



City of Baltimore
Criminal Justice Coordinating Council

2023 Annual Report

July 1, 2022 – June 30, 2023

Prepared By: The Mayor's Office of
Neighborhood Safety & Engagement (MONSE)

FY23 Members

- **The Hon. Brandon M. Scott**, Chair
Mayor, City of Baltimore
- **Nick J. Mosby**
President, Baltimore City Council
- **Ivan J. Bates**
State’s Attorney, Baltimore City (BCSAO)
- **Sam Cogen**
Sheriff, Baltimore City
- **Michael Harrison**
Police Commissioner, Baltimore Police Department (BPD)
- **Carolyn Scruggs**
Secretary, Department of Public Safety and Correctional Services (DPSCS)
- **Walter Nolley**
Executive Deputy Director, Division of Parole and Probation, Department of Public Safety and Correctional Services (DPSCS)
- **Vincent Schiraldi**
Secretary, Maryland Department of Juvenile Services (DJS)
- **Marguerite Lanaux**
District Public Defender, Baltimore City, Maryland Office of the Public Defender (MOPD)
- **James Wallner**
Assistant United States Attorney, District of Maryland
- **Executive Director**
Governor’s Office of Crime Prevention, Youth, and Victim Services (GOCPYVS)

Table of Contents

MISSION	1
HISTORY	2
ORGANIZATIONAL STRUCTURE	7
OPERATIONS OVERVIEW	8
DOMESTIC VIOLENCE COORDINATING COUNCIL	12
FINES, FEES, AND RESTITUTION	16
PUBLIC SAFETY ACCOUNTABILITY DASHBOARD	19

Mission

The Baltimore City Criminal Justice Coordinating Council (CJCC) is a partnership of senior decision-makers and elected officials who convene on a regular basis to promote systemwide accountability and implement coordinated solutions to criminal justice issues that cut across branches and levels of government. The CJCC aims to break down silos in the criminal justice system, strengthening coordination and communication across city, state, and federal public safety agencies. The inclusion of key agency stakeholders and elected officials allows the CJCC to function as a primary forum for facilitating coordination around policies, programs, and operations. The Mayor's Office of Neighborhood Safety and Engagement (MONSE) staffs a CJCC Policy Manager who serves in a support role to the Council and its workgroups.

History

August 2021 – June 2022: Reestablished CJCC Foundational Year

Mayor Brandon Scott reestablished the Baltimore City Criminal Justice Coordinating Council (CJCC) in August 2021 as part of a larger public safety strategy outlined in Baltimore’s Comprehensive Violence Prevention Plan (CVPP). The previous iteration of the Baltimore City CJCC, which was formed at the state level, operated from its establishment in 1999 until 2017, when state funding for the Council was eliminated.

The first year of the new CJCC was foundational, with a focus on bringing principal members to the table to discuss priorities for addressing Baltimore City’s criminal justice system gaps; staffing the Mayor’s Office of Neighborhood Safety and Engagement (MONSE) to support the CJCC; and forming workgroups. The Council’s bylaws were formulated at a two-day Operating Planning Session held at the outset of the foundational year. In addition to producing bylaws, the planning session generated immediate areas of focus and established evaluation and reporting methodologies.

Workgroups

Seven workgroups were created during the foundational year of the new CJCC:

1. Backlog of Cases
2. Domestic Violence Coordinating Council
3. Fines, Fees, and Restitution
4. Pre-Trial
5. Public Safety Accountability Dashboard
6. Transportation
7. Warrants

Accomplishments

The Council's foundational accomplishments during FY23 included:

- CJCC Policy Manager hired under MONSE with responsibilities including facilitation of workgroup meetings, project management, and administrative support.
- Developed and launched the Public Safety Accountability Dashboard (PSAD), a mechanism to share metrics and data publicly to help keep agencies accountable for executing agreed-upon strategies, while identifying best practices for measuring effectiveness.
- Filled workgroup member slots with a diverse population including representatives from community-based organizations and Baltimore City residents in addition to principal agencies. A total of 251 workgroup applications were received, and MONSE made selections based on an extensive review to ensure equity and inclusivity that balanced unique perspectives associated with lived experience as well as professional background.
- Workgroups began preliminary conversations to establish priorities within their focus areas and identify subject matter expertise within their groups.

1999 – 2017: Original CJCC

The first iteration of the Baltimore City CJCC was established in 1999 at the state level and provided a forum for key criminal justice stakeholders to address systemic criminal justice-related problems in Baltimore. Upon its formation in 1999, the CJCC initially focused on expediting the processing of criminal cases. Over time, the Council broadened its focus to address the initiation, coordination, implementation, and evaluation of interagency practices and procedures regarding public safety more generally.

Members

Membership in the original CJCC expanded over the first decade to include:

- Baltimore City Administration (BCA)
- Circuit Court for Baltimore City
- District Court for Baltimore City
- Baltimore City Council
- Department of Public Safety and Correctional Services (DPSCS)

- Baltimore City State’s Attorneys Office (BCSAO)
- Office of the Public Defender
- Baltimore Police Department (BPD)
- Central Region of the Department of Public Safety and Correctional Services (DPSCS)
- Community Supervision of the Department of Public Safety and Correctional Services (DPSCS)
- United States Attorney for the District of Maryland (USAO-MD)
- Office of the Clerk of the Circuit and District Courts for Baltimore City
- Baltimore City Sheriff’s Office
- Baltimore City Bar Association
- Baltimore Substance Abuse Systems (BSAS)
- Office of the Attorney General of Maryland (OAG)
- Department of Juvenile Services (DJS)
- Maryland Governor’s Office.

Committees

A range of issue-specific committees were formed at different points in time to address recurring, systemic criminal justice problems in Baltimore City. Committee focus areas included:

- Discovery Protocol
- Early Resolution Court
- Technology
- Bail Reform
- Drug Court
- Court Processes
- Warrant Task Force
- Jury Duty Committee
- Substance Abuse Committee
- Strategic Planning Committee
- Warrant Technology
- CBIF Committee
- Postponement Committee
- Re-Entry/ID Workgroup
- Fugitive Safe Surrender Steering Committee
- Domestic Violence Coordinating Committee (DVCC)
- Warrant Committee

- Technology Committee
- Transportation Committee
- Post-Arrest Practices Committee
- Continuity of Operations Planning Committee
- Mental Health Committee

Accomplishments

The Council’s accomplishments during the first iteration of the CJCC, from 1999 to 2017, included:

- Created a Differentiated Case Management System for the Circuit Court Criminal Docket.
- Transferred responsibility for charging defendants from the Police Department to the State’s Attorney’s Office, which allowed for better case screening and prosecution.
- Created the Early Disposition Court.
- Initiated Pre-Trial Conferences in serious criminal cases to address discovery and other preliminary matters.
- Established the Work Release Program for Baltimore City.
- Created the Civil Citation Program for non-felony offenses.
- Improved Central Booking and Intake Facility (CBIF) process to eliminate delays.
- Created procedures and policies to improve warrant searches and service.
- Created the Domestic Violence Fatality Review Team (DVFRT).
- Created the Baltimore City Gun Offender Registry.
- Established a protocol for the pick-up of protective orders to expedite service of process.
- Coordinated the planning and implementation of the Fugitive Safe Surrender program.

- Established a protocol allowing the State’s Attorney’s Office to communicate directly with the Division of Parole and Probation regarding Domestic Violence probation cases to improve court outcomes.
- Developed a paperless protocol for juvenile writs with the Juvenile Court.
- Established a model protocol for assessing and providing services within the first 24 hours for children exposed to domestic violence involving the fatality or near fatality of one or more parents.
- Improved coordination between criminal justice partners regarding communication of courthouse closures in the event of an emergency.
- Assisted with implementation of a Homeless Docket to help reduce the number of transient and homeless defendant FTAs by offering individualized treatment plans.
- Enabled the Office of the Public Defender to confer with their clients more rapidly by facilitating their receipt of transportation lists from the DPSCS Transportation Unit.
- Improved the service of Protective Orders on respondents and the provision of returns of service to the District and Circuit Courts from a reported 10-12% to 71%.
- Facilitated a protocol by Mental Health Parole and Probation agents to provide verification of probationers’ medication to BCDC.

Organizational Structure

The CJCC maintains a core group of executive-level representatives from criminal justice agencies as full members. Workgroups may invite relevant stakeholders from other governmental entities, service providers, community-based organizations, and the general public. The goal of the workgroups is to execute projects and advance to the Principal Members recommendations, solutions, and matters for consideration.



Operations Overview

Principal Member Meetings

The CJCC Principal Members meet bimonthly (six times annually). The one-hour bimonthly meetings have the following standing agenda:

- Dashboard Report Review – this report is maintained by MONSE and serves as a one-page stoplight report to share the status of each project assigned to a working group.
- Workgroup Spotlight – the Principal Members hear directly from at least one workgroup that requires member feedback or decision-making.
- Decision Making – Principal Members use this time to ask clarifying questions of the workgroups and engage in a balance of constructive challenge and support, resulting in either a feedback provision to a workgroup and/or a decision.
- Related Criminal Justice Work – this agenda item allows for Principal Members to share news with each other and for the group to engage with presenters on related criminal justice work.
- Next Steps – MONSE documents next steps and provides a recap for all members.

The Council's biannual Operational Planning Session was held in April of 2023. The principal agencies agreed to expand membership and extend invitations to members of the judiciary, Maryland Attorney General, and non-prosecutorial agencies.

Workgroups

At the outset of FY23, the CJCC's framing year, there were seven CJCC workgroups:

1. Backlog of Cases
2. Domestic Violence Coordinating Council
3. Fines, Fees, and Restitution

4. Pre-trial
5. Public Safety Accountability Dashboard
6. Transportation
7. Warrants

Each workgroup was tasked with establishing priorities, project focus areas, and performance metrics during the first part of FY23. As workgroup members dove deeper into research and data collection, some groups narrowed their scope of work and refocused their goals.

Achievements

The Domestic Violence Coordinating Council (DVCC) identified three main goals: 1. strengthen data sharing and collaboration to improve the system of care for families impacted by IPV, 2. establish and strengthen culturally responsive services to recognize and be responsive to the intersecting identities of those impacted by IPV, and 3. develop training and technical assistance to strengthen the ability to identify and respond to IPV. In focusing on these goals, the DVCC built and maintained robust government and nongovernment representation with strong attendance at monthly meetings. The workgroup established a subcommittee model and identified leads for each subcommittee. The DVCC developed IPV Stat to track trends and leverage data to inform efforts to reduce domestic violence and respond to the needs of those impacted by IPV.

The Fines, Fees and Restitution workgroup focused on assessing current uses of fines and fees, and making recommendations to ensure that fines are equitably imposed and enforced. Workgroup members examined fines and fees issues that affect residents of Baltimore City and Maryland as a whole. The workgroup investigated court fines and fees assessment data; methodologies utilized by courts and collections to assess and collect fines and fees; legislation proposed in the Maryland State General Assembly; statutory basis for various fines and fees; and interviewed officials and personnel from related State and City departments. The group also looked at other jurisdictions in Maryland and cities around the United States that have begun the process of reforming their Fines and Fees. The Fines, Fees, and Restitution workgroup delivered a report to CJCC principal members with initial recommendations regarding the reform of fines and fees.

The Public Safety Accountability Dashboard (PSAD) workgroup was formed with the goal of auditing existing data; creating a public dashboard that incorporates traditional criminal justice data as well as community surveys of public safety perceptions; and capturing data on case processing, including acceptance, refusal, and acquittal. The public dashboard was developed in FY23 as a data tool designed to provide greater levels of transparency and allow the public to hold agencies accountable for executing agreed upon strategies and identifying best practices for measuring effectiveness of the administration's public safety efforts. MONSE hosted four public feedback sessions, which allowed Baltimore City residents to review the markup of the dashboard and offer suggestions; more than 20 suggestions were received and taken into consideration. The PSAD went live in February 2023 with data from respective Baltimore City and State of Maryland agencies on neighborhood and demographics of victims of violence; public safety related activity by neighborhood and police district including arrests; Baltimore's Community Violence Intervention (CVI) ecosystem including all ten Safe Streets sites as well as Hospital-Based Violence Intervention Program data; Neighborhood Policing Plan pilot program data; and prosecution data from the Baltimore City State's Attorney's Office. Members of the public can access the Dashboard on [Open Baltimore](#) or directly on MONSE's [website](#).

The Warrants workgroup was created with the goal of developing a warrant prioritization system to maximize the impact of warrant service in reducing violent crime in Baltimore City. Once implemented, priority warrants can be identified and swiftly served. The workgroup also set a goal of monitoring Baltimore Police Department (BPD) efforts to examine historical open warrants and close warrants that do not pose a public safety threat. In the last quarter of FY23, a newly hired warrants analyst under MONSE began supporting the workgroup with needed technical assistance to create and implement a warrant priority ranking based on factors such as violent history. The warrants analyst produced a warrant progress report, warrant process maps, and began rigorous analysis of the open warrants caseload and warrant service trends.

Challenges

The Pretrial workgroup was created with the aim of evaluating current home detention programs, exploring pre-trial diversion opportunities, and reimagining the entire pre-trial system. Attendance and communication challenges significantly delayed the progress of the Pretrial workgroup, as did a decline in workgroup membership and transitions in the workgroup's leadership.

Two workgroups, Transportation and Backlog of Cases, were discontinued in May 2023 after the Council concluded that their respective focus issues could not be effectively addressed at the time through a CJCC workgroup. The Transportation workgroup began with a focus on

identifying and resolving transportation inefficiencies that lead to delays in court proceedings and other criminal justice functions. However, it was ultimately determined that the specific transportation gaps identified as priorities for the workgroup to address were not cross-cutting agency issues. The Backlog of Cases workgroup was formed with the goal of implementing strategies to increase efficiencies and reduce the court backlog, focusing in particular on the creation of a gun court, including identification of potentially suitable nonviolent charges for such a court. However, the workgroup was paused until further notice due to a lack of judicial participation, which was deemed critical to effectively addressing the backlog.

Moving Forward – Preliminary FY24 Priorities

In FY23 the PSAD workgroup was changed to the Interagency Data & IT workgroup after the dashboard was successfully launched and no longer required a CJCC workgroup. In addition, a new workgroup was formed to focus on community justice issues such as youth and adult diversion.

Heading into FY24, there were six CJCC workgroups:

1. Domestic Violence
2. Fines, Fees, & Restitution
3. Pre-trial
4. Interagency Data & IT
5. Warrants
6. Community Justice

Domestic Violence Coordinating Council

The Domestic Violence Coordinating Council (DVCC) improves the effective administration of justice and coordinates systemic responses to intimate partner violence (IPV) in Baltimore City. Prioritized recommendations from the Baltimore City Domestic Violence Fatality Review Team, the Domestic Violence High Risk Team, IPV Stat, and the Mayor's Office of Neighborhood Safety & Engagement inform the goals of the Council.

The DVCC met the fourth Thursday of each month from 2pm to 4pm. Most meetings were virtual, but the group met in person on a quarterly basis to establish rapport and support informal networking among participants.

Membership

Workgroup participation included elected, agency and community-based organization representatives:

- City Councilmember
- Department of Public Safety and Correctional Services (DPSCS)
- Department of Social Services (DSS)
- Baltimore City Health Department (BCHD)
- Mayor's Office of Neighborhood Safety & Engagement (MONSE)
- Maryland Office of the Public Defender (MOPD)
- Baltimore Police Department (BPD)
- Baltimore City Public Schools (BCPSS)
- Baltimore City Sheriff's Office
- Baltimore City State's Attorneys Office (BCSAO)
- CHANA
- House of Ruth Maryland
- Ishshah's Place
- Mount Lebanon Baptist Church

- My Covenant Place
- One Love Foundation
- Turnaround, Inc.
- University of Maryland School of Social Work

Goals

The DVCC established goals based on the 2018 Summary of Recommendations from the Baltimore City Fatality Review Team:

1. Data Sharing and Collaboration - improve the system of care for families impacted by IPV.

- Increase data sharing to improve the overall system of care
- Create a response protocol for victims in highly lethal relationships
- Create a tracking mechanism for violations of parole and probation
- Develop a mechanism to screen inmates for a history of IPV and offer programming

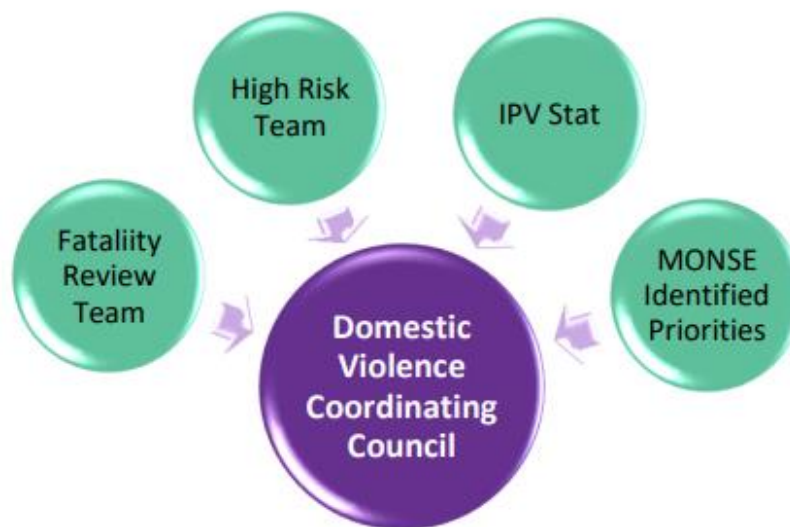
2. Culturally Responsive Services - recognize and be responsive to the intersecting identities of those impacted by IPV.

- Establish abuse intervention services for adolescent perpetrators
- Enhance culturally responsive service delivery
- Culturally competent services for LGBTQ victims and perpetrators
- Encourage the Police to provide confidential mental health services for BPD
- Create a Survivor Advisory Board for Baltimore City

3. Training and Technical Assistance - strengthen the ability to identify and respond to IPV.

- Expand and standardize training provided to correctional facilities staff
- Improve screening across City's health care settings
- Reduce prevalence through prevention strategies for youth and adults/parents.

- Create resources for men who seek to prevent IPV
- Shift the understanding of how a bystander can make a difference



Achievements

1. Established robust government and nongovernment representation and a regular meeting schedule.
2. Identified and prioritized goals and tasks through a collaborative process that included input from all interested parties.
3. Created subcommittee model and identified leads for each.

Challenges

1. Balancing the desire to be transparent and inclusive, while maintaining a manageable and consistent work group.
2. Moving from competition and redundancy to trust and collaboration among and between nonprofits and government agencies.

3. The subcommittee model prohibits participants from being able to have input on all of the goals, which is particularly challenging for smaller, culturally specific organizations who cannot support multiple staff attending the DVCC.

4. Data coding and sharing – collecting and filtering IPV data as needed to track trends and inform programming.

FY24 Desired Representation and Potential Collaboration

- Baltimore City Department of Housing and Community Development (DHCD)
- Mayor’s Office of Equity and Civil Rights (OECR)
- Mayor’s Office of Homeless Services
- Judiciary
- Anti-Animal Abuse Advisory Commission
- Department of Housing & Community Development
- Housing Authority of Baltimore City (HABC)
- Mayor’s Office of Immigrant Affairs (MIMA)

Fines, Fees and Restitution

The Fines, Fees and Restitution workgroup focused on assessing current uses of fines and fees; and making recommendations to ensure fines are equitably imposed and enforced. Workgroup members discussed and researched pertinent issues relating to fines and fees that affect residents of Baltimore City, and of Maryland as a whole.

The Workgroup met monthly between July 2022, and June 2023, meeting on the first Monday of each month, in a total of twelve (12) sessions.

The workgroup investigated court fines and fees assessment data; methodologies utilized by courts and collections to assess and collect fines and fees; legislation proposed in the Maryland State General Assembly; statutory basis for various fines and fees; and interviewed officials and personnel from related State and City departments. The group also looked at other jurisdictions in Maryland and cities around the United States that have begun the process of reforming their Fines and Fees.

Membership

Workgroup membership included agency and organization representatives:

- Maryland Legal Aid;
- Urban Institute and Baltimore Resident
- Department of Public Safety and Correctional Services (DPSCS)
- Division of Parole and Probation, DPSCS
- Maryland Office of the Public Defender, Baltimore City (MOPD)
- Job Opportunities Task Force (JOTF)
- Center for Criminal Justice Reform at University of Baltimore School of Law (CCJR)
- Baltimore City State's Attorney's Office (BCSAO)

Recommendations:

The Fines, Fees, and Restitution workgroup provided initial recommendations to the CJCC principal members and Mayor's Office regarding fines and fees reform:

- The CJCC should commit to further study of fines and fees. This includes unaddressed topics such as equity issues based on race, ethnicity, and income; and comparison of fines and fees assessed in Baltimore City versus neighboring jurisdictions.
- The Mayor's Office should heighten its advocacy for the reform of fines and fees, including by empowering workgroups to collect and analyze data as needed.
- Expanded state-level collaboration should be pursued to achieve statewide policy changes and legal reforms. The Mayor's office should collaborate on policy advocacy with the Governor's office and pertinent Maryland administrative agencies.
- The Fines and Fees workgroup needs consistent participation from stakeholders with a direct hand in the fines and fees process, including: law enforcement, Parole and Probation, the Judiciary (District and Circuit), Comptroller's office, Office of the State's Attorney, Office of the Public Defender, Baltimore City Department of Audits, and Office of the Public Defender.
- The U.S. Department of Justice's "Dear Colleague Letter to Courts Regarding Fines and Fees" letter of April 20, 2023 should provide additional motivation and urgency for reform as it lays out numerous constitutional issues implicated in overburdensome fines and fees. This may open all state and local jurisdictions to lawsuits for potentially illegal and/or unconstitutional practices in the imposition of fines and fees. The Judiciary should receive training on these issues, as fees and fines are largely imposed on Baltimore City residents by the courts.
- The Mayor's Office should learn from the success of other cities and jurisdictions that have completed or initiated steps towards localized policy changes in fines and fees. For example, San Francisco has eradicated fines as well as certain types of fees.
- Policy reform efforts should distinguish clearly between fines and criminal legal fees, recognizing that many fines are unrelated to criminal justice and merely serve as a non-tax revenue source for government agencies and/or projects.
- The Mayor's office should promote needed legislation to reform fines and fees, including support of any legislation calling for a state-level workgroup to investigate these issues on a statewide basis, such as the "Workgroup to Study the Impact of Court-Mandated Fines and Fees" introduced in the 2022 session under HB 154.

Challenges

- The workgroup failed to obtain collaboration from the Circuit Court for Baltimore City, which did not participate in conversations or provide relevant data resources for analysis.
- The workgroup struggled to maintain consistent participation from agencies. The Office of the State’s Attorney for Baltimore City (OSA) stopped participating in January 2023 due to staff changes following the 2022 elections. A representative from the Office of the Public Defender began participating during the last quarter of the project. The small size, volunteer structure, and rotation and/or loss of members made it difficult to reliably assign roles to members and further develop in-depth analysis of data.
- An additional internal challenge was an early lack of clarity on the workgroup’s focus and insufficient direction from the CJCC, combined with large size and a lack of true expertise in fines and fees policy. As a result, it took time to develop a specific goal and narrow plan of action.
- While the workgroup initially focused on identifying areas of fines and fees policy within the capacity of the Baltimore City Administration to reform, members soon realized that fines and fees are largely governed by Maryland statutory law and Maryland’s judiciary – and other state offices, such as the Comptroller Office, also play important roles in the fines and fees process. Reform therefore requires state-level involvement and collaboration.

Public Safety Accountability Dashboard

The Public Safety Accountability Dashboard (PSAD) workgroup was formed with the goal of auditing existing data; creating a public dashboard that incorporates traditional criminal justice data as well as community surveys of public safety perceptions; and capturing data on case processing, including acceptance, refusal, and acquittal. The public dashboard was developed in FY23 as a data tool designed to provide greater levels of transparency and allow the public to hold agencies accountable for executing agreed upon strategies and identifying best practices for measuring effectiveness of the administration's public safety efforts.

MONSE hosted four public feedback sessions, which allowed Baltimore City residents to review the markup of the dashboard and offer suggestions; more than 20 suggestions were received and taken into consideration. The PSAD went live in February 2023 with data from respective Baltimore City and State of Maryland agencies on neighborhood and demographics of victims of violence; public safety related activity by neighborhood and police district including arrests; Baltimore's Community Violence Intervention (CVI) ecosystem including all ten Safe Streets sites as well as Hospital-Based Violence Intervention Program data; Neighborhood Policing Plan pilot program data; and prosecution data from the Baltimore City State's Attorney's Office.

The CJCC workgroup provided the vehicle for unprecedented data sharing and coordination to launch the dashboard. MONSE worked closely with Baltimore's Chief Data Officer, the Mayor's Office of Performance of Innovation (OPI), and other agencies to design and develop the dashboard's first iteration from the ground up, aggregating public safety metrics, data, and experiences into a single portal that is publicly accessible to Baltimoreans for the first time.

The next iteration of the Public Safety Accountability Dashboard, PSAD 2.0, is planned for release in early FY24. The preliminary design additions include functionality improvements; a domestic violence filter option; a gun crime filter option; improved crime map page design; updated neighborhood statistics with 2020 census data; and two new pages with data and maps on Prevention and Local Interventions.

Figure 1. Screenshots of Public Safety Accountability Dashboard

