

# THE BALTIMORE CITY CRIMINAL JUSTICE COORDINATING COUNCIL

## MINUTES FROM THE JANUARY 21, 2026 MEETING

### **Council Members In Attendance\*:**

Chair Brandon Scott, Mayor, City of Baltimore

Chair Geoffrey Hengerer, District Administrative Judge, District Court of Maryland, District 1

Dorothy Lennig, designee for the Governor of Maryland

Katie Dorian, designee for Maryland Attorney General

Catherine Flynn, designee for the State's Attorney for Baltimore City

Richard Worley, Commissioner, Baltimore Police Department

Marguerite Lanaux, District Public Defender, Baltimore City

Angelina Guarino, designee for Secretary, Department of Public Safety and Correctional Services

LaShae Nicholson, Deputy Director of Operations for the Division of Parole and Probation, Department of Public Safety and Correctional Services

Kelvin Harris, designee for Commissioner, Division of Pretrial Detention and Services, Department of Public Safety and Correctional Services

Alana Calhoun, designee for Council President, Baltimore City Council

Sam Cogen, Sheriff, Baltimore City Sheriff's Office

Betsy Fox Tolentino, Secretary, Department of Juvenile Services

Stefanie Mavronis, Director, Mayor's Office of Neighborhood Safety and Engagement

Xavier Conaway, Clerk of the Court, Circuit Court for Baltimore City

Mary Abrams, Administrative Clerk, District Court of Maryland, District 1

Linda Lewis, Administrative Commissioner, District Court of Maryland, District 1

Crista Taylor, President and CEO, Behavioral Health System Baltimore

Thomas Maronick, Jr., Private Defense Bar Representative, Bar Association of Baltimore City

**Others in Attendance\*:** Kimberly Barranco, Director of the Baltimore City Criminal Justice Coordinating Council

Allison Badger, Director, Center for Justice Planning, National Criminal Justice Association

Judge David Aldouby, District Court of Maryland, District 1 and Co-Chair of the Domestic Violence Coordinating Committee

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Judge James Green, District Court of Maryland, District 1 and Chair of the Warrant Committee

Judge Diana Smith, District Court of Maryland, District 1 and Chair of the Pretrial/Post Arrest Committee

Joseph Muhlhausen, Chief of Data Analytics, Mayor's Office of Neighborhood Safety and Engagement and Co-Chair of the Interagency Data and IT Committee  
Tania Araya, Director of Programs, Turnaround, Inc., and Chair of the Domestic Violence Fatality Review Team

Sean Hiken, Circuit Court for Baltimore City Clerk's Office

Nicholas Blendy, designee for the Baltimore City Sheriff's Office

Alicia Taylor Bard, Baltimore City Sheriff's Office

Derek Loeffler, designee for Commissioner, Baltimore Police Department

**Absent:** Chair Audrey J.S. Carrión, Circuit Administrative Judge, Circuit Court for Baltimore City

Wes Moore, Governor of Maryland

Anthony Brown, Maryland Attorney General

Ivan Bates, State's Attorney for Baltimore City

Carolyn Scruggs, Secretary, Department of Public Safety and Correctional Services

James Wyda, Federal Public Defender for the District of Maryland

Kimberly Bey, Commissioner, Division of Pretrial Detention and Services, Department of Public Safety and Correctional Services

Zeke Cohen, Council President, Baltimore City Council

Cory McCray, Baltimore City Delegation Senator

Marlon Amprey, Baltimore City Delegation Delegate

**\*We request that all in attendance sign the attendance sheet which is available at each meeting.**

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## MEETING DIALOGUE

1. **Call to Order and Welcome:** The meeting was called to order at 2:00 p.m. Mayor Brandon Scott greeted Council members and their representatives.

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2. **Approval of the September 10, 2025 Meeting Minutes:** Kimberly Barranco asked members if they had any edits to the September 10, 2025 meeting minutes. The minutes were approved without objection.

3. **Chairs' Reports:**

- **Mayor Brandon Scott**
  - Mayor Scott acknowledged the collective success of reducing violence in Baltimore in the previous year.
  - Noted that the city achieved its fewest homicides in at least 50 years with 133 homicides, a 60% drop since 2020.
  - Stressed the importance of continued focus on building upon this success and sustaining the reductions through ongoing partnership and collaboration.
  - Continuing the progress is the number one priority.
  
- **District Court Administrative Judge Geoffrey Hengerer**
  - Judge Hengerer thanked attendees for being present after the November meeting was postponed due to the loss of Deputy Mayor Barksdale, and he offered his condolences.
  - Expressed thanks to the committee chairs, especially the three judges from the District Court, for their hard work addressing the nuts and bolts of the Council's work.
  
- **Circuit Court Administrative Judge Audrey J.S. Carrión**
  - On behalf of Judge Audrey Carrión, Kimberly Barranco requested the formation of a workgroup to address issues with juvenile case processing.
  - A motion was requested based upon concerns raised by District Public Defender Marguerite Lanaux at a meeting and subsequent correspondence which outlined concerns with the charging of juvenile complaints, the filing of petitions, notice and service to the parties, the provision of counsel for conflicts, and the scheduling of court hearings.
  - Ms. Barranco suggested that the workgroup be comprised of representatives from the Department of Juvenile Services, the Baltimore Police Department, the State's Attorney's Office, the Clerk's Office, the Office of the Public Defender, the Court, and others as needed to fully examine the issues, identify systemic challenges and develop appropriate responses.
  - A discussion ensued regarding the intended scope of the proposed workgroup,

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with members suggesting an expansion of the scope beyond delays with panel attorneys to include other delays related to "auto charging" issues and juvenile cases in the adult Circuit Court. Members discussed adding additional stakeholders to the workgroup, including the Sheriff's Office, the OAG, the Court Commissioners, and DPSCS.

- After debating whether the work group should be narrowly defined based on Ms. Barranco's request noting the concerns raised in Ms. Lanaux's letter or expanded to a more encompassing scope, and noting that larger issues like auto charging might have statewide concerns, a motion was made that the matter should be tabled until the next meeting.
- Judge Hengerer and Mayor Scott agreed with the suggestion to table the motion, which would allow Judge Carrión to be present to discuss the proposed scope. The motion to table the formation of a workgroup was approved.

## 4. Strategic Planning Session

Allison Badger, Director of the Center for Justice Planning at the National Criminal Justice Association introduced herself and began leading the council through a mini-strategic planning session. She noted that the Council's bylaws require the strategic plan to capture its vision for enhancing the criminal justice system through realistic and achievable initiatives, with goals being specific, measurable, achievable, relevant, and time-bound (SMART). The immediate goal was to begin the conversation and gain an idea of how the council wants to function and identify potential goals.

Ms. Badger reviewed the results from the survey conducted in the fall with council members, designees, and committee chairs regarding their top priorities and desired focus for the CJCC.

- Information sharing and better communication were most highly rated (83%).
- Maximizing resources and increased operational coordination (79%).
- Increased partnership for new initiatives (71%).

Ms. Badger asked the group to consider key themes and goals for the council to tackle, with an emphasis on avoiding duplication of effort with existing committees or state commissions. The overarching themes presented through the survey included:

- Inter-agency collaboration and communication;
- Criminal justice reform;
- Recidivism reduction and re-entry support;

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- Public safety infrastructure initiatives;
- Mental health and substance use treatment;
- Community engagement and family support; and
- Operational efficiency, technology, and data integration.

Judge Hengerer advised that due to the involvement of judges as co-chairs, the Council cannot focus on policy such as broad criminal justice reform to ensure the judges can participate appropriately. Ms. Badger further clarified the themes and goals as identified in the survey and noted that some are already being addressed statewide and in the CJCC committees.

Ms. Badger reminded members about the seven CJCC committees and asked Ms. Barranco to discuss their purposes.

- Warrant Committee – Ms. Barranco introduced Chair Judge James Green, who explained the committee is focusing on detainers and warrants, noting there were approximately 40,000 outstanding warrants in Baltimore City. The committee has also spent time hearing presentations from different agencies to improve communication and understanding the booking and warrant processes. Judge Green explained that there is overlap with a statewide JRA workgroup on detainers.
- Pretrial/Post Arrest Committee Chair Judge Diana Smith reported that the committee is addressing issues with electronic monitoring, communication between electronic monitoring companies, BPD, and the courts, and communication between the District Court and the Circuit Court regarding electronic monitoring supervision after indictment or jury trial prayer. Ms. Barranco added that the committee is also addressing the issue of the provision of electronic discovery to pretrial defendants. Judge Green also explained that there is overlap with a statewide JRA workgroup on electronic monitoring.
- Domestic Violence Coordinating Committee Co-Chair Judge David Aldouby explained that the DVCC handles issues in both the civil (primarily protective orders) and criminal arenas, focusing on procedural and access issues for petitioners, coordination with law enforcement on service of orders and returns to the court, and modernizing court processes.
- Transportation Committee – Ms. Barranco advised that Chair Circuit Court Judge in Charge of Criminal Melissa Copeland was not present, but that the committee focuses primarily on issues related to transporting defendants who

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are pretrial or sentenced in Circuit Court, dealing with scheduling and transportation challenges.

- Community Justice Committee Co-Chair District Public Defender Marguerite Lanaux discussed the committee's focus on defining justice and restorative practices for community members, exploring diversion, recidivism reduction, and alternative actions to improve Baltimore City.
- Interagency Data and IT Committee Co-Chair Assistant Secretary Angelina Guarino and Co-Chair Director Joseph Muhlhausen from the Mayor's Office of Neighborhood Safety and Engagement detailed the committee's work, which is focused on collectively managing data assets, facilitating data sharing, identifying gaps, and ensuring the transparent public communication of information. Ms. Barranco also noted that the old CJCC fiber optic infrastructure, which has been in use since 2000, is being addressed by a work group.
- Domestic Violence Fatality Review Team Chair Tania Araya explained that the team reviews domestic violence homicides and near homicides in Baltimore City to identify systemic gaps and develop recommendations to improve system responses. Ms. Barranco explained that this committee is the only one that continued meeting after the previous CJCC was defunded. Ms. Araya noted that a number of their past recommendations, such as the Sheriff's Office service of protective orders, have been implemented.

Mr. Maronick raised bail reform as a critical issue, citing problems with bond denial, the timing of bond reviews, and issues with approved home detention providers. It was determined that these issues could be addressed by the Pretrial/Post Arrest Committee. Concerns were raised about using the term "bail reform" due to its policy implications, with the consensus being to focus on operational issues and protocols.

A focus on public safety was discussed, but members cautioned that the word could be misinterpreted. Ms. Badger acknowledged this concern and Judge Hengerer read the mission statement to the group: "The Baltimore City Criminal Justice Coordinating Council (CJCC) is a coordinated effort of Baltimore City, the Judiciary, the State, and the Federal governments to meet collaboratively to identify, plan, and coordinate solutions for issues that exist and which may arise in the criminal justice system. Intergovernmental information-sharing, collaborative problem-solving, and strategic investments support the CJCC's work to quickly identify and address criminal justice issues systematically and effectively. Robust participation by

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executive-level officials, members of the judiciary, and other public safety partners is foundational to the CJCC and ensures the greatest impact". Ms. Badger acknowledged the judiciary's inability to address policy and members agreed that the language used was important.

Ms. Badger addressed community engagement and members discussed the challenge of engaging the community in highly technical, process-based work, as subject matter experts are required for the actual work. She offered to share information on how other CJCCs engage their communities and suggested considering community partners for a specific committee such as the Community Justice committee. Ms. Badger reminded members that some of the themes and goals are being addressed either at the state level or in CJCC committees already, and she discussed the importance of a feedback loop from the committees to the Council in the form of regular updates at meetings.

Members discussed the focus areas and further identified why the CJCC exists:

- Gaining consensus
- Emerging issues
- Improve processes
- Streamlining problem solving
- Building interagency values
- Transparency
- Best practices and mapping
- Managed growth
- Shared language/behavioral health
- Public education

Ms. Badger continued the discussion on the goals and specific suggestions from the survey.

- **Criminal Justice Reform**

- **Expand sequential intercept mapping initiatives.**

The Council discussed the Sequential Intercept Model (SIM) mapping, a tool to assess resources at different points of contact between individuals with behavioral health issues and the criminal justice system. Crista Taylor advised that Baltimore City has a forensic workgroup and is exploring SIM mapping. She advised an outside consultant conducted a gap analysis some time ago but that the SIM

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mapping could highlight missing gaps. She and Mayor Scott both discussed the importance of community education in this process. Dorothy Lennig advised that GOCPP provides assistance with the mapping and that it is very useful to identify what is available as well as what is missing in the system. She advised that if the Council wants to pursue SIM mapping, they will get it done and that a comprehensive report is part of the process.

- **Increase pretrial diversion options.**

Discussion focused on increasing pre-trial diversion options. Alternatives to prosecution could be addressed in the Pretrial/Post Arrest Committee or Community Justice Committee, with a need to map existing diversion programs across the continuum of the system. Post-charging initiatives were discussed, noting that the Early Resolution Court no longer exists but there is a citation docket. Betsy Tolentino stated that mapping could provide off ramps for diversion at many different points. Judge Green noted that DPSCS is beginning to revisit the risk needs assessment post-arrest which collects information regarding mental health/substance use issues and could inform diversion. Ms. Badger reiterated that SIM mapping could assist in identifying diversion opportunities, and Ms. Lennig stated that the mapping process will address adults only, not juveniles.

- **Reform electronic monitoring.**

The members discussed both pre-trial and post-trial electronic monitoring. The issues regarding private home detention monitoring agencies (PHDMAs) are being addressed by multiple statewide groups and the Pretrial/Post Arrest committee. Mr. Maronick stated that there is a need for the bar to know the list of approved agencies as private home detention is the predominant method in Baltimore City. Judge Green noted that DPSCS is the licensing agency for PHDMAs.

- **Recidivism Reduction and Reentry Support**

- **Reduce recidivism by ensuring returning citizens can use transferable educational and occupational skills developed in prison.**

Re-entry, focusing on reducing recidivism by ensuring returning citizens can use skills developed in prison and establishing continuity of care post-release is not currently being addressed by a CJCC committee. Assistant Secretary Guarino noted a clear connection



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between re-entry and community justice, viewing re-entry as zero level intercept and a form of future crime prevention that addresses basic social determinants of health (housing, transportation, employment) for individuals returning to the community under supervision. The goal is to stabilize individuals to reserve return to incarceration for when necessary. She discussed utilizing probation agents to provide stabilizing resources.

Ms. Tolentino discussed the area often overlooked of "front-door re-entry," concerning young people in the juvenile system who are detained but released without probation, residential commitment, or connection to resources. She noted the revolving door population, with 50% of the detained juvenile population returning home with no services, and 60% of them returning within a year. Deputy Commissioner Kelvin Harris explained that DPDS is beginning to embed re-entry services with the Pretrial Release Services coordinators in the District Court to address the needs of individuals under pre-trial supervision, such as employment, housing, and healthcare, with plans to expand this effort to multiple courthouses.

- **Establish continuity of care post-release.**

Stefanie Mavronis advised that they are partnering with DPSCS to ensure that services are available through MONSE community engagement at the local level to serve as a central hub for individuals transitioning from state custody.

The need to coordinate existing re-entry resources was discussed, with efforts focusing on bringing various services together for charged individuals. Ms. Lennig suggested that the SIM map would likely reveal the existing re-entry resources and help with coordination, and that the CJCC is the appropriate forum to discuss available resources. She also noted that re-entry is a major focus of JRA funding, and agencies should be encouraged to apply to GOCCP.

Ms. Flynn noted that a large number of people whose cases are nolle prossed and released are not under supervision and thus do not receive services, contributing to recidivism. This gap affects emerging adults

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(18 to 25 year olds) and is a problem that needs to be continuously monitored through the SIM process or other coordinated methods. Sheriff Cogen discussed a "safe turn-in process" or "safe surrender" for individuals who violate supervision (e.g., a failed drug test, non-violent crime) which would avoid sending law enforcement out.

Deputy Commissioner Harris explained that embedding re-entry coordinators in Pretrial offices is intended to "catch them when they come in" to connect them with needed services like employment and health resources. Re-entry fairs are also being organized within facilities for those awaiting trial.

Mayor Scott inquired as to the status of the process for developing a workable action plan for every individual returning home from a facility well in advance of their release. Ms. Mavronis advised that this is the aspiration being discussed at the DPSCS leadership level but is complicated due to the number of institutions involved both in the DOC and DPDS.

Deputy Commissioner Harris mentioned running lists to focus on those to be released within 60 to 90 days to develop plans and noted that the planning for sentenced individuals is predicated on knowing an end date, which is crucial for obtaining essential documents like a social security card. Assistant Secretary Guarino confirmed that planning is predicated on an end date, and there is no planning window for the pretrial detention population. She commented that 60 to 90 days is enough time to lose housing or a job, which presents a significant planning challenge. She also suggested that data on the breakdown of services received by the 17,044 men who participated in programming in the last fiscal year would be beneficial for identifying missing services.

Judge Smith discussed the fail to send a child to school docket and how it intersects with re-entry issues. The docket functions as a diversion program to determine the issues that the family is facing and provide parents with services and offers an opportunity to intervene with young people who are truant but not yet involved in the juvenile justice

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system. She noted that if the parent's case is dismissed because they took all efforts but the child still refuses to go to school, there is a gap where the young person receives no beneficial services, often leading to later involvement in the criminal justice system.

Ms. Badger identified a recurring theme of people being missed or underserved due to operational, system, or policy glitches. Although the SIM mapping can identify gaps in services, Ms. Badger suggested that each agency should conduct a "people gap analysis" from each member's perspective to identify high risk groups missed due to fixable operational problems or policy issues. The need to prioritize projects due to limited funding was also stressed.

The discussion highlighted the narrow categorization of "re-entry," which often only refers to individuals returning from long periods of incarceration. Ms. Lanaux suggested that re-entry should be viewed more broadly to include those detained for short periods or those who have never been detained but need help entering adult life. Ms. Badger informed that based upon the criminal justice intercept model, how issues are addressed may change from the present structure.

- **Public Safety and Infrastructure Initiatives**

- **Prioritize a new circuit courthouse and city jail.**
- **Improve protective order service.**
- **Deep dive into the booking process and coordination to modernize/improve the process.**

A key infrastructure initiative discussed was the defragmentation of the booking process, with the goal of coordination and modernization. Catherine Flynn stated the process is "shockingly archaic" and relies heavily on paper rather. She stated that a switch to using technology would require coordination among all justice partners, including Pretrial Release Services, the OPD, the State's Attorney's Office, commissioners, and law enforcement. Mayor Scott asked if anyone knew what the cost would be of modernizing the system. Assistant Secretary Guarino acknowledged that it would be difficult to determine without first defining the scope of modernization. Members acknowledged the current system is very siloed and needs an

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evaluation to improve technological coordination. Sheriff Cogen advised he is interested in the timing of the booking process.

The group decided to discuss a motion at the next meeting for a potential workgroup or task force to study or evaluate a booking system assessment. The members would like to examine the booking process from the moment a person is placed in handcuffs until their bail review, which can take hours. Members stated that streamlining the process, including the health screening that often causes delays, could be highly productive and cost-effective. Ms. Badger suggested that a workgroup on this issue could frame the problem, identify who needs to be involved, and then map the process.

- **Mental Health and Substance Use Treatment**

- **Establish a 24/7 mental health crisis center.**

Mental health and substance use treatment was identified as a critical issue that, while interwoven in current work, lacks a dedicated committee. Ms. Badger suggested that the SIM mapping should be the first step to drive any subsequently formed committee or working group. Ms. Taylor advised that BHSB was involved with the Baltimore City forensic workgroup which was formed after the judiciary led summit on behavioral health. She further advised that this group is already meeting and is planning to reach out to GOCPP about a mapping activity, which may eliminate the need for a new committee.

- **Establish funding and partnerships for substance use disorder treatment, especially for those awaiting trial or reentering the city.**

Members agreed that the SIM mapping should proceed and would likely reveal information relevant to the discussed goals. Ms. Barranco will be added to the forensic workgroup to create a feedback loop to the CJCC, avoiding duplication of efforts. Ms. Taylor suggested that after the mapping, a prioritization exercise would be necessary due to limited funding. The group discussed accelerating the SIM process and Ms. Barranco will reach out to Jim Rhoden at GOCPP to discuss the next steps, the required participants, and the timeframe. Ms. Lennig cautioned that the SIM mapping may reveal broader issues like housing scarcity that are relevant but may be out of scope.

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- **Community Engagement and Family Support**
  - Consider embedding the CJCC committee into Baltimore City's communities.
  - Increase the availability of recreational, artistic and sports programs to unify families in high-crime areas.
- **Operational Efficiency, Technology and Data Integration**
  - Electronic monitoring reform. Establish statewide criteria and eligibility for home detention monitoring and a statewide dashboard to track local jurisdictions in real time.
  - Use of MDEC to reduce redundant data entry and service delay on warrants and court processes.
  - Establish and integrate a virtual court system on a shared platform for ease of use by all parties.
  - Utilize technology to reduce inmate movement and improve warrant processing.
  - AI uses and coordination.

A final topic was the need for ongoing conversation within the group regarding the use and implications of Artificial Intelligence (AI) due to its rapid evolution and the lack of coordination or guidance on issues such as CJIS compliance and evidence. Ms. Flynn stressed the importance of having a forum to discuss the complicated issues surrounding AI in the criminal justice system.

Assistant Secretary Guarino stressed the need for a collaborative conversation about AI. She highlighted the risk of agencies figuring out AI policies in isolation. She discussed Maryland's framework for ethical development and application of AI, especially in high-risk areas like criminal justice, noting that state actors are obligated to disclose all internal use cases to the state Department of Information Technology, and offered to share this framework with members. Assistant Secretary Guarino advised that this topic would be included on the agenda for the Interagency Data and IT committee.

Members agreed to add a motion to form a workgroup to discuss the booking process to the agenda for the next meeting, as well as a motion

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to form a workgroup for juvenile case processing. It was also suggested that members should tour CBIF prior to the next meeting.

5. **Adjournment** – Ms. Badger summarized the discussion by noting that many of the issues suggested and discussed are currently being addressed in the committees, and the booking process and re-entry and diversion initiatives are key focus areas. She stated that the SIM mapping exercise should move forward, focusing on behavioral health but providing a clearer picture for diversion and re-entry. Ms. Badger further stated that the SIM mapping will inform the Council's goals moving forward. Ms. Barranco suggested a standing agenda item for committee chairs to report on committee activities to keep the Council informed as a structure for feedback loops since the CJCC meets only six times a year. Ms. Badger also suggested that each agency should determine if they have gaps to be resolved which could be brought to the CJCC for resolution.

Judge Hengerer adjourned the meeting and advised that the next meeting would be held on Wednesday March 11, 2026 at 2:00 p.m.