution. To assist with this strategic mission and to align with the core principles listed above, the Office conducted a victim's needs assessment, strategic planning workgroup sessions, and conducted surveys. It is our goal to assist crime victims in finding safety and self-sufficiency while ensuring both victims and the community are aware of their rights and the services afforded to them.

The Office will reach this goal by continuing to align strategic goals with our Notices of Funding Availability, funding decisions, and overall victims services utilizing best and promising practices. The Office envisions an overall trauma-informed approach to victims services to address the unique needs of each victim utilizing research-based knowledge, such as the Adverse Childhood Experiences (ACEs) studies, to promote effective strategies.

This goal will be reached through the following strategies¹:

- **Establish the Victim Services Unit within the Governor's Office of Crime Control & Prevention.** This unit will centralize crime victims resources at the State level and be comprised of the Criminal Injuries Compensation Board, Sexual Assault Forensic Examination Program as well as the existing victims services division at the GOCCP. This new unit will focus on coordinating and improving the collection of restitution as well as working with communities to ensure victims have the services they need to become safe, self-sufficient, and have access to resources.
- **Identify and establish resources throughout the State of Maryland.** The Office works to assist victims in achieving self-sufficiency, improve victim safety, and ensure victims and the community are aware of resources. The Office will accomplish this by funding evidence-based programs that achieve positive outcomes for victims of crime, and by ensuring victims of crime have easily accessible resources.
- **Develop clearer understanding of the victims community and to allocate funding in the most impactful manner while measuring success.** The Governor's Office of Crime Control and Prevention will continue its work with the Maryland State Board of

¹ Consistent with strategic goals of the Maryland State Board of Victim Services, the Family Violence Council, and the Children's Justice Act Committee

Victim Services, the Family Violence Council, and the Children's Justice Act Committee to develop strategic plans that move victims rights and services forward in the State of Maryland.

- **Increase knowledge of victims rights in the community.** The centerpiece of this knowledge transfer will be via the Annual Maryland Crime Victims' Rights Conference. This conference will provide information on emerging practices for services to crime victims. We will continue to further collaborate with communities to conduct outreach campaigns for victims' rights by expanding the use of social media and other public platforms to provide mobile access to victim services and resources (e.g. support groups, educational self-help webinars, and online chatting with victim service organizations).

Objective 3: Reduce Victimization and Criminal Behavior in Maryland's Children

Research has demonstrated a strong relationship between stressful or traumatic events, including abuse and neglect, substance use disorders, and behavioral problems. As stated in Objective 2, the Office envisions an overall trauma-informed approach to services, which includes addressing the root causes of juvenile delinquency. The Office will couple this with a Two Generation approach to address the needs of both children and parents.

This goal will be reached through the following strategies:

"When children are exposed to chronic stressful events, their neurodevelopment can be disrupted...Over time, and often during adolescence, the child may adopt negative coping mechanisms...these unhealthy coping mechanisms can contribute to disease, disability, and social problems, as well as premature mortality."²

- **Supporting evidence-based or promising programs and policies.** The Office will accomplish this by coordinating prevention and intervention initiatives that improve the juvenile justice system by protecting public safety, holding youth accountable, strengthening families, encouraging prosocial behavior, and providing treatment and rehabilitative services tailored to the needs of juveniles and their families.
- **Developing, implementing, and funding programs that reduce and/or prevent adverse childhood experiences.** The Office prioritizes programs that: prevent physical, sexual or emotional abuse, physical or emotional neglect, intimate partner violence, substance misuse, or the harmful impact of household mental illness, parental separation or divorce, or an incarcerated household member can have on a child's development. Additionally, we will support programs that improve the administrative, judicial, and investigative response to child abuse and neglect.
- **Supporting programs that end the cycle of multigenerational poverty.** This will be accomplished by implementing and intentionally linking programs and services that create opportunities for, and address the needs of the entire family, both parents and children, particularly in the areas of education, economic stability, and family engagement.
- **Protect Maryland's children from abuse or neglect.** This will be accomplished by enhancing and supporting the use of multi-disciplinary teams within accredited Children's

² ["The Role of Adverse Childhood Experiences in Substance Abuse and Related Behavioral Health Problems," 2015, SAMHSA](#)

Advocacy Centers. Through the use of accredited Children's Advocacy Centers, children are served in a child-friendly environment where law enforcement, states attorneys, and child protective service workers can promptly investigate alleged incidents of abuse. The children and their families also receive specialized mental health services to help them cope with the trauma that they have endured. Additionally, specially trained forensic interviewers collect necessary information needed to successfully investigate and ultimately prosecute the cases, with the goal of ultimately bringing justice to children and families.

- **Ensure that youths are successfully re-entering their community.** Upon release from secure confinement in a juvenile justice facility, we will seek to support treatment and rehabilitative services specifically tailored to meet their needs. Services provided to youths upon their return to the community are designed to assist in working through family issues, teaching life skills, and continuing the progress made during the treatment program. Such services may include, but are not limited to, family engagement programs, mental health services, substance abuse services, kinship care, and independent living programs.
- **Supporting the use of restorative practices.** The Office will reduce reoffense in young offenders by holding them accountable and allowing the victims and the community at large to participate in restorative practices to promote healing. By utilizing front-end diversion strategies, non-violent juveniles and juveniles who have committed misdemeanor offenses are not formally involved in the juvenile justice system and receive support from community-based programs. Accountability programs are most effective when they utilize individualized consequences as well as a system of graduated sanctions according to the nature and severity of the offense. From the juvenile justice system standpoint, this requires an increased capacity to develop youth competence, efficiently track juveniles through the system to measure their success, and provide enhanced options that reinforce the mutual obligations of an accountability-based system (e.g. restitution, community service, victim-offender mediation, and other restorative justice sanctions). Concurrently, the use of incentives to promote positive behavior is just as important as imposing sanctions. Incentives should be juvenile appropriate, tailored to each youth, consistent, and fair.
- **Establish an infrastructure that encourages the appropriate communities to collect relevant data.** Data can be used to better understand the problems in our communities and neighborhoods. Program and criminal-justice data will help guide the office as well as service providers to identify gaps in services, select and deliver prevention and intervention programs that meet the needs of the community and the targeted populations, and to utilize metrics to measure outcomes and successes of the interventions.

Objective 4: Maximize the Public Safety Returns on Maryland's Corrections Spending

The Justice Reinvestment Initiative (JRI) is a nationwide data-driven approach to improve public safety, reduce corrections spending, and reinvest savings in strategies that can decrease crime and reduce recidivism. This initiative works to hold individual offenders accountable for their actions and the government accountable for its responsibility to spend tax dollars wisely and ensure safe communities. Furthermore, it emphasizes treatment for those struggling with addiction, provides an opportunity to elevate the voice of victims, and strengthens community supervision through evidence-based practices. This office has been tasked with overseeing the implementation of the Justice Reinvestment Act (JRA), and determining JRI oriented priorities for Performance Incentive Grant funding and future programming.

This goal will be reached through the following strategies:

- **Coordinate interagency efforts to foster justice reinvestment.** The Office will continue to work with State and local partners to guide the Oversight Board, Advisory Board, and Local Government Commission in their efforts to implement the JRA. In doing so, we will look to the results of the six required studies to assist in shaping its implementation and rely upon these studies as we develop recommendations for moving forward. Furthermore, our office will continue to collect, collate, and analyze data to measure the impact of the JRA.
- **Focusing prison beds on serious, repeat offenders.** To assist in this effort, the Office will focus funding and support on diversion/deflection programs targeting high need populations, such as juveniles, individuals with substance use disorders or behavioral health needs, and veterans. By doing so we believe that we can provide assistance to those that need help while ensuring public safety by incarcerating violent repeat offenders. Diversion programs such as Law Enforcement Assisted Diversion (LEAD), problem-solving courts, the use of graduated sanctions, and criminal mediation all aid in this effort to provide services to those in need. To complement this effort, programs such as the MCIN assist law enforcement in identifying violent repeat offenders who should be incarcerated to ensure public safety.
- **Emphasize treatment options within the criminal justice system.** Based upon recommendations made in the Substance Abuse Gaps and Needs Analysis, the Office will work with the Local Government Justice Reinvestment Commission to assess the needs of each county relating to substance use and mental health disorders including other factors that affect the ability to participate in treatment such as lack of transportation and unstable housing and make recommendations on how to address

these needs. The Office will also explore and expand opportunities to share data between criminal justice and behavioral health entities to expand access treatment, evaluate and expand treatment plans, better track outcomes of patient treatment visits, and assess the level of treatment. The Office will continue to support compulsory Crisis Intervention Team (CIT) training for law enforcement officers and behavioral health professionals by providing yearly training and participating in monthly CIT Coordinator meetings to exchange information and bring awareness to local resources. We will also support the expansion of treatment within local detention centers for pre-trial inmates and inmates sentenced with a short length of stay. In those cases where offenders are incarcerated for longer periods of time, we will continue to expand access to treatment behind the walls, such as Medication Assisted Treatment programs.

- **Expand opportunities for returning citizens.** The Office will partner with the Department of Labor, Licensing and Regulation, along with public and private businesses to build up pathways to employment for ex-offenders, including providing state guidance. Support the increased availability of reentry housing to stabilize reentering citizens. Encourage the expansion of peer positions such as Peer Recovery Specialists and the adoption of technology to facilitate sustainable tailored reentry case management. As recommended in the collateral consequences working group, GOCCP will work to build an infrastructure that allows Maryland agencies to begin collecting, analyzing, and reporting relevant data. We believe this information will provide a better understanding of the relationship between criminal history and an applicant's ability to successfully achieve licensure or certification, and allow us to measure the relationship between policies or practices that limit employment for ex-offenders and employment outcomes for offenders. These data, collected over time, will also allow measurement of any impact of collateral consequences reforms.
- **Strengthen community supervision through evidence-based practices.** The Justice Reinvestment Act implemented a graduated sanctions matrix for individuals under community supervision. This evidence-based practice allows offenders with technical violations of supervision to receive swift, certain, and fair sanctions which include mediations, access to treatment, and other more tailored consequences. With the adoption of risk and needs assessment across the state, GOCCP will work with program data to identify programming needs and support training for cognitive-behavioral intervention for supervised populations.

Objective 5: Increase the Availability of Data to Support Data-Driven Approaches to Criminal Justice in Maryland

Data is the common thread that runs through our strategy for crime control and prevention in Maryland. The management of data to enable data-driven decisions is a complex but necessary effort in order to develop, implement, and measure the impact of initiatives meant to increase public safety in Maryland. These same concepts can also be implemented by agencies in the field to more effectively accomplish their goals and to make a safer Maryland.

This goal will be reached through the following strategies:

- **Develop the infrastructure to collect, collate, and analyse disparate data sets.** In order to better understand threats, develop policy and provide situational awareness to the Governor and his administration we will develop a data sharing system across the State. To this end, our office will work to establish clear memorandums of understanding with agencies regarding the sharing and use of data. Where appropriate, we will also advise the Governor of Executive Orders and legislation that would accomplish the same among State and local agencies. In order to ensure the security of this data and its proper usage, our office will establish policies ensuring proper storage and dissemination of information in accordance with existing memorandums of understanding and industry best practices.
- **Emphasize the use of outcome based performance measures.** To ensure the best use of resources and understand the impact programs are having to increase the safety of Maryland citizens and visitors, we will continue to implement outcome based performance measures on all grant funds administered by GOCCP. These same measures will be used to direct future programming and identify priority investment areas.

Conclusion

Enacted together, these strategies will move Maryland toward safer communities and a criminal justice system that is more accountable to both victims and citizens. Interagency cooperation, information sharing, and accountability will be vital to ensuring success, and will play a large role in the development of new innovative strategies that will place Maryland at the forefront of policy.

The Governor's Office of Crime Control & Prevention is committed to further ensuring that resources are allocated in order to maximize efficiency and impact. Over the next three years, GOCCP will continue to work with its community, local, state, and federal partners to identify new funding sources for the state, fund projects and initiatives that fall within the Office's strategic objectives, as well as promote best and promising practices.

