



# BALTIMORE POLICE DEPARTMENT



**Brandon M. Scott**  
Mayor

**Michael S. Harrison**  
Police Commissioner

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Public Safety Partnership  
Bureau of Justice Assistance  
US Department of Justice

RE: Public Safety Partnership (PSP) Victim Services Capacity Assessment Report

Dear PSP Leadership,

In July 2021, the Public Safety Partnership (PSP) provided BPD with a report entitled: Victim Services Capacity Assessment Report: Focused on Underserved Survivors, including Boys and Men of Color and Those Impacted by Gun Violence. The Report provided twenty-one overarching recommendations with additional sub-recommendations. Over the next several months, PSP presented the report to BPD along with the other PSP partners.

Following the initial presentations of the report from PSP, the Deputy Commissioner of Operations Office began to review the recommendations with internal stakeholders from BPD's Victim Service Unit, Consent Decree Implementation Unit, Equity Office, and Community and Youth Division Section. The goal of the internal review was to identify which recommendations intersect with other Departmental priorities related to the Consent Decree, Equity Framework, Community Policing Plan, and Group Violence Reduction Strategy. The review also helped to identify where BPD has already made progress on many of the recommendations included in the report and how we should focus our initial efforts in addressing the report findings.

Additionally, since the report's release the Mayor's Office of Neighborhood Safety and Engagement (MONSE) convened a Victim Services Working Group with representatives from PSP, BPD, and the State's Attorney Office to discuss which recommendations will require inter-agency collaboration.

### *Proposed Areas of Focus*

Our review of the PSP recommendations identified four focus areas for action steps:

- Deputy Mayor of Public Safety-Led Activities: These recommendations are centered around guidance and support of agencies.
- MONSE-Led Activities – These recommendations will require inter-agency coordination and convening via the Victim Services Working Group and the Criminal Justice Coordinating Council.
- BPD-Led Activities – These recommendations center around the expansion of BPD's Victim Services Unit and alignment with the Consent Decree.
- PSP-Led Activities – These recommendations involve areas where additional technical assistance is needed in grant strategy, policy research and/or training development.

*Implementation Mechanism*

While each of the four focus areas identifies a lead agency, it is the expectation we will provide regular updates and solicitation for cross-sector feedback through the Victim Services Working group convened by MONSE.

In addition to moving forward the recommendations detailed below, the Working Group will develop a communication and engagement strategy. This strategy is necessary to share this report and associated activities with other federal/state/city agencies and community partners whose input and participation will be critical to fully implement many of the below recommendations.

## **Recommendation 1**

*Prioritize trust- and relationship-building with the community to a much greater extent, especially as it relates directly to violent crime.*

**BPD agrees with Recommendation 1, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: This recommendation is central to the Baltimore Police Department's mission of creating and maintaining a culture of service that builds trust and legitimacy in all communities, values the sanctity of human life, and provides for the safety and well-being of all. To that end, trust and relationship building is critical in all aspects of the Department's operations. We acknowledge that there is still much more needed and will continue to build on our existing activities. Examples of some of BPD's current activities towards this recommendation include:

- BPD's Community Policing Plan sets out a department-wide strategy to improve police-community relations, and reduce crime and disorder through collaborative problem-solving partnerships with the community.
- Each of the nine BPD Districts host monthly meetings where the District Commander provides updates on crime trends and departmental initiatives.
- Districts regularly distribute newsletters and other materials to the community with crime prevention tips and other notable updates.
- Two-day community policing training delivered to all sworn personnel in 2021, with 1-day follow-ups each year.
- Neighborhood Coordination Officer teams assigned to each district are tasked with leading problem-solving and crime prevention activities with community members.
- The Crime Gun Intelligence Center regularly distributes materials in the community to explain how to submit tips and information on how to remain anonymous.

**The Mayor's Office agrees with Recommendation 1 and has begun implementation of and continues to put initiatives in place to achieve this goal.**

MONSE-Led Activities: Has designed a plan to effectively work with local, state, federal agencies, and community-based organizations, businesses and institutional partners to meet the needs of victims, while making them feel safe and dignified. MONSE has broadened the definition of "victim" and is currently working with all individuals impacted by a violent crime and have suffered trauma by:

- Increasing the resources and services provided to not just the direct person of crime, but family members and witnesses.
- Working with community-based organizations and partners help meet these individuals where they are in their time of need.

## **Recommendation 1a**

*Review resources developed through the Enhancing Law Enforcement Response to Victims (ELERV) Program*

**BPD agrees with Recommendation 1a and will work with PSP on its implementation in 2022.**

PSP-Led Activities: BPD's Victim Services Unit is working with PSP subject matter experts to review the ELERV resources available through the program.

## **Recommendation 1b**

*Review hiring practices and requirements of both sworn and professional staff, and longevity of assignments, to reduce geographic and other forms of disconnection. For example, examine the barriers to hiring those with*

*past justice system involvement and other forms of lived experience directly related to empathy and understanding of those served.*

**BPD agrees with Recommendation 1b, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: Hiring metrics and processes are regularly reviewed during BPD's AdminStat and PoliceStat with the Mayor's Office. These performance management forums allow us to assess whether or not goals are being met, identify barriers that might affect applicants' viability, and make changes as needed in both tactics and personnel.

For example, we have worked with our Equity Office to identify barriers such as the stigma around the polygraph, drug usage (and type of drug), and driver's license requirements and how certain demographics are impacted. We are in the process of making changes/piloting different tactics based on this analysis.

BPD has also partnered with Live Baltimore and are meeting with the Housing Authority to identify solutions to the very real problem of housing when people move here for employment.

These are just some examples relative to Recommendation 1b. We are continually improving on our processes with the goal of hiring as many high quality sworn and professional candidates as possible.

**Recommendation 1c**

*Within consent decree implementation activities and beyond, prioritize not just feedback opportunities, but efforts at meaningful two-way dialogue with those most impacted by violence and the people serving them every day. These efforts should proactively include opportunities for dialogue with those least likely to have the capacity, existing level of confidence in BPD, or sense of safety to typically accept these invitations. Skilled facilitators with unique qualifications to overcome these barriers should lead these conversations, such as those trained through the rigorous process offered by the Baltimore Community Mediation Center.*

**BPD agrees with Recommendation 1c, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

MONSE and BPD-Led Activities: The partners involved in the Group Violence Reduction Strategy participated in a series of community listening sessions, facilitated by the Baltimore Community Mediation Center, to help shape the strategy. Baltimore Community Mediation Center creates dialogue circles bring together youth and police officers to unpack implicit bias and to humanize.

BPD-Led Activities: Last year the Consent Decree Implementation Unit engaged community partners in the development, delivery, and assessment of community policing training. Additionally, funding has been retained to formalize and further support a structured and sustainable program that incorporates community participation throughout the policy and training development at the Department and this will be run through the Equity Office.

**The Mayor's Office agrees with Recommendation 1c and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: While also investing in work that addresses the root causes of violence, MONSE is focused on approaches that confront and prevent the violence occurring on the streets today namely, the Group Violence Reduction Strategy (GVRS) and the expansion of evidence-based

community violence intervention (CVI) programming. The GVRs pilot has launched with the strong support and collaboration of the Mayor, Police Commissioner, and State's Attorney.

### **Recommendation 1d**

*Similarly, specifically skilled facilitators such as those who assisted BPD in the aftermath of the death of Freddie Gray should be engaged to create safe pathways for those within BPD and across ranks to authentically express their concerns and views. Strategies should go beyond anonymous surveys, which have had limited engagement in the past.*

**BPD agrees with Recommendation 1d, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: As the Department builds internal capacities for interrelated violence-reduction initiatives like the Group Violence Reduction Strategy, the Community Policing Plan, the Neighborhood Policing Plans, and the Victim Services Unit expansion, there are various pathways for learning and input across ranks. For example: Neighborhood Coordination Officers are regularly convened for the purposes of providing input and asking questions about upcoming initiatives. The Operations Bureau also regularly organizes lunch and learns with Patrol/CID personnel and external partners. Furthermore, BPD has increased its outreach and responsiveness to members around the policy-making process to ensure that members' input is considered and applied (if possible and in alignment with BPD and Consent Decree priorities) to the policies that they are expected to adhere to every day.

Last, while anonymous surveys alone will not be sufficient, the department is utilizing the Peakon software as another tool to better understand internal concerns and views. We recognize, however, there is much more needed to improve internal lines of communication and will continue to develop new communication/feedback pathways as new programs and initiatives are developed.

### **Recommendation 2**

*To adhere to the BPD Mission Statement of upholding the Constitution and valuing the sanctity of human life, and to align with the principles of Procedural Justice that include 1) fairness in processes, 2) transparency in actions, 3) opportunities for voice, and impartiality in decision making, implement trauma-informed protocols related to the following practices immediately:*

**BPD agrees with Recommendation 2, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: The Department is moving this recommendation forward through training and policy developed as part of the Consent Decree (Procedural Justice, Crisis Intervention Training, among many others). Additionally, BPD routinely conducts Procedural Justice audits using the Department's policy as a guide. Procedural Justice, sanctity of human life, transparency are also core concepts in much of BPD's training and policies including Use of Force, Community Policing, Behavioral Health, and investigations of sex assault.

**The Mayor's Office agrees with Recommendation 2 and has begun its implementation and works to continue achievements towards this goal.**

Deputy-Mayor of Public Safety-Led Activities: This recommendation will be carried out by providing direction, guidance, support, and coordination to the city's public safety agencies to develop and lead interagency public safety initiatives that improve the quality of resources and services being provided.

### **Recommendation 2a**

*Minimize or eliminate the confiscation of crime victims' property*

#### **BPD agrees with Recommendation 2a and will work with PSP on its implementation in 2022.**

**BPD-Led Activities:** BPD is implementing a pilot expansion of BPD's Victim Services Unit to cover non-fatal shootings in the Western and Southern Districts (see recommendation 4a). As part of this expansion Victim Services Coordinators now offer support to non-fatal shooting victims in these districts, which include facilitating return of property. An additional resource that the Unit is seeking to develop in the coming year is the ability to provide victims replacement cellphones when their original phone is required as part of the investigation.

**PSP-Led Activities:** To expand beyond the current BPD activity under this recommendation, the Department requests PSP support to review the existing national policies, identify current issues and research best practice to address identified issues related to this recommendation.

### **Recommendation 2b**

*Avoid restraint of victims in hospital beds, and support visitation for people in life-threatening status and recovering from serious injuries*

#### **BPD agrees with Recommendation 2b and will work with PSP on its implementation in 2022.**

**PSP-Led Activities:** BPD requests PSP support to review the existing policies, identify current issues and research best practice to address identified issues related to this recommendation. Implementing change around this recommendation will also require coordination with hospital systems' policies regarding patient restraints.

### **Recommendation 2c**

*Develop concrete behavioral standards and protocols to assure the treatment of all victims in ways that consciously honor and preserve their dignity, as well as emotional and physical safety*

#### **BPD agrees with Recommendation 2c and had already begun its implementation in 2022.**

**BPD-Led Activities:** These principles and standards are reflected in several of the Standard Operating Procedures that have been updated this year to include the Victim Services Unit and Group Violence Unit Standard Operating Procedures. Additionally, in 2021 the department published Policy 325: Procedural Justice in Interactions, which includes many of these standards. Policy 708 also provides clear guidance on how officers shall approach victims of sexual assault in a trauma-informed, victim-centered way. Many other policies emphasize the dignity of all persons. BPD's Performance Standards Section regularly conducts Body Worn Camera audits to determine how well Policy 325 is being implemented. These procedural justice audits are regularly reviewed in Comstat meetings.

#### **The Mayor's Office agrees with Recommendation 2c and has begun its implementation and works to continue achievements towards this goal.**

**MONSE-Led Activities:** MONSE will partner with BPD to ensure that all individuals no matter direct contact to an incident are treated with dignity and would feel safe cooperating with BPD and SAO. MONSE is building and documenting SOPs for integrating standards and protocols on interaction with

victims. MONSE's Victim's Services lane will coordinate collaboration with BPD and other inter-agencies to provide social, informational, and practical support to all crime victims and survivors. MONSE supports all training efforts required to properly address victims with a sense of trauma-informed care.

### **Recommendation 2d**

*Require honesty and transparency in all interactions related to participation of victims in investigations*

**BPD agrees with Recommendation 2d, had already begun its implementation in 2021, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: Policy 325 states "Members shall conduct law enforcement encounters and actions, including voluntary contacts, field interviews, investigative stops, weapons pat-downs, vehicle stops, searches, interrogations, citation issuance, and arrests, among others, in strict accordance with BPD policy in order to demonstrate neutral decision-making and fair treatment, and avoid accusations or perceptions of discriminatory policing or bias." Towards the effective implementation of this policy, and in response to Recommendation 2d, The Department will review additional audits or accountability measures needed regarding Policy 325. Additionally, BPD completed a 1-day Fair & Impartial Policing training in 2021 and includes Fair & Impartial Policing refresher in every year's training. New recruits receive the same training in the police academy.

### **Recommendation 3**

*Engage in a systematic review of all Victims' Rights and applicable BPD policies*

**BPD agrees with Recommendation 3 and will work with PSP on its implementation in 2022.**

PSP-Led Activities: BPD requests PSP's support in conducting this policy review. We also request PSP provide clarity on how this recommendation would be distinct or overlap with what was envisioned under Recommendation 5d ("Efforts should also extend to a complete policy review with a focused lens on minimizing/mitigating trauma")

### **Recommendation 3a**

*Victims' Rights Jurisdiction Profile for Maryland developed through OVC-funded Law Enforcement-Based Victim Services (LEV) program, resources from the Maryland Crime Victims Resource Center and Law Enforcement Associated Victim Advocates and Brady Disclosures: Legal Background and Considerations (see Appendix E) can be used to guide and inform this review.*

**BPD agrees with Recommendation 3a and will work with PSP on its implementation in 2022.**

PSP-Led Activities: BPD requests PSP's support in reviewing this material and identifying where it should be reflected in BPD policy and/or training

### **Recommendation 3b**

*Stakeholder meetings with key partners in violence reduction and with specialized knowledge and roles in the enforcement of these rights (e.g., HVIP Program Administrators, ROAR) should also guide and inform this review.*

**The Mayor's Office agrees with Recommendation 3b and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: MONSE has will initiate HVIP Administrator meetings to establish protocols for hospital and line of communications for community partners, MONSE, BPD and SAO. Victim services providers will meet more routinely around the work and services provided. MONSE's Gun Violence Manager will convene meetings with BPD and SAO to discuss collaboration with HVIP Programs.

**Recommendation 3c**

*Hold Victim's Rights Summit between BPD, SAO, ROAR, and other relevant partners to identify goals and increase awareness; highlight barriers to access and potential solutions; establish meaningful protocols to streamline procedures. Utilize PSP support and convening power to coordinate this event.*

**BPD agrees with Recommendation 3c and will work with PSP on its implementation in 2022.**

PSP-Led Activities: BPD requests PSP's support in convening this summit.

MONSE-Led Activities: With the support of PSP, MONSE works to convene a summit that carryout the rights of an individual who is a victim of a crime; reassuring victims are informed of medical and social services, public and private programs and counseling, treatment and rehabilitation.

**Recommendation 4**

*Engage in a guided application of the LEV Technical Assistance Program Key Considerations Checklist, co-facilitated by PSP, SME(s), and BPD Victim Services Personnel, to inform the CID, GVRs, and other departmental restructuring currently in progress. This process will identify ways to effectively leverage resources, enhance collaboration, and implement protocols that elevate the stature of professional staff and value their unique contributions and assets. It also may be used to frame the FY2022 LEV Funding application and enhancements to the BPD Strategic Plan. Currently there is a lack of knowledge about where existing funds come from and how they are maintained, even from people directly involved in this work. Strategic planning around sustained programmatic support will be even more relevant in the face of substantial cuts to victim services funding nationally due to challenges with the Victims of Crime Act, and new opportunities created with American Rescue Plan funds.*

**BPD agrees with Recommendation 4 and will work with PSP on its implementation in 2022.**

PSP-Led Activity: BPD requests PSP's support in facilitating this process. Beyond the specific LEV program, BPD recommends a review of departmental capacity to apply for grants and other programs needed in order to build the capacities across all other recommendations in this report.

**Deputy-Mayor of Public Safety agrees with Recommendation 4 and will work with PSP on its implementation in 2022.**

Deputy-Mayor of Public Safety-Led Activities: In collaboration with BPD and PSP, initiatives will be put into place to navigate all areas for potential funding that will support the work of victim services.

#### **Recommendation 4a**

*Address substantial missed opportunities for prevention of future victimizations through scaling the BPD victim services program to reach victims of nonfatal shootings, cold cases, and victims across all geographies of the city. Currently there is little to no non-investigative response to the nearly 700 nonfatal shooting victims annually, with rare exception, for example, when homicide advocates conduct outreach to additional victims whose information is already in their case management system and who did not die. This will take substantial planning including defining the BPD advocacy scope, needed partnerships and MOUs, and/or redistribution of resources, given both the volume of nonfatal gun violence incidents and potential conflicts of interest. These cases may also involve a potentially more expansive intake process, which may be necessary to assess and respond to a broad range of needs.*

**BPD agrees with Recommendation 4a and has already begun its implementation in 2022; however, current capacity to fully achieve the recommendation is limited.**

BPD-Led Activities. In response to this recommendation, in October 2021 the Victim Services Unit began coverage of Non-fatal shootings in the Western District to align with the Group Violence Reduction Strategy. In 2022, the Unit also expanded to covering Non-fatal shootings in the Southern District.

Upon further refining the Unit's protocols, scope and partnerships in the pilot geographies, the Unit will expand to other districts; pending adequate staffing capacity. Currently the Unit is staffed by eight grant-funded Victim Services Coordinators. In learning from the two pilot districts, it is estimated an additional sixteen positions would be required to expand non-fatal shooting coverage city-wide.

**The Mayor's Office agrees with Recommendation 4a and has begun its implementation and works to continue achievements towards this goal.**

Deputy-Mayor of Public Safety-Led Activities: In response to this recommendation, the Deputy Mayor of Public Safety will work closely with MONSE's Group Violence Reduction Strategy member while utilizing the Apricot Case Management system to engage with victims of non-fatal shooting. This case management system will be also be used to provide the appropriate resources, services, next-steps, referrals and recommendations to avoid revictimization and retaliations. The activation of the first-ever Coordinated Neighborhood Stabilization Response (CNSR) response has also occurred, in which MONSE offers response to individuals in a neighborhood who may have witnessed trauma. CNSR is the collaboration of city agencies and community-based organizations to be respond to gun violence and provide resources and a stabilization-effect.

#### **Recommendation 4b**

*Establish consistency in core services and responses provided by all BPD victim services personnel*

**BPD agrees with Recommendation 4b and had already begun its implementation in 2022.**

BPD-Led Activities: The Victim Services Unit SOP was updated in February 2022. The update includes protocols for both homicides and non-fatal shootings. Currently the Victim Services Unit and Special Investigation Section/Family Crimes Unit are also reviewing protocols for Domestic Violence victims, to ensure consistency with all victim services professionals currently operating across the Department

**The Mayor's Office agrees with Recommendation 4b and has begun its implementation and works to continue achievements towards this goal.**

Deputy Mayor of Public Safety-Led Activities: With consideration of BPDs SOP, Deputy Mayor of Public Safety will work to ensure a unified consistency between the two agencies.

#### **Recommendation 4c**

*Explore realignment of personnel model for all BPD victim services personnel.*

**BPD agrees with Recommendation 4c and had already implemented this recommendation.**

BPD-Led Activities: The Department is currently expanding our Victim Services Unit. The Unit has already been re-located within the organizational structure to report to the Deputy Commissioner of Operations Office in order to support their coverage of Homicide and Nonfatal Shooting Cases. The move also reinforces the prioritization of trauma-informed, victim-centered approaches at the highest level of BPD's Operations.

**The Mayor's Office agrees with Recommendation 4c and has begun its implementation and works to continue achievements towards this goal.**

Deputy-Mayor of Public Safety-Led Activities: MONSE offers an organization structure of Victim Services, Gun Violence Reduction Strategy and a Community Violence Intervention plan that will offer public health approaches to victim-centered responses. Under the oversight of Deputy-Mayor of Public Safety, these offices will work to develop strategies through partnerships and coordinated shift the culture of gun violence, engage with high-risk communities in the pursuit of prevention and mediation and offer services in a timely manner that reduces the harmful effects of victimization and re-victimization.

#### **Recommendation 5**

*Establish consistent communication, protocols, and expectations among survivors, victim advocates, and the BPD Homicide section. Specifically outline the potential benefits of these protocols and the reasoning behind them to other relevant BPD and SAO divisions, i.e., the Gun Violence Enforcement Division and the Special Victims Unit.*

**BPD agrees with Recommendation 5 and had already begun its implementation in 2022.**

BPD-Led Activities: As discussed in recommendation 4b, The Victim Services Unit SOP was updated in February 2022. The update includes protocols for both homicides and non-fatal shootings. Currently the Victim Services Unit and the Special Investigation Section/Family Crimes Unit are also reviewing protocols for Domestic Violence victims, to ensure consistency with all victim services professionals currently operating across the Department.

The Victim Services Unit also meets regularly with Commanders in Homicide, Special Investigation Section, and the pilot districts (Western and Southern), to ensure all personnel understand the victim services and are properly implementing the protocols.

**The Mayor's Office agrees with Recommendation 5 and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: Victim Services at MONSE has established a list of protocols and SOP for communications and sequencing of protocols.

### **Recommendation 5a**

*With the assistance of PSP, bring in training for all relevant personnel on how to conduct trauma-informed death notifications as soon as possible.*

#### **BPD agrees with Recommendation 5a and will work with PSP on its implementation in 2022.**

PSP-Led Activities: BPD requests PSP's assistance on this item in alignment with our Victim Service Unit expansion and Group Violence Reduction Strategy. The first visit from the PSP Subject Matter Expert to help develop an improved BPD protocol for death notifications is scheduled for May 2022.

### **Recommendation 5b**

*Enhance crime scene response to reflect trauma-informed practices, including designating specific officers or professional staff with responsibilities related to acknowledging and responding to victim/witness, bystander, and other community needs.*

#### **The Mayor's Office agrees with Recommendation 5b and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: Alongside the Mayor and BPD Commissioner, the Director of MONSE will respond to crime scenes. The Associate Director of Victim Services will respond immediately to families, bystanders and other community needs. MONSE as whole will volunteer to respond to the neighborhood in partnership. Hospital based responders will be advised to contact Gun Violence Coordinator and coordinate with GVRS.

### **Recommendation 5c**

*Redesign and/or rearrange physical space to be more conducive to effective victim response, encouraging enhanced collaboration among relevant personnel, and ensuring the availability of trauma-informed interview rooms and space for unrecorded conversations and support.*

#### **BPD agrees with Recommendation 4a and has already begun its implementation in 2022; however, additional resources are needed to fully implement the recommendation.**

BPD-Led Activities: BPD's Victim Services Unit is primarily located in BPD Headquarters, which is an essential programmatic element to ensure direct access and enhanced collaboration with BPD's Homicide Unit. As the Unit has expanded to cover Non-Fatal Shootings, they also send liaisons to work with pilot Districts each week in order to collaborate with the District Detective Unit. As part of their expansion and move to the Deputy Commissioner's Office, the unit was also moved to a larger and more inviting space at BPD headquarters. This office has space for the additional team members and for the development of more trauma-informed space. Additional funds are needed for trauma-informed design and furnishing to complete this space.

#### **The Mayor's Office agrees with Recommendation 5c and has begun its implementation and works to find create more resources to offer the availability of this recommendation.**

Deputy-Mayor of Public Safety-Led Activities: MONSE works to meet victims where they are.

### **Recommendation 5d**

*Efforts should also extend to a complete policy review with a focused lens on minimizing/mitigating trauma during arrest processes, interviewing, case update expectations, property return practices, and clear*

*expectations for all agency personnel related to professional conduct within assigned duties and roles. Specialized agency-wide training can support trauma-informed practices, but more important is consistent oversight and review of personnel interactions according to established standards.*

**BPD agrees with Recommendation 5d, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: BPD's policies updated under the Consent Decree process emphasize constitutional policing, least intrusive responses, sanctity of human life, trauma-informed treatment of victims of sexual assault, and additional care and consideration for youth and individuals with behavioral health disabilities. These values have all been emphasized throughout the trainings on these updated policies. Specifically, all sworn personnel received in-service training in 2020-2021 on trauma-informed interviewing. All sworn members are also receiving training in 2022 on how trauma affects police interactions with youth. Lastly, BPD is always accepting feedback on its policies and will meaningfully consider any feedback received regarding how best to incorporate or further emphasize these principles in BPD policy and training.

**The Mayor's Office agrees with Recommendation 5d, has begun its implementation, and continues to make enhancements toward achieving this goal.**

MONSE-Led Activities: MONSE plans to work in coordination with BPD and SAO to ensure professional conduct within the assigned duties and roles. MONSE also works to review current policies and processes and looks to offer support on where trauma-informed practices could be utilized.

### **Recommendation 6**

*Implement tangible mechanisms through CID Stat or otherwise to measure success and personnel performance based on defined principles and expectations*

**BPD agrees with Recommendation 6 and will proceed with implementing it in 2022; however, additional resources are needed to fully implement the recommendation.**

BPD-Led Activities: The Victim Services Unit is currently building out additional data capture methods to identify Detectives' level of collaboration and areas for improvement. These data will be incorporated into CID Stat. These additional data captured will also allow for additional performance management and impact measurement of the Victim Services Unit.

As this more sophisticated data schema is built out, the Department is determining if these data updates can be incorporated into the new Axon case management system. However, the standard Axon case management module may not be able to accommodate this request, in which case additional resources will be needed to identify an alternative database option.

### **Recommendation 7**

*Develop a communications plan addressing available BPD victim services and raising awareness among key partners and the community about the existence of these services.*

**BPD agrees with Recommendation 7 and will proceed with implementing it in 2022.**

BPD-Led Activities: The Victim Services Unit will be providing a one-hour training module to all BPD personnel as part of the Community Policing Training scheduled for Fall 2022. Additionally the Victim

Services Unit is working on additional communication materials to include on our website and social media. A strategic plan for the unit has also been developed to help communicate the vision for victim services expansion with potential funding and resource partners.

**The Mayor's Office agrees with Recommendation 7 and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: MONSE plans to meet with BPD monthly to speak on mutual key partners and the extent of our work with them. In collaboration with PSP, MONSE has initiated steps to engage the community and offer a briefing of the findings in the Victims Assessment report. MONSE alongside BPD and SAO, will speak to the recommendations and initiative implemented.

### **Recommendation 8**

*Enhance safety and relocation procedures, eligibility, and resources for victims/witnesses, beginning with an urgent evaluation of the structure and capacity of the BPD Witness Relocation Unit, current "Safe Houses," and BPD Policy 805.*

**BPD agrees with Recommendation #2; however, capacity to fully achieve the recommendation is limited.**

BPD-Led Activities: Currently the Witness Relocation Unit is staffed by one sworn officer with limited resources for relocation. Additional resources for sworn and professional staff will be important in fully implementing this recommendation.

**MONSE agrees with Recommendation 8, has begun to implement initiatives and looks to find additional ways to enhance safety and relocation procedures.**

MONSE Led Activities: MONSE has coordinated efforts to work closely with SAO when it comes to the SOP for relocation. MONSE works to have coordinated meetings with BPD and SAO about procedures, protocols and eligibility. MONSE is establishing a tool to refer to for victims who need relocation services. An analysis will be created, documented and shared.

### **Recommendation 8a**

*In collaboration with the Housing Department, SAO, and USAO, conduct an analysis of current practice, gaps, and needs, considering the safety and wellbeing of victims/witnesses, partners, and staff*

**The Mayor's Office agrees with Recommendation 8a and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: MONSE has worked closely to identify gaps between Housing Department, SAO, and USAO. MONSE has put into consideration the current barriers for victims/ witness, partners and staff when it comes to safety and wellbeing.

### **Recommendation 8b**

*Secure additional professional staff personnel (possibly case managers, analysts) to staff and support this unit's administrative process and survivor resources/support.*

**The Mayor's Office agrees with Recommendation 8b and has begun to implement, however is considering funding options for additional staff and personnel.**

Deputy Mayor of Public Safety-Led Activities: Considering what staff and personnel and their specific roles how it will be beneficial to the support of current staff.

**Recommendation 8c**

*Secure additional emergency housing options (including options with kitchens), and related transportation, food, and other resources people impacted by life-threatening violence need to accompany this process in order to support them in a more realistic, holistic, trauma-informed way.*

**The Mayor's Office agrees with Recommendation 8b and has begun its implementation and works to continue achievements towards this goal.**

MONSE-Led Activities: MONSE has initiated the use of P-cards which will be used for rapid rehousing and relocation. MONSE also works in coordination with other Victim Service agencies (BCHD) and partnering CBOs to support victims with rental assistance, transportation, emergency housing and mental health services.

**Recommendation 8d**

*Consider changing the name of the Witness Relocation Unit given the challenges it creates in managing survivor expectations of available supports.*

**BPD agrees with Recommendation 8d, pending a larger strategic and resource planning effort regarding the recommendation**

BPD-Led Activities: Review of current supports and systems is needed regarding the Witness Relocation Unit, which BPD will undertake in partnership with other system and resource partners.

**The Mayor's Office agrees with Recommendation 8d and would like to consider planning to better support the recommendation efforts.**

MONSE-Led Activities: MONSE has reviewed current processes and eligibility for Witness Relocation to offer interventions that keeps survivors from engaging.

**Recommendation 8e**

*Update relevant metric(s) used for assessing the Unit's activities and staffing needs beyond completed relocations (e.g., paperwork and information-gathering, providing transportation, completing safety/housing checks, securing resources to help meet basic needs) in order to capture the essential scope of this work more fully.*

**BPD agrees with Recommendation 8e, pending a larger strategic and resource planning effort regarding the recommendation**

BPD-Led Activities: Review of current performance measures is needed regarding the Witness Relocation Unit, which BPD will undertake in partnership with other system and resource partners.

**The Mayor's Office agrees with Recommendation 8e and has begun to implement initiatives towards achieving the goal of the recommendation.**

Deputy-Mayor of Public Safety-Led Activities: In conjunction with BPD, other entities within the Mayor's Office and partners will review current measures and criteria for relocations and securing needed resources.

### **Recommendation 9**

*Launch a Working Group in partnership with SAO, USAO, and other relevant partners to address issues surrounding witness intimidation, bounties on survivors, and related serious safety concerns.*

**The Mayor's Office agrees with Recommendation 9 and is currently working to plan resources efforts that will work towards this recommendation**

MONSE-Led Activities: MONSE has created the PSP workgroup in which there are communication efforts with personnel from SAO and USAO to address issues related to witness intimidation, bounties of survivors and related safety concerns. MONSE has initiated monthly meetings to discuss these issues related to witness intimidation.

### **Recommendation 10**

*Identify benefits and potential barriers to addressing substantial gaps in the referral and collaboration process between SAO and BPD victim advocacy units, for all crime types before and after arrests are made.*

**BPD agrees with Recommendation 10, pending a larger strategic and resource planning effort regarding the recommendation**

BPD-Led Activities: On a case by case basis, the BPD Victim Services Unit closely collaborates with the SAO team. In order to begin a systematic and comprehensive collaboration process, BPD has shared the Victim Services Unit SOP with the SAO victim advocacy unit. The intention of sharing is to gather their input and identify current gaps in the units' overall processes, rather than solely working on a case-by-case basis.

**The Mayor's Office agrees with Recommendation 10 and is aware that more efforts can be put into place to make successful achievement towards this goal.**

MONSE-Led Activities: MONSE has reviewed SOPs of BPD to better establish collaboration when it comes to advocacy and victim services. MONSE plans to document an SOP that addresses the gaps and provides resource mapping of collaborating with BPD and SAO.

### **Recommendation 11**

*Initiate Citywide Service/Resource Mapping co-facilitated by MONSE, SAO, Baltimore Health Department, BPD, and community-based providers and stakeholders and led by an established body that will stay in place long enough to see this work through.*

**The Mayor's Office agrees with Recommendation 11 and has started to implement initiative to move towards achieving this recommendation.**

MONSE-Led Activities: MONSE is facilitating a resource mapping tool for reference for the use of MONSE, SAO, Baltimore Health Department, BPD, and community-based providers and stakeholders.

### **Recommendation 11a**

*Review the strengths and limitations of existing MOUs and execute needed additional MOUs with key victim advocacy-related partners,*

**BPD agrees with Recommendation 11a, had already begun its implementation, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: The Victim Services Unit currently has several MOUs with referral partners. In 2022 the unit will undertake a review of existing MOUs and develop additional MOUs to reflect the new partners involved in the Non-Fatal Shooting protocol.

**The Mayor's Office agrees with Recommendation 11a, and has begun implementation, while continuing to make enhancements toward achievements of this goal.**

MONSE-Led Activities: MONSE has established MOUs with its existing partners. MONSE will execute additional MOUs with key partners to indicate an intended common line of action for victims.

**Recommendation 11b**

*Establish collaborative meetings or enhance existing multidisciplinary meetings to ensure best practices and continue to inform ideal participants and structures based on the information identified through citywide service mapping.*

**The Mayor's Office agrees with Recommendation 11b and has begun implementation, while continuing to make enhancements toward achievements of this goal.**

MONSE-Led Activities: MONSE will ensure that this initiative includes BPD, SAO, Hospital Based Programs, BCHD to ensure better collaboration with the help of citywide service mapping.

**Recommendation 11c**

*Advance efforts to develop a citywide data-sharing agreement and set of individual MOUs*

**The Mayor's Office agrees with Recommendation 11c**

MONSE-Led Activities: MONSE will utilize Apricot, the case and data management system, to help with data sharing with all partners.

**Recommendation 11d**

*Advance goals surrounding the need for the development of wraparound service models working at the intersection of multiple forms of violent victimization*

**The Mayor's Office agrees with Recommendation 11d and has begun implementation, while continuing to make enhancements toward achievements of this goal.**

MONSE-Led Activities: While MONSE will work to end revictimization, use the resource mapping tool to address areas of violent victimizations, providing services that address social and environmental issues.

**Recommendation 12**

*Develop a BPD-wide comprehensive plan laying out a cohesive and trauma-informed approach to gun violence across all relevant divisions and personnel, which respects the dignity and safety of all persons impacted, internal to BPD and throughout the community*

**BPD agrees with Recommendation 12, had already begun its implementation in 2021, and continues to make enhancements toward achieving this goal.**

BPD-Led Activities: The Department's Community Policing Plan and Group Violence Reduction Strategy address many of the elements in this recommendation. With additional staff capacity being provided through this year's budget enhancement process, the Department will be able to dedicate a person who will comprehensively review and supplement our existing policy and training for GVRs and the Community Policing Plan, in close collaboration with the Victim Services Unit and the Group Violence Unit.

**Recommendation 13**

*Provide Letters of Support for community- and hospital-based organization funding applications.*

**BPD agrees with Recommendation 13 and will work with PSP on its implementation in 2022.**

BPD request additional guidance on this recommendation and how to identify which grant programs identified in the sub-items would be relevant for identified gaps and upcoming priorities.

**Recommendation 14**

*Language Matters: consider transitioning the following terminology within BPD policy and programming*

**BPD agrees with Recommendation 14a-f, had already begun its implementation in 2021, and continues to make enhancements toward achieving this goal.**

**Recommendation 14a**

*Replace "civilian" with "professional staff" to elevate the stature of these critical roles*

BPD-Led Activity: This shift has begun informally, however the Department will review options for how to formally incorporate and message this change in language.

**Recommendation 14b**

*Replace "victim cooperation" with "participation."*

BPD-Led Activity: This was already applied to policy 708, Rape and Sexual Assault and the department will work to apply in additional policies going forward.

**Recommendation 14c**

*Replace "survivor advocate" with another title to mitigate confusion that this is meant to signal that staff have also personally experienced homicide of a loved one or other serious victimization.*

BPD-Led Activity: The updated Victim Services Unit SOP changes the title of personnel assigned to Victim Service Coordinator.

**Recommendation 14d**

*Avoid militarized language and concepts to discuss community concerns and approaches (e.g., warzone, warriors entering identified zones, civilian complaint review, etc.)*

BPD-Led Activity: This terminology is not used in BPD policy. Informal uses of the term will be reviewed and appropriately addressed.

**Recommendation 14e**

*Advance “Person-first language”*

BPD-Led Activity: policy language is currently adapting to person-first language. This has been a priority in particular in the drafting of all behavioral health related policies and procedures throughout the CPIC collaborative

**Recommendation 14f**

*Avoid paternalistic terminology when referring to people impacted by crime (e.g., “save trafficking victims”).*

BPD-Led Activity: This terminology is not used in BPD policy. Informal uses of the term will be reviewed and appropriately addressed.

**Recommendation 15**

*Advertise the availability of BPD training resources and proactively invite and include advocates and other professional staff currently not benefitting from these efforts.*

**BPD agrees with Recommendation #15; however, capacity to fully achieve the recommendation is limited.**

BPD-Led Activity: The Consent Decree requires a primary focus on training for sworn officers, however efforts are being made to incorporate professional staff into the curriculum. This year the victim services unit will provide a training module for the community policing in-service session. Additionally, with funding provided by PSP, the Victim Services Unit will be attending the National Organization for Victim Assistance Training Summit. Additional resources will be required to build out additional training for professional staff across the Department.

**Recommendation 16**

*Reassess the Department-Wide 3 Year Training Plan with the following gaps, goals, and priorities in mind.*

**BPD agrees with Recommendation 16a-i, had already begun its implementation in 2021, and continues to make enhancements toward achieving this goal.**

BPD-Led: Through the Consent Decree, BPD has already developed trainings that address many of the topics identified as sub items in this recommendation (e.g. history of policing, Baltimore history, trauma-informed policing, crisis and behavioral health training). The Department will continue to work across the Compliance and Operations Bureau to refine and expand these trainings in alignment with the implementation of community-based violence reduction initiatives like GVRS and Neighborhood Policing Plans.

**Recommendation 16a:** Antiracism Training that includes education and exploration of the history of policing, and allows interactive opportunity for participants to reflect on what comes up for them in a safe space.

This topic was included in 2021 in-service training on Community Policing and also Fair & Impartial Policing.

**Recommendation 16b:** Baltimore History and Geography Training

Training on Baltimore's history of redlining and residential segregation was included in 2021 Community Policing training. More recent Baltimore history (e.g. GTTF) will be covered in 2022 training on misconduct and discipline.

**Recommendation 16c: Poverty Simulation Training**

Additional background on this training option will be reviewed with PSP.

**Recommendation 16d: Vicarious Trauma;**

This topic is included in 2022 Youth Interaction training.

**Recommendation 16e: Trauma-Informed Death Notification**

This training will follow the development of revised protocols for death notifications (see recommendation 5a).

**Recommendation 16f: Trauma-Informed Practice for Law Enforcement**

This topic was included in 2020-2021 in-service training and is also included in 2022 in-service training on Youth Interactions

**Recommendation 16g: Victim/Witness Interviewing**

This topic is covered in policy and training related to BPD policies 1207 and 1105

**Recommendation 16h: Mental Health Response**

In-service training on Behavioral Health, which includes mental health response, has been included in in-service training every year since at least 2020. As BPD and the city develop new or revised response models (co-responder etc.) training will include those modalities.

**Recommendation 16i: Victim Services**

The Victim Services Unit will be providing a one-hour training module to all BPD personnel as part of the Community Policing Training scheduled for Fall 2022.

**Recommendation 17**

*Hold administrator-level meetings with all Baltimore Hospital-based Violence Intervention Programs to build trust and establish specific MOUs and practices necessary for productive and respectful working relationships, which protect the dignity and wellbeing of victims, and honor the tremendous potential of these programs to support healing and reduce repeat victimization and retaliation*

**The Mayor's Office agrees with Recommendation 17 and has already begun its implementation, and continues to make enhancements toward achieving this goal.**

MONSE-Led Activities: MONSE has gained partnership and contracts with the largest medical systems in Baltimore that provides violence intervention services. MONSE will establish meetings with all city hospital-based programs to reinforce working relationships, understand and address any needs and support training where it is needed. MONSE will ask for SOPs and protocols for interacting with victims.

### **Recommendation 18**

*Greatly enhance the understanding of the purpose and impact of Community Violence Intervention Programs and factors required for successful implementation. This includes education surrounding the unique role and value of credible messengers and other violence intervention specialists in advancing the shared citywide public safety mission.*

**The Mayor's Office agrees with Recommendation 17, has already begun its implementation, and continues to make enhancements toward achieving this goal.**

MONSE-Led Activities: Ensuring that our community and hospital-based programs provide evidence and community-informed, comprehensive support to individuals who are at greatest risk of gunshot victimization.

### **Recommendation 18a**

*Address inconsistencies in working relationships and improve thoughtful and mutually respectful collaboration between BPD and various Safe Streets sites.*

**The Mayor's Office agrees with Recommendation 18a and has already begun its implementation, and continues to make enhancements toward achieving this goal.**

MONSE-Led Activities: With the support of the PSP workgroup, MONSE has identified inconsistencies and ways that MONSE and BPD can better collaborate and improve working relationships.

### **Recommendation 18b**

*Reinforce BPD's interests (through agency and municipal financial investment and otherwise, including via newly available American Recovery Plan funds) in fully functioning CVI support services in neighborhoods throughout the city, prioritizing those in the top 25% most violent neighborhoods.*

**The Mayor's Office agrees with Recommendation 18b and has already begun its implementation, and continues to make enhancements toward achieving this goal.**

MONSE-Led Activities: MONSE is committed to working with BPD to utilize CVI support services to prioritize high crim and violent neighborhoods to offer stabilization

### **Recommendation 18c**

*Review relevant policies influencing the level of coordination and communication across CVI entities, BPD, and partners in adult and juvenile corrections, surrounding ensuring the prevention of retaliatory homicides through appropriate timing and circumstances of release of high-risk individuals from custody and ensuring appropriate resources are in place.*

**The Mayor's Office agrees with Recommendation 18c and begun implementation work with PSP to achieve goals leading to this recommendation**

MONSE-Led Activities: MONSE works with PSP to determine initiatives and interventions needed across BPD, CVI and other MONSE entities to prevent revictimization, retaliation and work with pre-lease agencies to ensure appropriate resources are in place.

**Recommendation 19**

*Become a partner in equity and access to compensation for victims, including through the creation of an in-house victims' compensation liaison within BPD Victim Services.*

**BPD agrees with Recommendation 19 and will work with PSP on its implementation in 2022.**

BPD-Led Activities: Currently the Victim Services Unit offers compensation benefit support to all victims it serves. The Unit will work with PSP in 2022 to review the current processes and identify ways to improve the current staffing model regarding victim compensation support.

**Recommendation 19a**

*Provide training on program qualifications, parameters, and trauma-informed processes (including the reasoning behind why it is problematic to withhold full transparency or further a perception of financial incentives to victims/survivors for participation in the criminal justice process).*

**BPD agrees with Recommendation 19 and will work with PSP on its implementation in 2022.**

BPD-Led Activities: Along with the BPD Academy, we will review the most appropriate place for this topic to be reflected in training curriculum.

**The Mayor's Office agrees with Recommendation 19a and will work in collaboration with PSP for implementations.**

**Recommendation 19b**

*Collect data on timeline and process points within BPD to better understand the current state of this process and direct needed improvements. This is critical given the important and often gatekeeping role played by BPD in victim access to CICB.*

**BPD agrees with Recommendation 19b and will work with PSP on its implementation in 2022.**

BPD-Led Activities: Currently the Victim Services Unit offers compensation benefit support to all victims it serves. The Unit will work with PSP in 2022 to review the current processes and identify ways to improve the overall support to victims in accessing CICB.

**The Mayor's Office agrees with Recommendation 19b and will work with PSP to better understand ways to support BPD.**

MONSE-Led Activities: MONSE will utilize PSP to identify ways how to support and offer compensation in a more efficient manner.

**Recommendation 19c**

*Assist through convening power or otherwise additional enhancements to collaboration surrounding this program and related process as described in the Report Findings section (including the identification of collective recommendations for needed legislative change).*

**The Mayor's Office agrees with Recommendation 19c and will work with PSP to deliberate on appropriate legislative changes.**

## **Recommendation 20**

*Strengthen partnerships across organizational ranks with critical partners to include:*

- 20a Baltimore Health Department
- 20b Baltimore Housing Department
- 20c Criminal Injuries Compensation Board
- 20d Department of Juvenile Services
- 20e Employment and Workforce Development Services
- 20f Faith Community, including BPD Chaplaincy Program
- 20g Hospital-Based Violence Intervention Programs
- 20h Mental Health Services, i.e. Baltimore Crisis Response, Pro Bono Counseling Project
- 20i Reentry Services, within and external to BPD
- 20j State's Attorney's Office
- 20k Victim Service Providers, based in diverse communities and university programs
- 20l Violence Interruption Programs, including Safe Streets and ROCA

## **The Mayor's Office agrees with Recommendation 20**

MONSE-Led Activities: MONSE has conducted the appropriate meetings with all listed partnerships to create an understanding of the importance of strengthening partnership in order to move forward and increase, interventions and collaboration to provide wraparound services.

## **Recommendation 21**

*In partnership with the above entities, and others critical to this work in Baltimore not directly participating in this assessment, integrate strategies for change and opportunities to fill gaps in trauma-informed services as detailed in the Report Findings section.*

## **The Mayor's Office agrees with Recommendation 21 and is working towards implementation that will help achieve this goal.**

MONSE Led-Activities: In partnership with the listed entities and other critical CBOs, MONSE has initiated assemblies to strategize on change and opportunities to fill gaps in trauma-informed services.



Michael Harrison  
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Mayor  
City of Baltimore