

**OFFICE OF THE INSPECTOR GENERAL**  
**CITY OF BALTIMORE**



**Isabel Mercedes Cumming**  
**Inspector General**

**Investigative**  
**Report Synopsis**

**OIG Case # 25-0046-I**

**Issued: March 17, 2026**



OFFICE OF THE INSPECTOR GENERAL  
Isabel Mercedes Cumming, Inspector General  
City Hall, Suite 635  
100 N. Holliday Street  
Baltimore, MD 21202



March 17, 2026

Dear Citizens of Baltimore City,

The mission of the Office of the Inspector General (OIG) is to promote accountability, efficiency, and integrity in City government, as well as to investigate complaints of fraud, financial waste, and abuse. The following synopsis is a condensed version of the full report provided to City management officials and does not contain all investigative information. This report shows why oversight and direct access to City records and emails are necessary to identify fraud and prevent liability to the City.

This public synopsis provides information that the OIG has learned during an ongoing investigation regarding the Mayor's Office of Neighborhood Safety and Engagement's (MONSE) SideStep Pilot Program (MONSE's youth juvenile diversion program). On October 22, 2025, the OIG issued a [public synopsis \(October 22 Report\)](#) regarding the MONSE's lack of case management, data tracking, and grant billing for SideStep.

This synopsis uncovered fraudulent invoices and an exposure of juvenile information, which both have been referred to law enforcement. The synopsis provides information regarding the request for financial records and an update on other data obtained.

## **BACKGROUND**

MONSE piloted the SideStep youth diversion program between January 2022 and 2024 in the City of Baltimore's (City) Western District. MONSE administered the program with the Baltimore City Police Department (BPD) and the Department of Juvenile Services (DJS). According to the initial program announcement, SideStep provides youth who are 17 or younger with an alternative to the formal justice system and assistance from various service providers, also known as community-based organizations (CBOs) to improve their lives and help them reach their potential.<sup>1</sup> Youth who encountered BPD and met the following criteria were eligible for SideStep:

- First-time offender
- No active warrants
- Charged with a qualifying Category 2 offenses (Shoplifting, Larceny, CDS Possession, Destruction of Property, Misdemeanor Assault, and Unauthorized Use).

The SideStep program was limited to the Western District and stopped operating in 2024. However, in June 2025, MONSE presented its Fiscal 2026 budget during Baltimore City Council's budget hearings with a goal to expand SideStep citywide.

The City's Mayor's Office of Criminal Justice (MOCJ) was allowed to access juvenile records due to a 2019 bill that named MOCJ as an exception (carve-out exception) to the State of Maryland law regarding the [Confidentiality of Juvenile Records](#). No other local municipal government is listed in the carve-out exception. In December 2020, the City replaced MOCJ as a City agency with MONSE, but the law was never changed to reflect the agency change. MONSE continued to access juvenile records based on the

<sup>1</sup> <https://content.govdelivery.com/accounts/MDBALT/bulletins/34f4e19>

### **REPORT FRAUD, WASTE AND ABUSE**

HOTLINE: 443-984-3476/800-417-0430 EMAIL: [OIG@BALTIMORECITY.GOV](mailto:OIG@BALTIMORECITY.GOV) WEBSITE: [OIG.BALTIMORECITY.GOV](http://OIG.BALTIMORECITY.GOV)

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carve-out exception in the law during the SideStep program. The legislation was in effect until September 30, 2025. As of October 1, 2025, MONSE's access to juvenile records ceased. The Mayor has requested this carve-out exception be added back to the law. The Mayor has also requested two other mayoral offices to be added to the carve-out. The two offices are the Mayor's Office of Children and Family Success (MOCFS) and the Mayor's Office of African American Male Engagement (MOAAME). The legislation does not make clear how MOCFS and MOAAME would use the juvenile records as part of their programs.

The Mayor's 2026 legislative priorities plan which states the reinstatement of juvenile records access "is essential for MONSE's SideStep diversion program as well as additional youth-focused services" (Exhibit 1). During February 26, 2026, State of Maryland House of Delegates Committee [session](#) for the new legislation, MONSE Director Stefanie Mavronis (Mavronis) testified.

The OIG released an internal Management Alert to the Mayor and MONSE on September 23, 2025 and the public synopsis was published on October 22 (October 22 Report). The October 22 Report found an external consultant and its evaluation was limited in recommendations for the SideStep program due to the lack of available data and access to the youth and parents the program served. The OIG's October 22 Report and the external evaluation found a lack of formal case plans, data collection, and follow-up with youth. The OIG also noted MONSE's lack of drawdowns from DJS grant funds for some fiscal years that amounted to hundreds of thousands of dollars.

A review of Workday invoices for SideStep CBOs showed the City issued approximately \$694,798.86 to CBOs for the program. The October 22 Report found evidence that MONSE allowed CBOs to spend contract funding on non-SideStep youth if MONSE believed it was within the CBOs' contracted scope of work. MONSE did not appear to review or monitor the CBOs contract performance for the services provided to non-SideStep participants with City funds.

On October 22, 2025, the OIG requested a list of SideStep program information from MONSE, which included policies<sup>2</sup>, a list of SideStep youth, case plans and notes for youth, copies of completed youth assessments, diversion agreements, SideStep CBO contracts and submitted invoices (Exhibit 2). Below is the following correspondence that ensued regarding the OIG's request for information:

- October 31, 2025 - City Law Department responded that the State of Maryland Law makes it a crime for MONSE to release juvenile information to anyone outside of MONSE (Exhibit 3).
- November 3, 2025 - OIG sent an amended request, explaining that the OIG understands the Maryland Code provisions that prohibit MONSE from identifying specific juvenile personal information including name and date of birth. As a result, the OIG asked for the documents to use case identification numbers instead of any personal identifiable information and the redaction of limited information that would reveal the identification of the juvenile (Exhibit 4).
- November 4, 2025 - City Law Department responded their interpretation of the law was that any contents from police records MONSE obtained from BPD for the time-limited PILOT program cannot be released, even with a subpoena (Exhibit 5). DJS suggested the OIG could likely obtain the youth's case plan information from MONSE with case identifier numbers in place of juvenile names so that no personal information was shared. However, the Law Department's interpretation did not allow for that.

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<sup>2</sup> MONSE provided numerous various general policies for the agency or other programs in response to the request on different dates.

**REPORT FRAUD, WASTE AND ABUSE**

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- November 5, 2025 – OIG again amended the request based on the City Law Department’s interpretation. The OIG decided to not pursue the juvenile records further at this time. However, the OIG requested data related to the amount of documentation completed for the juveniles, which included the number of case notes and contacts/meetings per youth (Exhibit 6).
- December 19, 2025 – OIG received MONSE’s answer to the November 5, 2025, data questions that the OIG requested (See Chart 1).
- January 16, 2026 – OIG received SideStep third-party contractor invoices with more than 200 pages of financial information redacted, including payments made to instructors and contractor employees. To support these redactions, the Law Department did not cite juvenile records as a reason for the redactions (Exhibit 7). The Law Department made redactions for health information and confidential personal financial information based on the Maryland Public Information Act (MPIA). Names of employees and payments made to individuals were redacted. The Law Department did include some supporting documents and invoices for payments made to companies that were not redacted which allowed the OIG to continue the investigation in a limited manner.
- January 20, 2026 – OIG subpoenaed the redacted records from the Law Department. No response has been received to date from the Law Department, and the OIG has filed a lawsuit to enforce the subpoena.

MONSE uses a case management software called Apricot to document case and program data information for youth and other MONSE clients. MONSE also utilizes Slack, which is a third-party messaging platform that the OIG previously reported is not managed, monitored, or maintained by Baltimore City’s Information and Technology (BCIT) department.

### **FRAUDULENT INVOICES**

The OIG’s review of the SideStep contractor invoices is ongoing and currently limited due to the redacted information. However, during the review, the investigation has revealed two fraudulent invoices were submitted for payment by a CBO (CBO 1). The OIG reviewed two invoices that CBO 1 submitted as supporting document for reimbursement from MONSE. The OIG obtained the original invoices from the company shown on the receipt. The original invoices showed the actual cost was thousands less than the invoices that CBO 1 had submitted and received payment from MONSE. Evidence supports that CBO 1 altered the original invoices and submitted the altered invoices to receive a larger payment from MONSE.

The OIG also reviewed several invoices submitted by another CBO (CBO 2) that the investigation found fraudulent. The OIG contacted the company listed on the invoice and were only able to verify one of the several invoices. The company stated they had no records to support the other invoices. Further, the company provided information that supports that several of the invoices submitted are fraudulent, which amount to thousands of dollars.

The OIG has referred these fraudulent invoices to law enforcement so that a criminal investigation can be conducted as other questionable invoices have also been found. The OIG’s October 22 Report found that MONSE allowed CBOs to spend contract funding on non-SideStep youth if it was within the CBOs’ contracted scope of work. In MONSE’s response to the OIG’s October 22 Report, MONSE wrote regarding the CBOs’ use of funding that “all expenditures were made within the framework of approved scopes of work in the subrecipients’ executed contracts and were directed to support young people,

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consistent with the mission and objectives of the agency and the Comprehensive Violence Prevention Plan.”

## **MONSE’S JUVENILE INFORMATION & BREACH**

The OIG found that a MONSE employee sent a diversion table containing post-arrest diversions with approximately 701 names, many of which were juveniles, to a personal google email (Gmail) account. The Gmail account appeared to belong to a relative of the employee. In addition to juvenile names, the diversion table sent contained cases from 2018 to September 2022 with individuals’ date of births and charges.

According to the State Law that provided the carve-out exception, the Mayor’s Office of Criminal Justice “shall be liable for the unauthorized release of a police record it accesses under this subsection” (Exhibit 9). Due to the data breach of juvenile information, the OIG has referred this matter to law enforcement. MONSE’s SOP for Apricot are a one-page document with website links shown in Figure 2.<sup>3</sup>

Figure 2: MONSE’s Apricot SOP

**Overview of MONSE’s Case Management System**  
MONSE’s Case Management System (also known as Apricot) is the central repository for all MONSE’s activities. As such every program within MONSE should make their best effort to report all program related activities accurately and timely.  
Apricot is used for reporting data to other agencies as well as sharing information with the public.

**How to get started**  
Email the [Apricot Administrator](#) to request user access  
Users log into the system via <https://apricot.socialsolutions.com/> using their username and password  
Users must take the following training before using Apricot [Training Academy](#) (a different username and password is required to attend the training)  
Learn more about your program’s Tier 1 and Tier 2 forms [here](#)

**How and when to record new activities**  
Enter data regularly, one record at a time, or submit, on a case by case basis, all records for bulk entry to the [Apricot Administrator](#).  
Any new activity must be recorded within 48 hours, and all activities for a specific month must be recorded by the end of the month at midnight.  
If, inaccuracies are identified in the records, these should be corrected promptly

**Reporting requirements**  
Apricot reports may be pulled at any time and be shared with partners, other agencies and/or publicly.  
Generally, reports are generated for each cycle period (monthly, quarterly and per fiscal year). If a program runs on shorter cycles; it is the responsibility of the program manager to ensure up to date records within Apricot.

## **LACK OF SIDESTEP DATA**

According to the SideStep Pilot’s standard operating procedures (SOP), MONSE would conduct assessments for the youth and implement a service model and case plan for youth that incorporates trauma-informed and trauma-responsive programming. Further, the SOP states that “data collection and analysis will be essential to ensure that the diversion process is equitable and successful, particularly across race/ethnicity, gender, and age.”

The OIG requested data from MONSE related to the SideStep Pilot Program. The OIG received MONSE’s response with the data information on December 19, 2025. Regarding the number of voice-to-voice contacts or meetings with the youth, MONSE wrote “N/A – Not tracked during the pilot program.”

Chart 1 on the following page shows some of the information received, while Exhibit 8 shows all responses.

<sup>3</sup> MONSE also provided an Apricot Quick Reference Guide for Baltimore City Visitation Center and a Data Breach checklist form.

<u>Agency</u>	<u>Data Column 1</u>	<u>Data Column 2</u>	<u>Data Column 3</u>	<u>Data Column 4</u>	<u>Data Column 5</u>	<u>Data Column 6</u>	<u>Data Column 7</u>
<u>OIG Data Request</u>	According to Apricot, the number of youth who successfully completed the SideStep programs and the number of youth who were determined to be unsuccessful.	The number of voice-to-voice contacts or meetings documented for each youth.	The number of case note entries per youth documented in Apricot.	The number of youth with SideStep contracts/diversion agreements.	Number of youth for whom MONSE has records of individual service models and/or case plans.	Number of provider referral forms on record for the youth participants.	The number of youth for whom MONSE has a record of receiving assessments from the Youth Coordinator upon intake (CANS, ACEs & PTSD).
<u>MONSE Response</u>	48 successful referrals 3 unsuccessful referrals  Note: During the pilot, there was not a recorded metric in the data management system that captured the success of the youth placement. Some of this information is included in case notes for individual youth but is not standardized.	N/A – Not tracked during the pilot program.	In the case management system, 24 case notes fields were filled in across all youth referred to SideStep. There is no way to distinguish the number of individual entries per youth because they were entered into the same box in the case management system during the pilot program and were not timestamped as unique entries.	N/A - These records are not available in the agency's case management system (note: the database in use during the pilot period did not allow for file attachments). Service providers, based on their respective program model, may have established their own contracts and/or diversionary agreements with youth referred during the pilot program.	N/A - These records are not available in the agency's case management system (note: the database in use during the pilot period did not allow for attachments). Service providers, based on their respective program model, may have established their own contracts and/or diversionary agreements with youth referred during the pilot program.	We were able to locate 3 scanned referral forms from the pilot program. The referral process during the pilot period was not uniform and was often done through a phone call.	N/A - Not tracked during the pilot program, but the CANS assessment was used by the Youth Opportunity Coordinator during the intake process. There are references to the assessments in some of the case notes, but documentation of these assessments in the system was not standardized during the pilot program.
<u>OIG Review of MONSE Response</u>	Due to the lack of recorded metric in the data system, case note entries and documentation for the program, the investigation has not been able to corroborate the number of successful referrals at this time.	The program's purpose was to serve the youth. Without documented contacts or meetings the OIG cannot measure the level of service that was provided to the youth.	According to MONSE's response and additional statements, only 24 youth that participated in the program had a case note entry in MONSE's diversion program.	MONSE's response indicates that they are not aware if diversion agreements were established with participating youth either with MONSE or their CBOs.	According to the SideStep policy, MONSE would implement a service model and case plan for youth that incorporated trauma-informed and trauma-responsive programming. The investigation did not find evidence to support that this was done.	The SideStep policy stated MONSE would use Apricot to make and track referrals. Based on MONSE's response this was not done and the program was not in compliance with its own policies.	The lack of documentation for the assessment is concerning as the SideStep policy stated MONSE would use the assessment results to inform the service and case plans for each youth.

In the December 19<sup>th</sup> response, MONSE wrote it has completed 134 youth opportunity referrals since January 2021. MONSE also wrote that it has developed a plan to track youth recidivism beyond the 6-month period, but details were not provided to the OIG.

MONSE wrote they received 51 SideStep referrals and claimed that 48 successfully completed the program. The OIG interviewed a MONSE staff member who explained the use of Apricot as it relates to case note entries. The staff member explained there are two applicable fields for each person entered (Figure 1). According to MONSE’s response to the OIG data request and the staff member interviewed, 24 SideStep participants have an entry, which leaves 27 SideStep youth referrals without any case note entries. The OIG also learned that the entries into the case note system are not time-stamped.

Figure 1: Case note fields

## **FINDINGS**

While the OIG continues its investigation, the finding of fraudulent invoices has been referred to law enforcement for criminal investigations. The OIG found that MONSE has paid approximately \$694,000 based on SideStep CBOs’ invoices, of which the Law Department redacted more than 200 financial documents. The OIG reiterates that this report clearly shows why oversight and direct access to City records and emails are necessary to identify fraud and prevent liability to the City.

The investigation also uncovered that a MONSE employee sent juvenile information outside of their case management system to a personal email account with more than 700 diversion participants’ names, including juveniles, date of births, and charges. This data breach is being referred to law enforcement entities for further investigation. Diverted youth participating in City programs should receive the maximum protection of their information and assurances that there is oversight of the services being provided to them.

According to MONSE’s internal database, Apricot, only 24 juveniles had a case note entry. The case note entries were not timestamped. MONSE was unable to find records of case plans and diversion agreements for youth in its case management system. Furthermore, voice-to-voice contacts or meetings with youth were not tracked during the pilot program. The lack of documentation in Apricot indicates MONSE was not monitoring or tracking diverted youth in a measurable way.

Sincerely,

Isabel Mercedes Cumming  
Inspector General

### **REPORT FRAUD, WASTE AND ABUSE**

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CC: Hon. Brandon M. Scott, Mayor of Baltimore City  
Hon. Zeke Cohen, Baltimore City Council President  
Hon. Bill Henry, Baltimore City Comptroller  
Honorable Members of the Baltimore City Council  
Hon. Ebony Thompson, Baltimore City Solicitor

## **EXHIBITS**

1. Mayor's Legislative Priorities Plan
2. October 22 OIG request
3. Law Dept. Response October 31, 2025
4. OIG Amended Request Nov. 3, 2025
5. Law Dept. Response Nov. 4, 2025
6. OIG 2<sup>nd</sup> Amended request November 5, 2025
7. Law Dept. Response with sample of redactions January 16, 2026
8. MONSE's Response to OIG data request – MONSE provided December 19, 2025
9. MD Law regarding Juvenile Record Access that ceased September 30, 2025

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# Exhibit 1

### **Extension of Statute of Limitations for Local Consumer Protection Actions**

This legislation would extend the statute of limitations for local consumer protection enforcement from one year to three years for local jurisdictions, such as the City of Baltimore, that have consumer protections divisions. This change would align with Maryland's general civil statute of limitations, giving local jurisdictions more time to investigate and pursue consumer protection cases, likely increasing settlement and judgment revenues.

## **TRANSPORTATION**

### **Extension of Highway User Revenue Increased Share**

This legislation would make the current increase permanent; following FY2027, the increase in State Highway User Revenue that is directed to Baltimore City will revert to its lower level. This permanent increase will ensure that the City can complete its larger capital projects while also maintaining all state and local roads throughout the jurisdiction.



## **PUBLIC SAFETY**

### **Administrative Charging Committee Investigatory & Subpoena Powers**

This legislation grants Administrative Charging Committees the investigatory and subpoena powers previously held by the Baltimore City Civilian Review Board, allowing independent evidence gathering to strengthen oversight.



### **Baltimore City — Ordinance Enforcement — Amount of Fines and Penalties**

This legislation would amend Section (48) of Article II of the Baltimore City Charter to increase the cap on civil and criminal penalties from the current \$1,000 to \$5,000. This adjustment would provide the City with an essential tool to deter and punish illegal dumping and other offenses that harm public safety, community well-being, and drain City resources.

### **Motor Vehicle Administration Records — Access to Digital Photographic Images and Signatures**

This legislation would clarify that, for purposes of this section, the Special Investigations Unit of the Department of Housing and Community Development is deemed a "criminal justice agency" that can receive photo images. By making this small change, the City will be able to more effectively access MVA photos to assist investigators in identifying suspects in illegal dumping cases.

### **Extension of Juvenile Records Access for MONSE/MOCFS/MOAAME**

This legislation would reinstate access provided to the Mayor's Office of Neighborhood Safety and Engagement to juvenile records. This access is essential for MONSE's SideStep diversion program as well as additional youth-focused services, ensuring treatment plans and referrals are comprehensive and effective in reducing recidivism.

## **ADDITIONAL PRIORITIES**

### **ECONOMIC DEVELOPMENT**

#### **Judicial In-Rem Tax Foreclosure — Streamline Notice Provisions**

This legislation will align local requirements with state statute with Maryland Rules by eliminating duplicative 5-day notice mailing requirement in judicial in-rem tax foreclosure actions. This alignment

# Exhibit 2



OFFICE OF THE INSPECTOR GENERAL  
Isabel Mercedes Cumming, Inspector General  
City Hall, Suite 635  
100 N. Holliday Street  
Baltimore, MD 21202



October 22, 2025

██████████ Director  
100 N. Holliday Street  
Baltimore, MD 21202

RE: OIG Case # 25-0046-I

Dear Director ██████████

Pursuant to an ongoing Office of the Inspector General (OIG) investigation, the OIG respectfully requests copies of any, and all documentation related to the following topics, created or utilized by MONSE, including but not limited to:

1. Agreements and Policies
  - a. Interagency Agreements between MONSE and DJS for SideStep only
  - b. Memorandums of Understanding between MONSE, BPD, & DJS for SideStep
  - c. Complete list of all grant funding (not just SideStep) awarded to MONSE from Fiscal Years 2022 to 2025, including the amount of expenditures and drawdowns completed for each
  - d. MONSE policies for invoice review and grant management used from 2022 to 2025, including the date they were implemented
2. SideStep Documents
  - a. A complete list of youth that the Baltimore Police Department has referred to SideStep, including those who declined to participate in the program
  - b. SideStep contracts/diversion agreements for each youth
  - c. Provider referral forms for each youth
  - d. Individual case plans
  - e. Complete case notes for each youth from Apricot, including any available audit logs showing when the notes and outcomes were entered
  - f. Diversion outcomes for each youth
  - g. Recidivism data for each youth
  - h. Provider referral participation outcomes, including attendance sheets
  - i. List of post-arrest diversions that MONSE has completed from 2021 to present
  - j. Copies of assessments conducted by the Youth Coordinator upon intake (CANS, ACEs & PTSD)
  - k. Documentation and records of site visits to providers/CBOs
  - l. Criteria and evaluations for the grant selection of the SideStep providers/CBOs
3. Providers and CBOs
  - a. Comprehensive list of all providers and CBOs by fiscal year



# Exhibit 3

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**From:** [REDACTED] (LAW) [REDACTED]  
**Sent:** Friday, October 31, 2025 6:06:21 PM  
**To:** Cumming, Isabel (OIG) <[Isabel.Cumming@baltimorecity.gov](mailto:Isabel.Cumming@baltimorecity.gov)>  
**Subject:** Your Request

Madam Inspector General-

The Mayor's Office has asked me to help with the response to your request. The responsive documents are here: [OIG Request](#)

With respect to each type of document you have requested:

1a – The only MOU that existed for the pilot is the one between MONSE, BPD and DJS. It is in the link above.

1b - In the link above.

1c – Records being gathered.

1d – Records being gathered.

2a-2j – Unfortunately, there is a state law that makes it a crime for MONSE to release this information to anyone outside of MONSE. Md. Code, Cts. & Jud. Proc., §§ 3-8A-27(a)(3); 3-8A-27 (b)(9). The Mayor's Office received identifiable juvenile justice information from the Baltimore Police Department in accordance with Section 3-8A-27(a)(2)(ii) of the Courts and Judicial Proceedings Article of the Maryland Code. This state law permits the sharing of the information only with the Mayor's Office and only for the purpose of assisting juveniles in receiving support services. It does not permit Mayor's Office to share this identifiable information with anyone outside of the Mayor's Office. Rather, the general rule that prohibits disclosure of identifiable criminal record information from being disclosed applies in this instance. Md. Code, Cts. & Jud. Proc., § 3-8A-27; Md. Code, Gen. Prov., §§ 4-301; 4-327. The state law twice repeats in that statute that the Mayor's Office "shall be liable for the unauthorized release of a police record it accesses under this subsection." Md. Code, Cts. & Jud. Proc., §§ 3-8A-27(a)(3); 3-8A-27 (b)(9); Md. Code, Gen. Prov., §§ 4-401-403. Additionally, the identification of a person that receives welfare or financial assistance is unable to be disclosed. Md. Code, Gen. Prov., §§ 4-307; 4-336. To the extent that any services provided would reveal mental or physical health information of a particular person, that information cannot be disclosed. Md. Code, Gen. Prov., § 4-329. Thus, the Mayor's Office cannot identify the specific youth (including name, date of birth or any other personal information), or the services they received or the outcomes as that would identify the juveniles whose criminal records were received in confidence and disclose financial, medical or welfare information. Md. Code, Cts. & Jud. Proc., §§ 3-8A-27; Md. Code, Gen. Prov., §§ 4-307; 4-329; 4-336.

2k – Records being gathered.

2l - Records being gathered.

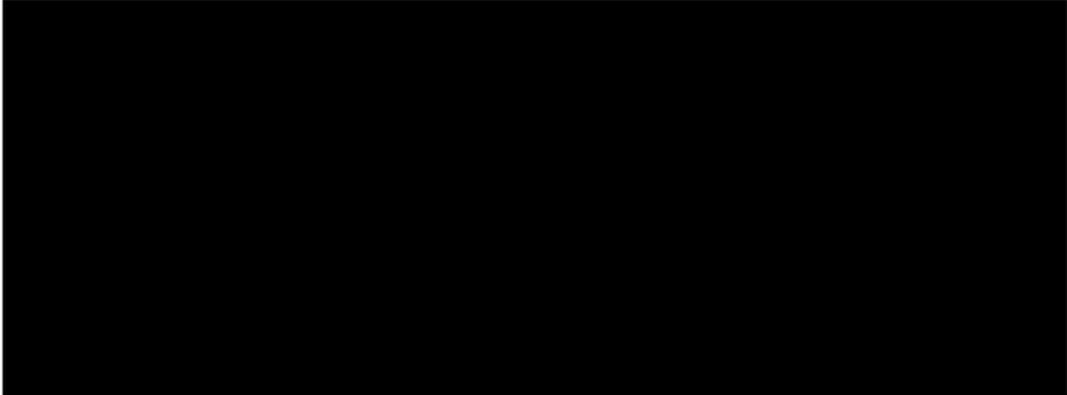
3a – The list of SideStep Providers and CBOs are:

FY23

- [REDACTED]



FY24



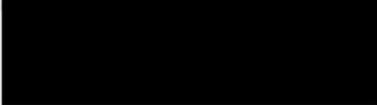
3b – These are all in the link above [redacted] is not a provider.  
3c – Records being gathered.

As soon as MONSE gathers the rest of the information, I can put it in the same link.

Best,  
[redacted]



*Chief Solicitor*  
*Baltimore City Department of Law*  
100 N. Holliday Street, Suite 101  
Baltimore, MD 21202



# Exhibit 4

**From:** Cumming, Isabel (OIG)  
**Sent:** Monday, November 3, 2025 2:39 PM  
**To:** [REDACTED] (MONSE); [REDACTED] (LAW)  
**Cc:** [REDACTED] (OIG)  
**Subject:** OIG request  
**Attachments:** OIG Document Request Follow-up.pdf

Hello [REDACTED] -  
Please review the attached request from the OIG.  
Many thanks, Isabel

Get [Outlook for iOS](#)



OFFICE OF THE INSPECTOR GENERAL  
Isabel Mercedes Cumming, Inspector General  
City Hall, Suite 635  
100 N. Holliday Street  
Baltimore, MD 21202



November 3, 2025

[REDACTED] Director

2700 Rayner Ave  
Baltimore, MD 21216

[REDACTED] Chief Solicitor

100 Holliday Street, 1<sup>st</sup> Floor  
Baltimore, MD 21202

RE: OIG Case # 25-0046-I

Dear Director [REDACTED] and Chief Solicitor [REDACTED]

Thank you for your response and for providing the documentation requested by the Office of the Inspector General (OIG). The OIG looks forward to the outstanding items. We acknowledge the response provided on October 31, 2025, regarding information sharing.

The OIG understands the various provisions of the Maryland Code, Courts & Judicial Proceedings prohibit the Mayor's Office from identifying the specific juvenile personal information, including name and date of birth. For items 2a-2j, the OIG respectfully requests the documents to use case identification numbers instead of any personal identifiable information. Additionally, the OIG agrees to the redaction of limited information that would reveal the identification of the juvenile.

This request is being sent to you for an official response. Please respond with your intent to this request by November 6, 2025. Please respond with the documents in writing by November 17, 2025. If possible, electronic versions of all documents requested are acceptable and preferred.

Sincerely,

Isabel Mercedes Cumming  
Inspector General

# Exhibit 5

**From:** [REDACTED] (LAW)  
**Sent:** Tuesday, November 4, 2025 3:34 PM  
**To:** Cumming, Isabel (OIG); [REDACTED] (MONSE)  
**Cc:** [REDACTED]  
**Subject:** RE: OIG request  
**Attachments:** 3-8A-27 Privacy of records.pdf

Hi-

Unfortunately, *any* "contents" from the police record MONSE obtained from BPD for the time-limited PILOT program cannot be released, **even with a subpoena**. There is no ability to just shield things like name or birthdate or social security number and release the remaining information. Nor is there any authority for substituting a MONSE case number or other unique ID number for the identity information in the police record.

The ONLY reason MONSE could get a police record of a juvenile during the PILOT program was an exemption in this state law permitting BPD to give it to MONSE. However, this exemption expressly prohibited MONSE from releasing any information in the police record outside of MONSE unless to a provider helping that juvenile. The state law as it was written before sunseting is attached so you can see the contours of the exception, which I have highlighted for ease of reference.



---

**From:** Cumming, Isabel (OIG) <Isabel.Cumming@baltimorecity.gov>  
**Sent:** Monday, November 3, 2025 2:39 PM  
**To:** [REDACTED] (MONS [REDACTED] (LAW)  
[REDACTED]@baltimorecity.gov>  
**Cc:** [REDACTED]  
**Subject:** OIG request

Hello [REDACTED]  
Please review the attached request from the OIG.  
Many thanks, Isabel

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West's Annotated Code of Maryland  
Courts and Judicial Proceedings  
Title 3. Courts of General Jurisdiction--Jurisdiction/Special Causes of Action (Refs & Annos)  
Subtitle 8a. Juvenile Causes--Children Other than Cinas and Adults (Refs & Annos)

This section has been updated. [Click here for the updated version.](#)

MD Code, Courts and Judicial Proceedings, § 3-8A-27

§ 3-8A-27. Privacy of records

(a)(1) A police record concerning a child is confidential and shall be maintained separate from those of adults. Its contents may not be divulged, by subpoena or otherwise, except by order of the court upon good cause shown or as otherwise provided in § 7-303 of the Education Article.

(2) This subsection does not prohibit:

(i) Access to and confidential use of the record by the Department of Juvenile Services or in the investigation and prosecution of the child by any law enforcement agency;

(ii) Access to and confidential use of the record by the Baltimore City Mayor's Office on Criminal Justice if the Baltimore City Mayor's Office on Criminal Justice is providing programs and services to a child who is the subject of the record, for a purpose relevant to the provisions of the programs and services and the development of a comprehensive treatment plan;

(iii) A law enforcement agency of the State or of a political subdivision of the State, the Department of Juvenile Services, or the criminal justice information system from including in the law enforcement computer information system information about:

1. An outstanding juvenile court ordered writ of attachment or an outstanding criminal court ordered writ of attachment, for the sole purpose of apprehending a child named in the writ;
2. An outstanding criminal court issued warrant, for the sole purpose of apprehending a child named in the warrant; or
3. A missing child as defined in § 9-401 of the Family Law Article; or

(iv) A law enforcement agency of the State or of a political subdivision of the State, when necessary and for the sole purposes of facilitating apprehension of a child and ensuring public safety, from releasing to the public photographs and identifying information of a child who:

1. Has escaped from:

A. A detention center for juveniles;

B. A secure residential facility for juveniles; or

C. A correctional unit as defined in § 2-401 of the Correctional Services Article;

2. Is a missing child as defined in § 9-401 of the Family Law Article; or

3. The court does not have jurisdiction over pursuant to § 3-8A-03(d)(1), (4), or (5) of this subtitle and who is subject to:

A. Arrest; or

B. An arrest warrant issued by a criminal court.

(3) The Baltimore City Mayor's Office on Criminal Justice shall be liable for the unauthorized release of a police record it accesses under this subsection.

(b)(1) A court record pertaining to a child is confidential and its contents may not be divulged, by subpoena or otherwise, except by order of the court upon good cause shown or as provided in §§ 7-303 and 22-309 of the Education Article.

(2) This subsection does not prohibit access to and the use of the court record or fingerprints of a child described under Title 10, Subtitle 2 of the Criminal Procedure Article in a proceeding in the court involving the child, by personnel of the court, the State's Attorney, counsel for the child, a court-appointed special advocate for the child, or authorized personnel of the Department of Juvenile Services.

(3)(i) Except as provided in subparagraph (ii) of this paragraph, this subsection does not prohibit access to and confidential use of the court record or fingerprints of a child described under Title 10, Subtitle 2 of the Criminal Procedure Article by the Department of Juvenile Services or in an investigation and prosecution by a law enforcement agency.

(ii) The court record or fingerprints of a child described under §§ 10-215(a)(20) and (21), 10-216, and 10-220 of the Criminal Procedure Article may not be disclosed to:

1. A federal criminal justice agency or information center; or

2. Any law enforcement agency other than a law enforcement agency of the State or a political subdivision of the State.

(4)(i) The Department of Juvenile Services may provide access to and the confidential use of the court record of a child by an agency in the District of Columbia or a state agency in Delaware, Pennsylvania, Virginia, or West Virginia, if the agency:

1. Performs the same functions in the jurisdiction of the agency as described in § 9-216(a) of the Human Services Article; and
2. Has a reciprocal agreement with the State that provides that the specific information to be shared by the State is the same type of information that will be shared by the agency.

(ii) A record that is shared under this paragraph may only provide information that is relevant to the supervision, care, and treatment of the child.

(iii) The Department of Juvenile Services shall be liable for an unauthorized release of a court record under this paragraph.

(iv) The Department of Juvenile Services shall adopt regulations to implement this paragraph.

(5)(i) This subsection does not prohibit access to and use of a court record by a judicial officer who is authorized under the Maryland Rules to determine a defendant's eligibility for pretrial release, counsel for the defendant, the State's Attorney, or the Maryland Division of Pretrial Detention and Services if:

1. The individual who is the subject of the court record is charged as an adult with an offense;
2. The access to and use of the court record is strictly limited for the purpose of determining the defendant's eligibility for pretrial release; and
3. The court record concerns an adjudication of delinquency that occurred within 3 years of the date the individual is charged as an adult.

(ii) The Supreme Court of Maryland may adopt rules to implement the provisions of this paragraph.

(6)(i) This subsection does not prohibit access to and confidential use of a court record by the Department of Human Services or a local department of social services:

1. For the purpose of claiming federal Title IV-B and Title IV-E funds; or
2. If the Department of Human Services or a local department of social services is providing treatment, services, or care to a child who is the subject of the record.

(ii) The Department of Human Services and local departments of social services shall keep a court record obtained under this paragraph confidential in accordance with the laws and policies applicable to the Department of Human Services and local departments of social services.

(7)(i) This subsection does not prohibit access to and confidential use of a court record by the Maryland Department of Health or a local health department if the Maryland Department of Health or a local health department is providing treatment, services, or care in coordination with the Department of Juvenile Services to a child who is the subject of the record, for a purpose relevant to the provision of the treatment, services, or care.

(ii) The Maryland Department of Health and local health departments shall keep a court record obtained under this paragraph confidential in accordance with the laws and policies applicable to the Maryland Department of Health and local health departments.

(8) This subsection does not prohibit access to and confidential use of a court record by the Baltimore City Mayor's Office on Criminal Justice if the Baltimore City Mayor's Office on Criminal Justice is providing programs and services in conjunction with the Department of Juvenile Services to a child who is the subject of the record, for a purpose relevant to the provisions of the programs and services and the development of a comprehensive treatment plan.

(9) The Baltimore City Mayor's Office on Criminal Justice shall be liable for the unauthorized release of a court record it accesses under this subsection.

(10) This subsection does not prohibit access to and confidential use of a court record by the Commission on Juvenile Justice Reform and Emerging and Best Practices if the Commission is performing the functions described under § 9-3502 of the State Government Article.

(c) The court, on its own motion or on petition, and for good cause shown, may order the court records of a child sealed, and, upon petition or on its own motion, shall order them sealed after the child has reached 21 years of age. If sealed, the court records of a child may not be opened, for any purpose, except by order of the court upon good cause shown.

(d) This section does not prohibit access to or use of any juvenile record by the Maryland Division of Parole and Probation or the Maryland Parole Commission when the Division or the Commission is carrying out any of their statutory duties either at the direction of a court of competent jurisdiction, or when the Maryland Parole Commission is carrying out any of its statutory duties, if the record concerns a charge or adjudication of delinquency.

(e) This section does not prohibit access to and use of any juvenile record by the Maryland Division of Correction when the Division is carrying out any of its statutory duties if: (1) the individual to whom the record pertains is committed to the custody of the Division; and (2) the record concerns an adjudication of delinquency.

(f) Subject to the provisions of §§ 9-219 and 9-220 of the Human Services Article, this section does not prohibit access to or use of any juvenile record for criminal justice research purposes. A record used under this subsection may not contain the name of the individual to whom the record pertains, or any other identifying information which could reveal the individual's name.

(g) This section does not prohibit a victim or victim's representative who has filed a notification request form from being notified of proceedings and events involving the defendant or child as provided in this subtitle, the Criminal Procedure Article, or the Criminal Law Article.

(h) This section does not prohibit the Department of Public Safety and Correctional Services or a supervising authority, as defined in § 11-701 of the Criminal Procedure Article, from accessing or using the part of a juvenile record that identifies an offense committed by a juvenile for purposes of complying with Title 11, Subtitle 7 of the Criminal Procedure Article.

### Credits

Added as Courts and Judicial Proceedings § 3-828 by Acts 1973, 1st Sp. Sess., c. 2, § 1, eff. Jan. 1, 1974. Amended by Acts 1974, c. 555, § 1; Acts 1974, c. 691, § 8; Acts 1975, c. 554, §§ 1, 3; Acts 1978, c. 814; Acts 1982, c. 124; Acts 1983, c. 164; Acts 1987, c. 290; Acts 1988, c. 6, §§ 1, 8; Acts 1989, c. 327; Acts 1989, c. 539, § 7; Acts 1989, c. 641; Acts 1994, c. 693, § 1, eff. Oct. 1, 1994; Acts 1995, c. 8, § 1, eff. Oct. 1, 1995; Acts 1995, c. 8, § 4, eff. June 1, 1995; Acts 1995, c. 111, § 1, eff. June 1, 1995; Acts 1995, c. 112, § 1, eff. June 1, 1995; Acts 1997, c. 311, § 1, eff. Oct. 1, 1997; Acts 1997, c. 312, § 1, eff. Oct. 1, 1997; Acts 1997, c. 390, § 1, eff. Oct. 1, 1997; Acts 1998, c. 464, § 1, eff. Oct. 1, 1998; Acts 1998, c. 465, § 1, eff. Oct. 1, 1998; Acts 2001, c. 35, § 1, eff. Oct. 1, 2001. Renumbered as Courts and Judicial Proceedings § 3-8A-27 and amended by Acts 2001, c. 415, § 6, eff. Oct. 1, 2001. Amended by Acts 2002, c. 19, § 1, eff. April 9, 2002; Acts 2002, c. 213, § 6, eff. Oct. 1, 2002; Acts 2002, c. 554, § 1, eff. July 1, 2002; Acts 2003, c. 17, § 1, eff. Oct. 1, 2003; Acts 2003, c. 53, § 4, eff. July 1, 2003; Acts 2006, c. 10, § 1, eff. Feb. 18, 2006; Acts 2007, c. 8, § 1, eff. Oct. 1, 2007; Acts 2008, c. 526, § 1, eff. Oct. 1, 2008; Acts 2008, c. 602, § 1, eff. Oct. 1, 2008; Acts 2008, c. 603, § 1, eff. Oct. 1, 2008; Acts 2009, c. 60, § 1, eff. April 14, 2009; Acts 2009, c. 486, § 1, eff. Oct. 1, 2009; Acts 2009, c. 524, § 1, eff. Oct. 1, 2009; Acts 2010, c. 72, § 1, eff. April 13, 2010; Acts 2011, c. 65, § 5, eff. April 12, 2011; Acts 2011, c. 16, § 1, eff. Oct. 1, 2011; Acts 2011, c. 102, § 1, eff. Oct. 1, 2011; Acts 2013, c. 474, § 1, eff. Oct. 1, 2013; Acts 2013, c. 611, § 1, eff. Oct. 1, 2013; Acts 2017, c. 62, § 6; Acts 2017, c. 193, § 1, eff. Oct. 1, 2017; Acts 2018, c. 669, § 1, eff. Oct. 1, 2018; Acts 2019, c. 37, § 1, eff. Oct. 1, 2019; Acts 2019, c. 271, § 1, eff. Oct. 1, 2019; Acts 2020, c. 419, § 1, eff. Oct. 1, 2020; Acts 2021, c. 12, § 1, eff. March 13, 2021; Acts 2022, c. 41, § 1, eff. June 1, 2022; Acts 2022, c. 42, § 1, eff. June 1, 2022; Acts 2024, c. 382, § 5; Acts 2024, c. 735, § 1, eff. Nov. 1, 2024.

### Editors' Notes

#### ABROGATION

<Acts 2019, c. 37, is abrogated effective at the end of September 30, 2025, under the terms of § 3 of that Act.>

### Notes of Decisions (6)

MD Code, Courts and Judicial Proceedings, § 3-8A-27, MD CTS & JUD PRO § 3-8A-27

Current through all legislation from the 2025 Regular Session of the General Assembly. Some statute sections may be more current, see credits for details.

# Exhibit 6

**From:** Cumming, Isabel (OIG)  
**Sent:** Wednesday, November 5, 2025 4:39 PM  
**To:** [REDACTED] MONSE) [REDACTED] (LAW)  
**Cc:** [REDACTED]  
**Subject:** Request from OIG  
**Attachments:** Record Request Response 11.5.25.pdf

Hello [REDACTED]  
Please review the attached updated request from the OIG.  
Many thanks, Isabel



**Isabel Mercedes Cumming**  
*Inspector General*

[Baltimore City Office of the Inspector General](#)

100 N. Holliday Street, Suite 635  
Baltimore, MD 21202  
O: (410)396-3951 | C: (443) 682-2130

**FRAUD HOTLINE: 800-417-0430**

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OFFICE OF THE INSPECTOR GENERAL  
Isabel Mercedes Cumming, Inspector General  
City Hall, Suite 635  
100 N. Holliday Street  
Baltimore, MD 21202



November 5, 2025

[REDACTED] Director  
2700 Rayner Ave  
Baltimore, MD 21216

[REDACTED] Chief Solicitor  
100 Holliday Street, 1<sup>st</sup> Floor  
Baltimore, MD 21202

RE: OIG Case # 25-0046-I

Dear Director [REDACTED] and Chief Solicitor [REDACTED]

With respect to your legal opinion, the OIG is amending the request for items 2a-2j and requesting the following data:

2. SideStep Data

- a. The number of youth referrals that MONSE received from the Baltimore Police Department (BPD) for SideStep.
- b. The number of youth who were referred to the Youth Opportunity Coordinator but declined to participate in the program.
- c. Number of youth referred back to BPD or Department of Juvenile Services for failure to engage or unsuccessful completion of diversion case plan goals.
- d. Total number of SideStep Program participants.
- e. According to Apricot, the number of youth who successfully completed the SideStep programs and the number of youth who were determined to be unsuccessful.
- f. The number of youth with SideStep contracts/diversion agreements.
- g. Number of provider referral forms on record for the youth participants.
- h. Number of youth for whom MONSE has records of individual service models and/or case plans.
- i. The number of youth for whom MONSE has a record of receiving assessments from the Youth Coordinator upon intake (CANS, ACEs & PTSD).
- j. The number of case note entries per youth documented in Apricot.
- k. The number of youth who have recidivated beyond the six-month pilot program metric and the number of youth who have not.
- l. The number of youth referred to each provider.
- m. The number of voice-to-voice contacts or meetings documented for each youth during the diversion process.
- n. The number of post-arrest diversions that MONSE has completed from 2021 to present

This request is being sent to you for an official response. Please respond with your intent to this request by November 7, 2025. Please respond with the documents in writing by November 17, 2025. If possible, electronic versions of all documents requested are acceptable and preferred.

Sincerely,

A handwritten signature in cursive script that reads "Isabel Mercedes Cumming". The signature is written in dark ink and is positioned above the printed name.

Isabel Mercedes Cumming  
Inspector General

# Exhibit 7

**From:** [REDACTED] (LAW)  
**Sent:** Friday, January 16, 2026 5:03 PM  
**To:** Cumming, Isabel (OIG); [REDACTED] (MONSE)  
**Cc:** [REDACTED]  
**Subject:** RE: Outstanding items

Below is the link to the remaining documents I had left to review from MONSE.

[OIG 1 16 26](#)

The redactions in these and other documents are generally confidential personal financial information or health information. MD. Code, Gen. Prov., § 4-336; see, e.g., Matter of Mayor & City Council of Baltimore City, 265 Md. App. 318, 341 (2025); Md. Code, Gen. Prov., § 4-329; 90 Md. Op. Atty. Gen. 45, 54 (2005). I also removed one reference to a private entity's payment for electronic fare media (tolls) as it is also a mandatory denial. Md. Code, Gen. Prov., § 4-318.

Unless MONSE has any other responsive records, I think those are all I have been given.

Happy long weekend everyone!

[REDACTED]

---

[REDACTED] (LAW)  
**Sent:** Wednesday, January 14, 2026 11:32 AM  
**To:** Cumming, Isabel (OIG) <Isabel.Cumming@baltimorecity.gov>; [REDACTED] (MONSE)  
[REDACTED]@baltimorecity.gov

**Subject:** RE: Outstanding items

It's on my plate and I have been working late to get it done. Hopefully soon.

[REDACTED]

# Exhibit 8

**Note:** Data included below based on data available in the MONSE case management system and Youth Opportunity Coordinator’s digital files.

<b>The number of youth referrals that MONSE received from the Baltimore Police Department (BPD) for SideStep.</b>	51 referrals
<b>The number of youth who were referred to the Youth Opportunity Coordinator but declined to participate in the program.</b>	<p>There were three youth over the three-year pilot period – two in 2022 and one in 2023 – who did not successfully complete their service provider placement:</p> <ul style="list-style-type: none"> <li>• In 2022, a youth first-time offender who was in the custody of DSS as the time of their referral ran away from their foster home and could not be located. MONSE was notified by DSS.</li> <li>• In 2022, a youth first-time offender was referred to SideStep but refused to participate.</li> <li>• In 2023, a youth first-time offender was placed with [REDACTED] for mental health services but absconded before receiving them. MONSE was informed that the young person no longer lived at the address on file, but no updated address was provided.</li> </ul>
<b>Number of youth referred back to BPD or Department of Juvenile Services for failure to engage or unsuccessful completion of diversion case plan goals.</b>	No such records exist in the case management system for Sidestep. Outside of this program, the Youth Opportunity Coordinator did make at least two paper referrals back BPD or DJS for failure to engage or lack of success for other youth that were referred to MONSE.
<b>Total number of SideStep Program participants.</b>	48 program participants
<b>According to Apricot, the number of youth who successfully completed the SideStep programs and the number of youth who were determined to be unsuccessful.</b>	<p>48 successful referrals 3 unsuccessful referrals</p> <p>Note: During the pilot, there was not a recorded metric in the data management system that captured the success of the youth placement. Some of this information is included in case notes for individual youth but is not standardized.</p>

<b>The number of youth with SideStep contracts/diversion agreements.</b>	N/A - These records are not available in the agency's case management system (note: the database in use during the pilot period did not allow for file attachments). Service providers, based on their respective program model, may have established their own contracts and/or diversionary agreements with youth referred during the pilot program.
<b>Number of provider referral forms on record for the youth participants.</b>	We were able to locate 3 scanned referral forms from the pilot program. The referral process during the pilot period was not uniform and was often done through a phone call.
<b>Number of youth for whom MONSE has records of individual service models and/or case plans.</b>	N/A - These records are not available in the agency's case management system (note: the database in use during the pilot period did not allow for attachments). Service providers, based on their respective program model, may have established their own contracts and/or diversionary agreements with youth referred during the pilot program.
<b>The number of youth for whom MONSE has a record of receiving assessments from the Youth Coordinator upon intake (CANS, ACEs &amp; PTSD).</b>	N/A - Not tracked during the pilot program, but the CANS assessment was used by the Youth Opportunity Coordinator during the intake process. There are references to the assessments in some of the case notes, but documentation of these assessments in the system was not standardized during the pilot program.
<b>The number of case note entries per youth documented in Apricot.</b>	In the case management system, 24 case notes fields were filled in across all youth referred to Sidestep. There is no way to distinguish the number of individual entries per youth because they were entered into the same box in the case management system during the pilot program and were not timestamped as unique entries.
<b>The number of youth who have recidivated beyond the six-month pilot program metric and the number of youth who have not.</b>	N/A - Not tracked during the pilot program.  Moving forward, MONSE has developed a plan for tracking youth recidivism beyond the 6-month period tracked during the pilot phase, aligning with established agency recidivism tracking methods utilized in the Group Violence Reduction Strategy (GVRS).
<b>The number of voice-to-voice contacts or meetings</b>	N/A - Not tracked during the pilot program.

<p><b>documented for each youth during the diversion process.</b></p>	
<p><b>The number of post-arrest diversions that MONSE has completed from 2021 to present</b></p>	<p>Outside of Sidestep, MONSE documented 134 youth opportunity referrals from January 1, 2021, to present. These were not diversions, but youth referred to MONSE’s Youth Opportunity Coordinator for support and/or connection to services. Documentation about the referral source(s) is not included in the case file.</p>

**Number of Youth Referred to Each Provider**

Service Provider Referrals	Participant Count
	2
	1
	6
	5
	1
	1
	4
	4
	1
	1
	1
	4
	2
	1
	1
	1
	4
	1
	1
	2
	1
	1
	1

2a-2n – SideStep Pilot Data



2  
1  
1

# Exhibit 9

Chapter 37

**(Senate Bill 985)**

AN ACT concerning

**Confidentiality of Juvenile Records – Baltimore City Mayor’s Office on Criminal Justice**

FOR the purpose of establishing that certain provisions of law relating to the confidentiality of juvenile police records and court records do not prohibit access to and confidential use of certain records by the Baltimore City Mayor’s Office on Criminal Justice under certain circumstances; specifying that the Baltimore City Mayor’s Office on Criminal Justice shall be liable for the unauthorized release of a certain record; making this Act subject to a certain contingency; providing for the termination of this Act subject to a certain contingency; providing for the effective date; and generally relating to juvenile records and access by the Baltimore City Mayor’s Office on Criminal Justice.

BY repealing and reenacting, with amendments,

Article – Courts and Judicial Proceedings

Section 3–8A–27

Annotated Code of Maryland

(2013 Replacement Volume and 2018 Supplement)

(As enacted by Chapter 474 of the Acts of the General Assembly of 2013)

SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND,  
That the Laws of Maryland read as follows:

**Article – Courts and Judicial Proceedings**

3–8A–27.

(a) (1) A police record concerning a child is confidential and shall be maintained separate from those of adults. Its contents may not be divulged, by subpoena or otherwise, except by order of the court upon good cause shown or as otherwise provided in § 7–303 of the Education Article.

(2) This subsection does not prohibit:

(i) Access to and confidential use of the record by the Department of Juvenile Services or in the investigation and prosecution of the child by any law enforcement agency;

**(II) ACCESS TO AND CONFIDENTIAL USE OF THE RECORD BY THE BALTIMORE CITY MAYOR’S OFFICE ON CRIMINAL JUSTICE IF THE BALTIMORE CITY MAYOR’S OFFICE ON CRIMINAL JUSTICE IS PROVIDING PROGRAMS AND**

**SERVICES TO A CHILD WHO IS THE SUBJECT OF THE RECORD, FOR A PURPOSE RELEVANT TO THE PROVISIONS OF THE PROGRAMS AND SERVICES AND THE DEVELOPMENT OF A COMPREHENSIVE TREATMENT PLAN;**

**[(ii)] (III)** A law enforcement agency of the State or of a political subdivision of the State, the Department of Juvenile Services, or the criminal justice information system from including in the law enforcement computer information system information about an outstanding juvenile court ordered writ of attachment, for the sole purpose of apprehending a child named in the writ; or

**[(iii)] (IV)** A law enforcement agency of the State or of a political subdivision of the State from releasing to the public photographs and identifying information of a child who has escaped from a detention center for juveniles or a secure residential facility for juveniles, for the purposes of facilitating apprehension of the child and ensuring public safety.

**(3) THE BALTIMORE CITY MAYOR’S OFFICE ON CRIMINAL JUSTICE SHALL BE LIABLE FOR THE UNAUTHORIZED RELEASE OF A POLICE RECORD IT ACCESSES UNDER THIS SUBSECTION.**

(b) (1) A court record pertaining to a child is confidential and its contents may not be divulged, by subpoena or otherwise, except by order of the court upon good cause shown or as provided in §§ 7–303 and 22–309 of the Education Article.

(2) This subsection does not prohibit access to and the use of the court record or fingerprints of a child described under Title 10, Subtitle 2 of the Criminal Procedure Article in a proceeding in the court involving the child, by personnel of the court, the State’s Attorney, counsel for the child, a court–appointed special advocate for the child, or authorized personnel of the Department of Juvenile Services.

(3) (i) Except as provided in subparagraph (ii) of this paragraph, this subsection does not prohibit access to and confidential use of the court record or fingerprints of a child described under Title 10, Subtitle 2 of the Criminal Procedure Article by the Department of Juvenile Services or in an investigation and prosecution by a law enforcement agency.

(ii) The court record or fingerprints of a child described under §§ 10–215(a)(20) and (21), 10–216, and 10–220 of the Criminal Procedure Article may not be disclosed to:

1. A federal criminal justice agency or information center; or
2. Any law enforcement agency other than a law enforcement agency of the State or a political subdivision of the State.

(4) (i) The Department of Juvenile Services may provide access to and the confidential use of the court record of a child by an agency in the District of Columbia or a state agency in Delaware, Pennsylvania, Virginia, or West Virginia, if the agency:

1. Performs the same functions in the jurisdiction of the agency as described in § 9–216(a) of the Human Services Article; and

2. Has a reciprocal agreement with the State that provides that the specific information to be shared by the State is the same type of information that will be shared by the agency.

(ii) A record that is shared under this paragraph may only provide information that is relevant to the supervision, care, and treatment of the child.

(iii) The Department of Juvenile Services shall be liable for an unauthorized release of a court record under this paragraph.

(iv) The Department of Juvenile Services shall adopt regulations to implement this paragraph.

(5) (i) This subsection does not prohibit access to and use of a court record by a judicial officer who is authorized under the Maryland Rules to determine a defendant's eligibility for pretrial release, counsel for the defendant, the State's Attorney, or the Maryland Division of Pretrial Detention and Services if:

1. The individual who is the subject of the court record is charged as an adult with an offense;

2. The access to and use of the court record is strictly limited for the purpose of determining the defendant's eligibility for pretrial release; and

3. The court record concerns an adjudication of delinquency that occurred within 3 years of the date the individual is charged as an adult.

(ii) The Court of Appeals may adopt rules to implement the provisions of this paragraph.

(6) (i) This subsection does not prohibit access to and confidential use of a court record by the Department of Human Services or a local department of social services for:

1. The purpose of claiming federal Title IV–B and Title IV–E funds; or

2. If the Department of Human Services or a local department of social services is providing services or care in coordination with the

Department of Juvenile Services to a child who is the subject of the record, a purpose relevant to the provision of the services or care.

(ii) The Department of Human Services and local departments of social services shall keep a court record obtained under this paragraph confidential in accordance with the laws and policies applicable to the Department of Human Services and local departments of social services.

(7) (i) This subsection does not prohibit access to and confidential use of a court record by the Maryland Department of Health or a local health department if the Maryland Department of Health or a local health department is providing treatment, services, or care in coordination with the Department of Juvenile Services to a child who is the subject of the record, for a purpose relevant to the provision of the treatment, services, or care.

(ii) The Maryland Department of Health and local health departments shall keep a court record obtained under this paragraph confidential in accordance with the laws and policies applicable to the Maryland Department of Health and local health departments.

**(8) THIS SUBSECTION DOES NOT PROHIBIT ACCESS TO AND CONFIDENTIAL USE OF A COURT RECORD BY THE BALTIMORE CITY MAYOR'S OFFICE ON CRIMINAL JUSTICE IF THE BALTIMORE CITY MAYOR'S OFFICE ON CRIMINAL JUSTICE IS PROVIDING PROGRAMS AND SERVICES IN CONJUNCTION WITH THE DEPARTMENT OF JUVENILE SERVICES TO A CHILD WHO IS THE SUBJECT OF THE RECORD, FOR A PURPOSE RELEVANT TO THE PROVISIONS OF THE PROGRAMS AND SERVICES AND THE DEVELOPMENT OF A COMPREHENSIVE TREATMENT PLAN.**

**(9) THE BALTIMORE CITY MAYOR'S OFFICE ON CRIMINAL JUSTICE SHALL BE LIABLE FOR THE UNAUTHORIZED RELEASE OF A COURT RECORD IT ACCESSES UNDER THIS SUBSECTION.**

(c) The court, on its own motion or on petition, and for good cause shown, may order the court records of a child sealed, and, upon petition or on its own motion, shall order them sealed after the child has reached 21 years of age. If sealed, the court records of a child may not be opened, for any purpose, except by order of the court upon good cause shown.

(d) This section does not prohibit access to or use of any juvenile record by the Maryland Division of Parole and Probation or the Maryland Parole Commission when the Division or the Commission is carrying out any of their statutory duties either at the direction of a court of competent jurisdiction, or when the Maryland Parole Commission is carrying out any of its statutory duties, if the record concerns a charge or adjudication of delinquency.

(e) This section does not prohibit access to and use of any juvenile record by the Maryland Division of Correction when the Division is carrying out any of its statutory duties if: (1) the individual to whom the record pertains is committed to the custody of the Division; and (2) the record concerns an adjudication of delinquency.

(f) Subject to the provisions of §§ 9–219 and 9–220 of the Human Services Article, this section does not prohibit access to or use of any juvenile record for criminal justice research purposes. A record used under this subsection may not contain the name of the individual to whom the record pertains, or any other identifying information which could reveal the individual's name.

(g) This section does not prohibit a victim or victim's representative who has filed a notification request form from being notified of proceedings and events involving the defendant or child as provided in this subtitle, the Criminal Procedure Article, or the Criminal Law Article.

(h) This section does not prohibit the Department of Public Safety and Correctional Services or a supervising authority, as defined in § 11–701 of the Criminal Procedure Article, from accessing or using the part of a juvenile record that identifies an offense committed by a juvenile for purposes of complying with Title 11, Subtitle 7 of the Criminal Procedure Article.

SECTION 2. AND BE IT FURTHER ENACTED, That this Act shall take effect on the taking effect of the termination provision specified in Section 2 of Chapter 474 of the Acts of the General Assembly of 2013. This Act may not be interpreted to have any effect on that termination provision.

SECTION 3. AND BE IT FURTHER ENACTED, That, subject to the provisions of Section 2 of this Act, this Act shall take effect September 1, 2019. It shall remain effective for a period of 6 years and 1 month and, at the end of September 30, 2025, with no further action required by the General Assembly, this Act shall be abrogated and of no further force and effect.

**Approved by the Governor, April 18, 2019.**

**Mayor's Office of Neighborhood  
Safety and Engagement  
Response  
Case #25-0046-I**



CITY OF BALTIMORE  
MAYOR BRANDON M. SCOTT

## MEMORANDUM

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TO	Isabel Mercedes Cumming, Inspector General
FROM	Stefanie Mavronis, MONSE Director
DATE	Monday, March 16, 2026
SUBJECT	Management Alert #25-0046-I

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This memorandum will serve as an official response to the OIG Management Alert for Case No. 25-0046-I dated March 11, 2026. This Management Alert concerns the SideStep pilot program that ended in 2024. To reiterate, in October 2025, when MONSE received the Inspector General's prior Management Alert on the SideStep pilot program, [we indicated](#) that work was underway within the agency to update and enforce standard operating procedures for financial review and processing.

While the recent Inspector General report acknowledges that SideStep is no longer operational as of 2024, it is important to reiterate what we shared in our response to the October 2025 OIG report on the SideStep program: MONSE and the administration have utilized lessons from the limited Western District pilot to make programmatic improvements across the agency and inform program design moving forward. These lessons include improved workflows to ensure the secure and confidential transmission of protected data and stronger support of meaningful referral-based services and case management, all with the goal of preventing young, first-time offenders from committing future (and potentially more serious) offenses. With new staff and systems in place and numerous internal training sessions on subrecipient monitoring, the MONSE financial management and invoice review process is significantly stronger today than it was during the pilot program's active period, which began four years ago and concluded more than a year ago.

In the year since the conclusion of the SideStep pilot program, MONSE has worked with the Maryland Department of Juvenile Services (DJS) and Baltimore Police Department (BPD) to redesign the future of this interagency youth diversion work, which is necessary to implement lessons learned, respond to changes in juvenile crime since 2022, and build out the victim support protocol and network of youth-serving providers. In summary, as MONSE has repeatedly stated, SideStep as it previously existed will not be expanded citywide.

This background is necessary to establish the context that the continued examination of the SideStep program is retrospective in nature, and any findings regarding the program no longer

reflect the current operations of MONSE or the future of this work.

### **Potential Fraudulent Invoices**

MONSE takes evidence of fraudulent invoices, overbilling, or any other action that impacts public dollars invested in improving public safety extremely seriously. The agency is deeply concerned about the allegations raised in this report and will take every action available to recoup taxpayer funds. Unfortunately, the OIG's report provides virtually no detail about the alleged instances of overbilling that MONSE could use to review or address the concern. The report does not include the organization's name, the specific amount, the specific date, or any corresponding information, which is surprising given the OIG has referred this matter for criminal investigation. Since there is no rationale for the limited detail included in the report, it is unclear to MONSE why this information and the corresponding allegations are provided without specifics and without corresponding exhibits. The agency would like to note for the record the constraints it imposes on the agency's ability to adequately respond to the specific allegations.

In Fall 2025, MONSE began conducting an internal audit of all invoices associated with the now-concluded SideStep pilot program, which included 15 participating organizations and hundreds of corresponding invoices. This audit is ongoing, with completion expected by the end of the fiscal year. For all of our grants management efforts, we follow established protocol as a City agency in working with the City Law Department to facilitate strong oversight of our partnerships, including in those rare instances where we need to recoup funds. Through MONSE's ongoing audit of the SideStep pilot invoices, and prior to the issuance of this report, the agency identified one instance where an organization failed to provide supporting documentation to reconcile an advance payment that was made. MONSE has initiated the process to recoup these funds from the organization, in partnership with the Law Department. Due to the notable lack of detail in the OIG's report, it is unclear whether either example identified in the report relates to the instance that MONSE is already addressing or is a newly identified instance.

To that end, MONSE stands ready to partner with the Inspector General and the Law Department to recover taxpayer dollars, ensure accountability, and recoup the funds from any organization that submitted inaccurate invoices.

### **Case Management and Data Collection**

This latest OIG report reiterates findings from earlier reports into the SideStep program regarding insufficient case management protocols, which the agency has already responded to in detail. As mentioned in [MONSE's October 2025 response](#), the agency has strengthened and improved case management standards. We have also adjusted the case management system to give DJS direct access to share records digitally and securely within the system – preventing this sensitive data from being shared via email, on physical sheets of paper, or on any individual's physical device. This also ensures that only authorized staff with approved credentials are the ones accessing the records in the system. Staff will be trained on data management expectations and the system before the next stage of this work begins. Additionally, under the future program design, MONSE will

work with DJS to monitor recidivism for all program participants, allowing both agencies to monitor participant recidivism on an ongoing basis.

### **Potential Breach of Juvenile Data Privacy**

Regarding the finding about a potential breach of juvenile data privacy, MONSE is gravely concerned about the potential violation identified in the OIG's report. However, this is another instance where the report fails to provide relevant details that would allow the agency to clearly identify and address the concern. As similarly noted above, MONSE would welcome the opportunity to collaborate with the OIG and the Law Department on the additional details in the OIG's possession that would aid in the agency's ability to address this matter.

Nonetheless, based on the extremely limited information provided in the report, MONSE believes we have found the referenced email, in which a former MONSE employee transmitted a spreadsheet containing juvenile information via email to someone who appears to be a relative. The email in question was sent in 2023 and neither included other MONSE staff, nor were other staff made aware that this individual had sent the information to an external party. While the reason the former employee sent the data is unknown at this time, MONSE has not identified any malicious use of the data or further mishandling related to this singular email. Regardless of intent, such disclosure is completely unacceptable and violates MONSE's existing data policy, as well as State law. All MONSE employees who handle sensitive data, including this former employee, are aware of the agency's standard operating procedures concerning responsible data stewardship. In short, the violation appears to be the independent actions of a single individual, rather than a reflection of MONSE's data management procedures. MONSE and the Law Department are conducting a thorough review to ensure that any relevant data-breach notification requirements are met in the future.

### **Conclusion**

In conclusion, MONSE takes the allegations regarding the specific findings around potentially fraudulent invoices and the potential breach of juvenile data privacy seriously and is poised to address these concerns. While these findings appear to be isolated incidents driven by individual actions that do not reflect broader systemic concerns with the agency's work, they are crucial examples of the value provided by the OIG to city agencies. While previous OIG reports have ventured into subjective assessment of the value or success of certain programs or policies, these findings identify incidents of concern that would be difficult to uncover without the assistance of an oversight partner like the OIG. For that support, MONSE is grateful for the OIG's work. The agency would now request that the OIG work directly with the agency and the Law Department to provide additional details that were omitted from the report to ensure that any organization that may have defrauded or overbilled the City is held accountable and funds can be recouped. Additionally, the agency would like to express our wholehearted support for the OIG's referral of the individual who violated the confidentiality of juvenile data to the appropriate authorities.

The agency would also like to note for the record that this report and our subsequent response were

provided under an unusually accelerated deadline. Given the important nature of the findings, the agency was happy to oblige the shorter timeframe, at least to the extent possible, when the report conspicuously lacked details that would have aided our agency's response.

In line with our shared commitment to safeguarding city resources, MONSE will continue to work in partnership with the Mayor's Office and oversight partners to ensure our policies and programs reflect best practices, uphold the highest integrity, and deliver meaningful results for Baltimore's youth and communities. Our agency will continue working towards and advocating for the legislation referenced in the report that would ensure our ability to coordinate with relevant agencies like DJS proceeds uninterrupted. We are confident that, given the isolated nature of the data-related incident outlined in this report and the improved case management protocols outlined in this and previous responses, there will be no outstanding concerns regarding MONSE's future ability to access the information necessary to facilitate our work.

Similarly, in line with the commitments outlined in Baltimore's Comprehensive Violence Prevention Plan and the Mayor's public safety priorities, MONSE will continue working diligently alongside our partners at DJS, the Mayor's Office, community-based organizations, and other stakeholders to ensure that our work to support Baltimore's young people proceeds uninterrupted.