



GOVERNOR'S COORDINATING OFFICES

COMMUNITY INITIATIVES • SERVICE & VOLUNTEERISM • PERFORMANCE IMPROVEMENT
CRIME CONTROL & PREVENTION • SMALL, MINORITY & WOMEN BUSINESS AFFAIRS
CHILDREN • DEAF & HARD OF HEARING

February 2, 2018

Chairman Haynes and Members of the Public Safety & Administration Subcommittee,
Chairman DeGrange and Members of the Public Safety, Transportation, and Environment
Subcommittee,

Good afternoon, my name is Glenn Fueston, the Executive Director of the Governor's Office of
Crime Control & Prevention (the Office). Thank you for giving me the opportunity to provide
testimony on the budget on behalf of the Office.

The mission of the Office is 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. The Office, under the leadership of the Hogan-
Rutherford Administration, is committed to coordinating with our federal, state, and local partners
to address and implement the following five objectives:

1. Criminal justice strategies that are coordinated at the Local, State and Federal Level.
2. Improve Victim Services for Maryland Residents.
3. Reduce victimization and criminal behavior in Maryland's children.
4. Maximize public safety returns on Maryland's corrections spending.
5. Increase the availability of data to support data-driven approaches to criminal justice.

Maryland faces challenging times in terms of public safety. As many of you know, Baltimore City
recorded its highest homicide rate on record in 2017 and we are facing an opioid crisis that
threatens the health and safety of citizens across the State. Total opioid overdoses deaths are up
12% through the first 3 quarters of 2017 compared to 2016 and are up 190% from 5 years ago.
More drastic is the 56% increase in fatal fentanyl overdoses from 2016 to 2017. According to the
Washington / Baltimore HIDTA there are 330 drug trafficking and 22 money laundering
organizations currently under investigation in the region and the Maryland Coordination and
Analysis Center reports there are more than 10,000 gang members on the streets in Maryland.

Maryland needs a coherent, proactive strategy to protect our communities and create a criminal
justice system that is more accountable to both victims and taxpayers. Additionally, we need to
ensure greater access to services for crime victims both through the local provider networks and

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accredited Children's Advocacy Centers. And finally, we need to increase community-based diversion opportunities for juveniles who come into contact with the juvenile justice system.

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 with State and Local needs, implementing evidence based practices, and putting a strong emphasis on utilizing data drive decisions that will ensure we are allocating resources in the most impactful ways possible.

These actions signify a commitment to reforming the criminal justice system in order to improve public safety, protect our communities, hold programs and practices accountable for results, and restore victims of crime. Yet there is still much more work to be done.

In order to continue to build upon these efforts, the office intends to focus its resources and attention on the following five objectives.

Objective 1: Criminal Justice Strategies 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 year we will focus on developing the necessary infrastructure to better identify, disrupt and dismantle the repeat violent offenders that are operating in the violent criminal networks that are attacking our communities. Specifically, we will continue the operations of the Maryland Safe Streets program which is expanding into the Maryland Criminal Intelligence Network, while we augment their ability to collect, collate and share data with the 36 operational task forces around the State. Additionally, we will look to bring in other participants around the State that will play a vital role in understanding the threat as well as addressing the problem. Our goal is to eventually tie together all of the operational teams in the State so that information can flow seamlessly between and among jurisdictions, agencies and programs. This information will be used to support the operational teams that are in our communities addressing the threat as well as the teams that will

look to prosecute these criminals utilizing Racketeer Influenced and Corrupt Organizations (RICO) charges. Our office is looking to hire two positions that will directly support this effort as well as help to build cohesion between this and other programs within our office.

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 dismantle 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. MCIN expands the Maryland Safe Streets Initiative developed in 2008 by leveraging the 10 operational teams (Annapolis, Anne Arundel County, Cambridge, Cecil County, Cumberland, Frederick, Hagerstown, Harford County, Hyattsville & Salisbury) and aligning state resources to provide for a streamlined and coordinated operational plan in connection with 36 federal, state and local task forces in Maryland.
- **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.

An example of our current funding for criminal justice strategies is a grant with Baltimore County, the Office provided \$100,000 in funding to the States Attorney's Office for a dedicated prosecutor

to aggressively prosecute firearms cases. The program assists law enforcement and the public at large by helping to eliminate firearm crime and incarcerating those offenders that perpetrate firearms violence. In Montgomery County, the Office provided \$75,012 in funding to the Montgomery County Police Department for the Firearms Investigations Unit, which utilizes a multi-jurisdictional approach to gun enforcement. This includes de-briefing subjects arrested with firearms, tracing all seized firearms, and working very closely with gun stores to identify straw purchases and other illegal gun sales. The Firearms Investigations Unit utilizes technology such as NIBIN, ETrace and other regional law enforcement databases to assist with investigations. All containing vital data necessary to prosecute the violent criminal networks operating in the County and beyond. These are great examples of data to be included in the Maryland Criminal Intelligence Network.

Objective 2: Improve Victim Services for Maryland Residents

Victims of crime play a vital role in the criminal justice system. 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.

Therefore, 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 build upon the victim's needs assessment from 2016 our office sought to institute strategic planning sub-committees in each of our victims related boards: the Maryland State Board of Victim Services, the Family Violence Council, and the Children's Justice Act Committee. Through this process we are continually provided updated information on the needs of this community and are able to better prioritize these needs based upon the recommendations of experts from around the States. The Office will continue to utilize the strategic plans of the Maryland State Board of Victim Services, the Family Violence Council, and the Children's Justice Act Committee to align our Notices of Funding Availability, funding decisions, and overall services to victims utilizing best and promising practices.

The Office envisions an overall trauma-informed approach to victim 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. Through this, we will be equipped to meet the unique needs of victims by promoting programs and services that recognize the signs and symptoms of trauma in the clients they serve and are capable of responding with practices that avoids re-traumatization. This can be accomplished through victim empowerment, safety planning, and peer support opportunities.

This goal will be reached through the following strategies:

- **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 victim 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 will work 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. For example, the Mid-Shore Council on Family Violence (MSCFV) Economic Empowerment Victim Services Project which assists in developing and implementing strategies specifically intended to provide assistance to domestic violence and sexual assault victims in the State of Maryland. Empowerment Attorneys provide legal representation in Consumer Law cases so victims can financially restore themselves, minimize expenses and protect assets. In addition, an MOU established partners which provide additional pro bono legal services to crime victims. To date, 164 victims have been served.
- **Develop a clearer understanding of the victims’ community and allocate funding in the most impactful manner while measuring success.** Our Office will continue its work with the Maryland State Board of 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. We continually strive to ensure that all funding sources for victims are coordinated. These sources include the Victims of Crime Act (VOCA) fund, the Violence Against Women Act (VAWA) fund, the Maryland Victims of Crime (MVOC) fund, as well as other funding sources such as the Children’s Justice Act Committee (CJAC) and Child Advocacy Center Services (CACS). This coordination achieves maximum efficiency and provides Maryland’s victims of crime with every available resource possible. The Office will continue to learn about the needs of communities throughout Maryland and work to ensure that crime victims and their families receive a seamless delivery of services.
- **Increase knowledge of victims’ rights in the community.** The centerpiece of this knowledge transfer will be via the Annual Maryland Crime Victims’ Rights Conference. The Office coordinated the second Annual Maryland Crime Victims’ Rights Conference during the National Crime Victims’ Rights Week in 2017. The conference provided an

overview of crime victims' rights throughout the State of Maryland and allowed attendees to listen, learn, and network with speakers and peers about emerging victims' issues and innovative approaches to empowering victims. The Office will host the third Annual Crime Victims' Rights Conference during National Crime Victims' Rights Week in 2018 on Thursday, April 12, 2018 at the University of Maryland, College Park. Attendees will receive training on topics such as economic empowerment, victims' rights, human trafficking, and adverse childhood experiences. Further, GOCCP 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 such as MD 211 to provide internet access to victim services and resources (e.g. support groups, food banks, and housing).

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

Research has demonstrated a strong relationship between stressful or traumatic events, including abuse, neglect, substance use disorders, and behavioral problems. "When children are exposed to chronic stressful events, their neurodevelopment can be disrupted. As a result, the child's cognitive functioning or ability to cope with negative or disruptive emotions may be impaired. Over time, and often during adolescence, the child may adopt negative coping mechanisms. Eventually, these unhealthy coping mechanisms can contribute to disease, disability, and social problems, as well as premature mortality."¹

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:

- **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, and substance misuse which have a harmful impact on a child's development. Additionally, we support programs that improve the administrative, judicial, and investigative response to child abuse and neglect. The Office is also working to promote the use of trauma-informed practices amongst law enforcement and schools. An example of how our office is helping to move this forward is by enhancing and supporting the use of multi-disciplinary teams within accredited Children's Advocacy Centers. In recognition of the need for every child

¹ "The Role of Adverse Childhood Experiences in Substance Abuse and Related Behavioral Health Problems," 2015, SAMHSA, Accessed December 2, 2017, <https://www.samhsa.gov/capt/sites/default/files/resources/aces-behavioral-health-problems.pdf>

to have access to an accredited Child Advocacy Center in the State, the Office convened a *Child Advocacy Center Best Practices Workgroup*. This working group is comprised of both state and local stakeholders to address the barriers to achieve accreditation and identify solutions.

Through this multi-agency work, a number of non-accredited Child Advocacy Centers are now on the path to achieve accreditation in the future. Maryland currently has twenty-two Children's Advocacy Centers, 14 of which are accredited. There are 3 Centers that are in the accreditation process and we are proud of our work in raising awareness about the importance of accreditation and moving this forward.

- **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.
- **Ensure that youths are successfully re-entering their community.** Upon release from secure confinement in a juvenile justice facility, GOCCP will seek to support treatment and rehabilitative services specifically tailored to meet their needs. Services provided to youth 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.

A great example of this effort is the Baltimore Chesapeake Bay Outward Bound Center Inc.' Police Youth Challenge program. The Program fosters positive engagement between Baltimore City youth and Baltimore law enforcement officers. Through a partnership with the Baltimore City Police Department and Baltimore City Public Schools youth will complete the outdoor challenge course, learning about each other beyond their stereotypes and, in turn, improving their mutual respect and trust.

- **Supporting the use of restorative practices.** The Office will reduce reoffending amongst youth 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.

An example of how our funding is helping to achieve this goal is the Community Conferencing Center's (CCC) program in Baltimore. The Community Conferencing Center's (CCC) program develops and implements strategies specifically intended to provide restorative justice to juveniles involved with the juvenile justice system. The program focuses on reducing minority over-representation in the juvenile justice system and lowering recidivism.

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

After two years of study and planning for implementation, the Justice Reinvestment Act (JRA), Chapter 515 of 2016, came into effect fully on October 1, 2017. Since implementation, the Governor's Office of Crime Control & Prevention (GOCCP) has worked extensively with the JRA Boards, stakeholders, and community members to coordinate efforts, educate on changes, and measure impacts.

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.

GOCCP is one of the coordinating and funding agencies that brought LEAD, a nationally recognized pre-booking diversion program, to Baltimore City. This program focuses on diverting low level offenders with mental and behavioral health needs to services to interrupt the cycle of justice-involvement. Of the pilot program's 38 active participants, the program has only seen a 5% recidivism rate. In addition to a dramatic decrease in criminal justice involvement, the program has seen decreases in emergency room utilization, drug use, and corresponding increases in housing stability, health and income among active participants.

- **Emphasize treatment options within the criminal justice system.** Based on 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 to 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 raise awareness of 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.

In the past year, the office moved towards this goal through its Medication Assisted Treatment programs, which administered 396 injections to 161 reentering citizens through nine county-level programs.

Another example of how our office is moving this forward is the Adult Day Reporting Center in Washington County. This Center provides a minimum-security alternative to traditional incarceration that offers substance abuse treatment, Moral Recognition Therapy (MRT) and life skills so offenders can develop the tools to be successful in society in an effort to reduce the recidivism rate among the target population, thus reducing the jail population and corrections related costs. The program has served 91 participants, exceeding those sentenced directly to the program, and has had only two participants reoffend during participation, which is a marked decrease in recidivism.

- **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. We will also continue to support the increased availability of reentry housing to stabilize reentering citizens, encourage the expansion of peer positions such as Peer Recovery Specialists and Peer Reentry Navigators, and the adoption of technology to facilitate sustainable, tailored reentry case management.

The Office has invested in multiple reentry programs during the past year including the Office of the State's Attorney's *AIM to B'more* program, a crime intervention program serving felony drug offenders in Baltimore City. The program equips first-time non-violent, felony drug offenders with jobs while simultaneously removing the burden of a criminal record and reduces their chances of re-engaging in criminal behavior. Thus far, the program has served 51 participants and more than half have retained employment.

- **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.

In Prince George's County, the Office provided funding for the development and deployment of the Efforts to Outcomes (ETO) software operating over a centralized database linking the County Health Department, Department of Social Services, and the County Department of Corrections' Offender Management System. This system tracks service provision during pre- and post- release for the average 11,159 individuals who pass

through the county corrections, and coordinates referral to evidence-based programs available between partner agencies.

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

The Office is committed to using evidence-based practices to ensure that scarce resources are allocated in order to maximize efficiency and operational impact. The Office believes that by finding ways to better share data while being mindful of legal, ethical, and privacy related concerns, it can better affect change to be fiscally responsible and increase the quality of life for all Marylanders. Over the next year, the Office will continue to work with its federal, state, and local partners to further our efforts to increase the availability to data, identify federal grant solicitations to support data-driven approaches and projects worthy of grant funding.

Over the past 9 months, the Office has researched and experimented with various business intelligence solutions to better visualize criminal justice data. The Office is implementing a business intelligence and analytics platform that simplifies data evaluation and sharing via scalable dashboards, interactive reports, and embedded visuals. These dashboards will serve multiple purposes. They will assist our office to better understand threat and needs and therefore allow for better decision making on funding, program implementation, and policy recommendations.

Further, we are currently working with the Governor's Legislative Office to introduce SB 107 this legislative session which would repeal the reporting requirement of various legislative reports and replace them with easily accessible filterable data displays on our website. These interactive data dashboards are a prime example of Governor Hogan's Customer Service promise and will increase the transparency of our operations.

An example of our commitment to this objective is the \$2 million that was awarded to the Baltimore Police Department in July 2017 to equip the department with mobile data terminals within 285 police vehicles through the Mobile Data Terminal Transition Project. These MDTs will enhance the Police Department's capabilities to identify threats in the city and develop a more targeted focus on crime reduction. The acquisition of the Mobile Data Terminal systems will also improve the accuracy and timeliness of reporting a crime which in turn increases the effectiveness and productivity of each police officer throughout their tour of duty.

Further, we issued various VOCA technology grants to victim service providers in order to provide enhancements to their client records management systems. These enhancements allow the victim service provider to significantly improve its ability to store, analyze, and report data in order to better serve clients and better report on the outcome of services. One example is Charity Tracker, which is a web-based software system that maintains confidential information and

allows for appropriate information-sharing among victim service providers. Another example is the Social Solutions Technology project awarded to the Mid-Shore Council on Family Violence which promotes efficient services and program measures for real-time analytics while also facilitating a confidential communication platform in support of victims, without duplicative services and resources.

Grant Funding

As of February 1, 2018, the Office was managing approximately 814 active grants, totaling \$170,431,565.41 in combined federal and state funds, including approximately \$73,714,998 in funding to law enforcement agencies throughout Maryland under the State Aid for Police Protection Program. These funds are being used to support 297 unique entities around the State in our combined effort to make Maryland Safer. Over 90% of these funds were allocated to local government or non-profit groups around the State to help reduce and prevent crime.

Additionally, the Office is focused on securing additional funding for Maryland. We continuously monitor federal grant and foundation solicitations and are exploring partnerships with local and national corporations to see how we can better leverage resources for the State. Further, we continue to explore ways to better educate the communities about our grant opportunities.

We also are continuously searching for ways to streamline the grant application, management and evaluation process in order to make it more efficient for the grant recipients. In fiscal year 2017, the Office implemented a State-approved method of electronic authentication, authorization, and accounting which allows for the paperless distribution of grant award packets and the paperless submission/collection of financial reimbursement requests. These automation efforts have greatly improved the processing and turnaround times for tasks related to these documents. Further our office provided grant recipients with funding opportunities to help bolster their infrastructure in order to be in a better position to support their respective constituents as well as provide meaningful outcome reports.

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Governor’s Office of Crime Control and Prevention
Agency Responses to DLS Analysis and Recommendations
FY 2019 Governor’s Allowance

Chair: James E. DeGrange, Sr.
Senate Public Safety, Transportation, and Environment Subcommittee
Friday, February 2, 2018

Chair: Keith E. Haynes
House Public Safety and Administration Subcommittee
Wednesday, February 7, 2018

Analysis in Brief

Major Trends

GOCCP should discuss how utilization of the new outcome-based performance data will impact development of the State’s criminal justice strategies and grant decision-making process, in comparison to current practices. Furthermore, while the new Managing for Results measure tracks the agency’s focus on outcome-based analysis, GOCCP should also comment on what measures should be evaluated by the General Assembly to determine whether the desired outcomes are truly being achieved. (pg. 3,8)

Agency Response: The data from these measures will be used to assist in defining the impact of these programs. It will also help practitioners and GOCCP to fine-tune efforts to serve the communities.

The General Assembly should examine the following measures to determine whether outcomes are being achieved.

Performance Measures	2013 Act.	2014 Act.	2015 Act.	2016 Act.	2017 Act.
Percentage of grant funding streams with developed outcome-based performance measures	0%	0%	0%	0%	76%
Number of <u>evidence based reentry</u> programs funded	4	5	5	18	16
Number of victims served via <u>evidence based programs funded by this office</u>	118,321	130,374	149,159	145,270	181,193

Number of <u>evidence based</u> grants addressing substance abuse treatment	3	7	7	19	24
Number of <u>evidence based</u> juvenile programs funded to reduce recidivism	26	17	19	20	19
Number of Criminal Justice Dashboard queries	6,070,680	7,886,920	8,705,980	8,865,485	8,666,560
Number of Maryland Offender Management System queries	104,658	121,489	132,598	72,113	95,739
Number of crime analysts employed by agencies funded by GOCCP	22	18	24	15	24
Number of homicide victims in Maryland	387	363	553	545	N/A
Number of juvenile victims of homicides	26	30	43	31	N/A
Number of non-fatal shooting victims in Maryland	645	613	942	982	N/A

Issues

GOCCP should update the committees on the progress made regarding implementation of the Act. The agency should also discuss its plans and timeline for establishing the formula used to calculate savings to be placed in the Performance Incentive Grant Fund and the plans for distributing the funds once the new grant program is established. Finally, the agency should brief the committees on its data collection process and how it intends to measure performance outcomes. (pg. 3-4, 20)

Agency Response: Significant progress has been made by all primary stakeholders in the Justice Reinvestment Act (JRA). To implement new release provisions, the Department of Public Safety & Correctional Services (DPSCS) submitted Code of Maryland Regulations (COMAR) regarding administrative release and sanctions changes. Training was provided to the Judiciary, the Division of Parole and Probation (DPP), and to local prosecutors on JRA changes. All DPP staff were trained in a new evidence-based risk screening tool and on a graduated sanctions matrix, which is being integrated into electronic case tracking.

The Office has developed a preliminary cost savings formula reflecting the guidelines provided by Chapter 515. Cost savings is measured by the difference between the JRA yearly prison population snapshot taken on October 1, multiplied by the variable inmate cost, less any increases in supervision costs. The Office intends to use the requested performance measures to

inform the cost savings formula and calculate the piecemeal cost aversion of various parts of JRA, in collaboration with DPSCS. The Office plans to receive and analyze all data by Spring 2018, and collaboratively refine the cost calculation to be presented to the Justice Reinvestment Oversight Board by Summer 2018. This will allow time for input prior to the calculation date on October 1, 2018.

Performance Incentive Grant funding is guided by the six recommendation areas of the JRCC final report. Half of the calculated savings from JRA can fund the Performance Incentive Grant. In the law, funding is directed toward nine specific priority spending categories: Ensuring that the rights of crime victims are protected and enhanced, which has a mandated allocation of 5%; pretrial risk assessments; services to reduce pretrial detention; diversion programs, including mediation and restorative justice programs; recidivism reduction programming; evidence-based practices and policies; specialty courts; reentry programs; and any other program furthering the purposes of JRCC recommendations. The Office will ultimately direct what portion each category receives under the advisement of the Justice Reinvestment Oversight Board, and in light of priorities set by JRA implementation needs.

The Office is structuring its evaluation of the JRA based upon three stages: Impact upon the baseline measures examined by the JRCC, fidelity of JRA implementation, and outcome tracking, to include cost aversion and savings outcomes. The Office prepared a data collection plan and initiated a monthly and quarterly data collection timeline to better track initial impacts of the law and make timely reports to oversight bodies. In total the office has requested 126 data points which will allow it to calculate outcome measures for all JRA changes. Data is being requested from the Department of Public Safety and Correctional Services; the Administrative Office of the Courts; the Department of Labor Licensing and Regulation; the Maryland Department of Health; and the Maryland State Commission on Criminal Sentencing Policy.

GOCCP should discuss whether the agency has conducted any research regarding community policing and whether BCPD's community-based policing program is effective and in line with evidence-based practices. The agency should also discuss how it intends to apply its new outcome-based evaluation process to the grant funds provided to Baltimore City in order to ensure effective utilization of the resources supported with those funds and what additional assistance the agency is offering to address the city's growing crime problem. (pg. 8, 23)

Agency Response: Community Policing is a well established philosophy in the criminal justice system. Although we are not aware of a universally accepted method of evaluating "community based policing", it is our office's intent to work with Baltimore Police Department to establish outcome based performance measures to better evaluate the public safety impact of all of its grant funded programs including the city's community policing program.

Given that these funds typically are allocated on a yearly basis, we will be better able to assign performance metrics in order to measure the City's ability to achieve its intended outcomes year-to-year; provided funding continues. These metrics along with the outcome measures will be combined to determine the impact of these funds as well as assist in making adjustments to programming as necessary. The next round of funding for these Baltimore City grant funds will be July 1, 2018; we anticipate the measures will be applied at this time. It is our intent to provide technical assistance to the Baltimore Police Department and to work collaboratively to develop these measures.

Additionally, we are in regular communication with both the Mayor's Office as well as the Baltimore Police Department regarding better utilizing the funding that we provide the City.

Operating Budget Recommended Actions

1. Reduce funding for new School Safety Program grants.

Agency Response: The Governor's Office of Crime Control and Prevention in consultation with the Maryland Center for School Safety does not concur with the recommendation as it is unknown as to how many schools and child care centers may apply for the grant as this is a new initiative. There are twenty-four local school systems in the State, numerous private schools, and numerous child care centers who could apply for the grant if they can demonstrate a nexus to hate crimes or attacks and meet the criteria for the grant.

Even though the grant program is new, it is important to provide adequate funding as a base line to properly address the safety, security, and emergency preparedness concerns by the large number of schools and child care centers who may apply for this grant.

2. Reduce salary funding for new criminal justice coordinator position for the new Maryland Criminal Intelligence Network to base salary.

Agency Response: The Maryland Criminal Intelligence Network (MCIN) is a sophisticated system responsible for achieving collaboration and harmony among many disparate entities across the state. In order to achieve this level of collaboration and harmonization it will be necessary for our team to be in the field working with the approximately 135 law enforcement agencies in the State, as well as, our Federal partners, intelligence and information centers and national entities that will all play a role in this effort.

Salaries and classifications were based upon the Executive Director's request for highly qualified and experienced individuals who will be responsible for supporting the

Governor's Council on Gangs and Violent Criminal Networks and Maryland Criminal Intelligence Network. Further, these salaries were compared within the industry to ensure they were equitable as well as competitive. It is important for the Executive Director to have discretion and flexibility while designing the salary compensation packages to obtain the best subject matter experts to support the Governor's public safety agenda.

3. Delete new data analyst position for the new Maryland Criminal Intelligence Network.

Agency Response: The Data Analyst position is needed for FY18 because there are no existing resources to fill the positions and it is necessary to start the hiring process to support the Governor's Council on Gangs and Violent Criminal Networks and the Maryland Criminal Intelligence Network and to provide data analysis and operational support to the stakeholders.

The Data Analyst position will support the office's overall need to collect, collate and analyze data in order to transform it into actionable information. This position will assist not only in developing the system for use by the Maryland Criminal Intelligence Network but will also be responsible for analyzing data for the purposes of policy development and situational awareness.

4. Delete deficiency appropriation for new Maryland Criminal Intelligence Network.

Agency Response: With the opioid epidemic continuing to inflict harm in our communities, a record breaking homicide rate in Baltimore City, brutal gang violence reported in different pockets across the state, we do not have the luxury of waiting nor removing resources from this critical resource. We recommend starting the hiring process immediately so that we can start realizing the positive outcomes of this effort as soon as possible.

Operating Budget Analysis

Personnel Expenses

The Department of Legislative Services (DLS) recommends reducing the starting salary for the criminal justice coordinator position to the base salary for Grade 25 and eliminating the data analyst position. GOCCP should attempt to fulfill its analytical needs for MCIN and the council within existing resources until both entities are better established. In addition, DLS recommends deleting the fiscal 2018 deficiency appropriation for these positions. GOCCP should attempt to fill the new coordinator position in fiscal 2019. (pg.

12)

Agency Response: The Governor's Office of Crime Control & Prevention recommends maintaining the fiscal 2018 deficiency appropriation for the new Criminal Justice Coordinator and Data Analyst positions along with retaining the recommended salaries.

The Criminal Justice Coordinator and Data Analyst positions are needed for FY18 because there are no existing resources to fill the positions and it is necessary to start the hiring process to support the Governor's Council on Gangs and Violent Criminal Networks and the Maryland Criminal Intelligence Network and to provide data analysis and operational support to the stakeholders. With the opioid epidemic continuing to inflict harm in our communities, a record breaking homicide rate in Baltimore City, brutal gang violence reported in different pockets around the state, we do not have the luxury of waiting nor removing resources from this critical resource.

The Data Analyst position will support the office's overall need to collect, collate and analyze data in order to transform it into actionable information. This position will assist not only in developing the system for use by the Maryland Criminal Intelligence Network but will also be responsible for analyzing data for the purposes of policy development and situational awareness. The Criminal Justice Coordinator position will be the main support for the Governor's Council on Gangs and Violent Criminal Networks and Maryland Criminal Intelligence Network and will be responsible for the overall operation of Criminal Justice Strategies within our office.

The Maryland Criminal Intelligence Network (MCIN) is a sophisticated system responsible for achieving collaboration and harmony among many disparate entities across the state. In order to achieve this level of collaboration and harmonization it will be necessary for our team to be in the field working with the approximately 135 law enforcement agencies in the State, as well as, our Federal partners, intelligence and information centers and national entities that will all play a role in this effort. Further, the backbone of the MCIN is information sharing. In order to achieve the information sharing necessary to develop a comprehensive view of the violent criminal networks and gangs impacting our state and beyond while also delivering the data and analysis necessary to further policy development and measure impact it will be necessary for our team to work with stakeholders, decision makers as well as the legislature to ensure we are able to achieve the sharing necessary while maintaining the privacy and civil liberties of our citizens. For these reasons, it is necessary to bring on additional team members with specialized knowledge, skills and abilities to amend our current expertise.

Salaries and classifications were based upon the Executive Director's request for highly qualified and experienced individuals who will be responsible for supporting the Governor's

Council on Gangs and Violent Criminal Networks and Maryland Criminal Intelligence Network. Further, these salaries were compared within the industry to ensure they were equitable as well as competitive. It is important for the Executive Director to have discretion and flexibility while designing the salary compensation packages to obtain the best subject matter experts to support the Governor's public safety agenda.

GOCCP should comment on its new reorganization and how it compares to its previous operations, in addition to discussing how the increased salaries have impacted overall hiring and the ability to retain staff. (pg. 12)

Agency Response:

The reorganization is designed to support the Governor's public safety agenda through our Agency's vision, mission and objectives. Instead of operating solely as a grants organization, we as Maryland's State Administering Agency (SAA), serve as the primary coordinating body for state and local public safety issue identification, system collaboration, policy development, and system planning and implementation. The expectations are to allocate resources statewide and distribute, monitor and report on spending under federal & state programs; to act as the Governor's liaison to the criminal justice community across the State; to develop and help implement the Governor's Criminal Justice Strategies; and to show the impact of the coordination and fiscal resources provided by the State efforts on reducing crime.

The combination of our turnover resulting from the move from Towson to Crownsville and our Executive Director's reorganization within the Agency, we reclassified positions to ensure competitive salaries that meet both the Agency's operational needs and the Governor's public safety priorities. It is important for the Executive Director to have discretion and flexibility while designing a competitive salary compensation package to obtain and retain the best subject matter experts to support the Governor's public safety agenda.

Given that the program is new, DLS recommends reducing the funding for the School Safety Program by \$1 million in fiscal 2019. (pg. 16)

Agency Response: The Governor's Office of Crime Control and Prevention in consultation with the Maryland Center for School Safety does not concur with the recommendation:

It is unknown as to how many schools and child care centers may apply for the grant as this is a new initiative. There are twenty-four local school systems in the State, numerous private schools, and numerous child care centers who could apply for the grant if they can demonstrate a nexus to hate crimes or attacks and meet the criteria for the grant. Even though the grant program is new, it is important to provide adequate funding as a base line to properly address the safety, security, and emergency preparedness concerns by the large number of schools and child care centers who may apply for this grant.

The cost for funding security training needs, security personnel, security cameras, security-related technology door-hardening, improved lighting, and other security-related upgrades is extremely expensive and a financial challenge for many schools and child care centers who have or could be the victim of hate crimes or attacks.

The task of keeping schools safe with the increased acts of hate and violence is becoming ever more complicated and challenging. The Maryland Coordination and Analysis Center (MCAC) advises that they have seen a significant increase in reported acts of hate-related bias that has been occurring in schools across the state. This new program includes the FY19 allowance of \$2 million in general funds to create a grant program to provide funding for security-related projects to schools and child care centers at risk of a hate crime or attacks. The Center has begun working with our public safety and education partners to develop a grant application and criteria for dissemination of funds. The program is expected to be operational by June 1, 2018. Applications are expected to be accepted in July, with awards by September 1.

The GOCCP partnership with the Center provides for the effective development and administration of this important grant. The Center strongly supports this partnership as the key to provide a vehicle for schools and child care centers who may be adversely impacted by hate crimes or attacks, to have the opportunity to enhance their safety, security, and emergency preparedness posture to ensure their students, children, staff, and parents are safe and secure.

The goal of the Maryland Center for School Safety remains to be the premier school safety center in the country by providing the highest caliber of school safety, security, and emergency preparedness services and assistance to a multitude of stakeholders to ensure all Maryland schools remain as a safe and supportive learning environment so all students can obtain an outstanding education. The Center stands ready and able to meet the increasing demands as to new and emerging safety risks and threats to schools.

DLS recommends revising the statute and the fiscal 2019 allowance pertaining to MCSS to combine the funding and operations of MCSS with the newly created School Safety Program under the authority of GOCCP. This recommendation will appear in the DSP operating budget analysis. (pg. 12)

Agency Response: The Governor's Office of Crime Control and Prevention in consultation with the Maryland Center for School Safety does not concur with the recommendation:

The Maryland Center for School Safety was created by the General Assembly in 2013 as an independent unit within State government to work with all schools and law enforcement stakeholders to ensure a comprehensive and coordinated approach to school safety, including disseminating information on best practices, providing training and technical assistance, and gathering meaningful data on school safety issues, to ensure our schools are a safe and supportive environment.

Additionally, a Center Governing Board was established to develop an implementation plan to phase in establishment and operation of the Center; provide general oversight and direction to the Center; and approve the annual budget for the Center. Dr. Karen B. Salmon, State Superintendent of Schools, serves as the Board Chair. The Center receives a mandatory \$500,000 general fund appropriation through the Department of State Police.

The Center was created following the tragedy at Sandy Hook Elementary School. The General Assembly realized that the state did not have a central authority with the safety of all schools as its core mission. The Legislature took a proactive and visionary approach to creating a specific entity with the support of a Governing Board to provide needed school safety and emergency preparedness services and assistance to both public and private schools. The overarching mission of the Center is to create and enhance a comprehensive approach to school safety and emergency preparedness for all schools across the State of Maryland.

The Center is one of approximately twenty-one state school safety centers/entities across the United States. Although some are more active than others, they share a common mission to provide school districts and staff, parents, and students with training, tools, resources, and technical assistance to enhance the safety and security of America's schools.

The Center is the only state school safety center that is housed within a State Fusion Center. This is significant as the Center working with MCAC, Maryland's Fusion Center, is able to evaluate threats to schools including potential acts of terrorism and to share critical school safety emergency preparedness information and concerns in real time to school superintendents, school administrators both public and private, school security staff, school resource officers, and law enforcement across the State.

Although, the Center was to initially be housed at Bowie State University, being housed at MCAC is a national best practice.

The current statute and model of the Center's Governing Board approving how the Center expands its \$500,000 budget and general oversight and direction to the Center has worked extremely well.

The Center's Governing Board Chair is Dr. Karen B. Salmon, who also serves as the State Superintendent of Schools. In this role, Dr. Salmon works with all 24 local school superintendents in the critical areas of school safety and emergency preparedness. Critical information as to school safety and emergency preparedness as well as best practices provided by the Center are shared by Dr. Salmon with the school superintendents. In addition, the school superintendents also share their concerns in these area with Dr. Salmon who in turn provides them to the Center. Representatives of the Center do meet with the school superintendents during the school year to discuss issues of mutual concern including opioid abuse and prevention, gang prevention/intervention, safety drills, and student arrests.

With the proposed budgetary shift and restructuring the Center to a School Safety Program, Dr. Salmon will no longer have a direct role in state-wide school safety and emergency preparedness efforts and the existing relationship between the Center and school superintendents

will be adversely affected. Additionally, this new approach to school safety and emergency preparedness could be viewed by some that the State of Maryland is taking a step back from the current direct and strong focus Maryland has shown by creating a Maryland Center for School Safety.

The Center is unaware of any other States that plan to reverse course by restructuring their School Safety Centers into a School Safety Program, especially during this time when we are experiencing increases in school shootings with multiple student deaths and many injured as a result of these senseless acts.

The Center is a fully operational entity that is active on a daily basis in terms of proactively addressing school safety and emergency preparedness issues/concerns or planning training. Although the Center does not have a direct law enforcement role it does play a significant role in working with law enforcement in a variety of ways to ensure, among other things, that there is a seamless execution in the event of a school emergency between schools, law enforcement, and emergency responders. The Center currently plays a significant role in working with school superintendents and their respective State's Attorney as to the development of a Memorandum of Understanding between them regarding gang prevention, intervention, and suppression required by state law.

The mission of GOCCP is different from the Center. GOCCP serves 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. GOCCP does not appear to be at this time, a direct provider of school safety and emergency preparedness services or an operational entity like the Center.