P1, E4 1lr2430 CF HB 1188

By: Senator Hettleman

Introduced and read first time: February 9, 2021

Assigned to: Judicial Proceedings

## A BILL ENTITLED

## 1 AN ACT concerning

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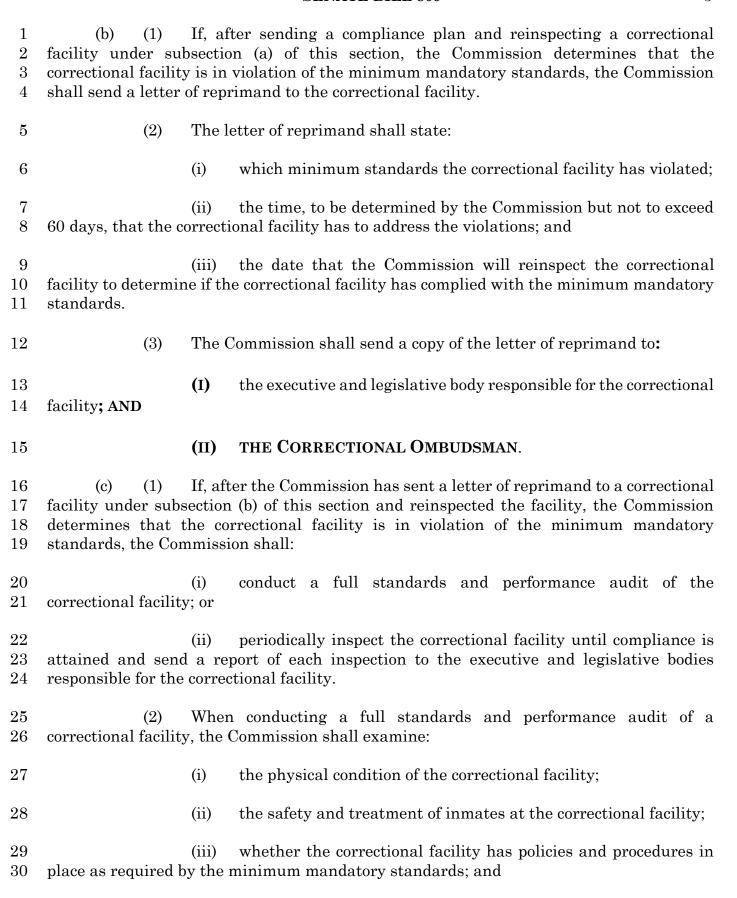
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## Office of the Attorney General - Correctional Ombudsman

FOR the purpose of establishing the Correctional Ombudsman in the Office of the Attorney General; providing for the appointment, qualifications, term, salary, and removal of the Ombudsman; establishing the powers and duties of the Ombudsman; requiring the Ombudsman to conduct certain investigations, conduct certain reviews and assessments, cooperate with a certain agency for a certain purpose, inspect certain facilities, seek to resolve certain complaints through certain methods, maintain a certain website, and adopt certain regulations; requiring the Ombudsman to provide certain information to a certain complainant; requiring the Ombudsman to refer certain matters for criminal charges or disciplinary proceedings; prohibiting a certain agency from restricting the Ombudsman's ability to conduct certain interviews or access certain records or certain facilities; prohibiting a certain agency from opening certain correspondence or interfering with certain communications; requiring the Ombudsman to treat certain communications as confidential under certain circumstances, subject to certain exceptions; authorizing the Ombudsman to subpoena individuals for a certain purpose under certain circumstances and bring certain actions; requiring the Ombudsman to submit certain reports to certain persons within certain periods of time under certain circumstances; requiring an agency to provide a certain written response to a certain report within a certain time period under certain circumstances; establishing the Correctional Ombudsman Advisory Board; establishing the purpose, membership, and staffing of the Board; prohibiting a person from obstructing the lawful exercise of the Ombudsman's powers; establishing a certain penalty for a certain violation; requiring certain materials to be provided to the Ombudsman; requiring the Ombudsman to conduct a certain inspection; stating the intent of the General Assembly that the Governor include in the State budget an appropriation to carry out this Act; requiring the Ombudsman and the Commission on Correctional Standards to submit a certain report on or before a certain date; requiring the Mediation and Conflict Resolution Office to submit a certain report on or before a certain date; stating the intent of the General Assembly that, in its first year, the Office of the Correctional Ombudsman



1 2	focus its activities on a certain area; defining certain terms; and generally relating to the Correctional Ombudsman.					
3 4 5 6 7	BY repealing and reenacting, with amendments, Article – Correctional Services Section 8–114 and 8–117 Annotated Code of Maryland (2017 Replacement Volume and 2020 Supplement)					
8 9 10 11 12 13	Article – State Government Section 6–601 through 6–608 to be under the new subtitle "Subtitle 6. Correctional Ombudsman" Annotated Code of Maryland					
14 15	SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, That the Laws of Maryland read as follows:					
16	Article - Correctional Services					
17	8–114.					
18 19 20	of the minimum mandatory standards, the Commission shall send a compliance plan to the					
21	(2) The compliance plan shall state:					
22 23	(i) which minimum mandatory standards the correctional facility has violated;					
24 25	(ii) the time, to be determined by the Commission, that the correctional facility has to address the violations; and					
26 27 28	(iii) the date that the Commission shall reinspect the correctional facility to determine if the correctional facility has complied with the minimum mandatory standards.					
29	(3) The Commission shall send a copy of the compliance plan to:					
30 31	(I) the executive and legislative body responsible for the correctional facility; AND					
32	(II) THE CORRECTIONAL OMBUDSMAN.					



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facility has complied with the audit findings.

1 (iv) whether the correctional facility is following the required policies 2 and procedures. 3 (3)When conducting a full standards and performance audit, the 4 Commission shall have unrestricted access to the personnel and records of the correctional 5 facility. 6 **(4)** (i) If the Commission lacks the expertise necessary to perform a part 7 of the full standards and performance audit, the Commission may obtain assistance from sources with expertise in the specific standard. 8 9 (ii) If the Commission needs to obtain assistance, the correctional 10 facility that is being audited shall reimburse the Commission for any cost incurred. 11 (5)After completing a full standards and performance audit, the 12 Commission shall send a letter to the correctional facility. 13 (ii) The letter shall contain: 14 a copy of the audit findings, including details on all areas where the correctional facility fails to comply with the minimum mandatory standards; 15 16 2.a statement of what actions the correctional facility must 17 take in order to comply with the audit findings; 18 a date when the correctional facility must comply with the 3. 19 audit findings; and 20 4. a statement that the Commission will conduct an 21unannounced inspection of the correctional facility within a reasonable amount of time 22after the date specified for compliance and that if the correctional facility fails to comply, 23 the Commission may seek a court order requiring compliance or order all or part of the 24correctional facility to cease operations. 25 The Commission shall send a copy of the letter to: (iii) 26 1. the executive and legislative bodies responsible for the 27correctional facility; AND 2. 28 THE CORRECTIONAL OMBUDSMAN. 29 (6)**(I)** Within a reasonable time after the date specified for compliance, 30 the Commission shall conduct an unannounced inspection to verify that the correctional

- 1 (II) ON REQUEST BY THE COMMISSION, THE CORRECTIONAL 2 OMBUDSMAN SHALL CONDUCT AN UNANNOUNCED INSPECTION TO VERIFY THAT 3 THE CORRECTIONAL FACILITY HAS COMPLIED WITH THE AUDIT FINDINGS.
- 4 (d) (1) If, after performing an audit and unannounced inspection under subsection (c) of this section and holding a hearing on the issue, the Commission determines that a correctional facility has not complied with the audit findings, the Commission shall:
- 7 (i) petition a circuit court with venue over the proceeding for a court 8 order requiring the correctional facility to comply with the audit findings; or
- 9 (ii) issue an order to cease operation of the correctional facility or any of its correctional elements, procedures, or functions.
- 11 (2) The Commission shall provide to a correctional facility reasonable 12 notice of a hearing under paragraph (1) of this subsection.
- 13 (3) The Commission may subpoena witnesses and hold public hearings in 14 accordance with Title 10, Subtitle 2 of the State Government Article before making a final 15 decision on whether to seek a court order or close a correctional facility or any of its 16 correctional elements, procedures, or functions.
- 17 8–117.
- 18 **(A)** The Commission may perform any acts necessary and appropriate to carry out 19 the powers and duties set forth in this subtitle.
- 20 (B) THE COMMISSION SHALL RECEIVE FROM AND SHARE WITH THE 21 CORRECTIONAL OMBUDSMAN INFORMATION RELATED TO ANY CONDITION THAT 22 MAY ENDANGER THE LIVES OR HEALTH OF ANY PERSON IN A CORRECTIONAL 23 FACILITY.
- 24 Article State Government
- 25 SUBTITLE 6. CORRECTIONAL OMBUDSMAN.
- 26 **6-601.**
- 27 (A) IN THIS SUBTITLE THE FOLLOWING WORDS HAVE THE MEANINGS 28 INDICATED.
- 29 "ADMINISTRATIVE ACT" (B) **MEANS** ANY ACTION, DECISION, 30 ADJUDICATION, **FAILURE** TO ACT, OMISSION, **RULE** OR REGULATION,
- 31 INTERPRETATION, RECOMMENDATION, POLICY, PRACTICE, OR PROCEDURE OF AN
- 32 AGENCY.

- 1 (C) (1) "AGENCY" MEANS:
- 2 (I) THE DEPARTMENT OF PUBLIC SAFETY AND
- 3 CORRECTIONAL SERVICES;
- 4 (II) ANY OFFICER OR EMPLOYEE OF THE DEPARTMENT OF
- 5 PUBLIC SAFETY AND CORRECTIONAL SERVICES;
- 6 (III) ANY PERSON PROVIDING SERVICES UNDER A CONTRACT
- 7 WITH THE DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES TO
- 8 INDIVIDUALS WHO ARE CONFINED BY OR UNDER THE SUPERVISION OF THE
- 9 **DEPARTMENT: OR**
- 10 (IV) ANY OFFICER, EMPLOYEE, OR ADMINISTRATIVE HEARING
- 11 EXAMINER OF THE STATE OR A UNIT OF LOCAL GOVERNMENT WHO IS ACTING OR
- 12 PURPORTING TO ACT IN RELATION TO INDIVIDUALS CONFINED BY OR UNDER THE
- 13 SUPERVISION OF THE DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL
- 14 SERVICES.
- 15 (2) "AGENCY" DOES NOT INCLUDE:
- 16 (I) A JUDGE, AS DEFINED BY § 1–101 OF THE COURTS ARTICLE;
- 17 (II) THE GENERAL ASSEMBLY, OR ANY MEMBER, EMPLOYEE, OR
- 18 COMMITTEE OF THE GENERAL ASSEMBLY; OR
- 19 (III) THE GOVERNOR OR THE GOVERNOR'S PERSONAL STAFF.
- 20 (D) "OMBUDSMAN" MEANS THE CORRECTIONAL OMBUDSMAN.
- 21 (E) "RECORDS" MEANS ALL MATERIALS, REGARDLESS OF PHYSICAL FORM
- 22 OR CHARACTERISTICS, CREATED, GENERATED, RECORDED, RECEIVED, POSSESSED,
- 23 OR CONTROLLED BY OR ON BEHALF OF ANY AGENCY.
- 24 **6-602.**
- 25 THERE IS A CORRECTIONAL OMBUDSMAN IN THE OFFICE OF THE ATTORNEY
- 26 GENERAL.
- 27 **6–603.**

$\frac{1}{2}$	(A) WITH THE	` '		ATTORNEY GENERAL SHALL APPOINT THE OMBUDSMAN CONSENT OF THE SENATE.
3		(2)	THE	OMBUDSMAN SHALL SERVE FOR A TERM OF 5 YEARS.
4 5	UNTIL A SU	(3) UCCES		HE END OF A TERM, THE OMBUDSMAN CONTINUES TO SERVE APPOINTED AND QUALIFIES.
6 7 8	THE VOTE		TWO-	ATTORNEY GENERAL OR THE GENERAL ASSEMBLY, WITH THIRDS MAJORITY OF EACH CHAMBER, MAY REMOVE THE R:
9			(I)	MISCONDUCT IN OFFICE;
0			(II)	A FELONY CONVICTION; OR
$\frac{1}{2}$	THE DUTIE	ES OF T	(III) THE OF	A PERSISTENT FAILURE BY THE OMBUDSMAN TO PERFORM FICE.
13	(B)	Тне	Омви	DSMAN SHALL BE AN INDIVIDUAL:
4		(1)	WITH	RECOGNIZED JUDGMENT AND OBJECTIVITY;
15 16	RELATED 7	(2) го сон		HAS DEMONSTRATED INTEREST AND EXPERIENCE IN ISSUES IONS;
17 18	AND PUBL	(3) IC POL		POSSESSES SKILL IN ANALYZING LAW, ADMINISTRATION, ND
9		(4)	WITH	EXPERIENCE IN AT LEAST ONE OF THE FOLLOWING AREAS:
20			(I)	LAW;
21			(II)	AUDITING;
22			(III)	GOVERNMENT OPERATIONS;
23			(IV)	INVESTIGATIONS;
24			(v)	SOCIAL WORK; OR
25			(VI)	CONFLICT RESOLUTION.

1	1 (C) WHILE SERVING AS OMBUDSMAN, AN	(C) WHILE SERVING AS OMBUDSMAN, AN INDIVIDUAL MAY NOT:						
2	2 (1) BE ACTIVELY INVOLVED WITH A	ANY POLITICAL ACTIVITIES;						
3 4	,	•						
5 6	` '	LD ANY ELECTIVE OR APPOINTED						
7 8	` '	ATION, BUSINESS, OR PROFESSION						
9 10		JLL-TIME PERFORMANCE OF THE						
11	11 (II) RESULT IN A CONFLICT C	OF INTEREST; OR						
12	12 (III) RESULT IN THE APPEARA	NCE OF IMPROPRIETY.						
13 14	(D) (1) THE SALARY OF THE OMBUDSMAN IS EQUAL TO THE SALARY OF A DISTRICT COURT JUDGE.							
15 16	. ,	OSMAN MAY NOT BE DIMINISHED						
17	17 <b>6–604.</b>							
18 19		TO A COMPLAINT OR ON THE						
20 21	` '	ATIVE ACT THAT THE OMBUDSMAN						
22	22 (I) CONTRARY TO LAW OR R	EGULATION;						
23	23 (II) BASED ON A MISTAKE OF	FACT;						
24	24 (III) UNSUPPORTED BY SUFFI	CIENT EVIDENCE;						
25	25 (IV) PERFORMED IN AN INEFI	FICIENT MANNER;						

$\frac{1}{2}$	(V) UNREASONABLE UNDER THE TOTALITY OF THE CIRCUMSTANCES; OR
3	(VI) OTHERWISE ERRONEOUS;
4	(2) CONDUCT INDEPENDENT REVIEWS AND ASSESSMENTS OF:
5 6	(I) HEALTH SERVICES PROVIDED TO INDIVIDUALS CONFINED BY ANY AGENCY;
7 8	(II) MENTAL HEALTH SERVICES PROVIDED TO INDIVIDUALS CONFINED BY ANY AGENCY;
9	(III) PLANS BY AGENCIES TO EXPAND, RENOVATE, OR CLOSE FACILITIES;
$egin{array}{c} 1 \ 1 \ 2 \end{array}$	(IV) EDUCATIONAL AND VOCATIONAL PROGRAMS FOR INDIVIDUALS CONFINED BY ANY AGENCY; AND
13 14	(V) AGENCY POLICIES ON RESTRICTIVE OR PROTECTIVE HOUSING;
15 16	(3) COOPERATE WITH ANY AGENCY IN EFFORTS TO IMPROVE THE FUNCTIONING OF ANY AGENCY OR PREVENT ABUSES BY AGENCIES;
17 18	(4) INSPECT ANY FACILITIES OWNED OR CONTROLLED BY ANY AGENCY TO MONITOR CONDITIONS IN THE FACILITY;
19 20	(5) SEEK TO RESOLVE COMPLAINTS AGAINST AN AGENCY THROUGH MEDIATION OR OTHER CONFLICT RESOLUTION METHODS;
21	(6) MAINTAIN A WEBSITE THAT:
22 23 24	(I) SUBJECT TO THE REQUIREMENTS OF SUBSECTION (E) OF THIS SECTION, MAKES CURRENT AND PAST REPORTS AVAILABLE TO THE PUBLIC; AND
25 26	(II) PROVIDES CONTACT INFORMATION FOR THE OFFICE OF THE CORRECTIONAL OMBUDSMAN; AND
27	(7) ADOPT REGULATIONS NECESSARY TO CARRY OUT THE

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REQUIREMENTS OF THIS SUBTITLE.

- 1 (B) (1) THE OMBUDSMAN SHALL INVESTIGATE EACH COMPLAINT ABOUT 2 AN ADMINISTRATIVE ACT, UNLESS THE OMBUDSMAN DETERMINES THAT:
- 3 (I) THE COMPLAINT COULD BE ADDRESSED THROUGH 4 ANOTHER PROCESS;
- 5 (II) THE COMPLAINT IS TRIVIAL, FRIVOLOUS, VEXATIOUS, OR 6 NOT MADE IN GOOD FAITH;
- 7 (III) THE COMPLAINANT UNREASONABLY DELAYED IN BRINGING 8 THE COMPLAINT;
- 9 (IV) THE COMPLAINANT IS NOT PERSONALLY AFFECTED BY THE 10 ADMINISTRATIVE ACT; OR
- 11 (V) THE OMBUDSMAN LACKS SUFFICIENT RESOURCES TO 12 INVESTIGATE THE COMPLAINT.
- 13 (2) THE OMBUDSMAN SHALL INFORM A COMPLAINANT OF A 14 DECISION NOT TO INVESTIGATE A COMPLAINT.
- 15 (3) ON REQUEST, THE OMBUDSMAN SHALL INFORM A COMPLAINANT 16 OF THE STATUS OF AN INVESTIGATION.
- 17 (4) ON THE COMPLETION OF AN INVESTIGATION BASED ON A 18 COMPLAINT, THE OMBUDSMAN SHALL INFORM THE COMPLAINANT OF ANY 19 CONCLUSIONS, RECOMMENDATIONS, AND ACTIONS TAKEN IN RESPONSE TO THE 20 COMPLAINT.
- 21 (C) IF THE OMBUDSMAN DETERMINES THAT AN EMPLOYEE OR AGENT OF AN 22 AGENCY ACTED IN A MANNER WARRANTING CRIMINAL CHARGES OR DISCIPLINARY 23 PROCEEDINGS, THE OMBUDSMAN SHALL REFER THE MATTER TO APPROPRIATE 24 AUTHORITIES.
- 25 (D) AN AGENCY MAY NOT:
- 26 (1) RESTRICT THE OMBUDSMAN'S ABILITY TO:
- 27 (I) INTERVIEW AGENCY PERSONNEL OR ANY INDIVIDUAL 28 CONFINED BY AN AGENCY;
- 29 (II) ACCESS ANY RECORDS MAINTAINED BY THE AGENCY; OR

- 1 (III) ACCESS ANY FACILITIES OWNED OR CONTROLLED BY THE 2 **AGENCY**; 3 **(2) OPEN ANY CORRESPONDENCE SENT:** TO THE OMBUDSMAN BY A PERSON BEING CONFINED BY 4 (I)5 THE AGENCY; OR 6 (II) BY THE OMBUDSMAN TO A PERSON BEING CONFINED BY 7 THE AGENCY; OR 8 INTERFERE WITH, DELAY, OR MONITOR ANY COMMUNICATION 9 BETWEEN THE OMBUDSMAN AND A PERSON BEING CONFINED BY THE AGENCY. 10 IN PERFORMING THE DUTIES ASSIGNED UNDER THIS SUBTITLE, THE 11 OMBUDSMAN SHALL TREAT ALL COMMUNICATIONS AS CONFIDENTIAL AND MAY REVEAL THE DETAILS OF ANY COMMUNICATION ONLY IF IT IS: 12 13 **(1)** NECESSARY TO CARRY OUT THE OMBUDSMAN'S DUTIES; AND 14 **(2)** DONE IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL 15 LAW. 16 THE OMBUDSMAN MAY SUBPOENA ANY INDIVIDUAL TO APPEAR TO GIVE 17 SWORN TESTIMONY OR PRODUCE DOCUMENTARY EVIDENCE THAT IS REASONABLY NECESSARY TO CARRY OUT THE OMBUDSMAN'S DUTIES. 18 19 THE OMBUDSMAN MAY BRING AN ACTION IN THE CIRCUIT COURT TO 20ENFORCE THE PROVISIONS OF THIS SUBTITLE. 6-605. 2122(A) WITHIN 30 DAYS AFTER COMPLETING AN INVESTIGATION, THE 23 OMBUDSMAN SHALL SUBMIT TO AN AGENCY A REPORT CONTAINING ANY 24CONCLUSIONS, RECOMMENDATIONS, AND REQUESTS FOR A RESPONSE FROM THE 25 AGENCY.
- 26 (B) IF THE REPORT SUBMITTED TO AN AGENCY UNDER THIS SECTION 27 CONTAINS A REQUEST FOR A RESPONSE FROM THE AGENCY, THE AGENCY SHALL 28 PROVIDE A WRITTEN RESPONSE WITHIN 30 DAYS AFTER RECEIPT OF THE REPORT.

- 1 (C) THE OMBUDSMAN MAY PROVIDE THE REPORT REQUIRED BY THIS
- 2 SECTION, AS WELL AS ANY RESPONSES BY THE AGENCY, TO THE GOVERNOR OR, IN
- 3 ACCORDANCE WITH § 2–1257 OF THIS ARTICLE, THE GENERAL ASSEMBLY.
- 4 **6–606.**
- 5 ON OR BEFORE DECEMBER 31 EACH YEAR, THE OMBUDSMAN SHALL REPORT
- 6 TO THE GOVERNOR AND, IN ACCORDANCE WITH § 2–1257 OF THIS ARTICLE, THE
- 7 GENERAL ASSEMBLY ON:
- 8 (1) INVESTIGATIONS CONDUCTED BY THE OMBUDSMAN;
- 9 (2) ANY ACTIONS TAKEN BY AN AGENCY AS A RESULT OF THE 10 CONCLUSIONS OR RECOMMENDATIONS OF THE OMBUDSMAN; AND
- 11 (3) ANY INSTANCE WHERE AN AGENCY REJECTS A RECOMMENDATION 12 OR CONCLUSION OF THE OMBUDSMAN.
- 13 **6–607.**
- 14 (A) IN THIS SECTION, "BOARD" MEANS THE CORRECTIONAL OMBUDSMAN 15 ADVISORY BOARD.
- 16 (B) THERE IS A CORRECTIONAL OMBUDSMAN ADVISORY BOARD.
- 17 (C) THE PURPOSE OF THE BOARD IS TO PROVIDE INFORMATION TO THE
- 18 OMBUDSMAN AND ASSIST THE OMBUDSMAN IN IDENTIFYING APPROPRIATE
- 19 MATTERS TO INVESTIGATE.
- 20 (D) THE BOARD SHALL CONSIST OF 10 MEMBERS APPOINTED BY THE
- 21 ATTORNEY GENERAL.
- 22 (E) TO THE EXTENT PRACTICABLE, THE ATTORNEY GENERAL SHALL
- 23 ENSURE THAT THE MEMBERSHIP OF THE BOARD INCLUDES REPRESENTATIVES OF:
- 24 (1) FAMILY MEMBERS OF CONFINED INDIVIDUALS;
- 25 (2) RETURNING CITIZENS;
- 26 (3) NONSUPERVISORY CORRECTIONAL OFFICERS;
- 27 (4) MEMBERS OF THE PUBLIC WITH A DEMONSTRATED INTEREST IN
- 28 CORRECTIONS; AND

- 1 (5) INDIVIDUALS WITH BACKGROUNDS IN HEALTH CARE AND SOCIAL
- 2 WORK.
- 3 (F) THE OFFICE OF THE CORRECTIONAL OMBUDSMAN SHALL PROVIDE 4 STAFF FOR THE BOARD.
- 5 **6-608.**
- 6 (A) A PERSON MAY NOT, BY THREAT, FORCE, OR CORRUPT MEANS, 7 OBSTRUCT, IMPEDE, OR TRY TO OBSTRUCT THE LAWFUL EXERCISE OF THE 8 OMBUDSMAN'S POWERS.
- 9 (B) A PERSON WHO VIOLATES THIS SECTION IS GUILTY OF A MISDEMEANOR
  10 AND ON CONVICTION IS SUBJECT TO IMPRISONMENT NOT EXCEEDING 1 YEAR OR A
  11 FINE NOT EXCEEDING \$10,000 OR BOTH.
- SECTION 2. AND BE IT FURTHER ENACTED, That it is the intent of the General Assembly that the Governor shall include in the State budget for fiscal year 2023 and each subsequent fiscal year an appropriation in an amount sufficient to fund the provisions of
- 15 this Act.
- SECTION 3. AND BE IT FURTHER ENACTED, That on or before December 31, 2021, the Correctional Ombudsman and the Commission on Correctional Standards shall submit a joint report to the Governor and, in accordance with § 2–1257 of the State Government Article, the General Assembly detailing how the Office of the Correctional Ombudsman and the Commission will coordinate in order to avoid overlap in their duties.
- SECTION 4. AND BE IT FURTHER ENACTED, That on or before December 31, 2021, the Mediation and Conflict Resolution Office shall report to the Correctional Ombudsman, the Governor, and, in accordance with § 2–1257 of the State Government Article, the General Assembly on best practices for mediating grievances in the corrections system.
- SECTION 5. AND BE IT FURTHER ENACTED, That it is the intent of the General Assembly that, in its first year of operation, the Office of the Correctional Ombudsman focus its activities primarily on those State correctional facilities located in the area of Jessup, Maryland.
- 30 SECTION 6. AND BE IT FURTHER ENACTED, That this Act shall take effect July 1, 2021.