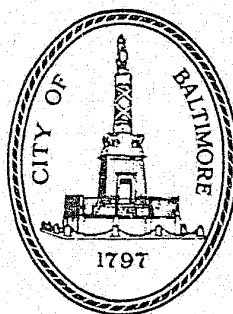


BALTIMORE HIGH IMPACT PLAN



Note:
Courts Program
is being redesigned.
Ignore version herein.

CENTRAL
FILE

Presented by

WILLIAM DONALD SCHAEFER

Mayor

BALTIMORE, MARYLAND

36567



P R E F A C E

The Law Enforcement Assistance Administration selected eight cities in the United States including Baltimore to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice submitted a Three-Year Action Plan and this was approved by the Governor's Commission on Law Enforcement and the Administration of Justice on August 31, 1972. Although some modifications have to be made within the court section of the Plan, the Administrator of the Law Enforcement Assistance Administration announced approval of this Plan on October 26, 1972 at a press conference in my office.

The goal of this Plan is to reduce street crime and burglaries by 5% in two years and 20% in five years. Street crimes include stranger-to-stranger homicide, robbery, rape, and aggravated assault. The Plan identifies projects in seven program areas. I believe that once implemented, this Plan will give tremendous aid to the City of Baltimore in its battle against burglary and violent street crime.

NCJRS

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ACQUISITIONS

December 1972

William Donald Schaefer
MAYOR

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A THREE YEAR ACTION PLAN FOR THE REDUCTION OF BURGLARY, ROBBERY, HOMICIDE, AGGRAVATED ASSAULT AND RAPE

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I. INTRODUCTION: THE CRIMINAL JUSTICE SYSTEM AND THE CAUSES
OF CRIME: COMPLEMENTARY PROGRAM EFFORTS

It is essential to think beyond the confines of the official justice system in Baltimore if there is to be effective understanding of the full range of crime reduction measures that must be undertaken by the City. A commonplace observation among personnel in the existing agencies is that they are dealing with society's failures, that they must do the dirty work in the wake of the collapse of a host of institutions of personal support and social control, particularly the family. Studies such as the Report of the President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society (1967) amply summarize the sizeable literature on the sources and causes of crime that point to unemployment, family dislocation and disintegration, slum culture, poor educational opportunities and the like as more important forces than the efficiency of the police and other criminal justice agencies. These studies underscore the fact that the primary way our society maintains order is not the enforcement of laws, but by general community agreement that laws should be obeyed. When there is a breakdown in the effectiveness of the traditional institutions of social control that reinforce community agreement to respect laws - family, church, schools, voluntary associations - crime is a natural result. The President's Commission on Law Enforcement stated that "the most significant action that can be taken against crime is action designed to eliminate slums and ghettos, to improve education, to provide jobs, to make sure that

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every American is given the opportunities and freedoms that will enable him to assume his responsibilities." Baltimore City subscribes to this view.

A conviction that criminal justice agencies are only a part of a much larger system of social control must not be an excuse for refusing to undertake significant improvements in the system itself. Any system that affects as many as 36,000 defendants yearly in the criminal process in Baltimore at the District Court level is itself an important institution in the complex set of factors that generate disrespect and disregard for the law. Moreover, the blaming of others and "buck passing" are not legitimate responses when many efforts of improvement are possible, and can be effective. Finally, there is the inescapable fact that the public has fixed on the criminal justice agencies the responsibility for crime and its reduction. And, no matter how ill-focused this attribution of responsibility may be, the system must take steps to respond.

Baltimore City will seek to utilize the LEAA funds made available to it under the Impact program to improve the efforts of its criminal justice system to reduce Impact crime. In addition to Impact funds, the City will seek to expand the sources of funding available to reduce crime, and to attack crime problems that go beyond the scope of Impact or LEAA programs. While there has not been developed a full-scale plan along these other lines, the following efforts will be undertaken:

A. Analysis, Identification and Planning of Response to Early Indications of Delinquent Behavior

Grant funds will be allocated to develop, in conjunction with available LEAA block grant funds, an analysis of the signs and extent of early delinquent behavior. Such a study would include a thorough examination of truancy and school difficulties of individuals in the elementary and junior high schools, the community facilities and programs available to assist in preventing incipient delinquency and the program development and coordination necessary to begin meeting problems of potential delinquents.

Funding will be sought from the United States Department of Health, Education, and Welfare for this project. Impact evaluation monies from the National Institute of Law Enforcement and Criminal Justice will be used to complement HEW monies.

B. Prevention of Delinquency through Provision of Supporting Services to Children in need of Supervision and to their Families

Grant funds will be sought, through HEW sources, to establish programs and a general system of supporting services (counseling, support, and residential care if necessary) for young people brought to the attention of Juvenile authorities as a result of delinquency, or of being truants, runaways, ungovernable, and other pre-delinquency problems. This should also include family services.



C. Jobs for Ex-offenders, or Defendants in Impact Programs

A critical element - probably the most critical - in attempts to stabilize a probationer or parolee and to re-integrate him into a useful and productive role in his community is his ability to enter into productive employment. Working in close conjunction with Baltimore City's Office of Manpower Resources, funds will be sought to utilize and expand, through Labor Department sources, existing programs (such as Public Employment) and to allocate job and training "slots" to Impact programs working with offenders.

D. Evaluation and Development of Drug Treatment Programs

In connection with the allocation of funds to drug treatment (under Impact) additional funds may be sought from federal sources through the President's Special Action Office on Drug Abuse to assist the City in evaluating and expanding existing treatment efforts. The Drug Abuse Coordinator in the Mayor's Office, and the Maryland State Drug Abuse Administration will be instrumental in this effort.

E. Criminal Justice Education

Efforts sponsored by the Mayor are now underway to develop in the Baltimore City schools an effective curriculum on criminal justice and other areas of the law (e.g., landlord, tenant, and consumer law). A group of committees of school and bar association officials, judges, and others is now being formed to address specific areas of concern. It is not clear as yet whether special funding will be required for this effort.

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F. Continuation of Labor Department Funded "Pre-Trial Intervention Project"

This program, which fits the Impact program idea, is presently operated by a consultant for the Baltimore Juvenile Court, and is apparently successful and effective, should be fully refunded by the U.S. Department of Labor.

II. PROGRAM AREA: PREVENTION OF YOUTH CRIME

A. Problem Description

The most striking feature of the analysis of burglary, robbery, homicide and rape undertaken for the Impact program in Baltimore is the factor of youth. While arrest is by no means an exact reflection of actual offenders, it is the best substitute index available particularly when viewed over time.

Percentages of Persons 18 Years of Age
or Under Arrested in Baltimore
1965-1971

	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
White	9.7	10.1	12.6	15.7	15.8	21.7	26.9
Black	16.5	18.4	17.9	18.3	22.0	22.0	32.0
American Indian	4.9	11.2	14.3	12.4	9.9	41.7	69.9

Percentages of Persons 18 Years of Age
or Under Arrested in Baltimore 1971 by
Category of Crime

All Arrests	30.8
Index Crime Arrests	46.1
Impact Crime Arrests	53.0
(Robbery Arrests)	50.9
(Burglary Arrests)	61.3

It becomes clear from the arrest figures that Impact Crime for Baltimore is largely youth crime. Over half of all robbery arrestees are under 18 years of age; almost two-thirds of all burglary arrestees are under 18. If youthful offenders up to age 25 are included, just under 9 out of every 10 Impact crimes are committed by young people. Youth has a disproportionately larger share of our most serious "street" crime and burglary than any other criminal activity. The correlation between age and crime has always been a high one, but the present trends pointing to an increasingly higher proportion of our most dangerous crime being perpetrated by young people is not explainable in terms of simple population trends. There is something new and significant about the actions of young people in our city.

The juvenile offender today is frequently the adult offender tomorrow. The National Crime Commission, in summarizing the evidence on this point, concluded as follows:

Studies made of the careers of adult offenders regularly show the importance of juvenile delinquency as a fore-runner of adult crime. They support the conclusion that the earlier a juvenile is arrested or brought to court for an offense, the more likely he is to carry on criminal activity into adult life; that the more serious the first offense for which a juvenile is arrested, the more likely he is to commit serious crimes, especially in the case of major crimes against property; and that the more frequently and extensively a juvenile is processed by the police, court, and correctional system, the more likely he is to be arrested, charged, convicted, and imprisoned as an adult.¹

These findings, combined with the evidence that in this city delinquents disproportionately commit Impact offenses, supports the conclusion that juvenile delinquency must be a target for Impact programming.

However, in addition, it is important to note that offense rates do not drop abruptly for adults, but rather remain at high levels.

The National Crime Commission pointed out, for example, that while the peak years for crimes of violence are 18-20, they are closely followed by the 21-24 age group.² In Baltimore, this pattern also occurs: youthful adults commit a disproportionate amount of Index crime as compared with older adults. In 1971, 36.4% of persons arrested for Impact crimes were between 18 and 29 years of age whereas only 6.7% were 30 and older. The remaining 56.9% were under 18.

Thus, this young adult group of offenders cannot be ignored. It too must be given priority if Baltimore is to reduce Impact crimes.

It also is important to note that the fact that a person commits an Impact type crime is a good indication that he will commit other

¹President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (1967), p.46.

²Id., p.44.

offenses, frequently of a violent nature. A recent Uniform Crime Report indicates that in the FBI's five-year follow-up study of offenders, 77% of burglars were re-arrested within that period of time. Seventy-four percent of assault offenders and 60% of those initially arrested for robbery were subsequently arrested within 60 months.³ A 1970 study of the New York City Police Department of persons arrested for robbery and burglary found that 60% of those arrested for robbery had previous arrest records, most of them for serious crimes ranging from illegal possession of weapons and narcotics violations to felonious assault and homicide. Two out of every three persons arrested for burglary had criminal records. And of those previously arrested about half had been arrested for the same crime - burglary. The study also confirmed other research showing that some persons are chronic repeaters, a few being arrested 20 or 30 times or more.⁴ Should these trends hold true in Baltimore, it would mean that the already significant number of youthful offenders will supplement the 18-25 category and continue to receive a never-diminishing fresh supply of new "careerists".

As the National Crime Commission observed, numerous studies show that the younger the offender, the more likely he is to repeat. Moreover, the younger a person is when his crime began, the longer is he likely to persist in a career of crime. Once again; however, although juveniles have the highest rates of recidivism and the prospect of the longest criminal careers, youthful adult criminals are only slightly behind in proclivity to return to and persist in crime.⁵

³Federal Bureau of Investigation, Uniform Crime Reports - 1968, p. 37. (Hereinafter listed as Crime in the United States).

⁴"Police Study Shows Criminal Repeaters on Increase Here", New York Times (April 2, 1970), p. 34.

⁵Crime in the United States, op. cit., p. 37 and Glaser and O'Leary, Personal Characteristics and Parole Outcome, U.S. Department of Health, Education, and Welfare, Social and Rehabilitation Service, Office of Juvenile Delinquency and Youth Development (1968) pp. 9-10.

Finally, our existing systems for dealing with offenders are clearly not working well. Indeed, as the number and the intensity of the encounters between the justice system and the offender increases, so does his tendency to return to crime. Thus, for example, a study of federal male parole releasees indicates that whereas only 15% of the men with no prior arrests violated parole, 25% of those who had been arrested one or more times did so. Thirty-one percent of those previously jailed or placed on probation violated parole, as did 55% of those earlier committed to a training school.⁶

Complete recidivism data on Baltimore offenders are not available. The warning is clear however. For most jurisdictions, the more intensive the effort to prevent the offender from returning to crime, the more likely is he to commit another crime.

Taken together, these findings indicate that Baltimore's strategy for reducing Impact crimes must include, but not be limited to, juveniles; young adult offenders also must be part of the target group. They also suggest that a still sharper focus may be necessary for real payoff, and that special attention should be given to those individuals, both juvenile and adult, who are not only likely to engage in repeated violations of the law, but to do so over long periods of time. These are the potential criminal careerists who, far out of proportion to their numbers, victimize the public, engage the police, clog the courts, and crowd the jails and prisons. And finally, the failure of our present efforts to deal with this type of

⁶Id., pp. 10-12, Table 3 (Part Two).

offender indicates that fresh approaches must be devised and tested for the City. These new methods will require innovation at all levels of our correctional system and must involve agencies responsible for adult as well as juvenile offenders.

B. Program Objectives

The primary objective is to reduce Impact crime by young people by more effective agency efforts outside of Baltimore's traditional penal institutions with those youth most likely to repeat and to commit numerous additional Impact crimes.

C. Method of Implementation

This program will include 3 separate projects. The first, Innovative Treatment for Juvenile Impact Offenders consists of several sub-projects for Juveniles. The other 2 projects, Community Residential "Reintegration" Facility for Youthful Impact Parolees and Probationers, and "Intensive Differentiated Supervision of Impact Parolees" are aimed at Young Adult Offenders.

Project Y-1: Innovative Treatment for Juvenile Impact Offenders. Problem Description

In identifying that Impact-crime-prone minority of Baltimore youth, one must necessarily focus on those juveniles who in the recent past have been adjudicated delinquents involved in Impact crimes - youth who are presently under the jurisdiction of the Baltimore Juvenile Court and under the supervision of the Department of Juvenile Services. Virtually all recidivism studies confirm an approach which emphasizes past behavior. The person who has been an adjudicated delinquent or criminal in the past is far more likely to be arrested for crime in the future than a person with no criminal record. Moreover, both the frequency of his past convictions and the seriousness of the

crimes for which he was convicted substantially increase the probability of his being arrested again. It is reasonable, therefore, to turn to the former serious, older delinquent when one seeks to reduce future High Impact Crime. A statistical analysis of adjudicated Baltimore Impact delinquents, (the 15 1/2 to 18 year olds who are adjudicated for serious crimes and/or have a long history of involvement in the juvenile system, and who are committed to the Maryland Training School for Boys), reveals that about 60% of the Maryland Training School's boy population comes from and returns to Baltimore City.

To identify the Baltimore students and graduates of the Training School as the principal target of the DJS Impact plan permits program planners to intervene with the most troublesome single cluster of Impact offenders. They are also a group whose size is of manageable proportions, since Impact crime in the City accounts for about 500 commitments each year to the Training School. And, in confirmation of the preceding analysis, these offenders are, as a group, extremely recidivistic; the percentage of Training School releasees who are later returned to that facility for having committed a new offense is 55% - and that figure does not include releasees who are waived to the adult system when they are re-convicted, or who are re-convicted but placed in an alternative facility, or put on probation. In short, one may fairly speculate that the perpetrators of the vast majority of Baltimore Impact crimes share at least this characteristic in common: past, present, or future involuntary enrollment in the Maryland Training School for Boys. It is recognized that older, more serious delinquents are the most frustrating group of juveniles to work with, and the recidivism

statistics alone testify to the depth of the problems in trying to rehabilitate this delinquent sub-group. To improve this situation, the Department of Juvenile Services has worked towards the operation of an excellent training school facility; it has attractive, uncrowded cottages, gyms, and the like, and offers a comprehensive treatment program, including off-campus trips and furloughs, educational and vocational programs, recreation, and a variety of social work, psychological and medical services. The same paradox of improved services and frustrating results affects after-care programs for graduates of the Training School: After-care counselors have reduced caseloads and now work with their wards even during their stay at the Training School.

In the specific case of Baltimore's impact-type crime, the problems that need addressing are not mysterious, and are fully spelled out in the Governor's Commission on Law Enforcement and Administration of Justice "Comprehensive Plan 1972". These include the social and recreational outlets of delinquent youth (which tend to reward delinquent behavior); the home life of many delinquents (which often fosters anti-social behavior); the drug scene (for which there are few countervailing facilities or programs for juveniles), the public educational system (which neither interests nor welcomes older delinquents, most of whom have achieved poorly in school); and the lack of employment opportunities suitable for such youth. This last component is perceived as a particularly urgent factor linking Training School students and graduates with Impact crime. As older juveniles, they are increasingly attracted to the independent, self-supporting status of adults - and much of their defiance of adult authority, their bravado, and their desire for consumer goods induces

a pattern of behavior whereby they steal to obtain income. In the process, many of them have implicitly rejected seeking legitimate jobs in the market place that has been traditionally open to lower-class youth, that is, blue collar, manual labor. It is perceived that many such youth make this rejection on status grounds rather than economic. While the catalogue of program needs for Training School youth yields an obvious list of program components, there is a special dimension that the City must consider - the need for "new and innovative techniques to make the overall programs more relevant and rehabilitative", in Juvenile Services Director Robert Hilson's words. Three such techniques will be tested in the DJS plan, one of which involves programming around the psychological needs of individual offenders, and the others responding to the social and vocational needs of such youth. The specific problems to which these techniques are addressed as follows.

Correction research has shown that no single treatment strategy is effective with all serious delinquents - that even good treatment programs have no effect or even harmful effects on some youngsters. The California Community Treatment program has gone one step further - it hypothesized that a socio-psychological analysis of a given delinquent can give accurate information as to which treatment program is most appropriate for him. More than ten years of experimentations with "differential treatment" have tended to confirm this hypothesis. Such a matching technique would presumably lead to a higher rate of program success in the Maryland Region VIII DJS plan.

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A second national framework in which to plan programs for Training School students and graduates derives from activities like Alcoholics Anonymous, Synanon, Guided Group Interaction and detached worker programs - that is, using peers who are victims of a social problem to be their own treatment agents. A more recent application of this perspective are "youth involvement" programs in which youth themselves are encouraged to operate legitimate self-help programs of their own design. This involves more than influencing them away from delinquency; the major stress is in bringing in technical assistance and resources which the "consumers" then learn to put to positive use. It can be hypothesized that opportunities for such decision-making would be particularly attractive to the target youth who, of all their peers, are among the most alienated from adult authority (however beneficent), and are among the most assertive in demanding an adult-like status.

It should be noted that the use of two innovative techniques like "Differential treatment" and "youth involvement" have the effect of imposing guidelines or implementing new programs for youth. They also help to meet a consistent problem affecting this urban area's institutionalized delinquents: a failure to connect programs within the institution with those available for releasees in their community.

The third problem that inhibits successful rehabilitation of serious delinquents is the national experience indicating that institutions located out of the youth's community are an inhospitable setting for positive change. While it is entirely within the jurisdiction of the Baltimore Juvenile Court to decide where an adjudicated delinquent

will be committed, it should be noted that the Court has consistently committed youth directly to new, community-based residential facilities as the Department of Juvenile Services has opened them up in Baltimore - commitments that might often have been made to the Training School.

Thus, in emphasizing a "community-based" perspective for programs designed for releasees of the Training School, the DJS plan appreciates that many of these will be used by Baltimore delinquents who are never sent to the Training School. In either case with the programs functioning as enriched after-care or as improved community treatment, the emphasis on community-based treatment should serve to improve the chances of turning the target youth away from committing Impact crimes. Moreover, the perceived problems involved in getting the target youth to earn a legitimate income warrants a stress on manpower training and jobs in the City.

Project Objective: To reduce committing of Impact crime among the delinquent youth in Baltimore City.

Project Implementation: The overall project comprehends a dual, integrated, comprehensive treatment strategy for Baltimore youth committed to the Maryland Training Schools for Boys for Impact crimes. Starting with a program development phase in the institution, the project aims eventually to link about 100 such Baltimore youth guilty of Impact crimes to a "differential treatment" set of programs, while a second group of about 100 Baltimore boys will be involved in a "youth involvement" process and the programs evolving therefrom. Commonalities will be found in both programs. All the youth in the two programs would be offered enrollment in an innovative educational-vocational school program. All would have potential access to residential accommodations in the area other than their homes, and to internships in human services occupations. All would continue to have the services of

After-Care Counselors, and to have access to drug treatment programs and other specialized services as are available.

With about 100 Baltimore youths in each of the two new programs, and with perhaps another 100 in normal After-Care, an experimental design will be formulated to evaluate program success. One can hypothesize, for example, that certain subgroups of youth in the differential treatment program will perform much better than their counterparts in the control group in terms of recidivism and other relevant indices. Similarly, peer clusters in our youth involvement program can be expected to show relative success. This experimental design is not proposed as "research for the sake of research": two-thirds of the targeted youth will be involved in new, intensive programming, and one-third will serve as a benchmark to see if Impact crime is truly affected by the experiments, and if so, at what cost. In this respect, the experimental design will function as a management information tool, helping DJS staff refocus the plan as needed to meet the primary goal of a reduction of Impact crime.

7-1 (a) Sub-Project: Program Development at the Maryland Training School for Boys.

The John Howard Association, in its recent survey and report for the Department of Juvenile Services, noted that the Department's institutions are beset by a variety of serious problems. Among those which the Association identified (see pp. 90-2) were the following:

- "There is inadequate administration in some of the institutions".
- "The psychiatrists, psychologists and social workers appear to have little positive impact on the children".
- "The chief decision makers in (the) training schools appear to be the House Parents.... (however), they look upon themselves primarily as child and TV watchers rather than treatment personnel".
- "With the exception of the Forestry Camps and one or two portions of the training schools, (the institutions) are oriented toward custody and close supervision".
- "Considering the energy and high spirits of children, the close confinement....is depressing. There is need for more recreation. Far too much time is spent watching television".
- "There are too many very young children in the Maryland Training Schools".

- "Mixing youths awaiting court disposition with those committed on a long term basis for treatment, complicates the situation". (Of the 1527 boys placed in the Maryland Training School during fiscal 1971, 43 per cent were short-term detainees).
 - The youngsters "sense the deep discouragement and ambivalence on the part of staff and -- have --- pressured (d) staff into some policies which do not reflect sound treatment...youngsters... talked openly about many staff being afraid of them..." "During 1971 about 45 per cent of admissions to... institutions under the Department went AWOL... AWOL is defined as absence beyond 24 hours". (50% of the youths at the Maryland Training School, during 1971, were AWOL).
- "Perhaps the crux of the matter is that the Department has not found a treatment philosophy in which it has faith. It still relies too heavily on the old concept of "sick" children who need the services of psychiatrists, psychologists and social workers rendering one-to-one casework". These traditional techniques are "notoriously unsuccessful" in coping with difficult youngsters, particularly during these times when youth's problems are aggravated by drug use, racial tensions and alienation.

The John Howard Association did not find the situation at the Department's institutions entirely bleak. Indeed, it identified a number of encouraging developments (see pp. 92-3) for which it commended the Department. On balance, however, its conclusion was that the Department should accelerate the development of community-based alternatives to institutionalization, reduce the numbers of children held in its institutions, and undertake various fundamental reforms in the operation of those institutions, all three of which bear most heavily on Baltimore's delinquent youth.

The Department, no less than the John Howard Association, is distressed by the shortcomings of many of its institutional programs. In particular, it is concerned about conditions at the Maryland Training School which houses the older, more difficult youth (approximately 60% from Baltimore City); where rehabilitative programming has deteriorated to a virtual standstill; and where staff is most thoroughly demoralized. The Department expects to rely heavily upon the John Howard Association's recommendations in devising ways of improving the situation at the Training School. In particular, it has adopted the Association's suggestion that it make use of guided group interaction for those youth who can benefit from this form of treatment.

The Department concurs with the Association's finding that such an approach should prove useful with older youths, that it gives promise of abating the severe security problems currently plaguing the Training School, and that it would do much to increase the self-confidence and treatment skills of staff.

The sub-project here proposed would be an integral part of a guided group interaction effort at the Maryland Training School. Consistent with the basic approach of guided group interaction, the proposed intervention would be problem solving in orientation. Moreover, it will involve regular, daily meetings involving staff as well as youngsters in a group process of identifying and dealing with day-to-day problems. As the groups develop cohesiveness, skill and experience in devising constructive solutions to such problems, they will be encouraged to assume greater decision-making responsibility, with respect to matters of importance to them. As the Association's Report points out, this treatment technique is well tested and has been adopted on a wide scale basis in several jurisdictions.

The proposed sub-project then, is characterized by the same basic concepts, goals and methods as guided group interaction. It will, however, differ slightly from the model generally used in its emphasis upon engaging youth in developing solutions to problems in their institutional environment. Thus, for example, as the groups gain maturity in their approach to problem solving, they will be encouraged to focus increasingly upon those issues of significance to the administration of the Training School. Indeed, because fighting, homosexuality, drug use and so forth are as much a concern of the youth as they are of staff, they will be matters for group attention from the outset. However, instead of treating such problems solely as matters of significance for the groups and their individual members, the groups will be aiding in defining, analyzing and dealing with them as institutional concerns as well. Thus, for example, they may design ways in which (1) the students can make greater use of the

institution's athletic facilities without creating security risks, (2) procedures for coping with student body grievances in a manner which is perceived by students, staff and administrators as fair and effective, and (3) methods by which students and staff can develop greater insight into, and control over, conditions likely to produce physical violence. This small-scale exercise in problem-solving should help Baltimore offenders, a majority of the institutional population, resist the pressures to return to Impact crime. Programs such as these will be recommended to the Training School superintendent for his review and approval before being implemented. To facilitate the youngsters' capacity to function in this manner, the groups will be encouraged to learn and apply the basic research and skills of program development. Drawing upon the experience of the programs conducted in the California Department of Corrections,¹⁾ the Oakland Police Department²⁾ and the Montrose School for Girls, this sub-project will introduce for example, the basic concept of social science measurement (i.e., comparison of what is expected with that which is observed), the use of data collection techniques, such as questionnaire development, interview skills, and the use of films and tapes.

The program is designed for older (15-18) students from Baltimore who are convicted of Impact crimes and other personnel will be eligible to participate in this sub-project only if surplus capacity exists.

1) Grant and Grant, "Staff and Client Participation: A New Approach to Correctional Research", (report) 45 Nebraska Law Review (1966) 702-16, and Grant, "The Offender as a Correctional Manpower Resource," paper delivered at the First National Symposium on Law Enforcement, Science and Technology, Chicago, Ill. (March 9, 1967).

2) Toch, "Change Through Participation", Journal of Research in Crime and Delinquency (July, 1970) 198-206.

Y-1 (b) Sub-Project: Replicating the California Community Treatment Project

Concurrent with the program development process for Baltimore juveniles at the Training School will be a process of training selected After-Care Counselors in the use of the differential treatment methodology developed by the California Youth Authority. Integral in the use of the methodology is the "I-Scale", a socio-psychological instrument classifying respondents into three basic types and nine sub-types. Training staff in the administration of the test and in identifying appropriate treatment strategies will be conducted. Thereafter, the students at the Training School will be given the test to guide planners in constructing actual treatment programs. While it is anticipated that most of the program needs dictated by the methodology can be met through reorganizing present or prospective community services, it is appreciated that two main features of the system will require special developmental efforts: the reduction of counselor caseloads to about twelve Training School graduates each, and the careful matching of homogenous groups of City youth with counselors having appropriate personalities for each type of youth.

Although the California program presupposes diverting delinquents away from institutions and into the community-based program, it can be reasonably expected that the most successful subgroups of City youth (based on the California experience) now identified at the Training School, will prove the best risks in this experiment. In consultation with the Juvenile Court, these Baltimore youths who were convicted of Impact crimes possibly can be identified for earlier release into the community program. In any

event, testing the use of the methodology as a reintegration program should prove enlightening, and it can also pave the way for greater use of direct commitments to community-based programs of youth who might otherwise be sent to the Training School. Assisting in the program design, training, and implementation will be staff from the California Community Treatment Program. They will also help in modifying the methodology to meet Impact crime circumstances in Baltimore, and in teaching DJS staff in how to continue to modify the program as needed.

Y-1 (c) Sub-Project: Implementing the Youth Involvement Project.

In 1947, a national conference sponsored by the U.S. Department of Justice concluded:

- (1) That if children and young people are to become the self-reliant, self-disciplined, and thinking adults so essential to the success of a democratic society, these children and young people must be recognized as increasingly capable of managing their own affairs and of sharing responsibility for the affairs of the community.
- (2) That opportunity must be provided for a genuine partnership between young people and adults in community planning for the welfare and growth of these young people.^{3]}

More recently, in March of 1972, Governor Mandel issued an executive order creating the Governor's Commission on Children and Youth. The Commission is charged with such duties as collecting and disseminating information on the problems and needs of youth, promoting research on youth problems, planning the coordination of public and private agencies concerned with youth, and evaluating legislation affecting children and youth. Nearly one third of the Commission's members (10 of 33) are young persons, aged 14-22.

The proposed sub-project also presupposes that youth are capable of

^{3]} Recommendations for Action. Prepared for the U.S. Department of Justice by the panels of the National Conference on Prevention and Control of Juvenile Delinquency. Washington, D.C. (1947).

responsible, effective activities and that the process of devising and implementing such activities itself encourages the development of this capacity for mature behavior. In addition, it resembles the approach recommended by the National Conference on Prevention and Control of Juvenile Delinquency and carried out by Governor Mandel in that it foresees a partnership between youth and adults in the construction and carrying out of programs in the community. Skilled adult staff will guide the local youth in their research and investigation of problems of significance to them including Impact crime, and in the development of projects to deal with these problems. Staff participation in these activities will resemble the leadership provided by group leaders in the guided group intervention groups to be conducted at the Maryland Training School. Staff also will carefully monitor the activities undertaken in connection with such projects.

In addition, it is anticipated that a formal structure, such as a non-profit corporation will be created in which both interested adults and youth of the community here will participate in setting policy and in carrying out the projects. Alternatively, an existing organization which is acceptable to the young people of Baltimore and also willing and capable of providing essential organizational and administrative resources may be used. In any event, fiscal controls, managerial procedures and organizational arrangements will be worked out to insure that the programs developed by this sub-project are acceptable to the Baltimore community, administratively sensible and include built-in controls over the use funds granted by the Governor's Commission on Law Enforcement and the Administration of Justice.

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The types of projects which will be developed cannot be specified at this juncture. Indeed, to attempt such a forecast would do violence to the participatory process of planning which is contemplated.

Existing youth involvement projects, however, can provide valuable suggestions and experiences for curbing Impact crime.

One component of the comprehensive Youth Advocacy Program sponsored by the Urban Coalition in South Bend, Indiana, is the employment of street youth as Community Service workers. These older young people ride school buses and attend youth functions to prevent disturbances and vandalism. A recent evaluation reports that they have virtually ended such difficulties. The Workers also counsel younger children who are starting to get into trouble and if necessary refer them to community resources. They serve on the boards of Neighborhood Centers, develop recreation programs, conduct neighborhood clean-up and rodent control programs, and monitor neighborhoods when small children are going to and from school. They have analyzed and documented the need for greater recreation and fire protection services in their section of the city. The Workers have been trained in such skills as first aid, drugs, police orientation, consumer education and leadership development.

In Somerville, Mass., youngsters who have dropped out of school have been instrumental in setting up a Street Academy. Assisted by VISTA workers, and several professors in a nearby university, the youth have devised courses, curricula and materials which not only are of greater interest than the conventional offerings of the public school system but which also provide good quality instruction in literature, history, mathematics and other basic academic areas. More than 100 youth regularly

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attend these courses. The Academy is presently negotiating with a private school, as well as the public school system, to accept its credits and award a high school diploma to its graduates. In addition a local businessman recently donated a large warehouse which will need only minor renovation to become suitable as a classroom facility.

Youth frequently have participated in researching youth needs and designing programs to meet them. The Providence, R.I., Youth Progress Board, for example, employed 60 youth to interview their peers. The investigation developed first hand information on the perception of the City's disadvantaged and delinquent youth regarding their community and their own problems. This information then became the basis for the development of a variety of projects to help youth and families in trouble.

A history of the evolution of youth involvement programs together with a brief survey of their basic variations is contained in Weber and Custer. Youth Involvement U.S. Department of Health, Education and Welfare (1970). Most of these programs especially those undertaken in predominately urban communities, would lend themselves for application to Baltimore with the intent of reducing Impact Crimes committed by Juveniles.

Y-1 (d) Sub-Project: Program Resources Available to both Experiments.

(i) A major treatment focus of this proposed project will be the creation of approximately 100 part-time jobs for Baltimore Youths in "human service" agencies, including the Department of Juvenile Services itself. To effectively reduce the motivation behind Impact crime we must not simply offer dead-end, low level, poorly paid jobs, but rather create employment openings with career potential within local agencies. The approach to be used will adhere closely to the new careers manpower model as it has been elaborated on in the extensive literature associated with it. Thus the development of these jobs in Baltimore will observe the following basic principles.

- An intensive initial training, 3 to 4 months in duration, during which the young man is oriented both to basic concepts and information relevant to several human service occupations and to the specialized skills needed to perform a given human service job effectively. Classroom work is supplemented by field experience and increasing amounts of on-the-job instructions in local communities.
- Academic remediation will be supplied for youth lacking a high school diploma or its equivalent. Where appropriate, opportunities for higher education will be developed subsequently to enable youth to move up to more challenging, better paid employment.
- So called "core group" sessions, held 2-3

- times weekly during the initial training and tapering off to once per week after the trainees are on the job, will enable the trainees to surface task-related problems and deal with them as a group. They also will enhance group support and controls as well as promote group problem-solving.
- Entry level jobs, which the trainees will enter automatically upon admission to the project, will be supplemented by more responsible, better paying positions to which they can be promoted upon acquiring experience, demonstrating competence and achieving necessary academic credentials (e.g., the G.E.D.)
- The upper tiers of such jobs may lead to the lower entry-level professional positions or to parallel paraprofessional jobs with equally responsible and worthwhile duties and pay.
- At every level, attention will be given to developing jobs which are carefully defined so as to be both useful to the employing agency, meaningful and interesting to the employee, and integrated with the duties performed by the professionals with whom he'll be working.

- Recruitment and screening procedures will be designed to bring into the program persons with aptitude for human services. Performance during training and on the job will be a principal means of screening.

New careers programs frequently experience difficulty. Indeed, it appears that Baltimore's own Concentrated Employment Program attempted unsuccessfully to establish such a program. The staff of this proposed project will confer with the CEP personnel to learn in detail the difficulties they encountered. In addition, it will confer with the U.S. Department of Labor experts on New Careers programs and with private consultants familiar with this type of manpower program. In particular, it will draw upon the experience of those jurisdictions in which ex-offenders and former delinquents are being employed successfully as new careerists. These include the California Youth Authority, the New York State Division of Youth and the D.C. Department of Corrections.

Finally, it will take the time required to lay the ground work of preparation essential to the success of the project for this city. In this connection, staff will have the unprecedented opportunity provided by the 6 months and more planning periods which a number of city and state human services agencies will be undertaking in connection with the development of programs under Title IV A of the Social Security Act. All of these agencies are expected to expand existing services, to develop new types of services, and to improve their delivery of services to accommodate the demand for jobs. Staff will attempt to merge their planning efforts with those of these agencies to establish entry positions, career ladders and related opportunities for older youth.

(ii) Each group will have a Youth Service Center housing educational, vocational, and counseling services, patterned somewhat on the Day Treatment Center in Philadelphia and the School without a Building in Baltimore. While both facilities will have flexible and responsive programs, it is expected that the one serving the youth-involvement group will have a considerably greater measure of youth participation and direction. Moreover, the latter youth will be encouraged to permit peer groups in which the participants are involved also to make use of the facility - indeed, to become participants themselves. It is to be hoped that both facilities will encompass "Youth Service Bureau" programs after school hours, and that school hours will encompass both part-time and full-time education and training programs, such as are needed for the internship.

(iii) The California Community Treatment Project has found that 30% of its wards need and want residential facilities away from their own homes. It can be expected that similar needs will be found in both Youth Involvement and Differential Treatment groups in Baltimore, and for those in the differential treatment program, a replication of California's system for using residential alternatives will be tested. These should include group homes and foster care facilities, both having a variety of appropriate "atmospheres". The youth-involvement group will help to choose their counterpart residential program. A drug counseling, prevention and treatment program will be developed for both groups, working in conjunction with the city and state drug abuse officials.

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Sub-grant Data: Grantee is in all cases the Department of Juvenile Services

Training School Program Development - Project Y-1 (a)

1. Number of Grants Expected:	1		
2. Dollar Range of Grant Expected:		19,500	24,000

Community Treatment - Project Y-1 (b)

1. Number of Grants Expected:	1		
2. Dollar Range of Grant Expected:		92,250	101,250

Youth Involvement - Project Y-1 (c)

1. Number of Grants Expected:	1		
2. Dollar Range of Grant Expected:		92,250	101,250

New Careers Internships- Project Y-1 (d) i

1. Number of Grants Expected:	1		
2. Dollar Range of Grants Expected:		167,250	326,250

Youth Service Center - Project Y-1 (d) ii

1. Number of Grants Expected:	1		
2. Dollar Range of Grant Expected:		117,750	122,250

Residential Facilities - Project Y-1 (d) iii

1. Number of Grants Expected:	2		
2. Dollar Range of Grants Expected (2)		126,000	247,500

Total		615,000	922,500
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Method of ImplementationProject Y-2 Community Residential "Reintegration" Facility for
Youthful Impact Parolees and ProbationersProblem Description:

The target population of this program would be those individuals, 24 years of age or under, who have been involved in violent crime or burglaries within the Baltimore City area. The aim of the program is to produce a tangible reduction of the recidivism rate of these offenders in Baltimore. First, the target population would involve 25 adjudicated Baltimore offenders who are on probation, but in need of a more structured program than is now available through intensive case work services of the Department of Probation and Parole, but, on the other hand, do not require incarceration in one of the State's major institutions. A second target population would involve 25 city parolees who are being released from major institutions and are in need of re-integration services of a community-based center. A third target population would be Baltimore individuals who are on either probation or parole status and are having difficulty in adapting to the community although their problems are not serious enough to justify revocation of probation or parole. This would be a residential crisis intervention unit. Currently, there are an estimated 600 individuals in probation status and 500 individuals in parole status who fit the street crime/burglary criteria and approximately half of these individuals have drug-related problems. Within the Division of Correction, there are approximately 640 offenders who fit the street crime/burglary criteria of which approximately 465 individuals have drug problems. This group shows a 60% recidivist rate.

Project Objective:

To reduce substantially the rate of recidivism among young Baltimore adult Impact offenders outside of state institutions through intensive parole and probation supervision in a residential setting.

Project Implementation:

This program would be closely interlocked with the program being provided by the Division of Parole and Probation and the Department of Correction's Institutional Programs. In cooperation with the above programs, criteria would be established and Baltimore residents selected for the program. Involvement in reintegration centers would be a condition of Parole and Probation. A community-based treatment center would be established where all resident activities would be closely supervised and a carefully worked-out reintegration program would be designed for each resident. In addition, this program would serve as a residential resource for the project D-2 described below.

Two treatment teams would be established - one with a caseload of probationers plus crisis intervention cases, and one to handle parolee caseload plus crisis intervention cases. The staff composition of the treatment team would be a social worker, a vocational rehab counselor or work-release representative and a resident counselor (correctional officer) and parole officer and his assistant.

There would be around-the-clock coverage of the facility by resident counselors. Educational release and work release would be the core of the day-time activities utilizing to the greatest degree possible community resources in order to link the offender with his community.

Consultant medical and psychological services would be provided to the center, as well as intensive individual, group, or family counseling depending on the needs of the resident. Emphasis would be placed on normal residency living where staff would be actively involved in arranging for the residents' participation in legitimate community activities. As a resident demonstrated economic independence and job stability, he would be released from the center. This focuses correctional efforts away from temporary imprisonment to a carefully devised method of control and treatment. It is estimated that approximately four months of intensive care will be required to integrate the average individual, thus, the program will handle approximately 150 of the city's Impact-connected probationers and parolees each year. It is estimated that approximately 125 individuals will be handled in the crisis intervention program.

Sub-Grant Data:

Number of Grants Expected: 1

Sub-Grantee: Department of Public Safety and Correctional Services

Dollar Range of Grant Expected: \$350,000 - \$455,000

Y-3 Project Title: Intensive Differentiated Supervision of Impact Parolees

Problem Description:

The State Department of Public Safety and Correctional Services, Division of Parole and Probation has under its ordinary caseload supervision 1101 Impact Offenders in Baltimore City. High rates of recidivism generally characterize this Impact Offender population. Approximately 450 of these total parolees and probationers are youthful offenders 25 years of age and under. With an estimated growth of 20 youthful Impact Offenders per month, the needs will approximate 520 cases in FY 1973. Most of these offenders are parolees while a few are probationers of Maryland District Courts. A conservative estimate is that 50% of these 520 cases would have substantial drug involvement.

Project Objective:

To reduce substantially recidivism of the city's Impact parolees under supervision who are 25 years of age and below.

Project Implementation:

The Division of Parole and Probation will develop a program of differentiated treatment for youthful Impact Offenders under their jurisdiction in Baltimore City, utilizing suitable techniques such as the California Community Treatment Project's "I Scale" system or predictive instruments like the California Base Expectancy rating system, or similar predictive ratings of the State of Washington, the more recent District of Columbia Department of Correction Predictive Scoring System, or other caseload management systems being developed by the Maryland Division of Parole and Probation. Varied caseload size and techniques of caseload management will be implemented to effect

better results (that is, significantly lower re-arrest and conviction rates) for paroled Impact Offenders. In conjunction with this, because of the large percentage of drug related cases, urinalysis and drug treatment will be made available to those offenders with serious drug problems on an intensive basis. The effort will be carefully structured for evaluation purposes and the results should be of major significance in the on-going management of the Division's activities. To accomplish significant evaluative data, approximately one-third of the identified group will serve as a control group.

Sub-Grant Data:

Number of Grants expected: 1

Subgrantee: Division of Parole and Probation, State Department of
Public Safety and Correctional Services.

Range of Grant Expected: \$450,000 - \$500,000 pending an itemized
proposal.

Y- 4. Project Title: Diversion of Impact Offenders

2. Problem Description:

During 1971, approximately 300 young people, referred to Baltimore City Juvenile Court on charges of robbery, burglary or assault, were placed on informal probation in lieu of formal processing and approximately 2000 were referred to the court on formal charges. Those handled informally, primarily younger children, ages 10 through 14, were diverted at in-take upon the assumption that treatment as delinquents promised to do them little good and possibly considerable harm. Yet because of heavy caseloads, reliance on traditional casework methods and lack of supplementary resources, informal probation itself could have little positive impact. Thus, little was done to prevent the recurrence of these youngsters' aggressive behavior in subsequent and more serious forms. Those children going before the court are often placed on forms of probation, where similar problems obtain: heavy caseloads, and lack of supplementary resources.

3. Project Objective:

To substantially reduce the recidivism of younger **City Impact** offenders by diverting them at in-take and probation to appropriate community resources.

4. Project Implementation:

The project will divert approximately 1200 selected youngsters referred to the Baltimore City Juvenile Court on charges of Impact-type offenses to any of four neighborhood-based agencies within Baltimore experienced

in working with family and child problems. High priority will be placed on the youngest offenders, aged 10 to 14. Diversion^{to} take place at in-take prior to formal processing will be done only with the voluntary concurrence of child and his parents. Procedures and criteria for the selection of Baltimore juveniles for in-take diversion and probation diversion will be developed with the approval of the Juvenile Court Judge.

The resources of the City agencies to which such children will be diverted will be augmented in several ways. Their regular staff, for example, will be given refresher training in the problems of street youth and in the resources available to cope with them. In addition, each agency's staff will be bolstered by an inter-disciplinary team of professionally trained personnel supported by City volunteers. One member of each team will be skilled in ameliorating family problems and in strengthening parents' capacity to function effectively. A second team member will be trained in diagnosing academic difficulties, supervising volunteer remedial tutors and in aiding the children's regular teachers to work more successfully with them. There will also be an outreach worker assigned to each team who will involve the referred City youngsters in recreation, take them on trips to sports events, and otherwise engage them in activities of intrinsic interest to most young people.

The teams will be supported by volunteers. These will be recruited from the several colleges and universities in Baltimore City. They will be reimbursed for out-of-pocket expenses. The project also will have available a fund upon which the teams can draw for the purpose of purchasing goods and services needed on an emergency basis. These may include medical and dental care, shoes or other clothes, and temporary shelter.

5. Sub-Grant Data:

Number of Grants Expected:

1

Sub-Grantee:

Department of Juvenile Services

Dollar Range of Grant Expected:

\$337,500 - \$412,500

III. PROGRAM AREA: DRUG ABUSE PREVENTION

A. Problem Description

We have very little hard statistical evidence at the present time showing the role of drug addiction in Impact crime in Baltimore City. However, the overwhelming perception of police, courts, prosecution, defense attorneys and others in the system is that drug addiction affects a major proportion of serious crime in Baltimore City. We have estimates that the City houses as many as 6 to 12,000 heroin addicts and that the value of goods stolen (either by robbery, burglary or larceny) by such addicts ranges annually from \$300 million to \$600 million.⁷ The extent of involvement by offenders in other forms of drug abuse (use of cocaine and of barbiturates and amphetamines) is not fully known. The extent of physiological addiction to drugs that could be cited as virtually "compelling" an offender to commit predatory crime is not fully known.

Drug abuse, however, is an area where accurate statistics are extraordinarily difficult to develop as a result of the covert nature of the activity, the different effects of different drugs on individuals and the often difficult discrimination between physiological addiction, "social" addiction and "chipping" or periodic and sporadic use of drugs.

We do not need precise statistics to tell us we have a major drug problem in Baltimore City and that drug involvement is common among impact crime offenders in our system. Some say as high as 50 to 60 to

⁷"The Economics of Narcotics Addiction: A new Interpretation of the Facts," Garret O'Connor, et. al., a paper presented to the National Academy of Sciences, February, 1971.

70% of our crime is drug related. Even if only 10% of our robberies were drug related, effective action in this area might have reduced robberies in Baltimore in 1971 by over 900 cases.

In Washington, D.C. and in N.Y.C., the results of their court related testing programs reveal that as high as 44% of felony offenders are addicts. There is good reason to believe Baltimore represents a similar pattern.

B. Program Objective

It is a widely-held assumption that incarceration in prison represents a futile procedure in the case of an addict offender, because addicted individuals do not respond normally to ordinary deterrents or threats of punishment. Therefore, it becomes essential to divert addicts from the ordinary channels of the Criminal Justice System into treatment programs which deal more effectively with the medical and social causes of addiction that leads to crime.

Our objective is to reduce addiction-caused Impact crimes by means of drug treatment programs as alternatives to, or supplements, to the ordinary criminal justice process.

C. Method of Implementation

Project D-1: Integrated Pre-Trial and Probation Drug Treatment Program

Problem Description

The history and problem of heroin addiction and its relationship to crime needs no additional description here. Probably the best, most succinct and comprehensive review of the problem may be found in the

recently published Report by The American Bar Association's Special Committee on Crime Prevention and Control, New Perspectives on Urban Crime, Chapter II, "Heroin Addiction and Urban Crime." In the words of the ABA Report:

The only method used today in this country to deal with hard-core addicts is to incarcerate them after criminal conviction. That technique temporarily renders the addict harmless to society, for he can commit no new crimes while in prison. However, imprisonment only interrupts--and does not end the addicts addiction. More than 90 percent of such addicts return to addiction and street crime upon release from prison... The nation cannot afford to wait decades to control and reduce the street crime, death and destruction which heroin addiction wreaks upon its big cities. Immediate action is essential. Massive expansion of addiction treatment programs offers the greatest promise of effective immediate action. Individual addicts can be relieved of the debilitating symptoms of addiction through treatment and can be provided with sufficient counseling to become socially productive citizens.⁸

Project Objective

To treat addicted or habituated Impact offenders in either a pre-trial release or pre-trial incarceration setting, and in a post-trial probation setting, thereby significantly reducing recidivism among Impact offenders.

Project Implementation

The project will comprise a single administration and unified development of a comprehensive system of various drug treatments for Impact

⁸New Perspectives on Urban Crime, American Bar Association, 1972. 58,61.

offenders (or defendants) in three different stages of the criminal process: pre-trial release, pre-trial incarceration, and post-trial probation.

(i) Pre-trial release: The Grant funds will be available for the development of program for Impact offenders modeled in some particulars on the TASC (Treatment Alternatives to Street Crime) system advocated by Dr. Jerome Jaffe, of the White House Special Action Office of Drug Abuse Prevention. The TASC system is based on the Washington, D.C. experience in which detainees are tested for drug usage, screened, and referred to treatment as a condition of pre-trial release. Several important decisions and arrangements will be necessary before the Baltimore version of TASC can be undertaken: (a) The somewhat different experience and policies of the new TASC programs in Wilmington and Philadelphia will also be useful models to analyze as well as the programs in San Jose, California, and Brooklyn, New York. (b) The legal and constitutional issues, with respect to pre-trial detention, will need to be clarified, although no serious problems are anticipated. (c) The single point of entry of an arrestee into the system (which is the D.C. procedure) greatly facilitates the program. In Baltimore, where there are many entry points, it may be appropriate to begin with one high crime District (such as Western), then extending the program city-wide as soon as experience suggests and logistics can be worked out. (d) Since treatment programs in the city are nearly completely filled, contractual arrangements may be necessary to provide

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additional places for treatment of referred detainees in existing programs. In order to develop some "match" for the program, one contractual condition which may be developed is the reservation of a certain proportion of normal program vacancies (say 1 in 4) for the diversion effort. (e) Careful arrangements must be made with the District Court of Maryland to assure that the system works smoothly and with the full approbation of the bench. (f) Because our knowledge of the precise role of drug abuse in Impact crimes is so limited, grant support will include the development of an information and evaluation system for drug treatment programs involved with Impact crime offenders in Baltimore City. Grant funds will also be available to develop a questionnaire and evaluation form, in conjunction with State Drug Abuse Administration policies and with uniform intake procedures at drug abuse treatment programs in the city. Follow-up and reporting forms and procedures, and a compilation system, will also be sponsored in order to establish (on the basis of pre-established performance standards as well as estimates or predictors of success) a reporting system to judges and other authorities (including in some form, a compilation for the use of community groups and social service agencies) that provides accurate information about the relationship of the drug problem and crime, as well as the progress and success of different forms of drug treatment in the remediation of drug-addiction and criminal behavior. Some use of automated data processing is

anticipated in addition to the costs of developing an initial evaluation protocol, establishing a proper sampling procedure, and working out methods of gathering and maintaining information on a current basis. Because the drug "scene" and treatment program often change very quickly, the importance of a timely information system cannot be over-estimated.

(ii) Drug Treatment in lieu of adjudication and incarceration

At present, 40% of the caseload of the Probation Department of the Supreme Bench, or about 360 probationers, carry a drug treatment condition to their probation. It is thus clear that the felony courts are presently engaged in a policy of attempting to find a more effective method of handling addicts than incarceration. Grant funds will be available to enable this policy to be developed and implemented in a more systematic fashion for Impact offenders: (a) by means of an information system and reporting method to the judiciary which should be part of the TASC program mentioned above, and (b) by expanding the TASC program to include a pre-trial reporting procedure on the detainees' progress in the treatment program to the presiding judge. The court then has the option of postponing the case to allow for additional history on the program, dropping the case or holding it in abeyance, utilization of the civil commitment procedure under Maryland law, or sentencing and usage of probation with a treatment condition.

1-11-11

Sub-Grant Data:

Note: The budget figures assume a general supervisory and urinalysis function at a cost of about \$400,000 annually, and on the basis of an annual treatment cost of \$1500 per patient, that 300 pre-trial releasees and 300 probationers will be treated under this project at full funding. It is also expected that contractual and supervisory arrangements will be developed for the treatment component (e.g. preparation and administration of medication) of the project.

Number of sub-grants expected: 1

Sub-grantee: Division of Parole and Probation, State Department of Public Safety and Correctional Services, or Probation Department, Supreme Bench of Baltimore City.

Dollar range of Grant Expected: \$650,000 to \$1,250,000

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Project D-2: Drug Rehabilitation for Impact Releasees and Parolees

Problem Description

This project is intended to reduce drug dependence and recidivism among the Baltimore City Adult Offenders incarcerated in State Correctional Institutions.

On an average daily basis, at least 640 offenders are under incarceration from Baltimore City for robbery, armed robbery and burglary. Our target population is that portion (465 men) who have a problem with drug usage. This group shows a 60% recidivist rate. The median age at commitment is 21 years. The median education level is 8th grade. The median sentence length is 5.4 years. Over 60% were unemployed at the time of arrest and over 80% were either single or had previously had a negative marriage experience.

Innovative correctional methods have little effect in terms of recidivism on drug dependent individuals unless special programming is directed to their addiction or habituation problem. For example, an evaluation of community correction efforts in the District of Columbia shows that drug-or-alcohol-dependent community treated releasees were no less recidivated than ordinary institutional releasees, whereas ordinary releasees showed marked improvement from community corrections programs.⁹

Project Objective

To reduce substantially the rate of recidivism of Impact Offenders with drug problems released from state penal institutions.

⁹ Judith A. Hecht, "A Comparison of the Community Performance of Community Correctional Center & Institution Releasees: Some Preliminary Findings," Research Release, March 15, 1971, D.C. Department of Corrections.

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Project Implementation

The program will consist of three stages. The first will provide an inmate with drug therapy and counseling services during the entire period of his incarceration. Trained counselors will provide weekly therapy at Maryland Correctional Institution, Maryland House of Correction, and Maryland Correctional Training Center. Stage two, an intensive 4-month pre-release program, will be conducted at Maryland House of Correction, by treatment teams of one parole and probation officer and one para-professional parole assistant. Stage three will consist of continuing post-release supportive services. Clients making positive street adjustment will continue under treatment^{TEAM} supervision. If additional supervision is deemed necessary clients will be required to actually live in a resident center. It is anticipated that the intense therapy and supervision of this project will insure a decrease in return to drug usage by the target population, and accompanying reductions in street crime and burglary.

Sub-Grant Data

Number of Grants Expected: 1

Sub-Grantee: Department of Public Safety and Correctional Services

Dollar Range of Grant expected: \$500,000 - \$600,000

Project D-3: Drug Abuse Treatment Program for Juvenile Impact Offenders who are Drug Abusers.

Problem Description

At the present time there is an almost complete lack of drug treatment facilities in Baltimore City for the adolescent. This situation is common throughout the country, where most treatment "modalities", particularly methadone maintenance, are geared toward the older addict. There is a clear need for treatment facilities for younger offenders, and there is no question of the concern and commitment of the Baltimore City Juvenile Court to work with a properly managed juvenile drug treatment facility.

Project Objective

To develop the capability to divert Impact offenders who are drug abusers not requiring court adjudication to community treatment resources, and to provide drug treatment services to adjudicated delinquents.

Method of Implementation

This project will fund a drug treatment program for court referred juveniles with drug problems. Juveniles with drug abuse problems will be referred to the project by the Court as a condition of probation or of pre-trial release. Following medical evaluation, the initial treatment component will consist of detoxification. Thereafter, the juvenile will be assisted to return to school, to obtain job training, or to find employment. He will be required to engage in productive activity while in the program. In addition, however, he will receive medication if necessary to achieve the ultimate objective of complete abstinence. The project will handle as many as 100 juveniles during 12 months.

When in full operation, capacity will be 50.

Sub-Grant Data:

Number of grants expected: 1 in first year

2 in second and third years

Sub-grantee: Private non-profit agencies

Dollar range of grant expected: \$75,000 - \$200,000

Note: Initial funding is expected to be combined with allocations in the State Block Grant program of \$50,000 to Baltimore City and \$75,000 to the State Department of Juvenile Services (See pp. 867-868 of the Maryland Comprehensive Plan for 1972)

IV-P1 PROGRAM AREA: INTENSIVE COMMUNITY PATROL BY THE POLICEProblem Description

Prior to 1967, the Baltimore Police Department's patrol network was composed primarily of footmen and a limited number of mobile units. No effective management information was available for deploying men or patrol cars. The Department had 400 vacancies in its authorized strength, which resulted in a larger territory for each officer to patrol. The combination and interaction of these elements caused excessive delays in responding to citizen's calls for emergency service and limited the volume of calls handled. The consequence of the response delays was a credibility gap between the citizenry of Baltimore, and the Department, created by the growing public skepticism of police service in general. This polarization, in turn, brought about a general decline of the social confidence in the police and security within this urban area. To resolve this problem, rapid police response to calls for service was attained through the development of a highly mobilized patrol force.

In 1970, the Baltimore Police Department responded to 756,000 calls for service, 2/3 more calls than were handled in 1966.

In spite of the increased mobility of the patrol force, the dramatic decrease in response time, and increased confidence of citizens in calling on the police for emergency service, there is a continuing high level of street crime and burglary in the city. The Baltimore City Police Department recognizes that the next major advance in the development of their patrol function is to add to the motorized, instant-response

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systems a "communications" system that involves a closer contact between patrolmen and local communities that are most victimized by street crime and burglary. The Department has repeatedly stated that effective crime prevention generally rests upon the partnership between police and local community. A community that refuses to countenance burglary and robbery will call upon the police and bring them into an effective prevention or apprehension posture, and it will take self-help measures, ranging from avoiding trouble areas to securing better locks to certain forms of informal preventive patrol.

Over the last several years, the Baltimore City Police Department has developed a highly flexible and effective command and communications capability and a management focus on structuring patrol to prevent crime, based on the Department's crime information systems. Through its automated crime information system, the Department has pinpointed precisely the most seriously victimized neighborhoods in Baltimore for each separate Impact crime and for aggregated Impact crimes. There is little doubt that additional foot patrol resources would be put to speedy and effective use by the Department in dealing with Impact crimes.

Program Objective

Our objective is to reduce Impact crimes in neighborhoods afflicted with high Impact crime rates through the use of additional patrol resources in these neighborhoods.

Method of Implementation

Grant funds will be made available to the Baltimore City Police Department to develop intensive patrol to reduce Impact crime. Deployment of

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additional patrol will be made on the following terms:

1. The Department will continue to develop a detailed analysis of areas of the city most affected by Impact crimes. Working on the basis of the smallest reporting unit available, the neighborhoods of the city will be ranked in terms of the severity of burglary, robbery, homicide, and rape victimization. Special attention will be paid to serious trouble spots such as public housing high rise buildings.
2. Neighborhoods, or smaller units such as public housing areas, to be patrolled will be selected, based on the analysis outlined above; "matching" or similar neighborhoods which will not receive such additional patrol assistance will also be selected. This will facilitate effective evaluation of the additional patrol resources by the Department.
3. Assurance of stability and continuity of the particular patrol method and locality will be built into the project, so that an effective evaluation over time can be performed by the Department.
4. Special methods and training of the patrolmen will be developed to elicit community support and trust. Examples are: door-to-door contacts, attendance at community meetings, participation in community crime prevention programs.
5. The Department's aerial support operation should be configured to afford optimum evaluation of the effect of a well coordinated air-ground assault on Impact crime. The Department's present fleet of three helicopters cannot provide the continuous on-station coverage requisite of conclusive evaluation. Analysis of preliminary tests of a controlled nature are, however, indicative of the positive aspect of

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such coordinated effort, and support the inclination to expand the present fleet to five aircraft, thereby allowing for analysis of continuous on-station aerial support of increased ground patrol and target hardening - street lighting. Additionally, the contribution of these craft to the overall objective should be of a more immediate nature.

6. The recruitment of well qualified personnel into police ranks is an endeavor that must be faced realistically. While the Baltimore Police Department has experienced great success in its recruitment efforts in recent years, there is no flood tide of qualified applicants awaiting induction. Concomitant with this are the definite limitations on the number of recruits that can be thrust upon the Education and Training Division for fourteen weeks of entrance level training.

In addition to the recruitment of personnel demanded by the normal attrition (for all causes) at the patrolman level, the Department is obligated to expand its present sworn strength of 3,424 by 97 patrolmen within the first six months of fiscal year 1972-73 in satisfaction of the terms of two previously awarded LEAA Grants.

In essence, we must assume the recruitment of new patrolmen under impact funding could not possibly commence until six months after the beginning of FY 72-73 and with entrance level training would not begin to reach an operational capacity on the street until the third or fourth quarter of the fiscal year.

An alternative to this delayed approach to reaching the stated objective could, however, be found within the department's present utilization of 63 sworn personnel for essential, but not truly police

functions. This is by no means an indictment of the department's resource allocation. It is merely a recognition of its inability, despite the efforts of its present leadership, to obtain fiscal support necessary to the employment of qualified civilian personnel to staff positions historically held by police officers.

The application of grant funds to support the hiring of civilian replacements for these 63 sworn members presents two positive benefits.

(1) Hiring of civilian replacements could commence immediately on receipt of fiscal support. Each civilian replacement hired would thereby cause an immediate increase of one trained police officer on the street, thus cutting lead time by at least 9 months.

(2) Civilian replacements could be employed at noticeably lower salary levels thereby greatly diminishing recurrent annual costs of maintaining these 63 additional street patrols.

There are presently 21 sworn police officers functioning within the Staff Review Section. This Section serves as the hub of the field reporting system assuring its accuracy and integrity. The conversion of this function should not proceed in a manner detrimental to its mission. Therefore, a conversion rate of 1/3 compliment per annum for three consecutive years is recommended.

The community climate in this city with respect to crime and police activities is not unlike that of other large urban areas. While the greatest percentage of the community favors intensified anti-crime efforts there exists a concomitant apprehension on the part of many of our citizenry toward increased police surveillance. This deep seated feeling whether real or imagined cannot be discounted if we are to enjoy a successful attainment of our goals. We cannot hope to be successful without the full understanding, support, cooperation and sometimes patience of the citizenry. We must tune into the citizen as an individual and as a member of the community body. In this regard the department's limited expertise is recognized and we must fill this void. The lack of any guaranteed approach to meet these needs is also recognized. It is felt, however, a first step must be taken. The Baltimore Police Department will engage two highly qualified community relations specialists to work with them during the first impact year. These individuals will be recruited from within the community structure bringing with them not only their particular expertise but the much needed requisite -- established community respect.

	<u>1st Year 72-73</u>	<u>2nd Year 73-74</u>	<u>3rd Year 74-75</u>	<u>Total</u>
2 Helicopters	\$ 105,900 - Purchase 99,200 \$ 205,100	\$ 109,120	\$ 120,032	\$ 434,252
63 Civilians (49 hired first year)	\$ 440,336*	\$ 568,113 +45,880* \$ 613,993	\$ 596,514 62,419 45,880* \$ 704,813	\$1,759,142
2 Comm. Rel. Specialists	\$ 26,930			\$ 26,930
64 Patrolmen (Hired Last 6 Months FY 72-73)	\$ 193,590 Salaries 30,080 Equipment 48,408 Walkie Talkies \$ 272,078	\$ 723,038	\$ 784,560	\$1,779,676
Total Impact Funds	\$ 944,444	\$1,446,151	\$1,609,405	\$4,000,000
Local Match	\$ 314,815	\$ 482,050	\$ 536,468	\$1,333,333
Total Costs	\$1,259,259	\$1,928,201	\$2,145,873	\$5,333,333

*21 positions in Staff Review (Central Records Division) held by sworn officers will be phased out at the rate of 7 per fiscal year.

V. PROGRAM AREA: "TARGET HARDENING"-PHYSICAL IMPROVEMENTS TO
DETER CRIME.

A. Problem Description

"Target hardening" is an expression borrowed from the military for the simple wisdom that precautions prevent crime. Good locks take time to break, discourage people from forcing their way into houses, and therefore prevent many kinds of burglaries. Good street lighting, by making it easier for many more people to view much larger areas at night, presumably deters predatory crime by the implied threat of an unknown viewer bringing the police to the scene. Every evening, people in Baltimore are engaged in their own versions of "target hardening" that profoundly and adversely affect the life of the city: they stay indoors and avoid going to meetings and social events.

The difficulties with "target hardening" as a strategy in combatting Impact crimes have been discussed in Section III B. 8 C of the Baltimore Impact Planning and Evaluation Document. In limited amounts and with careful evaluation, a target hardening effort can be of considerable use to the City, not only in reducing Impact crimes but also in understanding how it should plan and allocate its resources, such as residential street lighting improvements, in the coming years.

B. Program Objective

The purpose of introducing some "target hardening" measures is to reduce the incidence of Impact crime in several communities seriously victimized by burglary, robbery, homicide and rape in Baltimore City.

C. Method of Implementation

Grants will be made for high-intensity street lighting in specific residential and commercial neighborhoods which rank high in terms of robbery victimization. In order to avoid possible displacement of crime into neighboring communities, police patrol allocations in the surrounding area will be carefully coordinated with the lighting program.

The City recently completed the introduction of sodium vapor lighting in the downtown area, and it plans to extend this program to about twenty-five small business and shopping areas, and to certain hospital areas. At an approximate cost of \$200 per light standard, such intense lighting can be extended to several residential areas, or approximately three times the area of the recent downtown lighting program.

A second major target hardening effort will be the reconstruction of entries and exits, and the provision of special protection equipment (e.g., telemonitoring) in certain public housing high rises that are most seriously afflicted by Impact crime. The City's Department of Housing and Community Development has already been working with the New York "Defensible Space" project of Oscar Newman to plan ways of protecting its most vulnerable buildings.

D. Budget Data

Number of Grants: 2

Grantees: Baltimore City Department of Public Works - \$500,000

Baltimore City Department of Housing and Community

Development - \$200,000

VI. Program Area: COURT REQUIREMENTS

A. Problem Description

The Courts in Baltimore City, both by structural changes in state law and by an influx of personnel funded by LEAA monies, have undergone a significant transformation within the last several years.

The basic structural change was to assimilate the former Baltimore City Municipal Court into a state-wide system of lower courts.

That change, although grandfathering into the new system sitting judges of the Municipal Court, changed many of the old ways of doing things in the Baltimore Criminal Justice System. The District Court transformation took effect on July 5, 1971.

It was followed, nearly a half-year later, by the creation of a state-wide Public Defender system. The combined effect of these two structural changes was very significant. Gone was the practice prevalent in Baltimore only several years ago where, in most instances, a person arrested for a non-felonious offense had his day in court the day after arrest on charges brought by the police and presented to a court, sitting as judge, prosecutor and defense counsel.

These structural changes are of very recent origin. Both the District Court of Maryland and the Maryland Public Defender are in the process of evolving their practices and procedures. Their realistic needs are not fully apparent, for they have not had, as yet, sufficient experience

to determine what new innovations will be required to augment their operations.

Substantial funding has come to various levels of the adjudicatory process through LEAA sources. Through March of 1972, \$1,786,736, or over 40% of the total "Block Grant" funds made available to Baltimore City under the Omnibus Crime Control Act of 1968, had been channeled, through Region V of the Maryland funding apparatus, to projects ranging from training for Prosecutors to additional Court Clerks, from additional Prosecutors to funding the City's Pre-Trial Release Program. The increase in personnel available to deal with the City's expanded and more complex criminal workload can be illustrated by reference to several facts. First, the State's Attorney now employs 84 full-time Prosecutors; in 1966-67, the Report of the State's Attorney's Office of Baltimore City lists 32 full-time attorneys. The expansion has been promoted, in large part, by the influx of LEAA funds. Second, the Pre-Trial Release mechanism in the City is substantially assisted by LEAA funding. Third, a Criminal Assignment Office for the Supreme Bench is being made functional through LEAA funding.

Increased police activity and community activity in support of police under Impact programs, may lead to a sharp upturn in arrests. Depending on the quality and nature of arrests, and the screening activities of the District Court and State's Attorney, there may also be a significantly increased burden on the courts. There are, however, so many contingencies

that it is not easy to predict the effect on the courts of expenditures of funds in other parts of the Criminal Justice system. For example, the criminal court backlog that was created by increased arrest activity by the police in 1967 and 1968 took place at a time when no pre-trial or district court screening unit was in operation in the State's Attorney's Office. Moreover, the offender-focused projects in the area of drug diversion and juvenile crime may in fact lead to a lessening of arrest activity. And effective preventive patrol does not necessarily lead to increases in arrests; it may simply reduce crime.

Given the large effort that has already been made to upgrade the level of the adjudicatory process in Baltimore City, and the newness of several of the component parts of the City's criminal justice apparatus, and the unknown element of increased caseload due to Impact funding, it is believed that the Impact focus should not be directed at the outset to funding special units or mechanisms to handle impact crimes. At the present time, in spite of the structural changes and the increased personnel, the Court System cannot pinpoint many important operating problems, and summarize dispositions. Therefore, the funds, to be most effective, should first go to the continued development of an information system for the criminal justice system that will allow the elements of the system to analyze and improve management of their operations. After the first year under Impact, funds are reserved for court programs that may be found

necessary to assist in reduction of Impact crime.

B. Program Objectives

Our purpose is to develop an effective information system for courts and related agencies in order to provide basic data about the processing of Impact crimes in Baltimore, and to indicate where supplementary funds and resources will be necessary in the second and third years of the program to develop improvements, and prevent bottlenecks and backlogs in the system.

C. Method of Implementation

A Criminal Case Information System is presently being developed for the Supreme Bench of Baltimore City, which is the court of felony jurisdiction. It is an offender-based system which is initiated when the case is received in the Clerk of the Court's Office. The system links display terminals with computers at the City's data center. Information is keyed through display stations to create a data base of all cases. The system is designed to give court officials current status reports of all cases and persons. It helps courts keep calendars and store basic case history about pending cases. The system tracks an offender through the adjudicatory process from arrest (recorded when the case is received in the Supreme Bench) to sentence. This system will become operational in October 1972 on a parallel basis with the current manual practices.

Recently, the City of Baltimore was given a Block Action Grant to develop a comprehensive criminal justice information system to serve the entire Baltimore metropolitan region which would be compatible with NCIC, MILES, SEARCH and similar projects. It is anticipated that the effort, when completed on or about January 1, 1973, will provide the long-range criminal justice automation plan for the city. The plan will contain priorities for the development of programs in a logical orderly manner to achieve a unified criminal justice system. Close coordination and appropriate technical controls will be instituted with state agencies to minimize duplication and insure program compatibility throughout the planning and implementation stages. This study is an essential antecedent for the proper framing of a total information system effort.

Pending completion of the City's long-range plan, the following specific management information sub-systems are envisioned as basic elements of a criminal justice system and will be undertaken in the first year under the supervision and/or coordination of the Systems Director of the Mayor's Coordinating Council, with direct participation of the criminal justice agencies, consultant contractors as required, and staff agencies of the city and state governments. All efforts, it should be strongly emphasized, will be coordinated with the State Planning Agency, the Maryland Department of Public Safety and Correctional Services, and other relevant state agencies so that any city activity is completely compatible with MILES, NCIC and other state and federal information networks. If the long-range plan contains preferred courses of action, the projects recommended in that plan will be substituted for those contained in this plan.

In the second and third years of the program, funds will be considered for expansion of the violent crimes liaison unit of the State's Attorney's Office on the basis of evaluation of the Block Grant program just started. A computerized on-line booking system to facilitate field inquiries for wanted persons, entry of arrest and detention data, and notification to courts and court-related agencies will also be considered for funding in the second and third years of operation as an integral part of an expanded criminal justice information system together with the City Jail and District Court automation efforts during the first year. In addition to the specific programs enumerated above, funds will be utilized for:

1. Expanding projects which are perceived to have been successful or which offer excellent opportunities for success if continued.
2. Establishing new programs to cope with the deficiencies and omissions identified in the first year of operations by the Information Systems.
3. Establishing new programs needed to cope with any significant Impact crimes arising from increased emphasis in the police and correction areas of operation and,
4. Implementing the programs designed during the first year.

The following sub-grant projects will be funded, as agency interest dictates, during the initial Impact program year. If funding available under the Impact Program is found to be insufficient, it is anticipated that either Block Grant allocations will be sought for 1973, or projects will be considered for 1974 and 1975 expenditures.

Project C-1: Public Defender Sub-System

Objective : To improve the management capability of the Public Defender's Office

Problem: During the past few years there has been increasing demand for public defender services. This has been brought about by court decisions requiring appearance of counsel to protect the rights of the accused, by increased public awareness, and by public interest law firms. Despite continual increases in the number and reimbursement of Public Defenders, increased productivity is required to keep abreast of the current workload, and this requirement will increase as the result of increased arrests anticipated under the Impact Program.

Implementation: Grant funds will be utilized to develop an information system for the Public Defender which will concentrate upon:

- o Maintenance of workload statistics.
- o Jail inventories to preclude excessive incarceration.
- o Case status monitoring to speed the administration of justice.
- o Representation ratings to insure effective representation through the assignment of experienced attorneys.
- o Examination of appellate section processes.
- o Expansion of pre-sentence investigations to provide other alternatives to the court: e.g. job counselling, job placement, drug and alcoholism treatment, etc.
- o Management of the Juvenile Program and alternatives for institutionalization of offenders.

Sub-grant Data:

Public Defenders Management Information System

Eligible Sub-grantee

Number of Grants Expected

Dollar Range of Grants Expected

Baltimore City or
Public Defender

1

\$25,000 - \$50,000

Project C-2: Central Calendar Clearing House

Objective : To establish a clearing house to control the calendaring of criminal cases.

Problem: The Supreme Bench Criminal Case Information System has a calendar control feature which permits the collection and retrieval of information pertaining to the availability of attorneys. The system is limited, however, to any conflict within the Supreme Bench. Expansion of this system to the District Courts, Federal Courts, Juvenile Courts and others is required to increase the effectiveness of the system.

Implementation: While the details of the system are not yet designed, the following is a general description of what is envisioned. It is not intended to infringe on the authority of any Court to run its own calendar; instead, the Central Clearing House will provide each court with necessary information, not now available, so that Assignment Offices can prepare calendars with confidence that they will be reasonably free of attorney conflicts. The Central Clearing House will require only a small staff, probably a supervisor and several administrative clerks. Processing will be done on existing equipment. Data entry and retrieval will be through terminals, batch mode, or a combination of both. At a later date, the system can be expanded to include the recording of other commitments such as illness, other engagements, legislative hearings, administrative conflicts, or other reasons for the unavailability of attorneys.

Sub-Grant Data:

Central Calendar Clearing House

Eligible Sub-grantees	Baltimore City
Number of Grants Expected	1
Dollar Range of Grants Expected	\$25,000 - \$50,000

Project C-3: Records Management and Procedures.

Objectives: Increase the management capabilities of courts by streamlining records maintenance and eliminating duplication.

Problem: The manner of maintaining records throughout the court system is archaic. The filing, indexing, retrieving, and retiring of records continues to be accomplished as it has historically over the years. Modern techniques such as microfilm, microfiche, computer output microfilm, advanced filing equipment, and other labor saving devices are not utilized sufficiently.

Implementation: The program contemplates a survey of all records in the Clerk's offices, the Criminal Assignment Office, and all other record keeping agencies. The program envisions:

- o Identification of duplication.
- o Development of uniform numbering and indexing systems.
- o Establishment of retention, retrieval, retirement and destruction procedures, systems and standards.
- o Recommending modern filing equipment best suited for the court's needs.
- o Development of efficient court filing systems including the use of sophisticated equipment.
- o Identification of effective uses for magnetic-tape typewriters, and other new office equipment.
- o Modern record initiation methods through such means as carbonless papers, forms, form letters, computer-prepared letters, notices, forms, and data mailers.

Sub-Grant Data:

Records Management and Procedures System Improvement.

Eligible Sub-grantees	Baltimore City
Number of Grants Expected	1
Dollar Range of Grants Expected	\$15,000 - \$35,000

Project C-4: State's Attorney Violent Crime Unit

Objectives: To expand prosecutorial services in Circuit Courts

Problem: There is no substitute for close liaison between the prosecutor and the police investigating officers during the initial state of a criminal case. While the police are gathering evidence, there are crucial decisions to make which will ultimately affect the trial. These decisions will bind the prosecutor. Although there may be enough evidence to warrant an arrest only the prosecutor can decide whether there is enough evidence to convict for this is his responsibility.

The purpose of this project will be to provide 24-hour-a-day coverage by the State's Attorney's Office to the Criminal Investigating Division of the Police Department to counsel police during investigation of major crimes and to propose changes. One Assistant State's Attorney supported with clerical personnel will be available on duty at all times in a central location for advice and assistance to the Police Department. Additional prosecutors will be subject to call during big workload periods or in emergencies. The Violent Crime Unit has two purposes. It eliminates cases which are not genuine felonies and it expedites the prosecution of those which are. When a representative of the State's Attorney's Office is called into a case, he will render advice and assistance to the officer in charge of investigation. This will include advice as to warrants, statements, writeups, scientific tasks such as fingerprinting, polygraphs, handwriting and others. The State's Attorney's representative will be empowered with the authority to make promises to witnesses which will grant them immunity from prosecution. Close coordination will be effected with the Criminal Investigating Division to insure that there is no interference with the latter's responsibilities. Cases assigned to this unit will be placed on an expedited trial schedule which means that the unit will participate in the decision to charge; it will have an important role

in recommending bail; it will be responsible for reports and background data necessary for the trial to include in the evaluation of witnesses.

A violent Crimes Liaison Unit is presently funded by Block Grant funds and is operating on a limited basis. The current project will supplement the program so that it can be operational 24 hours a day, 365 days a year. In summary, the unit will enable the State's Attorney's Office to begin preparation of its case at the earliest possible time and will provide continuation of police and prosecutor cooperation from charge to trial. The direct results of this close cooperation between police and prosecutors should expedite trials and increase the prospects of successful prosecution in an effort to deal with the High Impact crime rate experienced in Baltimore.

Implementation:

Impact Grant funds will be utilized to hire two additional Assistant State's Attorneys and two clerical support. This will supplement the four Assistant State's Attorneys and clerical staff funded from Block Action funds.

Sub-Grant Data:

State's Attorney's Violent Crime Unit:

Eligible Sub-Grantee:	Baltimore City
Number of Grants Expected	1
Dollar Range of Grants Expected	\$70,000

Project C-5: Probation Management Information Sub-System

Objective: Increase the management capabilities of the Probation Department by providing information pertaining to the workload of the department and data concerning status of probationers.

Problem: Insufficient management information is available to the probation department relative to the status of probationers; also internal workload data is being compiled manually and/or through utilization of Electrical Accounting Machines equipment which in itself is inadequate.

Implementation: Funds will be provided to design and implement an internal pay-through system which will provide more and faster information, and speed up the collection of money. It will provide for:

Investigators

- Automatic delinquency follow up
- Case monitoring
- Historical record of receipts and disbursements
- Current addresses
- Investigator workload
- Summary financial information

Administrators

- Reduction of clerical workload
- Effective use of investigator personnel
- Statistical information

Auditors

- Automatic disbursement
- Detailed listing of money distributed
- Check register

For persons under the supervision of the Probation Department, the system will concentrate on:

Minimum supervision statistics
Base expectancy data (objective profile for
predictors of parole success)
Inventory of probationers by offense, sentence,
type of supervision, etc.
Inventory of probation completions (in various
categories)
Inventory of probation violations by time before
violation, length of sentence, type of violation, etc.
Pre-sentence investigation

Sub-Grant Data:

Probation Department, Supreme Bench

Eligible Grantees	Supreme Bench, Baltimore City
Number of Grants Expected	1
Dollar Range of Grants Expected	\$50,000 - \$100,000

Project C-6: Juvenile Case Management Information Sub-System

Objective : Provide for the detailed design and implementation of a computerized juvenile case information system which will serve as a management tool for analysis and improvement of the judicial processes applicable to juveniles. The system will deal with identification of juvenile delinquency, reducing recidivism rates, and improving the quality of justice available to each juvenile.

Implementation: Present information systems are, at best, limited.

The data does not provide the up-to-date and detailed information necessary to recognize problem areas and implement necessary decisions.

The proposed system will investigate the feasibility, desirability and need for the following:

- o Standardization of forms and procedures.
- o Conversion of standard forms and procedures to an automated recording and reporting system.
- o Recording data by automated processes as required to evaluate the various programs and services which support the courts.
- o Developing and applying criteria for measuring the effectiveness of the court-supporting services.
- o Installing an on-line inquiry system, as needed, which would allow entry of data through remote terminals to reduce the time required to process data.
- o Procedures for social histories.
- o Defender-based case tracking system.
- o Statistical data for social science research

Sub-Grant Data:

Juvenile Case Management Information System

Eligible Sub-grantees	Baltimore City
Number of Grants Expected	1
Dollar Range of Grants Expected	\$50,000 - \$100,000

Project C-7: District Court Criminal Case Management Sub-System.

Objective : Provide for the design and implementation of a computerized information system which would focus attention on serious crime cases and appeals to the Supreme Bench.

Problem: The District Court, an integrated State Court, has jurisdiction over misdemeanors; while the Supreme Bench, financed by the City, has jurisdiction over felony cases within the City. A major portion of the District Court's efforts and resources are allocated to the criminal justice system in Baltimore, since it is the largest city in the state and has more crime than other cities or suburban areas. There are three categories of actions in the District Court which impact on the adjudicatory system of the city and affect the criminal justice processes of the city. These are: felonies, appeals and jury trials. The ability to identify these cases and expedite their movement through the criminal justice system requires the modernization of management systems in those portions of the District Court which support Baltimore City.

Implementation: Grant funds will be utilized to define the requirements for an offender-based tracking system which will move defendants through the system more rapidly. It will record time and status at the time of arrest, initial appearance, plea, preliminary hearing for felons, and appellants when notices of appeal are filed. This project will determine the elements of information that are required to expedite the movement of certain classes of offenders through the system, design the

procedures, and interface with the Supreme Bench to effectively coordinate the movement. The project will not determine or adjudicate the location or control of the system and hardware.

Sub-Grant Data:

District Court Management Information System

Eligible Sub-grantees	Baltimore City or
Number of Grants Expected	District Court
Dollar Range of Grants Expected	\$30,000

VII. PROGRAM AREA: CITIZEN INVOLVEMENT

Problem Description

Police can only be as effective as local communities allow them to be. The trust and communication between police and communities not only serve as a vital information network for the investigation of crime, but can also assist police in allocating their prevention resources in a more direct and effective manner.

Communities are often ignorant of the means of developing more effective relationships with police, and of simple "target hardening" measures that can be used for their protection.

Program Objective

The purpose of the program is to develop constructive ways that communities, highly victimized by Impact crimes, may play an effective role in reducing the Impact offenses that most threaten them.

Method of Implementation

Examples of the activities that will be developed under this program are:

1. Promote, through neighborhood organizations, programs for a safer city

- (a) Block Watch - Building Watch Committees.

Interested local residents and businessmen can provide protective services in local areas, and some might take on brief watch assignments in their local areas. The objective is to prevent crime by their presence and to alert police when they are needed. Such programs are most effective if widely publicized. Care must be taken to make these auxiliaries to the police and not vigilante organizations. Guidelines can be provided by the International Association of Chiefs of Police and the National Council on Crime and Delinquency.

(b) Support the organization by police and local community groups, of anti-burglary campaigns and other programs such as Lights-On, Car-Lock and Never-Admit-Strangers-to-Your-Apartment drives.

2. Pilot Programs

Two-way programs can be developed whereby the local police would be trained by indigenous people concerning the specific nature and problems of the area in which they work, and the police will train local community people on the nature of security programs.

3. Campaigns Against Drugs to Reduce Impact Crime

Organization of special community efforts against drug abuse and drug peddling and pushing will be promoted. This may require special arrangements, in terms of both communication arrangements with police and responses of police, in order to prevent retribution against (and danger to) citizens seeking to provide information to police about drug traffic in their area.

Sub-grants will be made to existing community agencies to provide, through limited staff, technical assistance and counseling for neighborhood groups interested in fighting burglary and robbery in their area. Choice of agencies and neighborhood groups will be coordinated with the selection of neighborhoods for intensive patrol in order to assure:

- 1] That the evaluation design for street lighting, intensive patrol and citizen involvement is not confused by unplanned overlap.

2] That the neighborhoods chosen do in fact have serious
Impact crime problems.

(This can be ascertained from the police Impact
victimization data mentioned in the section on Intensive
Community Patrol by the Police)

3] That effective communication by those rendering technical
assistance is possible in the local community.

D. Budget Data.

Number of Grants: 1 to 4

Grantees: Private Organizations

Expected Range of Grants: \$25,000 - \$130,000

VIII. Program Area: Classification Treatment and Counseling System at City Jail

Problem Description

City Jail has a population of approximately 1500, approximately 90% of whom are pre-trial detainees. As a result of (a) widespread use of bail in Baltimore and (b) the existence of pre-trial release programs for persons with established family or community contacts, most of those held as pre-trial detainees have serious social problems in addition to the criminal charges lodged against them.

A recent report of the Grand Jury, most recent of many reports documenting the serious problems at Baltimore City Jail, notes that 63% of the detainees at City Jail prior to trial do not receive a prison sentence upon adjudication, and that 43% are not found guilty of the charges for which they are detained, on an average of 130 days. The Grand Jury Report further notes the high rate of sexual assaults among inmates, the prevalence of drugs, and improper medical care procedures at the Jail.

While one of the major efforts of the District Court and Supreme Bench will continue to be the reduction in time between detention and trial, it is likely that there will still be a substantial population of inmates awaiting trial for whom the jail experience will be a debilitating and embittering experience, as well as an "education in crime" as a result of the contact with "professional" criminals. A three to six month detention period can have a

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serious impact on future criminal acts of a defendant. A study for the D.C. Department of Corrections, for example, showed that the single highest correlation with recidivism of released prisoners was experience in maximum security incarceration. It therefore appears that the detention experience can have an important effect on the propensity to commit future crimes and serious predatory crimes such as burglary and robbery, particularly among the younger inmate, and the under 18 inmate waived to the jurisdiction of the adult court.

Program Objective

To reduce recidivism of detainees at Baltimore City Jail through more effective screening and treatment programs at the institution.

Method of Implementation

Current classification and diagnostic procedures at the Jail are seriously deficient. As the emphasis, both administratively and conceptually, is on security, those procedures which do exist are stop-gap rather than systematic. The first step needed is a thorough screening and classification procedure, going beyond routine identification.

Grant funds will be utilized to design and implement an automated jail inventory and control system. This system would be the new initial entry point for information being processed in the Supreme Bench.

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The System will:

- . Allow for immediate inquiry on status of prisoners, next court appearances, etc.
- . Provide for inquiry on wanted status of prisoners about to be released.
- . Provide lists of prisoners to be made ready for court appearances.
- . Provide prisoner release lists.
- . Provide status of prisoners awaiting arraignment, plea, trial, sentence, etc.
- . Provide a mail distribution registry.
- . Provide jail population by age, length of sentence, recidivism, meals served, etc.

This program would also include a detailed examination of the individual's medical, psychological, financial, and social situation.

From this information, appropriate actions could be taken. Drug-involved defendants who are not released by a District Court Judge or Commissioner, and are incarcerated in City Jail will be placed in appropriate treatment modality feasible for a detention center, namely detoxification together with urinalysis surveillance, and evaluation and follow-up procedures.

It is anticipated that approximately 300 jail inmates will be in

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treatment at any one time under a full level of funding.

Counseling will also be provided to assist the detainee in making adjustments in his outside life, with respect to family, jobs, etc.; in diagnosing and treating personal problems, medical, psychological, and social, and in minimizing the damage to the detainee while he is in the jail. The Program Director would be responsible to the Mayor's personal representative at the jail.

Sub-grant Data

Number of sub-grants expected	1	
Sub-grantee - City of Baltimore		
Dollar range of grant expected	\$640,000	\$660,000

BUDGET

PROGRAM	1ST YR FUNDING	2 & 3 YR (EA.) FUNDING	TOTAL	SOURCE OF FUNDS
Youth Crime Prevention	1,752,500	2,290,000	6,332,500	E
Drug Abuse	1,225,000	2,250,000	5,725,000	E
Community Patrol	944,444	1,527,778 (Avg.)	4,000,000	C
Target Hardening	700,000	-	700,000	C
Courts	300,000	850,000	2,000,000	C
Citizen Involvement	130,000	130,000	390,000	C
Jail	640,000	660,000	1,960,000	E
TOTAL	5,691,944	7,707,778	21,107,500	

SUMMARY

I. Application for FY 1972 Funds

Part C: (1) Available Funds:

\$ 1,250,000

300,000 (one eighth of 2,300,000, on information
from LEAA Regional Office)

\$ 1,550,000

(2) Allocations

Intensive Patrol \$ 944,000 (fully funding-initial
program year)

Target Hardening 606,000 (partial funding-initial
program year)

\$1,550,000

Part E: (1) Available Funds:

\$ 2,500,000

(2) Allocations

Jail \$ 480,000

Drug Abuse Prevention 918,750

Youth Crime Prevention 1,314,375

\$2,713,125

(approximately 75%
funding-initial
year programs)

TOTAL:

\$4,263,125

II. Application for FY 1973 Funds

Part C: (1) Available Funds:

(2) Allocations:

Intensive Patrol	\$ 1,446,151	(fully funding- second year)
Target Hardening	94,000	(remainder of initial year program)
Courts	1,150,000	(initial and second year program)
Citizen Involvement	260,000	(initial and second year program)
	<hr/>	
	\$ 2,950,151	

Part E: (1) Available Funds:

(2) Allocations:

Youth Crime Prevention	\$ 3,300,625	
Drug Abuse Prevention	3,120,750	(1/4 of initial and
Baltimore City Jail	985,000	3 years, plus second
	<hr/>	year)
	\$ 7,406,375	

TOTAL: \$ 10,356,526

III. Application for FY 1974 Funds

Part C: (1) Available Funds:

(2) Allocations:

Intensive Patrol	\$ 1,609,405
Courts	850,000
Citizen Involvement	130,000
	<hr/>
	\$ 2,589,405

Part E: (1) Available Funds:

(2) Allocations:

Youth Crime Prevention	\$ 1,717,500
Drug Abuse Prevention	1,685,944
City Jail	495,000
	<hr/>
	\$ 3,898,444

TOTAL: \$ 6,487,849

"EXPANSION AND OPTIMIZATION OF HELICOPTER PATROL COVERAGE"

The introduction of police helicopter patrols by numerous law enforcement agencies throughout the nation reflects the feasibility and importance of such patrols in an effort to detect and prevent criminal activity.

In the City of Baltimore a 100 hour, day and night, Federally funded study of a light observation helicopter in conjunction with mobile patrol units was successfully demonstrated in September, 1968. The favorable conclusions of the analysis resulted in the inception of the Baltimore Police Department Helicopter Unit.

The present operation of the department's helicopter patrol, which includes two Hughes 300-C and one Fairchild-Hiller 1100, appears to be a valuable asset to crime reduction through prevention, detection, and apprehension. Certain restrictions, however, have prevented a conclusive evaluation from being attained. The problem arises in the mandatory non-flight or down time resulting from prescribed manufacturer's procedures for maintenance and service.

In defining the need for an expansion of helicopter patrol coverage in the City of Baltimore the current operation should be explained.

The Helicopter Unit is task oriented and deployed over a defined high crime area within the City of Baltimore. In conjunction with ground units, the helicopter aggressively patrols to prevent and detect crime. The value of this coordinated operation is best illustrated when the helicopter responds to a call for service within seconds, locates the criminal suspect, and relays this information to ground units for apprehension of the suspect. Suspicious or questionable actions observed from the air result in an investigation conducted by ground units. Additional value to crime prevention, measurable in part through comparative crime data, is the psychological impact the highly visible helicopter patrol unit imparts upon the potential criminal, thus curtailing his opportunity for unlawful activity.

Although this method of helicopter utilization appears most successful, certain limitations prevent the evaluation of performance at the desired optimum level. The first limitation or problem is the geographic area of Baltimore City in relation to its high crime areas. The extent of geographic area to be effectively patrolled was an underlying question in an exhaustive two year study conducted by the Jet Propulsion Laboratory. This study of helicopter significance in law enforcement substantiates the fact that helicopters must be geographically and temporally deployed. The result proved that:

1. the helicopter patrol units were significantly effective in reducing the number of offenses committed in the subcategory crimes of street robbery, other robbery, burglary, and theft from auto;
2. helicopters produced their best results when used on patrol in defined high crime areas.¹

The results of the present operation of the Baltimore Police Helicopter Unit in relation to the demographic and crime aspects of Baltimore City suggests the need for varying modes of continuous aerial patrol coverage of high crime areas as determined by analysis of computerized historical crime data.

The second problem which prevents conclusive analysis is the requirement for helicopters to land approximately every two hours for refueling. A recent study of the department's helicopter operation revealed that of 192 assault and robberies reported during December, 1971 in the helicopter patrol area during its patrol time frame, 89 or 46.3% occurred when the aircraft was out of service for refueling, thus unable to respond. This problem recommends that on-station relief for refueling be adopted.

(See Encl 2)

¹Effectiveness Analysis of Helicopter Patrols, Jet Propulsion Laboratory, Pasadena, California, November 15, 1971, p.45.

To achieve a conclusive analysis of the extent of helicopter effectiveness in reducing street crimes, an innovative system of direct and aggressive helicopter patrol coverage will be employed. This system necessitates the expansion of the Helicopter Unit from three to five aircraft.

The proposed operation incorporates continuous sixteen hour aerial patrol, overlapping during peak crime periods, with on-station relief for refueling. The program will be monitored closely, evaluated in light of current data received from the department's historical data bank, and amended as the need arises to assure not only definitive analysis but also the most effective patrol and deployment methods utilized in crime saturated areas. Since two helicopters will be airborne continuously during the sixteen hours, safety precautions must be established to eliminate the possibility of collisions. For this reason aerial territorial limits of the individual helicopter will be determined.

In this proposed phase, the City of Baltimore will be subdivided into geographic sectors based upon population density, index crimes, calls for police service, and square mileage. Once these sectors have been determined, several major high crime areas within the sectors will be selected upon information obtained from the Department's computerized crime files. Operationally, two helicopters will be deployed; one for each of two geographic sectors. The two aircraft assuming this patrol function will emphasize the defined high crime areas within their respective sector and will respond to all serious crimes of an inprogress nature. Secondary patrol emphasis will be those sections in the geographic sector excluding the defined high crime areas. This system will assure an intensive patrol coverage of all high crime areas within the City of Baltimore.

A third helicopter, a "relief" aircraft, will be required to assure the on-station relief-patrol concept. Every hour the patrol system alters and two of the three aircraft assume a different status. This rotational system provides on-station relief for patrol purposes and assures an equitable and maximum utilization of each aircraft. Enclosure (1) illustrates this rotational system.

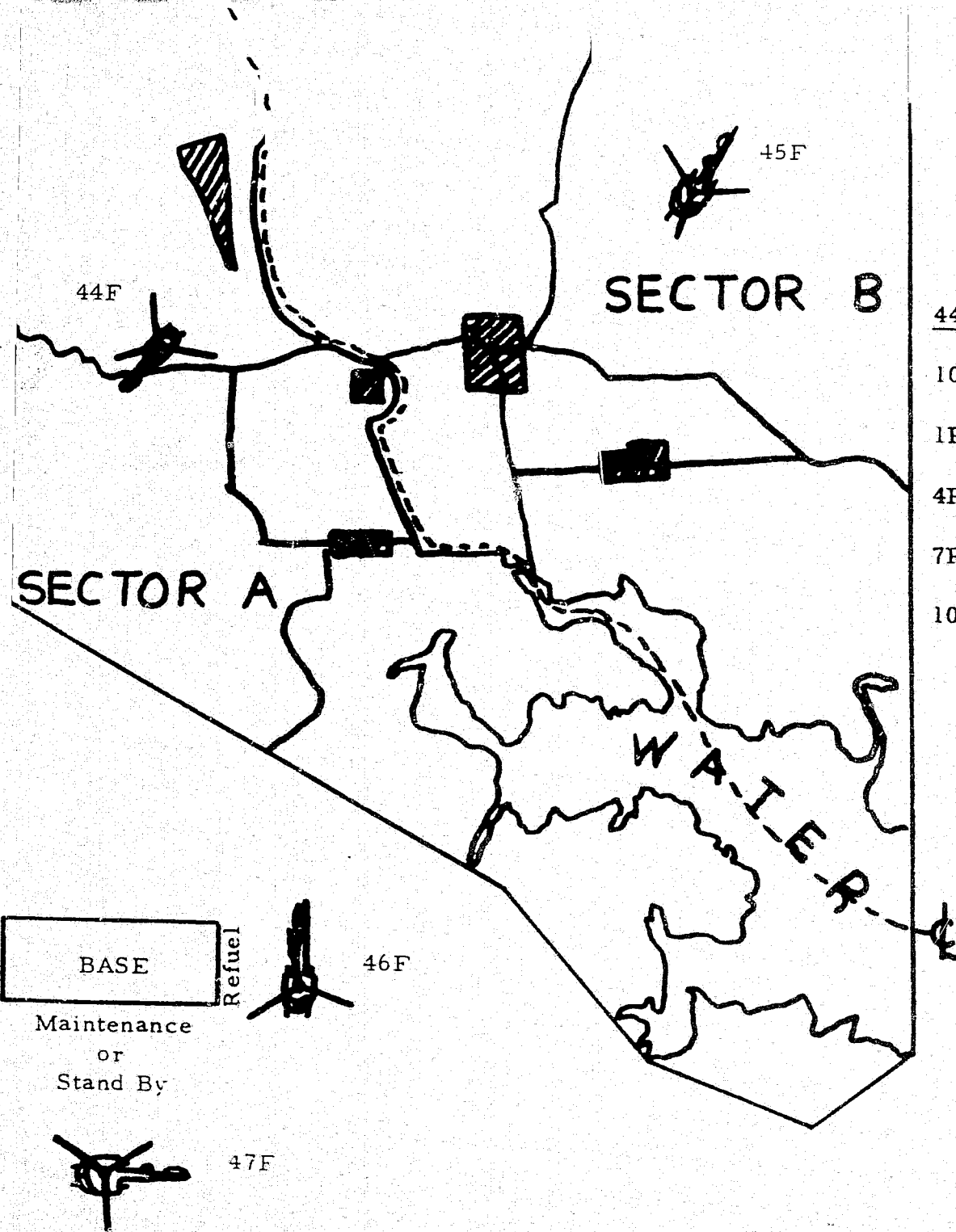
CONTINUED

2 OF 3

The proposed helicopter patrol program is based upon the theory of aggressive and continuous aerial coverage of predetermined high crime areas. To facilitate this concept a constant of three aircraft must be operational for the purposes of impact patrol. Additionally, the factors of scheduled and unscheduled maintenance must be considered when deploying the aircraft. Since each helicopter will undergo the manufacturer's scheduled maintenance at 50 hours, 100 hours, 200 hours and major mechanical maintenance at 600 hours and engine replacement at 1,000 hours flight time, provisions must be made to assure the continuation of the proposed aerial patrol program. Depending upon the type of maintenance performed, the amount of hours or days lost per aircraft will be substantial. This maintenance requirement in light of the undesirability to detract from continuous aerial coverage substantiates the need for an additional 2.0 helicopters.

The successful analysis of this program dictates that no deviation of the set rotational patrol format be allowed. Any detraction or disturbance which would alter the continuous coverage defeats the cumulative affects gained. Functions other than aggressive preventive patrol, however, require acknowledgement and the channeling of the efforts of the Helicopter Unit. Surveillance operations, training, and flights in support of Federal, State, and Local law enforcement agencies and other unpredictable demands such as natural disasters must be considered.

A-5




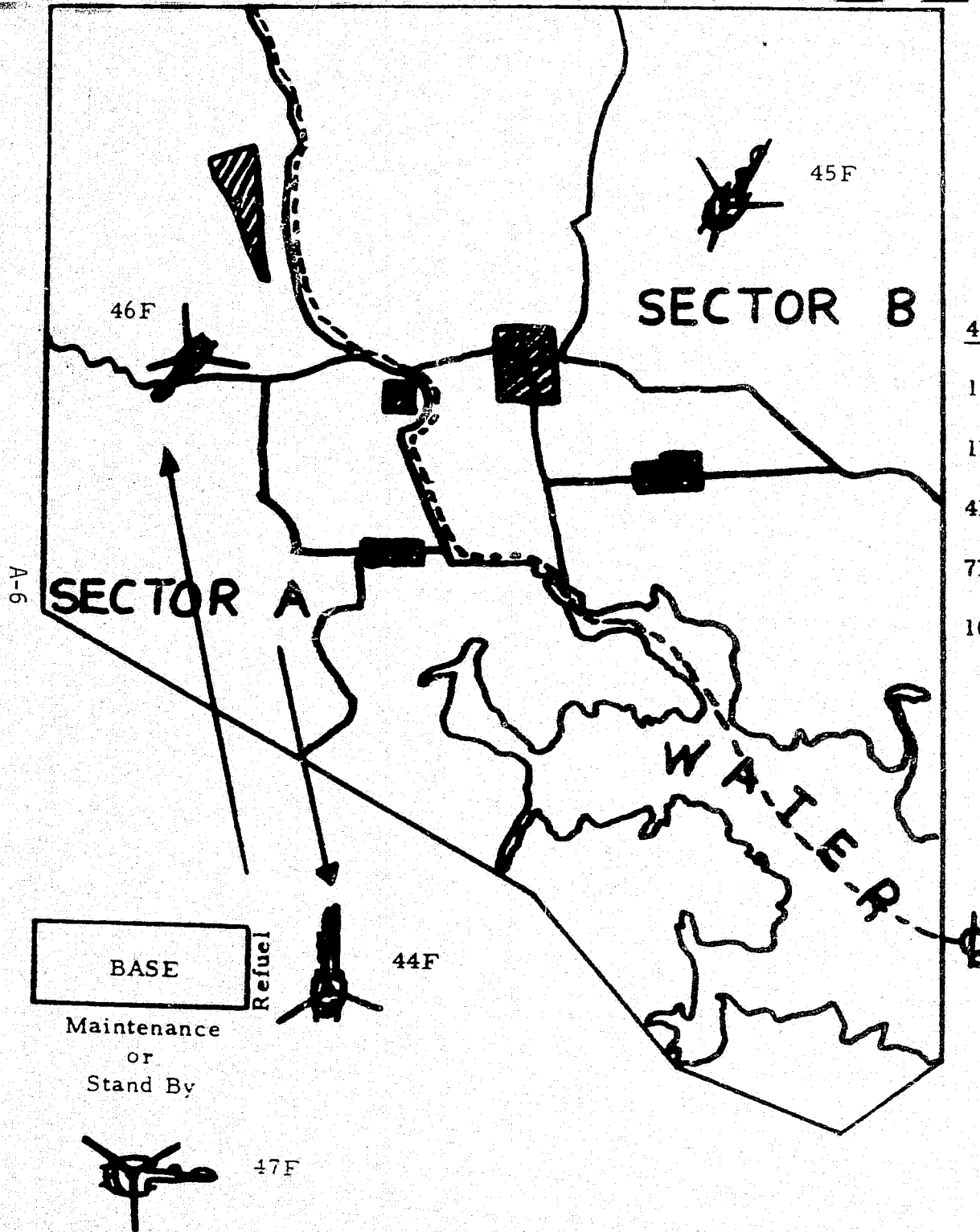
THEORETICAL EXAMPLE

FLIGHT SCHEDULE

<u>44F</u>	<u>45F</u>	<u>46F</u>	<u>47F</u>
10AM-12PM	11AM-1PM	12PM-2PM	Reserve
1PM-3PM	2PM-4PM	3PM-5PM	for
4PM-6PM	5PM-7PM	6PM-8PM	Maintenan
7PM-9PM	8PM-10PM	9PM-11PM	
10PM-12AM	11PM-1AM	12AM-2AM	

TIME PERIOD - 11AM

 Helicopter Patrol Emphasis




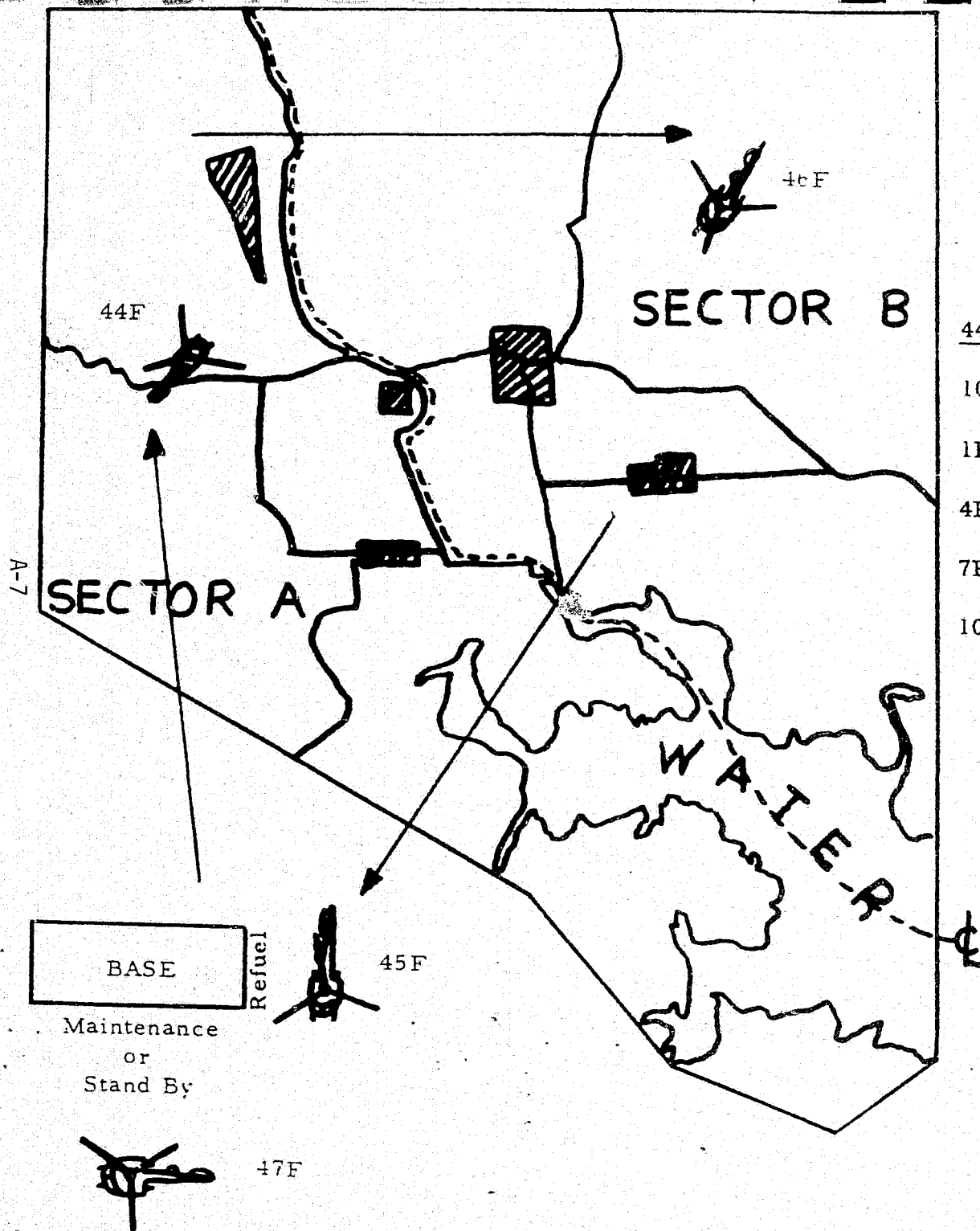
THEORETICAL EXAMPLE

FLIGHT SCHEDULE

<u>44F</u>	<u>45F</u>	<u>46F</u>	<u>47F</u>
10AM-12PM	11AM-1PM	12PM-2PM	Reserv
1PM-3PM	2PM-4PM	3PM-5PM	for
4PM-6PM	5PM-7PM	6PM-8PM	Maintena
7PM-9PM	8PM-10PM	9PM-11PM	
10PM-12AM	11PM-1AM	12AM-2AM	

TIME PERIOD - 12PM

 Helicopter Patrol Emphasis

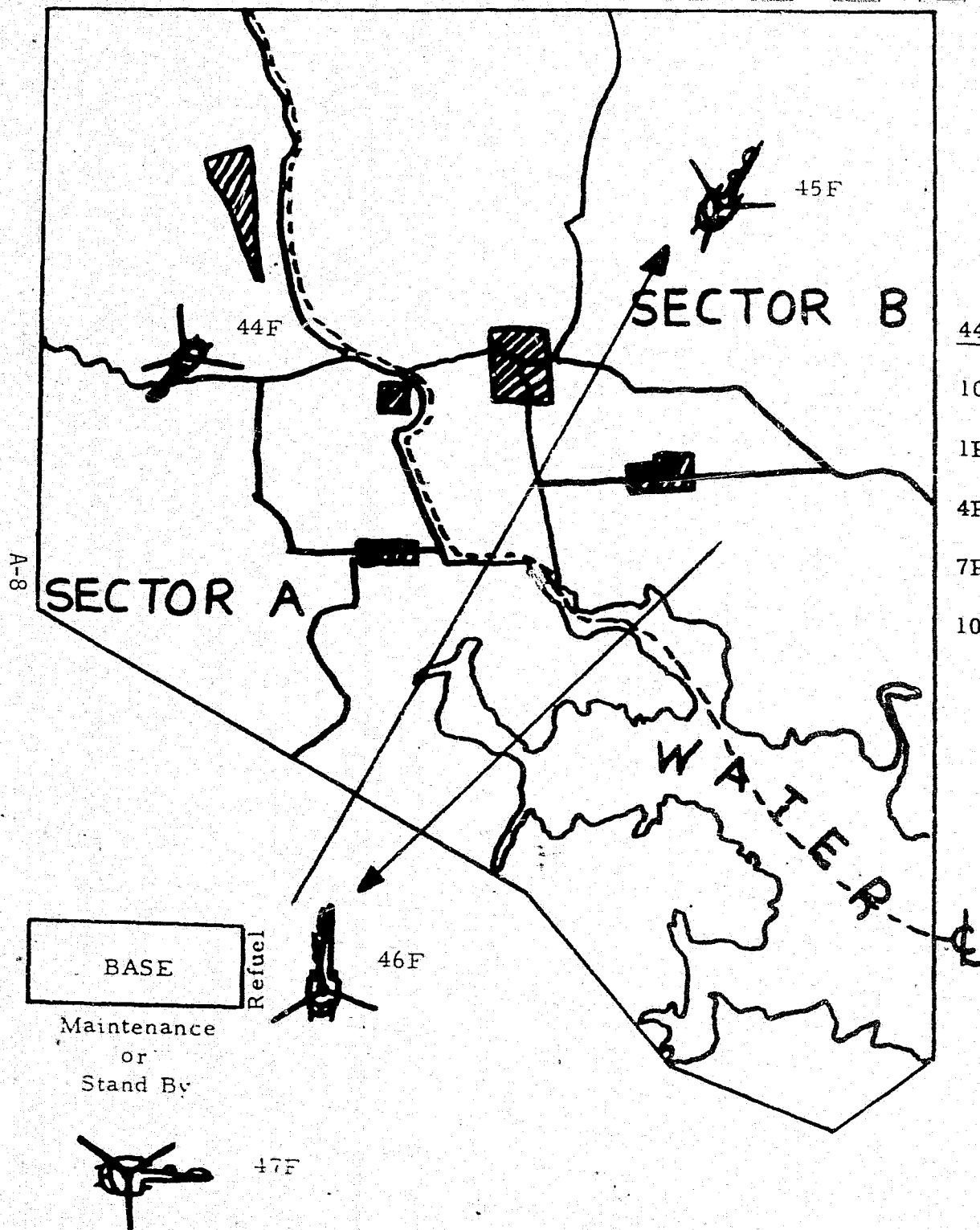


THEORETICAL EXAMPLE

FLIGHT SCHEDULE

<u>44F</u>	<u>45F</u>	<u>46F</u>	<u>47F</u>
10AM-12PM	11AM-1PM	12PM-2PM	Reserve
1PM-3PM	2PM-4PM	3PM-5PM	for
4PM-6PM	5PM-7PM	6PM-8PM	Maintenan
7PM-9PM	8PM-10PM	9PM-11PM	
10PM-12AM	11PM-1AM	12AM-2AM	

TIME PERIOD - 1PM



THEORETICAL EXAMPLE

FLIGHT SCHEDULE

<u>44F</u>	<u>45F</u>	<u>46F</u>	<u>47F</u>
10AM-12PM	11AM-1PM	12PM-2PM	Reserv
1PM-3PM	2PM-4PM	3PM-5PM	for
4PM-6PM	5PM-7PM	6PM-8PM	Maintenar
7PM-9PM	8PM-10PM	9PM-11PM	
10PM-12AM	11PM-1AM	12AM-2AM	

TIME PERIOD - 2PM

HELICOPTER TEST FLIGHT AREADECEMBER 1971 - FEBRUARY 1972DECEMBER 1971

	<u>Helicopter Patrol Time</u> <u>Frame 1100 - 0100</u>	+	<u>Out of Time</u> <u>Frame 0100 - 1100</u>	=	<u>24 Hour</u> <u>Period</u>
Assault & Robbery	192	+	45	=	237

Of the 192 assault and robberies, 89 or 46.3% occurred when the helicopter was out of service for refueling or maintenance.

JANUARY 1972

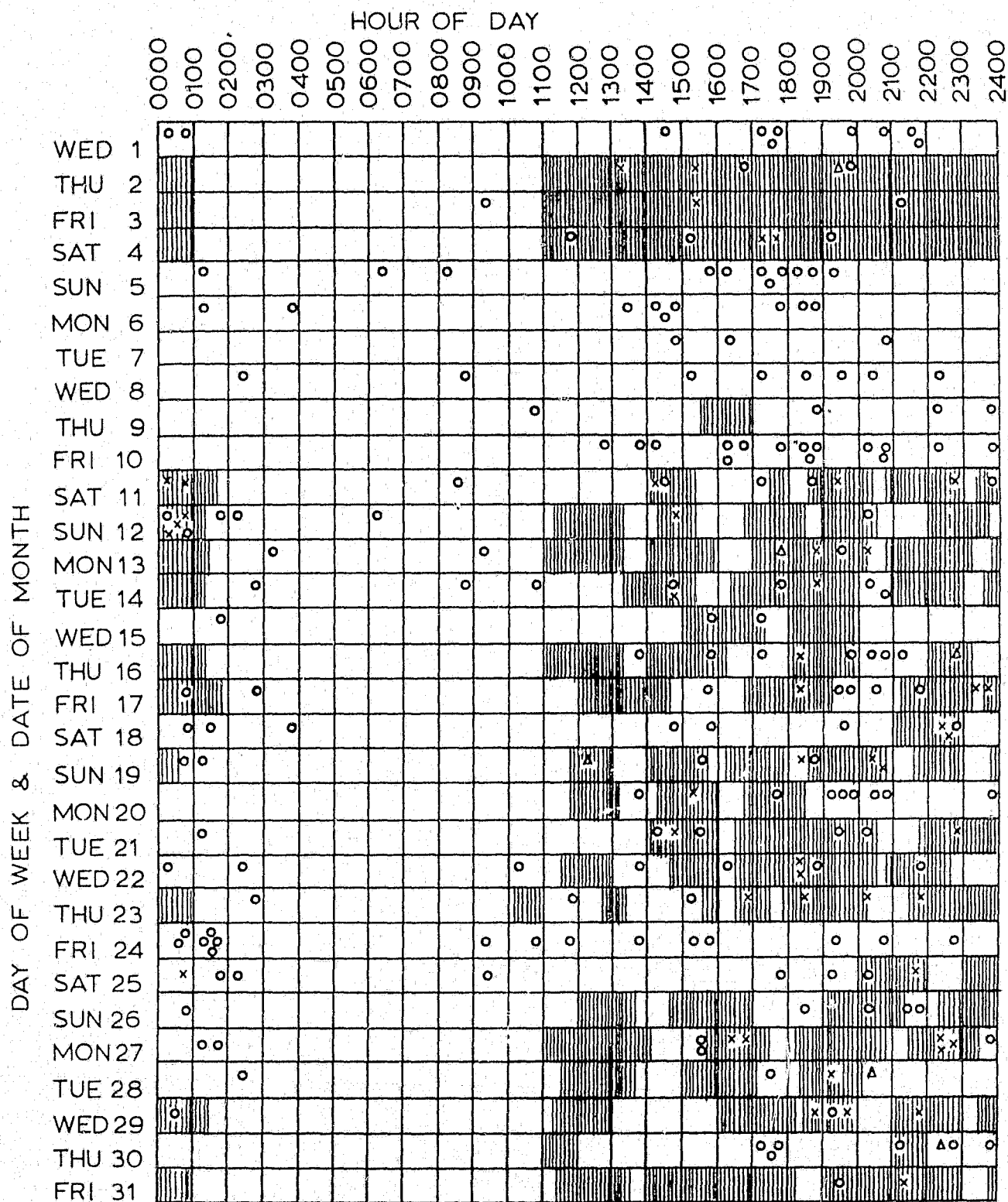
	<u>Helicopter Patrol Time</u> <u>Frame 1100 - 0100</u>	+	<u>Out of Time</u> <u>Frame 0100 - 1100</u>	=	<u>24 Hour</u> <u>Period</u>
Assault & Robbery	202	+	37	=	239

Of the 202 assault and robberies occurring in the helicopter patrol time frame, 115 or 56.9% occurred when the helicopter was out of service for refueling or maintenance.

FEBRUARY 1972

	<u>Helicopter Patrol Time</u> <u>Frame 1100 - 0100</u>	+	<u>Out of Time</u> <u>Frame 0100 - 1100</u>	=	<u>24 Hour</u> <u>Period</u>
Assault & Robbery	143	+	28	=	171

Of the 143 assault and robberies occurring in the helicopter patrol time frame, 91 or 63.6% occurred when the helicopter was out of service for refueling or maintenance.

**LEGEND**

SHADED AREAS indicates Helicopter on Station

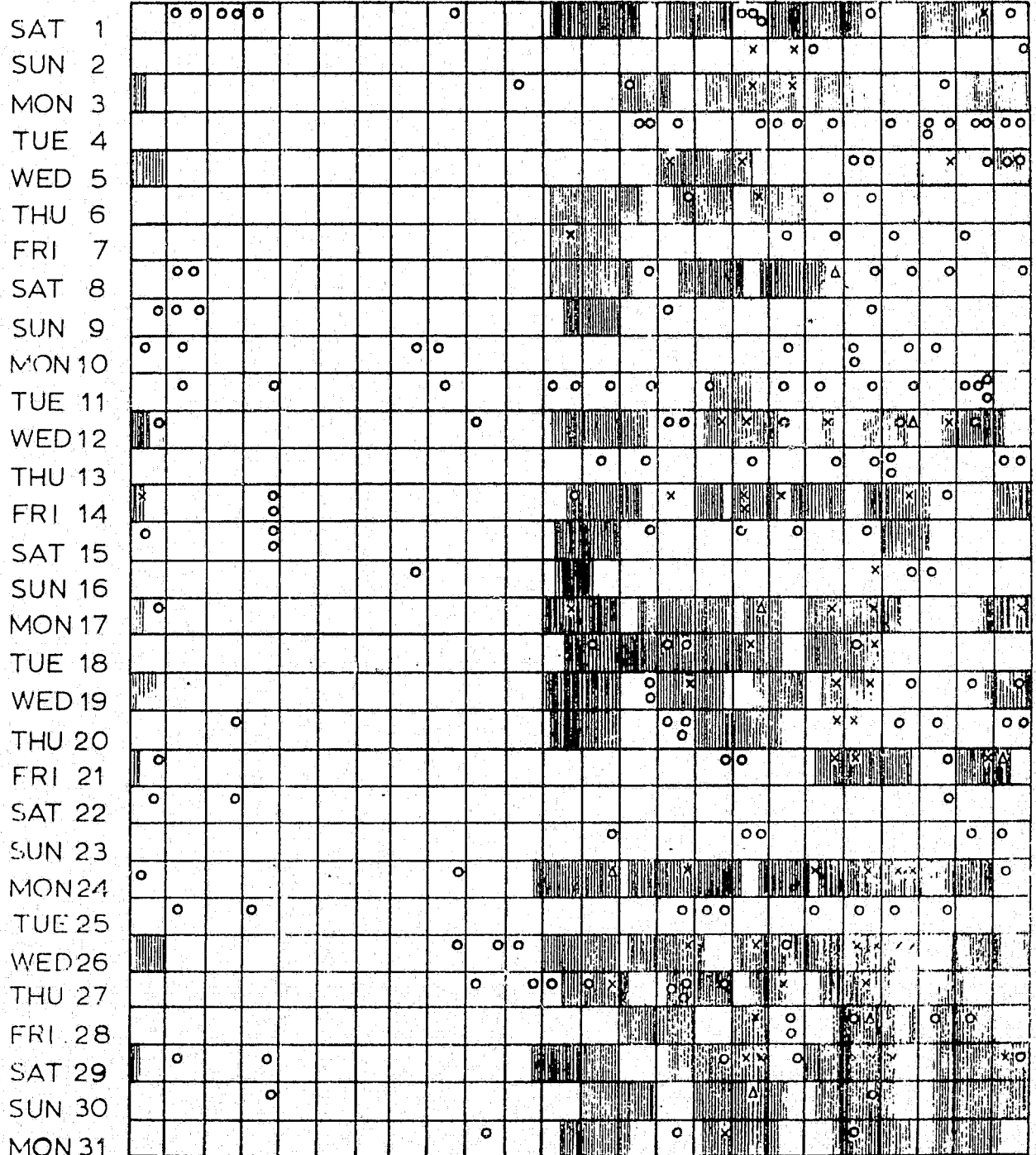
O Assault and Robberies reported

X 1 - 5 minutes lapsed from time of occurrence til time of description broadcast

V 6 - 10 minutes lapsed from time of occurrence til time of description broadcast

DAY OF WEEK & DATE OF MONTH

HOUR OF DAY



LEGEND

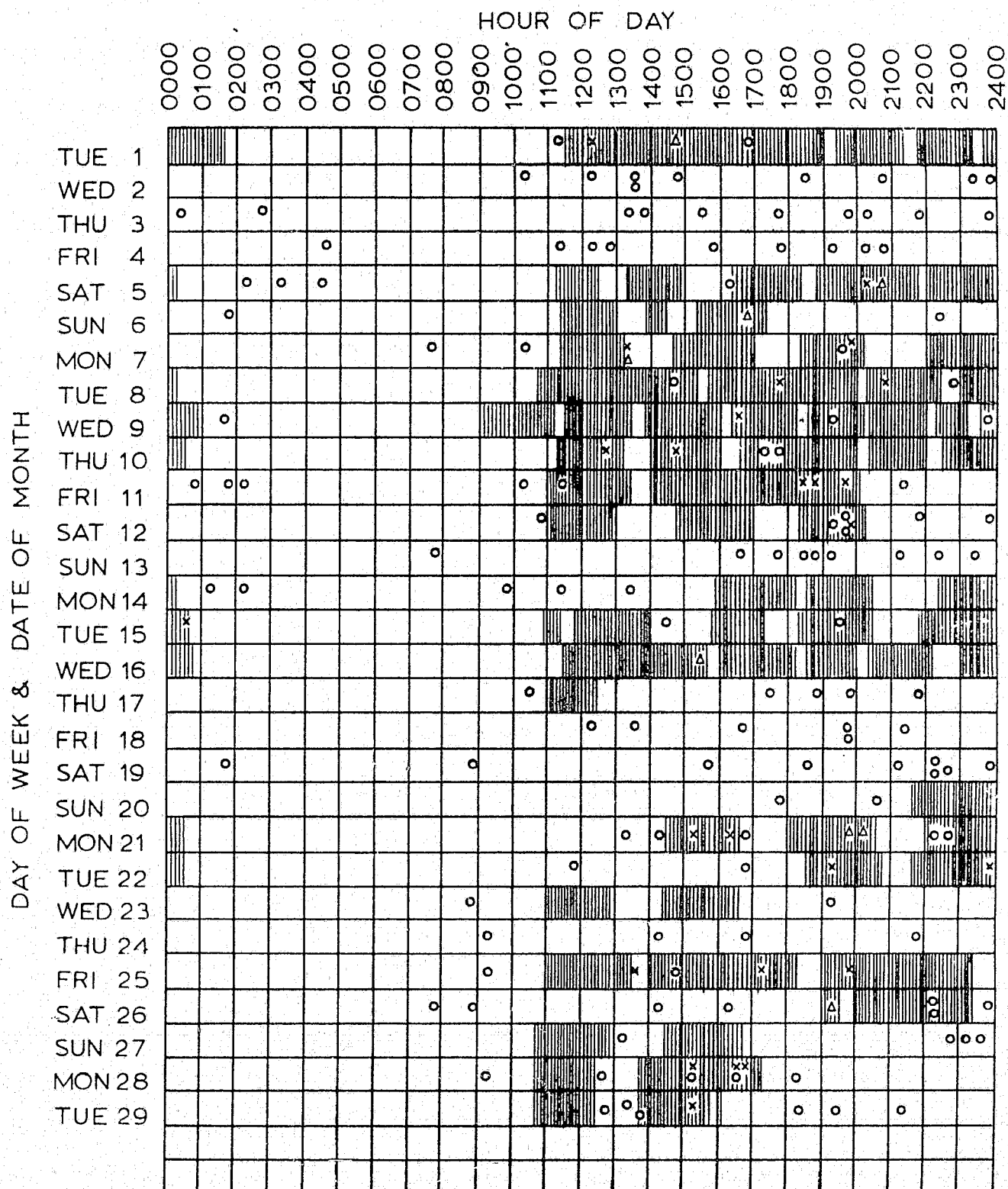
SHADED AREAS indicates Helicopter on Station

o Assault and Robberies reported

x 1 - 5 minutes lapsed from time of occurrence til time of description broadcast

v 10 - 10 minutes lapsed from time of occurrence til time of description broadcast

FEBRUARY 1972



LEGEND

SHADED AREAS indicates Helicopter on Station

O Assault and Robberies reported

X 1 - 5 minutes lapsed from time of occurrence til time of description broadcast

Δ 6 - 10 minutes lapsed from time of occurrence til time of description broadcast

END

7 dec/1944