

Criminal Injuries Compensation Board

FY 2025 Report

*Criminal Procedure Article, Section 11-805(c); 2025 Joint
Chairmen's Report - FY 2026 Operating and Capital
Budgets (Pages 36-37)*

Governor's Office of Crime Prevention and Policy

October 31, 2025

WES MOORE
Governor

ARUNA MILLER
Lieutenant Governor



DOROTHY LENNIG
Executive Director

October 31, 2025

The Honorable Wes Moore
Governor of Maryland
100 State Circle
Annapolis, MD 21401

The Honorable William C. "Bill" Ferguson IV
President of the Senate
State House, H-107
Annapolis, MD 21401-1991

The Honorable Adrienne Jones
Speaker of the House of Delegates
State House, H-101
Annapolis, MD 21401

The Honorable Guy Guzzone
Chair, Senate Budget and Taxation Committee
Miller Senate Office Building, Suite 3 West
11 Bladen Street
Annapolis, MD 21401

The Honorable Benjamin Barnes
Chair, House Appropriations Committee
House Office Building, Room 121
6 Bladen Street
Annapolis, MD 21401

RE: Criminal Procedure Article § 11-805(c) (MSAR #15111); 2025 Joint Chairmen's Report (Pages 36-37)

Dear Governor Moore, President Ferguson, Speaker Jones, Chair Guzzone, and Chair Barnes:

In accordance with § 11-805(c) of the Criminal Procedure Article and the 2025 Joint Chairmen's Report - FY 2026 Operating and Capital Budgets (Pages 36-37), please find an enclosed copy of the Governor's Office of Crime Prevention and Policy's (Office) report, titled *Criminal Injuries Compensation Board FY 2025 Report*. This report includes information regarding the activities of the Criminal Injuries Compensation Board, and the financial assistance it provides to crime victims. The 2025 Joint Chairmen's Report also restricts \$100,000 of the appropriation made for the purpose of agency administration until the report is submitted. With the submission of this report, the Office respectfully requests the release of restricted funds.

As required, five color copies will be sent to the DLS Legislative Library.

Sincerely,

A handwritten signature in blue ink, appearing to read "Dorothy J. Lennig".

Dorothy J. Lennig, Esq.
Executive Director

cc: Sarah Albert, Department of Legislative Services (5 copies)

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Introduction

In accordance with § 11-805(c) of the Criminal Procedure Article and the *2025 Joint Chairmen's Report - FY 2026 Operating and Capital Budgets* (Pages 36-37), the Criminal Injuries Compensation Board (Board or CICB) must submit an annual report on its activities to the Governor, the Executive Director of the Governor's Office of Crime Prevention and Policy (Office), and the General Assembly; and submit a report to the budget committees by November 1, as it relates to fiscal 2025 claims and the Criminal Injuries Compensation Fund (CICF) balance prior to the 2026 legislative session.

The *2025 Joint Chairmen's Report - FY 2026 Operating and Capital Budgets* (Pages 36-37) also restricts the expenditure of funds, in the amount of \$100,000, until the Office submits the required report.

Pursuant to its charge, this *Criminal Injuries Compensation Board FY 2025 Report* includes information regarding the activities of the Board, the financial assistance it provides to crime victims, and information on fiscal 2025 claims and CCIF. It also provides a follow-up to several reports submitted in prior years. These reports are available on the Office's website at: <https://gocpp.maryland.gov/reports-and-publications/>.

It is important to note that even though the statute requires the Board to fulfill specific duties to provide financial assistance to crime victims who have suffered compensable injuries or loss in the aftermath of a criminal victimization, the Office's operational staff perform the majority of the duties. For this reason, the report references the Office more frequently than the Board, given its role.

Background

Section 11-805 of the Criminal Procedure Article, which was established by Chapter 705 of 2024, requires the Board to annually report its activities, to include the following:

- The number of applications filed with the Board;
- The number of applications approved;
- The number of applications denied;
- Aggregated data regarding the basis for each denial;
- De-identified data indicating the race, gender, age, and county of residence of victims;
- De-identified data indicating the crime involved in each application; and
- The average time in between the Board receiving an application, the determination of eligibility, and the first disbursement to the victim.

Chapter 705 of 2024 also made substantial changes to State law regarding victim compensation through the Board. Specifically, it altered the composition of the Board; altered the duties, powers, and procedures for the Board to make awards to victims of crime; expanded the eligibility for, amount of, and types of awards that the Board is authorized to make to specified victims of crime; and authorized reconsideration and judicial review of the Board's decisions. It also authorized the Governor to include an adequate appropriation for CICF in the annual State budget for fiscal 2026 and each year thereafter to ensure a balance in the fund. Although the provision that authorized an appropriation became effective on July 1, 2024, the remaining provisions took effect on July 1, 2025.

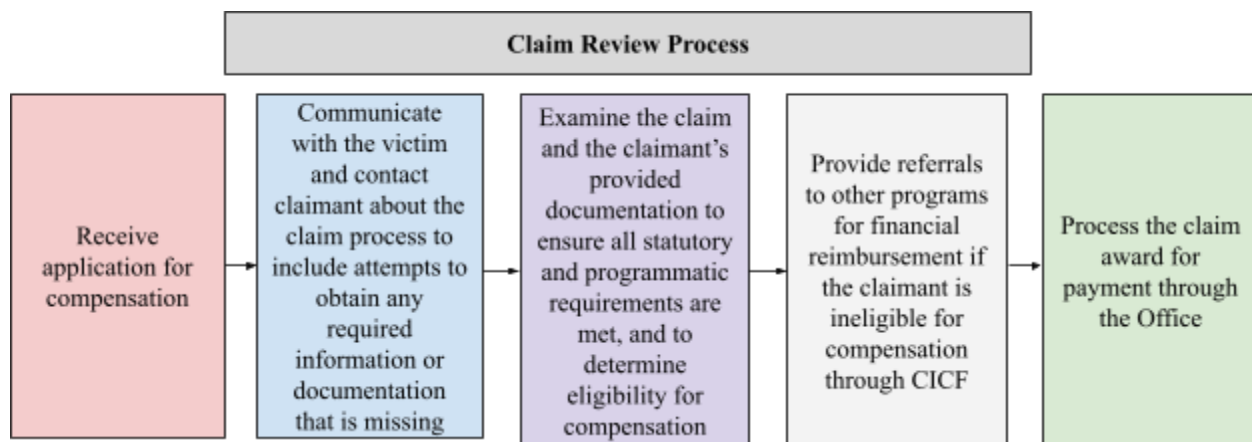
The Office is continuing to update processes, draft regulations, and conduct internal and external training to ensure successful implementation of the new statute. The increase in award amounts, the timeline to process claims, and changes in eligibility determinations are all implemented. The Office is currently drafting updated regulations to reflect the statutory changes.

Criminal Injuries Compensation Board

Through its mission, the Board provides financial assistance to crime victims who have suffered compensable injuries or loss in the aftermath of criminal victimization. The Board awards claims primarily through a reimbursement process.¹ As the *Payer of Last Resort*, an award for unreimbursed expenses incurred as a direct result of a crime can only be made after all other available resources are exhausted such as health insurance, social security, and workers compensation.² This process requires claimants to provide documentation of denial or partial payments from other reimbursement sources before the Board may begin the claims examination process. Each claim must meet the statutory and programmatic requirements in order to receive an award for compensation. The Board reimburses victims for crime-related medical/dental expenses, mental health counseling, loss of earnings, disability, funeral/burial, loss of support, bereavement leave, crime scene clean-up, other related expenses, one-time relocation expenses, transportation, and childcare expenses incurred as a direct result of the crime. To ensure the most appropriate resources are provided to victims of crime, the Office conducts a thorough review of each claim (*as illustrated on the following page*).

¹ It is important to note that emergency claims are paid directly to a vendor prior to the claimant incurring the expense with the additional requirement that the claimant demonstrate an undue hardship if the claim is not immediately paid.

² It is important to note that claims are awarded to individual crime victims and vendors.



Under the authority of the Executive Director of the Office, Board members are appointed by the Governor's Office of Appointments with required advice and consent of the Senate to review disputed claims and to make decisions regarding whether to award or deny a request for compensation. Although the Board is charged to fulfill specific duties to provide financial assistance to victims of crime, the day-to-day operations are performed by the Office's administrative and operations staff to ensure crime victims are informed of their rights and receive the aid and assistance they are entitled to through the compensation process. Effective July 1, 2025, the Board may delegate to staff the authority to make initial claim determinations. Office staff work to ensure victims are reimbursed for out-of-pocket expenses incurred as a direct result of the crime through CICF or another source of reimbursement, and assist victims during reconsideration hearings.³ Staff also provide outreach to community and criminal justice-based allied professionals, assist victims and claimants through the compensation appeals process, and provide continuing education on emerging victim-related issues to the Board.

Activities of the Board

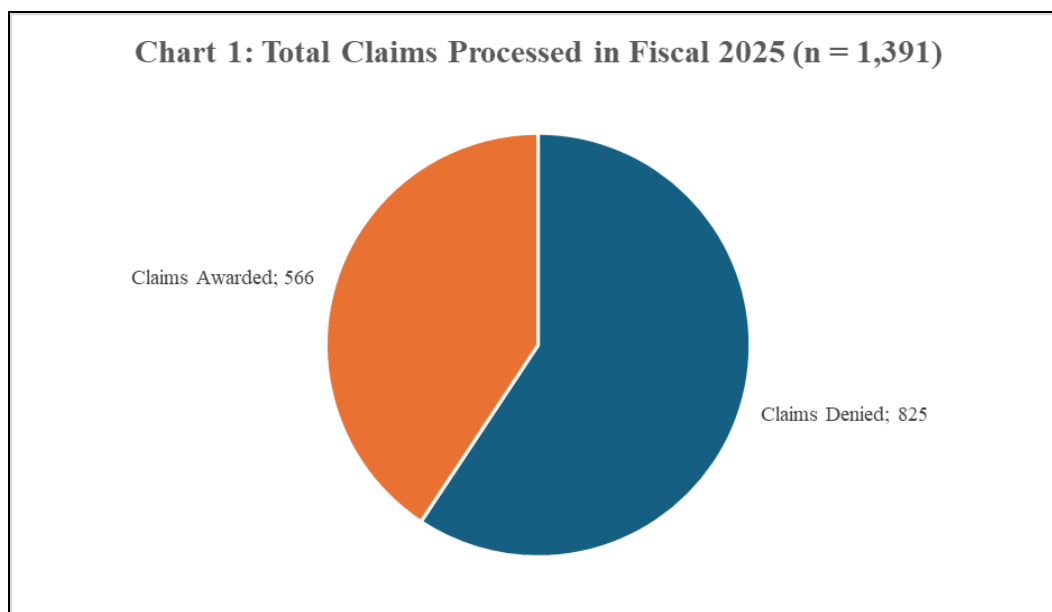
Between July 1, 2024 and June 30, 2025, the Board received a total of 793 applications for new claims. The Board processed a total of 1,391 claims⁴ - this included the 793 applications for new

³ It is important to note that the Board may re-review a claim through a reconsideration hearing if the claimant disagrees with the Board's initial decision of the claim.

⁴ For the purpose of this report, data was extracted from the Crime Victims Compensation Program database on October 15, 2025, to identify information pertaining to all claims received and processed during the reporting period. Given the efforts to address the backlog, the Board processed a total of 1,391 claims which included applications for new claims as well as backlogged claims. It is important to note that 28 additional claims were originally processed (n = 1,419) in State fiscal 2025, and reported to the Department of Budget and Management (DBM) on September 5, 2025; however, because new documentation was received, the Board re-opened the 28 claims for re-review. For this reason, the total number of claims processed resulted in a total of 1,391 as of October 15, 2025, due to the 28 re-opened claims. Furthermore, in comparison to 1,755 received applications that were reported to DBM on September 5, 2025, the 336 difference (1,755 - 1,419) accounts for requests for reconsideration hearings; and applications that were identified in the data migration to the Crime Victims Compensation Program

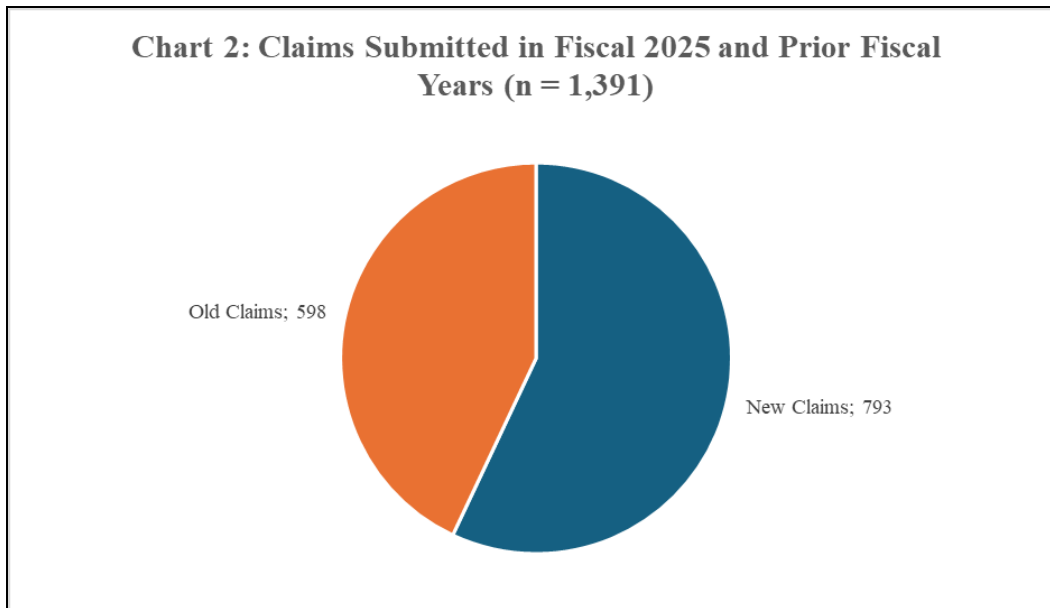
claims and 598 claims submitted in prior fiscal years - which resulted in 566 awards and 825 denials (*as illustrated in **Chart 1** and **Chart 2***).⁵ The disparity between the number of claims filed and the number of claims processed is a result of improvements made to the Board.

Under the leadership of the Administration and the Executive Director of the Office, there have been strategic investments in the staffing and technology at CICB to ensure that the office operates efficiently and effectively for Maryland victims of crime and their loved ones. These improvements enabled CICB to process many claims which stalled primarily due to the impact of the pandemic as well as process new claims as they were filed. All claims awarded met the statutory and programmatic requirements under Maryland law.

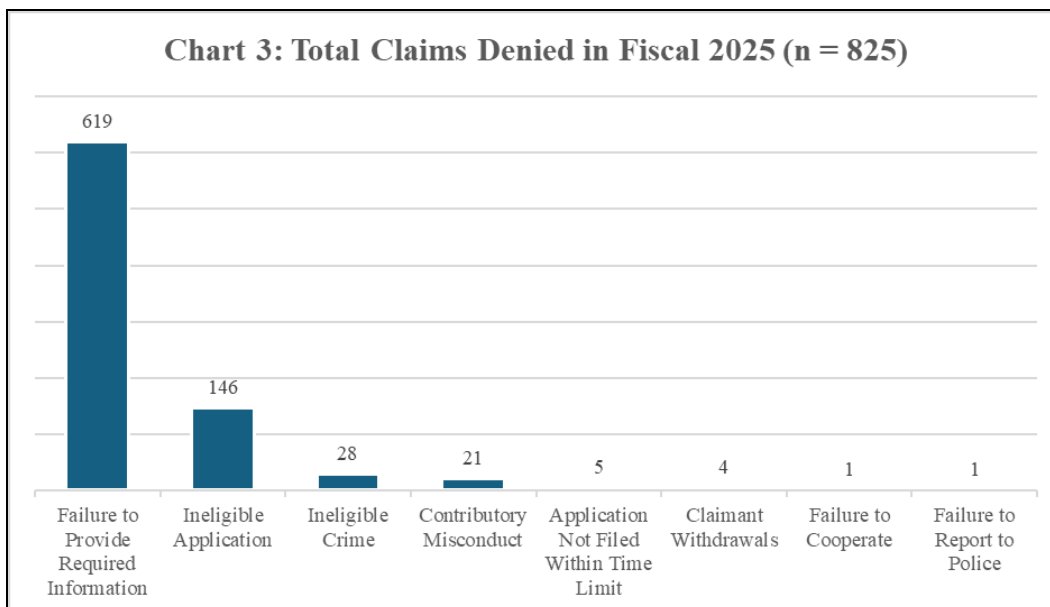


database as well as backlogged claims which resulted in closure due to the lack of contact with the claimant and/or incomplete applications.

⁵ It is important to note that the awards reflect approved applications and denials represent denied applications.

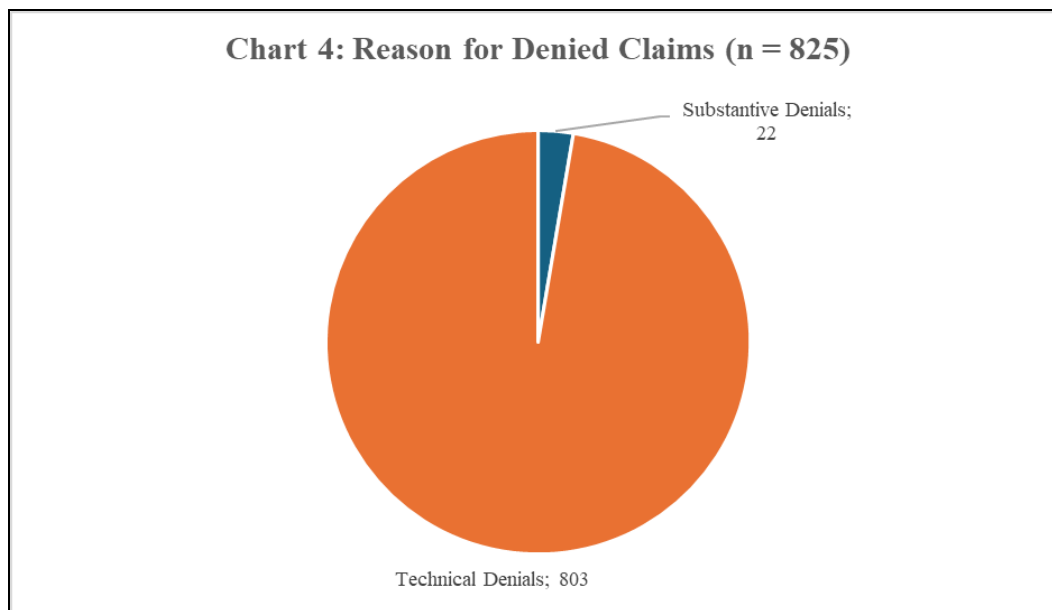


Of the 825 denied claims, 75% (n= 619) were the result of the applicant's failure to provide the required information (*as illustrated in **Chart 3***). The remaining 206 denials resulted from an ineligible application (n = 146; 17.7%), ineligible crime (n = 28; 3.4%), contributory misconduct (n = 21; 2.6%), application not filed within the time limit (n = 5; 0.6%), claimant withdrawals (n = 4; 0.5%), failure to cooperate (n = 1; 0.1%), and failure to report to police (n = 1; 0.1%).

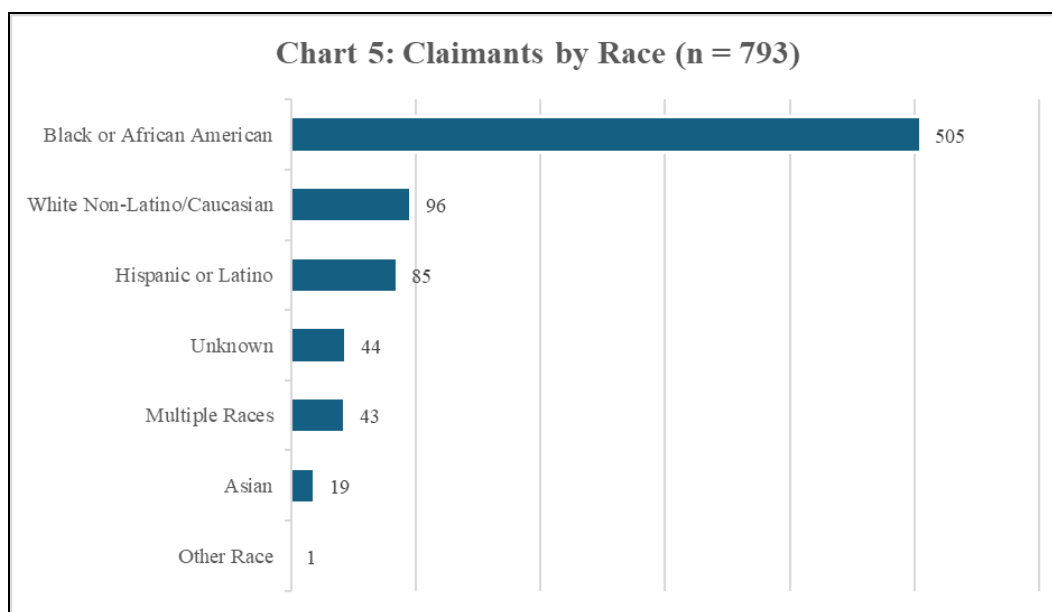


Of the 825 denied claims, 22 consisted of substantive denials and 803 consisted of technical denials (*as illustrated in **Chart 4***). Based on the 22 substantive denials - claims that did not meet

the statutory and/or programmatic requirements - 21 resulted from contributory conduct and one resulted from failure to cooperate.⁶

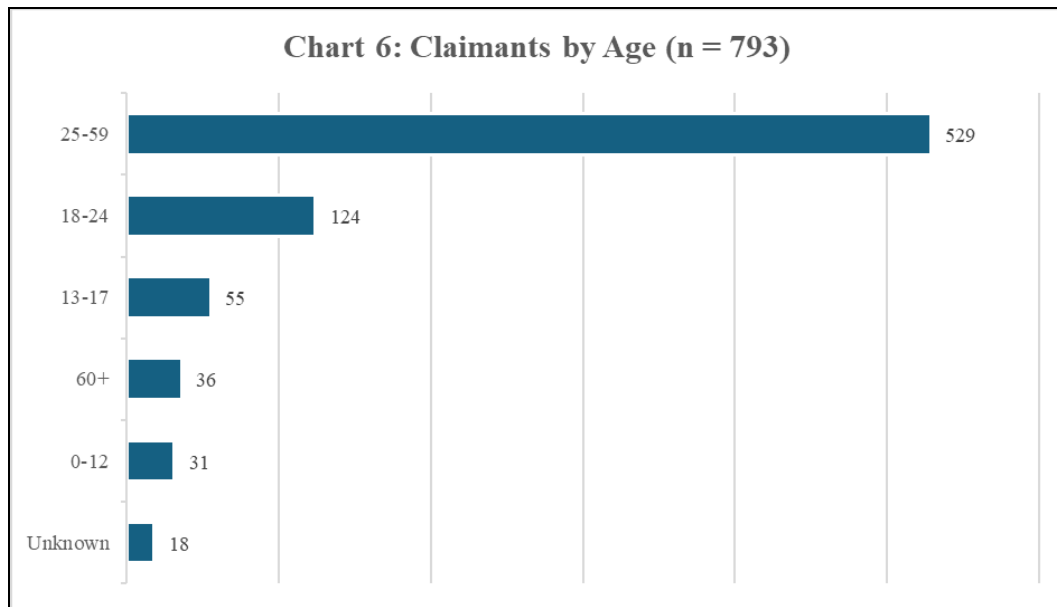


During the reporting period, of the 793 applications that were received for a new claim,. most claimants (63.7%) were Black or African American, followed by White Non-Latino/Caucasian (12.1%), Hispanic or Latino (10.7%), unknown (5.6%), multiple races (5.4%), Asian (2.4%), or other (0.1%) (*as illustrated in **Chart 5***).

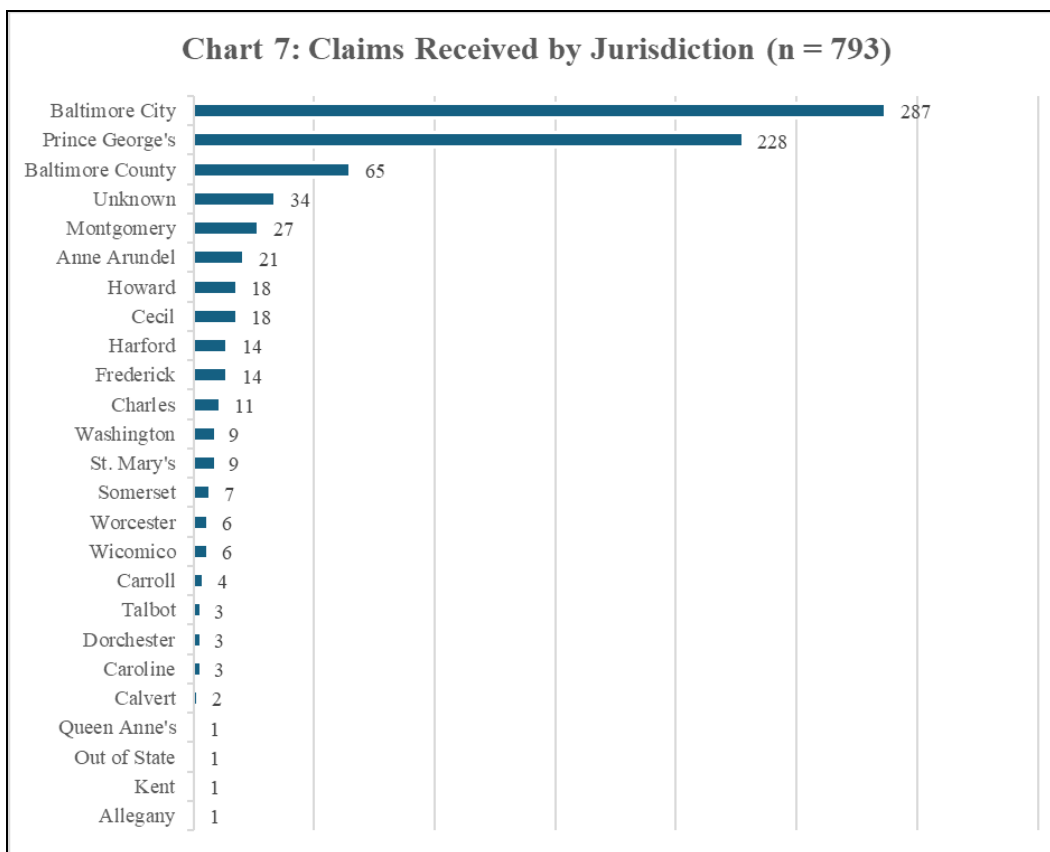


⁶ It is important to note that, effective July 1, 2025, contributory conduct and the requirement to cooperate with law enforcement were removed from the statute.

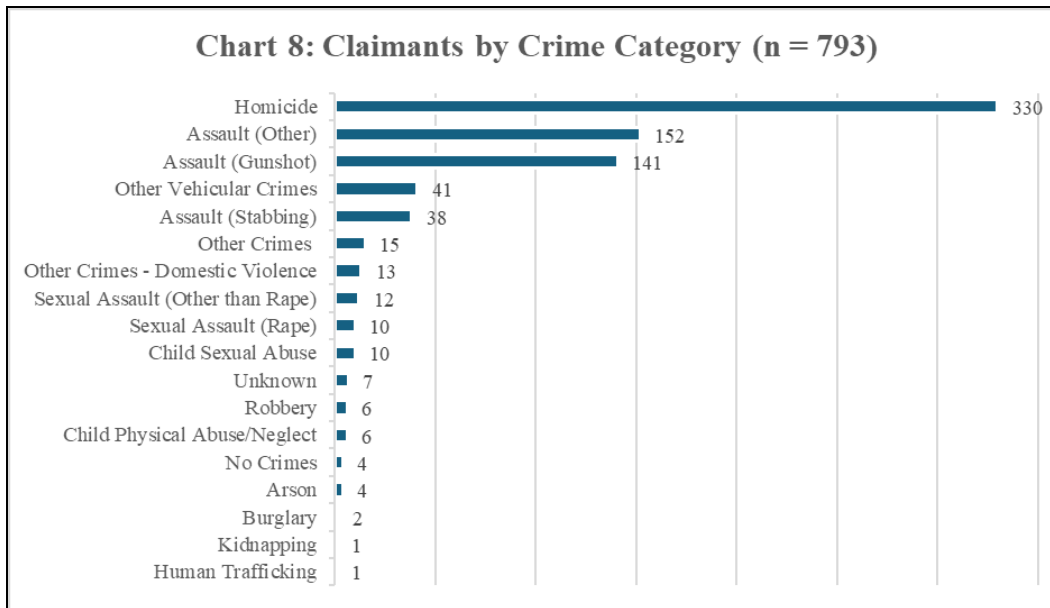
In addition, 67.3% of the claimants were male (n = 534), whereas, the remaining 32.7% were females (n = 246) or unknown (n = 13). Furthermore, the majority of the claimants were between the ages of 25 and 59 years old (n = 529), followed by 18 to 24 years old (n = 124), 13 to 17 years old (n = 55), over the age of 60 (n = 36), zero to 12 years old (n = 31), or unknown (n = 18) (*as illustrated in Chart 6*).



Of the 793 applications for a new claim, nearly 65% were from Baltimore City (n = 287) and Prince George's County (n = 228) (*as illustrated in **Chart 7***). The remaining 35% accounted for claims from other parts of Maryland, out-of-State, or an unknown location.



Between July 1, 2024 and June 30, 2025, the 793 applications for a new claim involved various crime categories, to include yet not limited to, the following: homicide, assault, arson, child abuse, sexual assault, and other vehicular crimes (*as illustrated in **Chart 8***). From this total, 41.6% consisted of homicide, followed by assault (other) (19.1%), assault (gunshot) (17.8%), other vehicular crimes (5.2%), and assault (stabbing) (4.8%). The remaining 11.5% (n = 91) accounted for other crimes, domestic violence, sexual assault, child abuse, robbery, arson, burglary, kidnapping, human trafficking, no crimes, or unknown.



During the reporting period, there were approximately 56 days between the date the Board received an application and the date of resolution, such as an award or denial.⁷

Office Operations

During the reporting period, the Office served 200 walk-in victims, claimants, and stakeholders which consisted of 78 individuals completing applications and 122 individuals delivering or completing additional documents or needing other related assistance.⁸ The Office provided in-person services to victims, claimants, and stakeholders to assist with application completion, documentation submission, and the collection of brochures by victim services entities, attorneys, and other stakeholders to assist claimants.⁹ Office staff also assisted walk-ins to address their needs. Assistance for walk-ins ranged between 15 minutes and 120+ minutes, based on the following:

- Complexity of the claim;
- Number of claimants/victims that required assistance;
- Literacy level of the claimant;
- If the individual spoke English as a second language; and

⁷ It is important to note that the Board is unable to track the number of days between the date it received an application and the first disbursement to the claimant given that the Board provides approval of the funding distribution, whereas, the Maryland Office of the Comptroller provides the actual disbursement to the claimant.

⁸ It is important to note that the referenced information is based on hard copy sign-in sheets that cover a period of September 17, 2024 through July 1, 2025, only.

⁹ It is important to note that the Office provides in-person services every Tuesday and Thursday, from 10:00 a.m. to 3:00 p.m.

- Emotional outpouring regarding the crime and the circumstances surrounding it.

In fiscal 2025, the Board received 16 supplemental claim payments. Unlike most claims, supplemental claims are awarded to crime victims who were previously compensated by the Office. As long as the claimant submits appropriate documentation pertaining to the nexus between the incident and documentation submitted for additional reimbursement, the supplemental claim may be compensated.

If a claimant does not agree with an initial decision rendered by the Board, the Board will re-review the claim through a reconsideration hearing. Following this process, and if a claimant does not agree with the reconsideration decision, they may file a claim with the circuit court of the county in which they reside.

In fiscal 2025, the Office incorporated extensive updates to its Crime Victims Compensation Program database. The Office also created a new electronic application to improve and expedite services to victims of crime. The application provides step-by-step guidance to ensure it is completed correctly. To access the database, please visit: <https://ccvcmd.org/>. These systems provide the following enhancements:

- Provides an electronic avenue for victims/claimants to file and monitor the claims process;
- Allows stakeholders (with permission of the claimant/victim) to monitor and assist with the claims process;
- Improves data tracking capabilities for the Office;
- Improves the ability to identify documents needed from claimants/victims, stakeholders, and other authorized parties to expedite claim processing.

Criminal Injuries Compensation Fund

Through its mission and appropriated CICF funding, the Board provides financial compensation to victims of crime. CICF includes a special non-lapsing fund that is composed of fees levied throughout the criminal justice process and a federal fund award which is also composed of fees levied on offenders in the federal criminal justice system. As shown in **Table 1**, CICF includes revenue from the judiciary and/or related agency, district courts, and restitution paid through the Department of Public Safety and Correctional Services; whereas, the federal match consists of revenues from “federal crime fines, forfeited bail bonds, penalties, and special assessments collected by U.S. Attorneys’ Offices, federal courts, and the Federal Bureau of Prisons.”¹⁰ The federal revenues are deposited into the Crime Victims Fund - a major funding source for victim

¹⁰ Office for Victims of Crime. *Crime Victims Fund*. <https://ovc.ojp.gov/about/crime-victims-fund>

services throughout the nation - and awarded to states each year as formulary and discretionary grants.

For fiscal 2025, the CICF revenues consisted of \$4,039,977 which included \$2,670,977 in State funds and \$1,369,000 in federal funds (*as illustrated in **Table 1** and **Table 2***). The Office paid \$2,675,585 to claimants/victims.

Table 1: Fiscal 2025 CICF State Revenue	
Revenue Source	Amount
Judiciary/Court Related Agency	\$123,789
Maryland District Court	\$939,542
Maryland District Court/Traffic Adjudication	\$500,000
Restitution/Department of Public Safety and Correctional Services	\$5,244
Interest	\$2,402
General Fund Support	\$1,100,000
Total Revenue	\$2,670,977

Federal revenue used to support the CICB program includes VOCA compensation funds. The award amount is calculated as 75% of the state funded compensation paid to claimants two federal fiscal years prior to the present federal fiscal year. As detailed in **Table 2**, the program received between \$1.1 million and \$1.6 million annually from federal fiscal years 2018 to 2024.

The decrease in funding for federal fiscal year 2025 is due to the spending down of the 2021 federal award, which was not fully utilized in fiscal year 2023.¹¹ This action reduced the total amount of state funded claims, consequently decreasing the award for federal fiscal year 2025. It is anticipated that there will be a need for additional support from the General Fund in State fiscal year 2026 to maintain a balance in CICF and payout awarded claims throughout the fiscal year, in part due to the temporary reduction in the federal fiscal year 2025 federal award.

Table 2: VOCA Compensation Awards (Fiscal 2018 - Fiscal 2025)	
Award Year	Award Amount
FFY 2025	\$296,000
FFY 2024	\$1,369,000
FFY 2023	\$1,081,000
FFY 2022	\$1,257,000
FFY 2021	\$1,617,000
FFY 2020	\$1,075,000
FFY 2019	\$1,088,000
FFY 2018	\$1,462,000

¹¹ It is important to note that the Office anticipates the federal funding match to be restored to prior levels next fiscal year.

Conclusion

The Board will continue to award claims through a reimbursement process only after all other available resources are exhausted to ensure financial assistance is provided to crime victims who have suffered compensable injuries or losses as a direct result of a criminal victimization and have documented eligible expenses. Given the Board's specific charge to award claims through a reimbursement process for eligible documented expenses, the Office will continue to perform the day-to-day operations to ensure crime victims are informed of their rights, receive the aid and assistance they are entitled to, are restored financially through CICF or another source of reimbursement, and receive assistance during reconsideration hearings.