



# Report of the Justice Reinvestment Oversight Board

## SB 1005: Chapter 515 of 2016

**Larry Hogan**  
Governor

**Boyd K. Rutherford**  
Lt. Governor

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

Submitted by:  
Governor's Office of Crime Control and Prevention

Contact: Angelina Guarino  
410-697-9385 | [Angelina.Guarino@Maryland.gov](mailto:Angelina.Guarino@Maryland.gov)

MSAR# 10907  
December 31, 2018

# Table of Contents

<b>Acknowledgements</b>	<b>2</b>
<b>Roster of Members</b>	<b>3</b>
Justice Reinvestment Oversight Board	3
Justice Reinvestment Advisory Board	4
Local Government Justice Reinvestment Commission	5
<b>Executive Summary</b>	<b>6</b>
<b>Background</b>	<b>8</b>
Justice Reinvestment Act - Studies and Reports	9
<b>Justice Reinvestment Oversight Board</b>	<b>10</b>
Reentry	10
Legislative Impacts	11
Victim Restitution & Notification	12
Annual Recommendations	12
<b>Justice Reinvestment Advisory Board</b>	<b>14</b>
<b>Local Government Justice Reinvestment Commission</b>	<b>15</b>
<b>Future Priorities</b>	<b>18</b>
<b>Appendices</b>	<b>19</b>

## Acknowledgements

This *Report of the Justice Reinvestment Oversight Board* is the result of hard work, valuable input, and dedication from numerous stakeholders: government officials, law enforcement, state's attorneys, victims' rights representatives, and state and local government representatives. Everyone was generous with their time and supportive feedback. Their participation, feedback, suggestions, and recommendations were invaluable for the final report. The completion, timeliness, and comprehensiveness of this report would not have been possible without their active participation and support.

# Roster of Members

## Justice Reinvestment Oversight Board

The Justice Reinvestment Oversight Board is composed of various members, and a Chair appointed by Governor Hogan.

**Judge Daniel M. Long**

Chairman

**Senator Michael Hough**

Maryland Senate

**Delegate Kathleen Dumais**

Maryland House of Delegates

**V. Glenn Fueston, Jr.**

Governor's Office of Crime Control and Prevention

**Patricia Goins-Johnson**

Department of Public Safety and Correctional Services

**John R. Greene, Jr.**

Maryland Parole Commission

**Major Roland Butler**

Maryland State Police

**David Eppler**

Office of the Attorney General

**Paul DeWolfe**

Office of the Public Defender

**Secretary David Brinkley**

Department of Budget and Management

**Barbara Bazron**

Maryland Department of Health

**Robert L. Green**

Montgomery County Department of Correction and Rehabilitation

**Chief Judge John Morrissey**

District Court of Maryland

**Judge Kathleen Gallogly Cox**

Baltimore County Circuit Court

**James Rzepkowski**

Department of Labor, Licensing, and Regulation

**Sheriff Jim Dewees**

Carroll County Sheriff's Office

**Scott Shellenberger**

State's Attorney, Baltimore County

**Terry Kokolis**

Anne Arundel County Department of Detention Facilities

**Councilman Jamel R. (Mel) Franklin**

Prince George's County

**Russell Butler**

Maryland Crime Victims' Resource Center

**Lori Brewster**

Wicomico County Health Department

**Pertean Toins-Banks**

Department of Labor, Licensing, and Regulation

## Justice Reinvestment Advisory Board

The Justice Reinvestment Advisory Board consists of various members selected by the Justice Reinvestment Oversight Board, and is chaired by the Governor's Office of Crime Control and Prevention.

**V. Glenn Fueston, Jr.**  
Chairman, Governor's Office of Crime  
Control and Prevention

**Anthony Washington**  
AFSCME

**June White Dillard**  
NAACP

**Nicholas Charles Katz**  
CASA de Maryland

**Toni Holness**  
ACLU of Maryland

**Kimberley Barranco**  
Maryland Bar Association

**Michele Hughes**  
Representative of Victims of Sexual Assault

**Crista Taylor**  
Behavioral Health System Baltimore

**Bill Adams**  
Maryland Retailers Association

**Caryn York**  
Job Opportunities Task Force

**Bill Gaertner**  
Gatekeepers

**Dr. Valerie Barnes**  
Maryland Chamber of Commerce

**Alicia Leibowitz Bickoff**  
Maryland Network Against Domestic  
Violence

## Local Government Justice Reinvestment Commission

The Local Government Justice Reinvestment Commission includes members from each jurisdiction, and an appointed Chair.

**Robert L. Green**

Chairman, Montgomery County Department  
of Correction and Rehabilitation

**Lt. Dan Lasher**

Allegany County

**Ross Passman**

Anne Arundel County

**Lt. Timothy Fridman**

Calvert County

**Commissioner Daniel Franklin**

Caroline County

**Sheriff Jim Dewees**

Carroll County Sheriff's Office

**Matthew Barrett, Esq.**

Cecil County

**Officer James E. Proctor**

Charles County

**Randy Martin**

Frederick County

**Lisa Thayer Welch, Esq.**

Garrett County

**Joseph V. Ryan**

Harford County

**Jack Kavanaugh**

Howard County

**Herbert Dennis**

Kent County

**Mary Lou McDonough**

Prince George's County

**Lamonte Cooke**

Queen Anne's County

**Ronnie Howard**

Somerset County

**Lt. Peter F. Wild**

St. Mary's County

**Corey Pack**

Talbot County

**Jordan Lysczek, Esq.**

Washington County

**Lt. Richard Wiersberg**

Wicomico County

**State's Attorney Kris Heister**

Worcester County

# Executive Summary

Chapter 515 of 2016 (Senate Bill 1005), *Justice Reinvestment Act*, established a comprehensive criminal justice reform package to enable Maryland to better protect communities, restore families, and move the State's economy forward.<sup>1</sup> The Act also created three entities to provide oversight and guidance on the implementation of the Justice Reinvestment Act (JRA).<sup>2</sup>

- [Justice Reinvestment Oversight Board](#) (Oversight Board)
- [Justice Reinvestment Advisory Board](#) (Advisory Board)
- [Local Government Justice Reinvestment Commission](#) (Local Commission)

Subtitle 32 of the State Government Article required the Oversight Board to meet at least quarterly each year, and to be staffed by the Governor's Office of Crime Control and Prevention (Office).<sup>3</sup> It also required the Oversight Board to establish the Advisory Board to include criminal justice system stakeholders in the analysis of the implementation of the justice reinvestment initiatives, and to consult and coordinate with the Local Commission and other units of the State and local jurisdictions concerning justice reinvestment issues.<sup>4</sup>

To address this charge, the Oversight Board, the Advisory Board, and the Local Commission coordinated efforts to implement the law as required and to ensure it affects the desired changes in Maryland's prison and case outcomes. Through this partnership, member agencies monitored implementation successes and addressed roadblocks to performance measurement.

- The Oversight Board explored successful reentry models for expansion, coordinated new legislative efforts with JRA programs, and continued to prioritize improvements to victim restitution and notification.
- The Advisory Board reviewed performance data and standardization of race and ethnicity documentation to accurately measure varying case outcomes.
- The Local Commission completed a statewide inventory of local jail programs to support diminution credit expansion, and focused efforts on coordinating services before, during, and after incarceration.

In accordance with § 9-3212 of the State Government Article, the Oversight Board shall report to the Governor and the General Assembly by December 31<sup>st</sup> of each year as it relates to the activities of the Oversight Board and the Local Commission.<sup>5</sup> This *Report of the Justice*

---

<sup>1</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#).

<sup>2</sup> Ibid.

<sup>3</sup> The Office serves as the coordinating agency for the Oversight Board, the Advisory Board, and the Local Commission, and oversees the JRA performance measurement. In this capacity, the Office staffs, manages membership, and coordinates activities and follow-up actions for each.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

*Reinvestment Oversight Board* includes information on the activities of the Oversight Board and the Local Commission from January 1, 2018- December 31, 2018, and recommendations for further improvement, including:

- Incorporating technical and substantive modifications to the original JRA provisions.
- Standardizing justice records, beginning with standard law enforcement reporting through the National Incident-Based Reporting System (NIBRS), which is currently used in two of Maryland's five most populous jurisdictions.
- Coordinating with universities to evaluate promising practices in Maryland.

## Background

Chapter 515 of 2016 created an Oversight Board within the Office to provide oversight and guidance on the implementation of JRA.<sup>6</sup> The Oversight Board's duties include<sup>7</sup>:

- Monitor progress and compliance with the implementation of the recommendations of the Justice Reinvestment Coordinating Council;<sup>8</sup>
- Consider the recommendations of the Local Commission and any legislation, regulations, rules, budgetary changes, or other actions taken to implement the recommendations of the Justice Reinvestment Coordinating Council;
- Make additional legislative and budgetary recommendations for future data-driven, fiscally sound criminal justice policy changes;
- Collect and analyze the data submitted under § 9-3208 of this subtitle regarding pretrial detainees;
- In collaboration with the Department of Public Safety and Correctional Services, the Maryland Parole Commission, the Administrative Office of the Courts, and the Maryland State Commission on Criminal Sentencing Policy, create performance measures to track and assess the outcomes of the laws related to the recommendations of the Justice Reinvestment Coordinating Council;
- In collaboration with the Maryland Parole Commission, monitor administrative release under § 7-301.1 of the Correctional Services Article and determine whether to adjust eligibility considering the effectiveness of administrative release and evidence-based practices;
- Create performance measures to assess the effectiveness of the grants administered under § 9-3209 of this subtitle; and
- Consult and coordinate with:
  - The Local Commission; and
  - Other units of the State and local jurisdictions concerning justice reinvestment issues.

Chapter 515 of 2016 also required the Oversight Board to establish an Advisory Board for the purpose of including stakeholders in the criminal justice system in the analysis of the implementation of justice reinvestment initiatives.<sup>9</sup> In addition, § 9-3211 of the State Government Article created and charged the Local Commission to:

---

<sup>6</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#).

<sup>7</sup> Ibid.

<sup>8</sup> Governor's Office of Crime Control and Prevention. (2015). [Justice Reinvestment Coordinating Council Final Report](#).

<sup>9</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#); § 9-3207(E) of the State Government Article.

- Advise the Oversight Board on matters related to legislation, regulation, rules, budgetary changes, and all other actions needed to implement the recommendations of the Justice Reinvestment Coordinating Council as they relate to local governments;
- Make recommendations to the Oversight Board regarding grants to local governments from the Performance Incentive Grant Fund; and<sup>10</sup>
- Create performance measures to assess the effectiveness of the grants.

## Justice Reinvestment Act - Studies and Reports

Chapter 515 of 2016 also required several studies to inform decision makers in various fields of the criminal justice system on topics relating to justice reinvestment, to include: budgetary requirements on location detention centers, substance abuse and mental health disorder gaps and needs analysis, criminal mediation best practices work group, report on organized retail theft, report on restitution study, and more. For more information on these studies, please visit: [goccp.maryland.gov/justice-reinvestment](http://goccp.maryland.gov/justice-reinvestment).

---

<sup>10</sup> Maryland General Assembly. (2016). *Chapter 515 of 2016 (Senate Bill 1005)*; § 9-3209 of the State Government Article. The Performance Incentive Grant Fund is to make use of the savings from the implementation of the recommendations of the Justice Reinvestment Coordinating Council, and is to be administered by the Office as indicated in this subsection.

# Justice Reinvestment Oversight Board

The Justice Reinvestment Act established the Oversight Board to monitor the progress and compliance of its implementation<sup>11</sup>. Under the leadership of Chairman Long, the Oversight Board formed subgroups and engaged in statewide outreach to stakeholders to promote the adoption and awareness of JRA. As required<sup>12</sup>, the Oversight Board met quarterly in 2018, providing mandated updates on placement times for court-ordered treatment and agency updates on the progress of JRA (*see Appendix A for meeting agendas*). Between meetings, Chairman Long and staff from the Office engaged with members of State and local government, advocacy groups, and criminal justice organizations to solicit feedback, and to identify potential issues meriting the attention of the Oversight Board.

Each quarter, the Oversight Board received presentations on the progress and issues surrounding specific provisions of JRA. In early 2018, the Maryland Department of Health (MDH) reported an average placement time of 17 days under § 8-507 of the Health General Article which was within the established JRA placement window of 21 days. By November 2018, the average placement time into treatment had fallen between 10 and 10.5 days, and assessments under § 8-505 of the Health General Article largely occurred within the required seven days. Throughout this time, MDH continued to communicate with providers to ensure treatment bed availability continued to meet and exceed demand.

In 2018, the Administrative Office of the Courts (AOC) reported the use of the newly created data tracking of revocation cap sentences. Through this data tracking process, AOC identified 105 technical revocation cases that had been impacted by JRA sentencing changes, and 81% of such cases that had been decided within the JRA caps. This general trend honors the guidance of the new JRA sentencing caps, and is consistent across all 1,356 technical revocation sentences delivered in the first year of JRA's sentencing effective date, regardless of being subject to JRA.

To continue to refinement of JRA performance measurement, and to set concrete targets, the Oversight Board formed a year-end workgroup of researcher staff and agency analysts to collect JRA data, and to collaboratively develop performance measures with the Office.

## Reentry

As indicated by stakeholder testimony to the Boards, the primary concern of reinvestment includes the delivery of reentry services to be consistent, universal, and appropriate across State

---

<sup>11</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#)

<sup>12</sup> Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](#); § 9-3205 (B) of the State Government Article. The Oversight Board is required to meet quarterly.

and local detention centers and facilities. In response to this testimony, the Oversight Board explored various reentry models, and received presentations from two pilot programs.

- Washington County Gatekeepers Program: This nonprofit program responds to the needs of a rural community, and coordinates disjointed public and private resources in conjunction with the Washington County Day Reporting Center.
- District County Reentry Project in Baltimore City: This court-focused program responds to reentry employment needs and may be used in lieu of jail time or as a condition for probation. This program garners the cooperation of the Department of Parole and Probation, the State's Attorney's Office, the local corrections, and the District Court.<sup>13</sup>

The Oversight Board considered the scalability of these models and how they could inform funding opportunities through the Performance Incentive Grant. The Oversight Board also considered coordination between programs and the Department of Labor, Licensing, and Regulation's deployment of five reentry navigators across the State, and federal grant opportunities for statewide reentry projects. The Oversight Board will continue its focus on reentry by exploring the special reentry needs of geriatric populations at its January 2019 meeting.

## Legislative Impacts

JRA served as the initial effort to refine and improve Maryland's criminal justice system. Since its enactment, a number of recommendations provided by the Justice Reinvestment Coordinating Council have moved forward in legislation through new grant opportunities, such as the Pretrial Service Grant Program and the Violence Intervention and Prevention Program (VIPP). The Oversight Board reviewed subsequent impacts of 2018 legislation related to law enforcement, corrections, criminal law and procedure, and firearms to identify overlap with JRA programs and potential impacts to state and local corrections populations. Legislative efforts in 2018 resulted in an expanded list of expungeable crimes, programs eligible for diminution credits, and screening of inmates' education and employment history. These provisions complement JRA performance tracking and mark an expansion of JRA efforts. Similar to the JRA deadline for placement under § 8-507 of the Health Government Article, the expanded evaluations for defendants incompetent to stand trial and a new 10 day deadline address the reported trend of rising acuity rates in state and local detention. Going forward, the Oversight Board will request quarterly updates on these new provisions to monitor any resulting change in detention trends.

In addition, Chapter 422 of 2018 (House Bill 247), *Criminal Procedure - Victim Services Unit - Victims' Compensation*, established a Victim Services Unit (VSU) in the Office to coordinate

---

<sup>13</sup> Pastore Klein, Hon. Nicole. (2017). [\*The District Court Re-Entry Project \(DCREP\): Connecting Baltimore City Residents with Job Opportunities and Educational Training Programs through the Judiciary.\*](#)

state restitution.<sup>14</sup> Moving forward, this unit will collaborate with the subcommittees of the Oversight Board to address victim restitution and notification.

## Victim Restitution & Notification

The Oversight Board continued to receive insight on the progress of new provisions that impact the collection and disbursement of victim restitution, as well as the potential technological solutions to issues that impact victim notification. The Oversight Board explored the VINELink system (Victim Information and Notification Everyday), and its potential impact on victim notification under JRA. To help with this process, the Department of Public Safety and Correctional Services continued to work with 12 jurisdictions that use VINELink regarding victim notification for administrative release and court ordered expungements. The system became fully operational by July 2018.

The Oversight Board formed a Victim Restitution Workgroup in response to the continued issues relating to the coordination of state disbursement, and the inconsistent documentation of victim restitution orders in criminal and civil cases. Although a state-level centralized collection and disbursement process is currently in place to collect money from work release and institutional earnings in state and local detention facilities, its full deployment has been hindered by delayed individual county agreements. To date, only six of the 12 counties requiring new coordination with the State have been disbursing restitution through the State system. To address these continuing issues, the Victim Restitution Workgroup resumed its meetings in December 2018 to address annual recommendations regarding victim restitution, both legislative and policy changes that could improve the current system, and capacity and minimum requirements for a statewide system that could exist outside of the legacy electronic system within DPSCS, which is in the process of retirement. In 2019, the workgroup will partner with the work and recommendations of the Victims Services Unit formed within the GOCCP and revisit prior legislative proposals to streamline and empower victim restitution.

---

<sup>14</sup> Maryland General Assembly. (2018). [\*Chapter 422 of 2018 \(House Bill 247\), Criminal Procedure - Victim Services Unit - Victims' Compensation.\*](#)

## Annual Recommendations

At its final meeting in 2018, the Oversight Board received and approved several modifications to the original JRA provisions. These suggested changes, both technical and substantive, resulted from the continued communication with state and local agencies and the assessment of JRA's performance. The Oversight Board approved the following changes on a consensus basis and recommends that they be adopted.

- Expand technical revocation justification to include risk to self, with the intention of including cases where a defendant is at risk for overdose
- Create an exemption from the technical revocation caps in cases where the Courts or Parole Commission orders an MDH evaluation which may result in placement at an MDH facility
- Reduce the penalty for controlled paraphernalia crimes to match the substantive crime
- Remove bigamy from the list of expungeable offenses
- Require the State's Attorney, not the court, to notify the victim when a petition is filed
- Require the existing victim notification pamphlet to include a form a victim can file with the local State's Attorney requesting notification of expungement proceedings and administrative release
- Provide that a person conducting a substance use disorder assessment be licensed or certified
- Technical changes to the safety valve for inmates serving a mandatory sentence as a subsequent felony drug offender
- Provide that for violations of probation not subject to the revocation caps that the maximum the court can impose is the unserved portion of the original sentence, and not the length of the sentence that might originally have been imposed
- Require a hearing for those safety valve cases still pending or filed after October 1, 2019
- For cases transferred from adult court to the juvenile court, a petition for expungement shall be filed with the juvenile court, not the adult court

The Oversight Board continues to develop recommendations surrounding victim's rights, geriatric parole, and punishments for driving offenses, which did not reach consensus.

## Justice Reinvestment Advisory Board

The Advisory Board was formed to include the perspective of criminal justice reform stakeholders, and to provide advice to the Oversight Board on outcomes and policy recommendations.<sup>15</sup> The Advisory Board consists of 12 stakeholders with perspectives ranging from reentry to victim services.

The Advisory Board first addressed reentry and the needs of the geriatric population through discussion of the Unger Reentry project. This strength-based case management model operated over an extended period of time to allow for more efficient allocation of resources to participants with greater needs and less community support. The Advisory Board considered application of this 188 participant pilot to estimates of the current prison population meeting the national corrections definition as geriatric.<sup>16</sup> Follow-up discussion centered on the timeliness of parole decisions - a priority topic that received much attention in the Justice Reinvestment Coordinating Council report. Through these discussions, the Advisory Board noted the following:

- Current risk classification poses a major obstacle in timely parole. These assessments rely heavily on static indicators such as prior offenses, insufficiently accounting for age.
- The risk evaluations did not reflect the outcomes of this population of geriatric offenders, who had less than 1% recidivism when provided with wrap-around services.
- This report provided updated figures on the length of stay, delayed parole, and demographic disparities in sentencing, all of which the original Justice Reinvestment Coordinating Council report identified as priorities for future evaluation.

As a result, the Advisory Board identified two areas for further attention: (1) missing and inconsistent documentation of demographic data in criminal justice data systems, and (2) the lack of a statewide reentry model specific to geriatric aged parolees.

To ensure consistency and accuracy of race documentation in criminal case records, the Advisory Board collected standards for race documentation across law enforcement, courts, corrections, victim services programs, and health data systems. The Advisory Board identified a significant disparity in the documentation of Hispanic and non-Hispanic ethnicity as well as mixed race identity. Inconsistencies exist both within and between criminal justice data systems, with few or no procedural opportunities for correction. To address this, the Advisory Board recommends standardizing records at the earliest generation of case data, beginning with law enforcement's standard statewide reporting through the National Incident-Based Reporting System (NIBRS) which is already used in two of Maryland's five most populous jurisdictions, and keeping consistent documentation of race and ethnicity based on this standard.

---

<sup>15</sup> Maryland General Assembly. Chapter 515 of 2016 (Senate Bill 1005); § 9-3207(E)(1) of the State Government Article.

<sup>16</sup> Justice Policy Institute (2018). [The Ungers, 5 Years and Counting](#).

## Local Government Justice Reinvestment Commission

Chapter 515 of 2016 established the Local Commission to provide local government with a voice in the JRA process. In 2018, and under the leadership of Chairman Green, the Local Commission convened three times (April, August, and November) to build upon the efforts made to date.<sup>17</sup>

In the first year of its inception, the Local Commission examined and evaluated local needs and informed management of JRA data that had been captured to measure JRA's impact on local detention centers. Within JRA's first year of effect, the Local Commission found that locally sentenced populations decreased by 10.7%, representing a marked divergence from post FY 2015 trends.

In 2018, the Local Commission completed a comprehensive survey of programs available to inmates in local detention centers, and included an assessment of the programs' evidence-basis.<sup>18</sup> As a result, the Local Commission found that only 15% of the programs used an evidence-based curriculum. An additional 6% lacked strong evidence-basis, but had been classified as "promising practices" or had been certified by the State of Maryland. The Local Commission also found that programs designed to improve inmate decision-making, health services, and jail-based addiction treatment had a greater likelihood to be evidence-based, and generally 36% of the such programs showed to be evidence-based.

The expansion of evidence-based recidivism reduction programs, which are eligible for expanded diminution credit opportunities, is a high priority for reinvestment at the local level. This inventory will serve as a road map for jurisdictions planning program expansion using Performance Incentive Grant funds. These programs could include reentry programs, decision-making programs, or Abuser Intervention Programming. The expansion of such programs would enable detention centers to take advantage of expanded credits, reduce local populations, and improve recidivism outcomes. Through discussion, the Local Commission noted that one contributing factor to the low proportion of evidence-based programs is the dearth of independent formal research and evaluation within corrections. Because of this, the Local Commission recommends that part of the JRA implementation include coordination with universities to evaluate promising practices in Maryland.

In addition to the impact of programming on recidivism, the Local Commission identified significant gaps in access to programs across the State. Specifically, the Local Commission identified 10 jurisdictions that offer no formal reentry program, and 13 jurisdictions that lack programming to improve decision-making. They also found significant inconsistencies in clinical assessments, health education, life skills classes, and workforce development programs across

---

<sup>17</sup> See [Appendix C](#) for agendas

<sup>18</sup> Governor's Office of Crime Control and Prevention. (2018). [Local Program Survey](#).

the counties. The Local Commission identified programs widely adopted across Maryland that, if expanded to new jurisdictions, could help address some of the gaps identified in the survey. The Local Commission also identified the next step of addressing service gaps and community program availability as the best fit for its membership and duties, and will incorporate this in its year-end strategic planning workshop.

To provide insight on local program needs, the Maryland State Commission on Criminal Sentencing Policy (MSCCSP) presented their study and recommendation for the expansion of alternative corrections options, providing a similar inventory of county-level alternative corrections options statewide. In addition to conducting a comprehensive review of the types of programs offered, MSCCSP provided recommendations for other state agencies, or those acting on behalf of local entities, such as the Local Commission, to:

- Create a web-based locator service,
- Conduct an analysis of available programs for offenders and identify program gaps, and
- Expand the scope and use of the presentence investigation (PSI) report.

In addition to these efforts, the Local Commission solicited presentations on other diversion programs and specific program recommendations to meet service gaps for justice-involved individuals with co-occurring disorders. The Local Commission explored the Law Enforcement Assisted Diversion (LEAD) program, currently piloted in Baltimore City, to learn more about its logistics and scalability, the state resources to support its expansion, and the costs and savings from early deflection. The Local Commission accepted the recommendations of the Behavioral Health and Criminal Justice Partnership, which formed a JRA subcommittee to identify overlaps between JRA reinvestment opportunities and the highest priority needs of justice-involved individuals with co-occurring disorders. They also provided seven recommendations for local programs that ranged from successful program models, to include deflection and Forensic Assertive Community Treatment (FACT) Programs, to specific assessments, such as the technologies and services to meet the needs of special populations. The majority of members accepted these recommendations which will be integrated into the Local Commission's 2019 strategic reinvestment planning.

The Local Commission also reviewed two years of statewide pretrial population, captured in an annual snapshot under JRA. The Office retrieved the data, collected between January 2017 - March 2017 and January 2018 - March 2018, and prepared an analysis. The data, which is required of county correctional facilities on an annual basis, will be used to inform local program decisions, and track non-JRA impacts on local detention populations. The Local Commission reviewed a draft interactive tool, which displayed the data and identified inconsistencies in data definitions that hinder the integration of pretrial data with historical pretrial data, and made

several recommendations for improvement. Overall, the Local Commission identified two primary data gaps in current documentation of pretrial release and supervision:

- A breakdown of the number of individuals released prior to trial outside of pretrial supervision programs, and
- The size of the population released under pretrial supervision.

The absence of measurement of the two populations prevents the ability to accurately measure the impact of pretrial programs, the rates of release on own recognizance, and other bail decisions. Once the data tool design is finalized, the Local Commission will be responsible for vetting the accuracy of the information presented within each county and identifying applications to improve county-level program planning.

## Future Priorities

Beyond the legislative recommendations provided in this report, the Oversight Board will continue to refine policy recommendations for victim restitution, geriatric parole, data collection, as well as any JRA area found to be underperforming in its second year. Over the next six months, the Oversight Board will finalize its recommendations for allocations of savings toward state level projects recommended in the Justice Reinvestment Coordinating Council final report.

The Advisory Board will continue its recommendations for data standardization and will revisit the initial disparities identified by the Justice Reinvestment Coordinating Council in order to identify the extent to which reforms have narrowed divergence in case outcomes. The Advisory Board will also develop specific recommendations for meeting the reentry needs of geriatric returning citizens.

Over the same period, the Local Commission will identify a concrete list of outcomes for grant opportunities directed at local programs, as well as a reinvestment plan for Performance Incentive Grant Fund awards. To inform its decision, the Local Commission will hold an interim planning meeting to gather additional information on available programs.

## **Appendices**

## **Appendix A: Oversight Board Meeting Agendas**

January 29, 2018

April 20, 2018

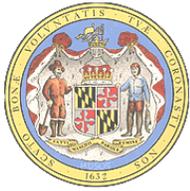
July 26, 2018

November 20, 2018

---

# Justice Reinvestment Oversight Board

---



**Location:** Governor's Coordinating Offices,  
100 Community Place Crownsville, MD

**Date:** Monday, January 29, 2018

**Time:** 5:00 -7:00 p.m.

---

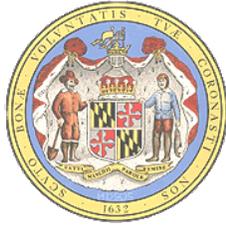
## Agenda details:

- 5:00-5:05**      **I.**    Welcome  
                         Call to Order  
                         Introduction & Minutes Approval      **Judge Daniel Long, Chair**
- 5:05-5:20**      **II.**    VINE Capabilities      **Kevin Combs**
- 5:20-5:45**      **III.**    JRA Performance Measurement  
                         8-505 & 8-507 Placements  
                         Implementation Measurement      **Maryland Department of Health  
Governor's Office of Crime  
Control and Prevention**
- 5:45-6:45**      **IV.**    Agency Implementation Updates      (5 minutes each)  
                         Maryland Department of Health  
                         Department of Public Safety and Correctional Services  
                         DOC  
                         DPP  
                         DFSS  
                         Department of Labor, Licensing, and Regulation  
                         Administrative Office of the Courts  
                         Maryland Parole Commission  
                         Local Detention Centers  
                         Governor's Office of Crime Control and Prevention
- 6:45-7:00**      **V.**    Good of the Order & Adjournment      **Judge Daniel Long, Chair**

---

# Justice Reinvestment Oversight Board

---



**Location:** Joint Committee Hearing Room,  
90 State Circle Annapolis, MD

**Date:** Friday, April 20, 2018

**Time:** 3:00 -4:00 p.m.

---

## Agenda details:

- |           |  |   |
|-----------|--|---|
| 3:00      | I. Welcome<br>Call to Order  | <b>Hon. Daniel Long, Chair</b>            |
| 3:05-3:15 | II. Alternative Corrections Options  | <b>Hon. Glenn Harrell<br/>David Soulé</b> |
| 3:15-3:25 | III. Legislative Update  | <b>Delegate Kathleen Dumais</b>           |
| 3:25-3:35 | IV. JRA Performance Measurement  | <b>Angelina Guarino, GOCCP</b>            |
| 3:35-4:00 | V. Agency Updates<br>Maryland Department of Health<br>Department of Public Safety and Correctional Services<br>Department of Labor, Licensing, and Regulation<br>Administrative Office of the Courts<br>Maryland Parole Commission<br>Local Detention Centers<br>Governor's Office of Crime Control and Prevention | (5 minutes each)                          |
| 4:00      | VI. Good of the Order & Adjournment  | <b>Hon. Daniel Long, Chair</b>            |

---

# Justice Reinvestment Oversight Board

---



**Location:** Joint Committee Hearing Room,  
90 State Circle Annapolis, MD

**Date:** Thursday, July 26, 2018

**Time:** 12:30 -2:00 p.m.

---

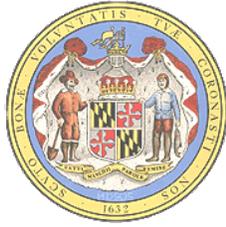
## Agenda details:

- |             |      |   |                                |
|-------------|------|---|--------------------------------|
| 12:30       | I.   | Welcome<br>Call to Order  | <b>Hon. Daniel Long, Chair</b> |
| 12:35-12:45 | II.  | Victim Restitution Update   | <b>CIO Kevin Combs, DPSCS</b>  |
| 12:45-1:00  | III. | 8-507 Placement and Security  | <b>Dr. Barbara Bazron, MDH</b> |
| 1:00-1:35   | IV.  | Agency Updates<br>Maryland Department of Health<br>Maryland Parole Commission<br>Department of Public Safety and Correctional Services<br>Department of Labor, Licensing, and Regulation<br>Local Detention Centers<br>Administrative Office of the Courts<br>Governor's Office of Crime Control and Prevention | (5 minutes each)               |
| 1:35-1:50   | V.   | JRA Performance Measurement   | <b>Angelina Guarino, GOCCP</b> |
| 2:00        | VI.  | Good of the Order & Adjournment   | <b>Hon. Daniel Long, Chair</b> |

---

# Justice Reinvestment Oversight Board

---



**Location:** Joint Committee Hearing Room,  
90 State Circle Annapolis, MD

**Date:** Tuesday, November 20, 2018

**Time:** 1:00 -2:30 p.m.

---

## Agenda details:

- |           |      |   |                                  |
|-----------|------|---|----------------------------------|
| 1:00      | I.   | Welcome<br>Call to Order<br>Adoption of Minutes   | <b>Hon. Daniel Long, Chair</b>   |
| 1:05-1:25 | II.  | District Court Reentry Project  | <b>Hon. Nicole Pastore-Klein</b> |
| 1:25-1:45 | III. | Gatekeepers Reentry   | <b>Bill Gaertner</b>             |
| 1:45-2:05 | IV.  | Legislative Recommendations   | <b>Donald Hogan</b>              |
| 2:05-2:30 | V.   | Agency Updates<br>Maryland Department of Health<br>Maryland Parole Commission<br>Department of Public Safety and Correctional Services<br>Local Detention Centers<br>Administrative Office of the Courts<br>Governor's Office of Crime Control and Prevention | (5 minutes each)                 |
| 2:30      | VI.  | Good of the Order & Adjournment   | <b>Hon. Daniel Long, Chair</b>   |

## **Appendix B: Advisory Board Meeting Agendas**

February 20, 2018

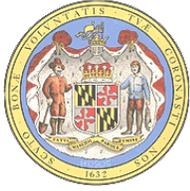
June 25, 2018

October 18, 2018

---

# Justice Reinvestment Advisory Board

---



**Location:** Governor's Coordinating Offices, Conference Room B  
100 Community Place, Crownsville, MD 21032

**Date:** Tuesday, February 20, 2018

**Time:** 2:00 -3:00 p.m.

---

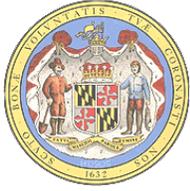
## Agenda details:

- |           |      |                                 |
|-----------|------|---------------------------------|
| 2:00-2:05 | I.   | Welcome                         |
| 2:05-2:20 | II.  | Implementation Updates          |
| 2:20-2:40 | III. | Feedback from Board Members     |
| 2:40-2:55 | IV.  | Future Steps                    |
| 2:55-3:00 | V.   | Good of the Order & Adjournment |

---

# Justice Reinvestment Advisory Board

---



**Location:** Governor's Coordinating Offices, Conference Room B  
100 Community Place, Crownsville, MD 21032

**Date:** Monday, June 25, 2018

**Time:** 10:00-11:00 a.m.

---

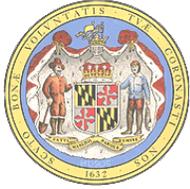
## Agenda details:

- 10:00-10:05 I. Welcome
- 10:05-10:15 II. Implementation Updates
- 10:15-10:35 III. Maryland Unger Project: Specialty Reentry Needs
- 10:35-10:50 IV. Local Programming Review
- 10:50-11:00 V. Future Steps & Good of the Order

---

# Justice Reinvestment Advisory Board

---



**Location:** Governor's Coordinating Offices, Conference Room  
**B**  
100 Community Place, Crownsville, MD 21032

**Date:** Thursday, October 18, 2018

**Time:** 1:00-2:00 p.m.

---

## Agenda details:

- I. Welcome
- II. Implementation Updates
- III. Local Programming Review
- IV. Data Collection Standards
  - Department of Public Safety and Correctional Services
  - Administrative Office of the Courts
  - Uniform Crime Report vs. NIBIRS
  - Maryland Department of Health
  - Maryland Vehicle Administration
  - Victims Services Reporting Guidelines
- V. Future Steps & Good of the Order
  - Annual Report Recommendations

## **Appendix C: Local Commission Meeting Agendas**

April 6, 2018

August 29, 2018

November 8, 2018

---

# Local Government Justice Reinvestment Commission

---



**Location:** Conference Room, Side B  
100 Community Place, Crownsville, MD

**Date:** Friday, April 6, 2018

**Time:** 11:00 a.m. –12:30 p.m.

---

## Agenda details:

11:00-11:05	I. Welcome Call to Order	<b>Robert Green</b>
11:05-11:15	II. Implementation Updates	<b>Janet Lane</b>
11:15-11:35	III. Performance Measurement	<b>Angelina Guarino</b>
11:35-11:55	IV. Alternative Corrections Options	<b>David Soule</b>
11:55-12:25	V. Program Inventory Needs Assessment	<b>GOCCP</b>
12:25-12:30	VI. Good of the Order & Adjournment	<b>Robert Green</b>

---

# Local Government Justice Reinvestment Commission

---



**Location:** Conference Room, Side B  
100 Community Place, Crownsville, MD

**Date:** Wednesday, August 29, 2018

**Time:** 12:30 p.m. - 2:00p.m.

---

## Agenda details:

- |       |                                    |                              |
|-------|------------------------------------|------------------------------|
| 12:30 | I. Welcome<br>Call to Order        | <b>Chairman Robert Green</b> |
| 12:35 | II. Implementation Updates         | <b>Angelina Guarino</b>      |
| 12:50 | III. Local Data Trends             | <b>Jeffrey Zuback</b>        |
| 1:15  | IV. Discussion of Local Needs      |                              |
| 1:35  | V. Good of the Order & Adjournment | <b>Chairman Robert Green</b> |

---

# Local Government Justice Reinvestment Commission

---



**Location:** Conference Room 2.404, 2<sup>nd</sup> floor  
100 Community Place, Crownsville, MD

**Date:** Thursday, November 8, 2018

**Time:** 12:00 p.m. - 1:00p.m.

---

## Agenda details:

- |       |   |   |
|-------|---|---|
| 12:00 | <b>I.</b> Welcome<br>Call to Order                              | <b>Chairman Robert Green</b>                                    |
| 12:05 | <b>II.</b> Reinvestment Recommendations                         | <b>Behavioral Health &amp; Criminal<br/>Justice Partnership</b> |
| 12:25 | <b>III.</b> Law Enforcement Assisted Diversion<br>(LEAD)        | <b>Daniel Atzmon</b>  |
| 12:45 | <b>IV.</b> Discussion of Local Recommendations<br>And Follow up |   |
| 1:00  | <b>V.</b> Good of the Order & Adjournment                       | <b>Chairman Robert Green</b>                                    |