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MPACT

INTRODUCTION

In January 1972 the City of Baltimore was one of eight cities selected to participate in the High Impact Anti-Crime Program funded by the Law Enforcement Assistance Administration of the United States Department of Justice. In July 1972, the Mayor's Coordinating Council on Criminal Justice submitted its Impact action plan entitled, A Three Year Action Plan for the Reduction of Burglary, Robbery, Homicide, Aggravated Assault and Rape. The Plan represented a request for approximately \$21 million in Federal funds over a three-year period. The Governor's Commission on Law Enforcement reviewed the Impact Plan at its July 13, 1972 meeting, at which time the Commission approved the program areas in principle. It was decided that each individual project would be considered by the Commission before funds were to be awarded. The first Impact projects were approved by the Commission on August 31, 1972. Formal approval of most of the chapters contained in the Plan was announced by LEAA on October 26, 1972 at a press conference in the office of Baltimore City's Mayor William Donald Schaefer. Subsequent additions and modifications have been submitted, reviewed and approved by the Commission and LEAA.

The major goal of this plan has been 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:

1. Prevention of Youth Crime

NCJRS

2. Drug Abuse Prevention

3. Intensive Community Patrol by Police

4. Court Requirements

SEP 2 1 1076

5. City Jail

6. Target Hardening

7. Citizen Involvement

ACQUISITION

Within the above Program Areas, twenty-nine individual projects have been approved by the Commission.

Although the Impact projects were first approved in August 1972, subsequent project approvals and implementations were delayed. Reasons cited for these delays have included the establishment of administrative procedures, lack of planning before the Plan was approved, governmental regulations and procedures, ineffective project management and utilization of innovative ideas which required extended pre-implementation work. Becuase of these delays, it is difficult and unwise to attempt to formulate firm conclusions as to the effect of this program on Baltimore City. However, included below is a chart illustrating the crime picture in Baltimore City since 1969.

Included in this package are the Past Progress reports of Impact projects that are to be considered for refunding. Included in each report is general information regarding the project, the history of the project development, implementation and operation, and a staff analysis of each project. Where possible, staff has attempted to make reference to other projects within program areas in an attempt to give an overall picture of success in program areas.

UNIFORM CRIME REPORTS FOR BALTIMORE CITY

1969 - 1973

YEAR	202-2	R AND EGLICENT AUGHTER		CIBLE APE	ROB	BERY		AVATED AULT	BUR	GLARY	1	CENY- EFT	AU THE		TOT VIOL CRI	ENT	TOT PROP CRI	ERTY	TOT	
	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL # OFFENSES	RATE	TOTAL OFFENSES
1969	26.3	236	75.1	. 675	987	8,864	1020	9023	2160	19,367	3370	30,120	1150	10,361	2110	18,798	6685	59,848	7888	78,646
1970	22.5	231	61.3	555	1210	10,864	790	7159	2100	19,041	3678	33,318	1140	10,333	2090	18,910	6918	62,692	9005	81,602
1971	35.6	323	59.2	537	1040	9,480	724	6556	2040	18,481	3581	32,435	987	8,938	1865	16,856	6608	59,854	8474	76,750
1972	36.4	330	51.3	465	1058	9,584	701	6365	1875	16,986	3070	27,804	922	8,350	1849	16,744	5867	53,140	7716	69,884
1973	31.4	280	55.9	499	964	8,612	719	6415	1748	15,606	2890	25,795	923	8,242	1771	15,806	5562	49,643	7332	65,449
FIRST QUARTES		e Note H	elow]							•							·			
1974		60	11.8	105	234	2,088	151	1346	449	4,008	760	5,785	219	1,954	403	3,599	1428	12,747		16,346
FIRST QUARTER 1973		73	11.3	101	210	1,882	166	14'83	371	3,308	637	5,681	191	1,702	397	3,539	1198	10,691	1594	14,230

Source- Crime in the United States- Uniform Crime Reports, 1973

NOTE: The FBI Uniform Crime Reports calculate the index crime rates based on the annual number of crimes per 100,000 population. The quarterly rate is calculated in a similar manner for crimes during the first three months of the calendar year and is approximately one-fourth of the annual rate.

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PAST PROGRESS

1. GENERAL INFORMATION

Project Title: Community Treatment (Baltimore City Intensive Probation) Project

Applicant: Department of Juvenile Services

Implementing Agency: Department of Juvenile Services

Project Director: Mr. Frank Chesley

Date of Award: March 19, 1973

Federal Award: \$316,116 (Adjusted to \$266,116)

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the methods by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime by Baltimore youth.

During 1971-1972, approximately 400 boys were committed to juvenile institutions because of Impact offenses; at the same time, the Baltimore City Juvenile Court waived jurisdiction and transferred over 300 such youngsters for prosecution as adult offenders. The applicant cited a study by the John Howard Association which commented critically on the increasing reliance upon both waiver and institution-The Association predicted that if the Department of Juvenile Services expanded its community-based programs while strengthening institutional programs for the few youth requiring secure custody, the waiver and institutionalization rates could be cut in half within a decade. The applicant has cited the excessive costs and unsatisfactory treatment effectiveness as reasons for encouragement of the above-stated results. Based on the Association's recommendations, and in conjunction with the Mayor's Coordinating Council and Governor's Commission staffs, the Department of Juvenile Services planned this Community Treatment (Baltimore City Intensive Probation) project. This is a replication of the California Community Project which matches probation officer to child using differential diagnosis and treatment methods. Another essential component is the small caseload which in and of itself may not make a significant difference, but combined with the other factors has proven potentially successful elsewhere. Approximately 200 fifteen-to-eighteen year old juvenile Impact offenders were to be selected. These would be adjudicated delinquents for Impact offenses whose cases been disposed of. The youth were to remain in the program for two years when project staff would make recommendations to the court for final disposition of the cases. Fifteen probation officers and supervisory staff were to be trained in various treatment methods, classification techniques and provided with the necessary technical assistance and monitoring to assure the integrity of the project.

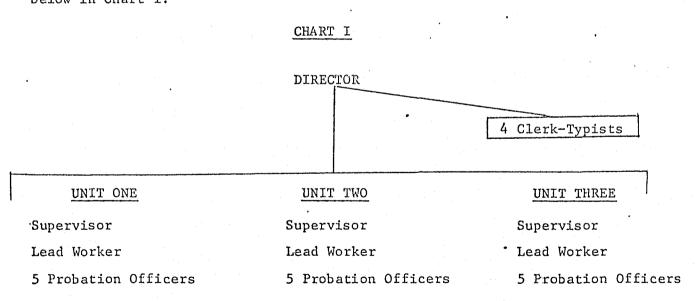
III. PROJECT IMPLEMENTATION

On March 19, 1973, the Governor's Commission notified the Department of Juvenile Services that their request for Impact funds for the "Community Treatment (Baltimore City Intensive Probation)" project had been approved. The Acceptance of Grant Award and Conditions was signed by the Director of the Department of Juvenile Services on June 25, 1973 after some delay due to some administrative restrictions.

The desired start date, as indicated in the grantee's application, was May 1, 1974, but various problems arose which delayed the first expenditure of federal funds until September, 1973. Administrative restrictions, in addition to the problems associated with the innovative nature of the program, have been blamed for the delays. One of the first problems the Department of Juvenile Services encountered was the delay in obtaining the Governor's approval to accept the grant. The approval was granted on August 17, 1973. A major delay was also experienced in the hiring of personnel. In addition to the delay in receiving approval from the Board of Public Works to establish the necessary positions, screening processes and training were time-consuming. Because the matching of probation officers to clients is of major importance to this program, particular care was taken in selecting professional personnel. The problems encountered in this selection process affected the implementation of the entire program. Additional delays were experienced in securing project sites.

As a result of the above-described delays, the first clients did not enter the program until March, 1974 and as of September 1, 1974, approximately 74 clients were on the project's caseload.

The project staff was to consist of 26 persons, including a director, four clerk typists (or secretaries), three counseling supervisors, three lead workers and fifteen probation officers. The staff was to be organized as illustrated below in Chart I.



After major delays due to the need to have the Board of Public Works' approval of project positions and to the importance of obtaining "matched" counselors, all positions were filled by mid-September, 1974. Individuals were selected from State lists of available and qualified persons.

Staff training has been conducted at two levels. Outside consultants who were familiar with the policies and practices of the California Department of Youth's Authority's Community Treatment program provided training before the program started, and provided a refresher course for old and new employees approximately six months later. In addition, counseling supervisors have provided additional in-house training for new counseling staff.

All special grant conditions were resolved by the grantee.

IV. PROJECT OPERATION

The approved project budget for the first year was as follows:

	Budget Category			Federal Funds
A. B.	Personnel, Comp. and Be Equipment (3 carry-all Other expenses (utility	vehicles)	adical	\$207,824 12,000
C.	expenses)	res, crouning, m	suicai	96,292
	TOTAL	•	•	\$316,116

The project's matching share consisted of the following items:

	<u>Item</u>	Amount
A. B.	Program Specialist @ 15.1% of time Equipment (office supplies)	\$ 2,352 13,320
C.	Consultant and Contractual Services (staff training)	28,000
D.	Travel (staff @ 10¢ per mile)	17,750
E.	Consumables (paper, pencils, etc.)	5,700
F.	Rental Cost (office space for 3 units)	19,528
G.	Other expenses (10% of salaries)	18,722
	TOTAL	\$105,372

During the year the project staff requested five budget modifications, four of which were approved as follows:

- 1. To reallocate \$2,000 from Travel to Other Expenses for the expenditure of gasoline, oil, auto insurance and maintenance of the vehicles.
- 2. To purchase a passenger automobile and 2 Carry-All vehicles in the amount of \$12,000, instead of three Carry-All vehicles.

- 3. To expend funds from Equipment to install burglar alarm system in the Baltimore City Intensive Probation Office located at 5111 Park Heights Avenue.
- 4. To modify the hiring procedure for "matched" counselors due to the hiring process within the State Merit System and time restrictions. This was approved on the condition that the counselors be matched to the extent possible through in-house procedures.
- 5. The request that was not approved by the Commission staff was to hire a fiscal clerk for the project. This was rejected by the Commission staff since the fiscal matters could be handled through the Department of Juvenile Services.

The intake and screening process developed by project staff is structured in order to provide experimental and control groups for evaluation purposes. Eligibility standards were developed in order to protect the public from the undue risk associated with community-based treatment of older, aggressive delinquents, and to use intensive treatment to deter youth with a high potential for institutional placement to the extent possible. Youth eligible to participate in the program are as follows:

- 1. A male resident of Baltimore City between 15 and 17 years of age;
- 2. Charged with the commission of burglary, robbery, assault, or other Impact offenses (except rape);
- 3. Within the jurisdiction of the Baltimore City Juvenile Court; and
- 4. Voluntarily accepts admission into the program.

Ineligible to participate in the program are those juveniles who:

- 1. Are found to have committed intentional homicide, or
- 2. Are found to have committed forcible rape; or
- 3. Are found to have committed any offense involving the use of a gun; or
- 4. Are found to have committed an assault causing hospitalization of the victim; or
- 5. Are found to have sold narcotics in addition to having committed an Impact offense; or
- 6. Are evidencing severe mental problems necessitating referral to the Montal Hygiene or Mental Retardation Administration; or
- 7. Are under a commitment order to a Departmental institution at the time of the offense; or
- 8. Are habitual drug users.

Initially, the Court Assignment Office forwards to the project staff the names of all eligible youth that meet the project's initial criteria. The project then identifies all the youths who can be seen within three days. The excess are returned to the Assignment Office and their names are retained for the control group. In this way, there is minimal delay in service, and no youth is deprived

of receiving service because of project procedures. Within three days all youth are seen. Some small number either reject the project or are rejected by the project as ineligible. The reason is noted for those who do not come into the project and they are assigned to the control group. (See Attachment I).

Participation in the project is voluntary on the part of the youth. This is done to assure that the youth's rights are protected. A youth who comes into the project must agree to a term of probation that may be longer than he would receive under normal circumstances. No youth are encouraged to participate in the project if he or his parents object, because both parties are an integral part of the treatment process. Those who reject the project as well as those rejected constitute, according to the grantee, a small, but important subgroup in the controls.

Project intake is designed to obtain a random selection of youth for experimental and control groups. The control group consists of a large number of youth not seen by the project at all and two smaller subgroups of youth that did not meet the program's admission criteria.

For all control group youth, a card file is maintained. It contains the following information: name, address, birthdate, docket number, offense, and control group category. This information will be used at a later date, in order to obtain follow-up data for evaluation purposes from Department of Juvenile Services.

At full capacity, approximately 200 youth will be in intensive supervision in the experimental group. According to the applicant, 104 clients have been processed through intake since March, 1974. Thirty youths comprise the control group while 74 youths are on the project's active caseload. Statistics maintained by the applicant show that the experimental group is composed of the following Impact offenders:

Impact Category	# Clients in Project
Assault	15
Breaking & Entering	3 8
Larceny	3
Robbery	13
Purse Snatching	• 5
TOTAL	74

According to the applicant, delays in program implementation and the decrease in the number of projected referrals account for the low number of clients currently in the program.

March, 1975 has been set by the project staff as the target date for the project to be operating at full capacity. The program has expanded the intake criteria to include 14 and 18 year old youths, and also youth who have been charged with purse snatching in order to increase the caseload to its full capacity. Subsequent to intake, the client is contacted and an appointment is made for him to come to one of the three units for a taped interview to determine the Interpersonal Maturity Level ("I" level").

The "I level" classification theory was utilized by the Community Treatment Program in California as a means of classifying offenders relative to treatment planning, goal setting, and program organization. The theoretical formulation

is based upon a sequence of personality (or character) integrations in normal childhood development. This system focuses upon the ways in which the individual is able to perceive himself and the world, especially in terms of emotions and motivations. According to the theory, seven successive stages of interpersonal maturity characterize psychological development. They range from the least mature, which resemble the interpersonal reactions of a newborn infant, to an ideal of social maturity which is seldom or never reached in our present culture. Each of the seven stages, or levels, is defined by a crucial interpersonal problem which must be solved before further progress toward maturity can occur. Seven levels have been identified, but only levels 2 through 4 describe the juvenile delinquent population. Associated with these working levels are 9 subtypes with a specific behavior pattern and treatment plan. (See Table II).

"I Level" Delinquent Subtypes and Code Names

CODE NAME	-DELINQUENT SUBTYPES
1 ₂ As	Asocial, Aggressive Asocial, Passive
I ₃ Cfm	Conformist, Immature
Cfc	Conformist, Cultural
Mp	Manipulator
I ₄ Na	Neurotic, Acting-Out
Nx	Neurotic, Anxious
Se	Situational Emotional Reaction
Ci	Cultural Identifier

Two project staff members trained and designated as diagnosticians, conduct the taped interview with the youth and make a final diagnosis as to the "I level." A probation officer whose sensitivity, talents and interests are compatible is "matched" to a youth, and a treatment strategy plan is developed for a two-year period that reflects the youth's overall level of maturity, response to others, self-image, and various unique features of his personal life situation. In addition, the diagnosticians will also develop the control list.

As originally outlined in the proposal, the differential treatment techniques used by this project were based upon the determination of an Interpersonal Maturity Level ("I level"), matching the youth with a worker whose personal style is amenable to working with the behavior associated with a given "I level", and then developing an individualized treatment plan. The matching of workers to specific "I levels" and subtypes is based on the California experience which found that when worker style and youth style were compatible, extraneous factors which interfered with attaining treatment goals could be eliminated.

A plan modifying the matched worker requirement component of the project had to be implemented due to state personnel regulations. According to the applicant, this modification strengthens the experimental design in that both matched and unmatched workers can be compared. It is anticipated that the evaluation research design will reflect a test of the independent effects of worker matching and diagnostic grouping.

Subsequent to the development of a differential treatment plan for the client, a variety of differential treatment techniques such as group home placement, employment, individual, group and family counseling, recreational activities, and tutoring are employed by the probation officer to achieve specific client objectives. Additional services such as clothing, employment, medical, eye, and dental examinations are offered to all clients. Cultural and recreational activities such as sports, dances, outings and plays have been developed in order to offer the youth a variety of experiences.

The probation officer remains on call 24 hours, and is available to his probationers and contacts his clients at such times (evenings and weekends), with such frequency (daily if needed), and in such places (street, home) as may be required. In addition, he insures that his probationers observe the conditions of their probation, and reports violations. If additional services are needed outside the program, he refers his clients to the appropriate community agencies.

The "I level" classification system was not designed to screen out youth with serious emotional problems, however, a few youths with problems like this have come into the program, and their difficulties became apparent as they required a lot of the staff's time. Occasionally, a youth has become involved in some situation that required the efforts of more than one staff member, or a quick response that required the skill of a senior staff person. To handle these situations a "critical incident file" was created so that the Project Director would immediately know of and review situations that threatened to cause undue stress for a youth, or divert too much staff time from the main project mission. One immediate result of this has been the creation of procedures for diagnosis and screening out youth who manifest apparently psychotic behavior. With regular procedures established for this there is an increase in staff time that is devoted to the main treatment objective.

Another outcome stemming from the critical incident file was a decision to offer youth an I. D. card which they may carry if they choose. This was worked out in close cooperation with the City Police Department's Section of Planning and Research. This system, which will be in operation shortly, means that if a youth gets in any sort of trouble and chooses to use his card his worker will be immediately notified.

The creation of the critical incident file is a result of fitting a parole program to a probation situation. In California all youth were committed to the California Youth Authority which institutionalized them for a period of weeks while they were evaluated. During this time a complete series of physical, psychological, and vocational testing procedures was accomplished. The Community Treatment Project has had to independently develop procedures as well as supportive services to accomplish these ends. The Port of Baltimore Sea School was designated as the career component of the Intensive Probation Program. Currently, 10 of their clients are enrolled in the Sea School where they receive education and training for occupational positions in related maritime or general industries. Contact is made by the probation officer with the staff of Sea School to follow his client's progress in the program. All 10 of the youths have completed the Sea School program and are in the process of being phased-out. Joint evaluations are being conducted by both programs in order to evaluate the youths'

progress and make follow-up recommendations. In addition, a residential facility was made available through purchase of care funds under the High Impact grant for those youth who needed facilities outside their home. To date, only five have been referred to this facility, and none of the five are currently residing in the home. (See Past Progress Report on Residential Facilities for additional information). Initially, it was envisioned that the program would have utilized this program of residential placement more frequently.

The original proposal contemplated that a monitoring-evaluation contract would be let at the time of the project's inception. To date, no decision has been made on the status of this request, although a request for proposal has been prepared, and submitted to the Governor's Commission. A research and program consultant has been utilized to orient the project to what the needs and expectations of monitoring and evaluation will be. Meetings with Commission staff members have resulted in intake being modified so that a compatible control group is developed through randomization.

V. ANALYSIS

The Community-Based Intensive Probation Project was developed to achieve the following objectives:

OBJECTIVE 1: Reduce the rate of recidivism among Impact offenders.

OBJECTIVE II: Reduce the institutional population.

OBJECTIVE III: Decrease the cost of treatment resources for adjudged delinquents.

The anticipated reduction in the incidence of recidivism in Objective I is based on the probability that youths displaying anti-social behavior will eventually commit crimes, and that through community-based intensive counseling the probability can be reduced. The aspect of the program that is anticipated to have some effect on the impact of this objective is the intimate relationship between the client and his probation officer. Due to the small caseloads of 12 - 15 clients, the officer is able to intensify his relationship and counseling due to the free contact with his client. Statistics are maintained on a monthly basis by the supervisor in each unit, as to the number of contacts an officer has had with his client and the type of contact that was initiated. Data supplied by the applicant for the month of August stated that a total of 605 in-person contacts were made by staff members (See Table III).

TABLE III IN-PERSON CONTACTS MADE BY STAFF FOR AUGUST

MINIDED OF COMPACTS MADE

TIPE OF IN-PERSON CONTACT	NUMBER OF CONTACTS PIADE
Client	338
Relative (another member of the family)	196
Collateral (persons other than the family,	
i.e., employers, agencies and	
instructors)	71
TOTAL	605

TYPE OF THE DEPCON CONTACT

An average of 1 in-person contact with the client per week was made for each client by the 8 probation officers for the month of August. Formal and informal counseling sessions are held in the unit offices, on the youth's job, in school, in the home and in the youth's community. Frequency of client contacts is based upon the client's individual needs and treatment objectives. As previously mentioned, the probation officers remain on call seven days a week, 24 hours a day in the event that a crisis should arise involving his client. When a youth's problem is a result of a family situation or a situation outside the family structure, relatives and peer group associates are involved in the counseling sessions.

An on-site visit conducted by Commission staff indicated that extensive records are being maintained on client progress. Demographic data, educational history, family structure, employment background, health evaluations, delinquency history and treatment objectives are the kinds of data that are included in each youth's record.

Statistics supplied by the applicant state that a total of 104 Impact offenders have been processed through intake since program inception. Of the 104 youth, 30 comprise the control group and 74 are actively participating in the program. Of the 74 client participants, 7 have been rearrested (see Table IV). This reflects a 9.5% rearrest rate for the project year.

TABLE IV REARRESTS OF CLIENTS BY ORIGINAL AND SUBSEQUENT OFFENSE

Original	Subsequent	Present Status
Assault	Unauthorized use of an auto- mobile	Detained at Maryland Training School
Breaking and Entering	Violation of probation (violent in the home)	Detained at Maryland Training School
Breaking and Entering	Receiving Stolen Goods	On bail
Assault	Concealing a deadly weapon	Detained at Maryland Training School
Breaking and Entering	Assault	Detained at Maryland Children's Center for 30-day evaluation
Assault	Unauthorized use of an auto- mobile - Drug usage	 Detained at Springfield Hospital for observation (drug usage)
Purse Snatching	Failure to pay cab fare	Detained at Baltimore City Jail, but released after paying bail

Verification of rearrests are made when a probation officer is notified by the clerk in the Assignment Office or by the youth's parents. A record check is not made by staff in order to verify rearrests.

Objective II is impacted upon by the project's willingness to receive at intake, juveniles who are adjudged delinquent and could be sent to an institution. The probation project is to provide community-based treatment and services for the youth during a period of court ordered probation, in an attempt to prevent institutionalization. It is anticipated that baseline data for the project can be generated by obtaining data from Department of Juvenile Services for the project life, on impact crimes and their disposition. This can be utilized as an effectiveness measure to see if the project is impacting upon the number of delinquents that are institutionalized. According to the Department of Juvenile Services' statistics, 608 delinquents and 269 CINS from Baltimore City were committed to Maryland's training schools in 1973, however, in 1974, 684 delinquents and 7 CINS were committed. It is not possible to determine whether this project has had any effect on the institutional commitment rate at this time. However, evidently Senate Bill #1064 which became effective in January, 1974 appears to have some impact on CINS commitments. The bill states that Children-In-Needof-Supervision (runaway, truant and ungovernable youth) cannot be committed to state institutions. It is possible that the new law has resulted in an increased number of delinquent commitments in cases that previously were labelled CINS.

With respect to Objective III, it is assumed that community-based treatment will be less expensive than institutionalization. In analyzing Objective III, a comparative study should be done on the cost of treatment of an adjudged youth in an institution to one who has "successfully" completed the project.

To date, sufficient data has not been generated by the project to evaluate any impact on the aforementioned objectives. As previously mentioned, delays in project implementation accounted for intake being initiated in March, 1974. Since the program is not operating at full capacity, and new staff members are beginning their in-service training period, it is too early to justify any conclusions about the effectiveness of the project. March, 1975 is set as the target date for the project to be operating at full capacity.

There is available, however, some indication that the project is making some progress in specific areas towards accomplishing their objectives. Cooperation has been solicited from the Baltimore City Juvenile Court, Mayor's Office of Manpower Resources, the Baltimore City Police Department, Office of the State's Attorney, and the Public Defender's Office. A genuine concern for the youth is evidenced by the staff's continuous efforts in encouraging their clients to continue school and seek employment.

Data supplied by the applicant shows that over 75% of their clients are enrolled in educational programs. (See Table V).

TABLE V

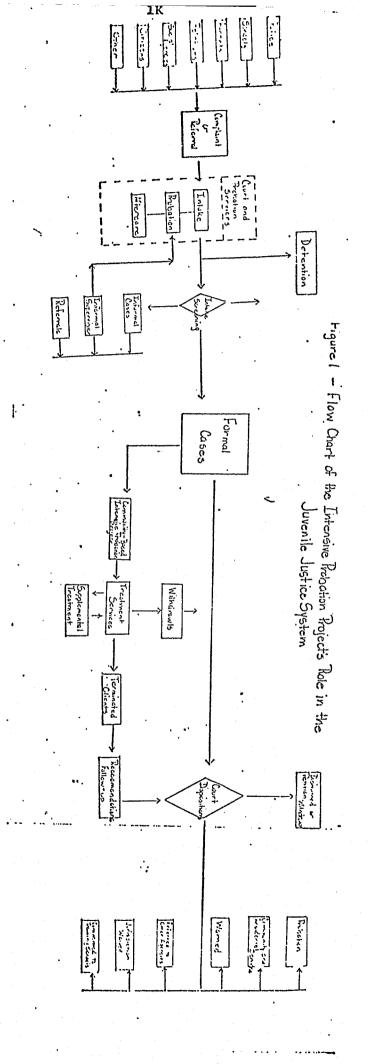
CLIENT PARTICIPATION IN EDUCATIONAL PROGRAMS

•	NUMBER OF CLIENTS	EDUCATIONAL PROGRAM
	38	Baltimore City Public Schools
	10	Sea School
	. 1	Job Corps
	1	Community College of Baltimore
	3	Driver's School
TOTAL	L 53	

In addition, probation officers have found employment for 17 of their 74 clients according to their individual interests and skills.

Recreational and cultural activities have been developed by staff in order to offer the youth a wide spectrum of experiences. During the summer, picnics, team sports, and outings were sponsored by the program. A tutoring program in conjunction with Hopkins University is planned to be implemented in the fall. When there is a need for additional services, other than those provided by the program (i.e., psychological testing, family counseling services, etc.), referrals to other community resources are initiated by staff.

In summary, this project to date has made some effort towards accomplishing its objectives. Although a complete evaluation cannot be made at this time due to insufficient data and delayed program implementation, it is anticipated that this evaluation can be accomplished during the project's subsequent year's of funding. An interim audit was conducted in August, 1974, and the financial records system was found to be satisfactory and expenditures supported by documentation. It is suggested that all audit report recommendations in the future be implemented by the grantee during any subsequent year of funding.



PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Residential Facilities

Applicant: Department of Juvenile Services

Implementing Agency: Department of Juvenile Services

Project Director: William H. Edwards

Date of Award: March 19, 1973

Federal Award: \$52,500 (Adjusted to \$16,900)

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

The Department of Juvenile Services used this opportunity to develop a program which breaks from the traditional approach of juvenile services. The program developed, entitled "Community Treatment (Baltimore City Intensive Probation) Project," replicated a California Treatment project which provided intensive supervision and matched juvenile impact offenders with certain treatment programs, probation officers and residential facilities. It is the latter service which is addressed in this project. It was hoped that through the use of special Purchase of Care Impact funds, a variety of residential facilities would be provided to the target population; it was believed that appropriate use of residential facilities was essential to the overall goals of this program.

III. PROJECT IMPLEMENTATION

On March 19, 1973 the Governor's Commission awarded a grant in the amount of \$52,500 to the Department of Juvenile Services to implement the "Residential Facilities" project. The Acceptance of Grant Award and Conditions was not returned to the Commission until June 25, 1973 due to delayed resolution of some administrative restrictions.

This project as designed was totally dependent upon the Intensive Probation project for referrals. Due to extended delays in the implementation of that program (see Past Progress Report, "Community Treatment Baltimore City Intensive Probation project), funds from the Residential Facilities grant were not utilized until July, 1974. As a result of the delays, the federal award was adjusted to \$16,900.

Federal funds in this project were to be utilized exclusively for contracts with private vendors of residential services. Portions of total salaries for the Project Director and Assistant Project Director were inkind contributions.

Special conditions placed on grant, concerning compliance with Commission procedures for competitive bid were resolved.

IV. PROJECT OPERATION

First year project funds were originally allocated as follows:

	Federal Share	<u>In-Kind</u>	State Cash
Consultant and Contractual			• .
Services	\$52,500	-0-	\$14,000
Personnel	Selection of the Control of the Cont	\$3,500	Carlotte Control of the Control of t
Total	\$52,500	\$3,500	\$14,000

In light of the lengthy delays in implementation, the federal share for contractual services was decreased to \$16,900.

There were three objectives identified for this program. The major objective was to provide residential facilities as a back-up resource to the target population of youth in the Intensive Probation program. Some youth in the replicated California Community Treatment Program would need short and long term residential placement. One objective, then was to provide appropriate residential placements for Impact Offenders.

Secondly, a goal was to provide appropriate matching, screening, and training for the vendors of residential care.

A third goal was to determine the success of this demonstration project in terms of attitudinal change and recidivistic behavior of the Impact Youth served during the course of the project.

Because of the slow start of the Intensive Probation project and the subsequent limited use of purchase of care funds, it is of questionable value to attempt to measure the impact the program has had on its identified goals. The first client began his residential stay on July 18, 1974 and, through August 16, only four clients had been referred to this project from the Intensive Probation program. The histories of the four clients are as follows:

- 1. The first client, arrested for assault, was placed in a shelter care home for two weeks and was then placed in the Youth Development Center. Subsequently, he was re-arrested for having possession of a gun, and is now at the Maryland Training School for Boys.
- 2. The second client, arrested for assault, was placed in the Youth Hostel (a temporary residential facility) for three days, was then placed in a shelter-care home for five days, was re-arrested for possessing a gun and is now at the Maryland Training School for Boys.

- 3. The third client, also arrested for assault, was placed in the Youth Development Center for two days before going AWOL and was terminated from the project shortly thereafter.
- 4. The fourth client, originally arrested for breaking and entering, has been referred to the Crownsville State Mental Hospital.

V. ANALYSIS

At this point, there has not been enough project activity to warrant the formulation of any firm conclusions as to the necessity and value of this program. Initial results are discouraging. Its slow start up is directly tied to that of the Intensive Probation project, which did not receive its first client until April and as of August had only about 65 clients. The program's ability to select proper vendors for its clients, although unsuccessful to date, has not been tested enough for evaluation. Further project activity will be necessary before any judgment as to the value of this program can be made.

An audit report was performed on financial activities through June 30, 1974. At that point, however, there were no project expenditures.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: The Diversion of Impact Offenders

Applicant: Department of Juvenile Services

Implementing Agencies: Southeast Community Organization, Baltimore

Urban League, East Baltimore Community Corporation

Project Director: Evelyn Slaght

Date of Award: March 19, 1973

Federal Award: \$162,138 (adjusted to \$184,138)

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

The Department of Juvenile Services' first year application for this project noted that the Baltimore City Juvenile Court handled 5,728 cases involving Impact offenses in fiscal year 1972. Of the 5,728 cases, 41.1% (2,353) involved youthful offenders under the age of fourteen years. Most of the youthful Impact offenders (1,594) were sent through the court process and handled formally. The intent of this program was to provide a constructive alternative to the court process; it was hoped that the youths diverted from the court would not become entrenched in a criminal career. Further investigation indicated that the Central West, Northwest and Central and Southeast areas of Baltimore contained the greatest concentration of juvenile Impact offenses. Figures upon which these conclusions were based were gathered by a private consultant contracted by the Department of Juvenile Services with the use of High Impact funds. The consultant also helped in the planning and early implementation stage of this, and other, Department of Juvenile Services Impact programs. Following the planning which led to the formulation of the "Prevention of Youth Crime" portion of the Baltimore City High Impact Plan, the Department of Juvenile Services coordinated with Commission and the Mayor's Coordinating Council staff to develop this grant proposal. Technical assistance was provided by the staff of the Pre-Trial Intervention Impact project, a diversion project which is currently operating in its third year.

II. PROJECT IMPLEMENTATION

On March 19, 1973, the Governor's Commission awarded a federal grant in the amount of \$162,138 for the implementation of a Department of Juvenile Services' grant entitled "The Diversion of Impact Offenders" project. The Acceptance of the Grant Award and Conditions was executed by the director of the Department of Juvenile Services on March 20, 1973.

Although the project commencement date identified on the grant application was June 1, 1973, first case referrals were not received and referred to the implementing agencies until September 5, 1973. There were two major reasons for the delay. First, it was not until early June that the Department received the Governor's approval to accept the grant. A second factor leading to the delay in implementation was the finalizing of contracts with three community groups that would act as implementing agencies for the program. The Department of Juvenile Services selected three non-profit groups based on: (1) their contacts in the community; (2) their previously-indicated interest in working with the Department; and (3) their previous achievements. At its April 19, 1973 meeting, the Commission approved the three community groups selected by Department of Juvenile Services. However, the Budget Bureau did not approve the contracts until mid-June. The community groups identified were:

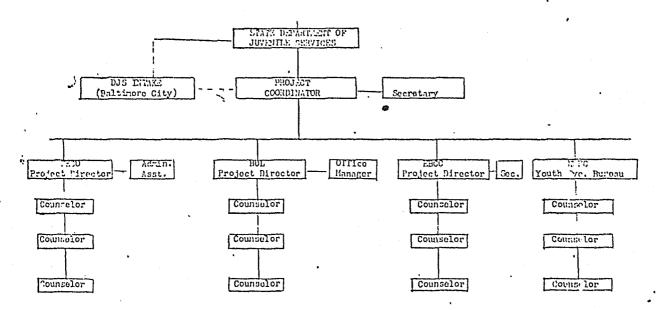
- 1. Southeast Community Organization
- 2. East Baltimore Community Corporation
- 3. Baltimore Urban League

In addition, the Northwest Baltimore Corporation which was operating a youth service bureau under a block grant offered to accept one group of 10-14 year old diverted Impact offenders from their area of the City.

During the months of June and July, project staff was recruited and hired. The latter part of July and early August were spent orienting staff to their responsibilities, developing accountability systems, and meeting with Pre-Trial Intervention staff (another impact diversion project not discussed in this report), Northwest Baltimore Corporation and Department of Juvenile Services Court Intake on their respective roles and responsibilities. During the latter part of August, community staff aquainted themselves with community resources, located satellite offices, coordinated with schools and police, and located potential volunteers. Additionally, the mechanisms for receiving clients and making referrals were finalized. The first case referrals were received and referred to the community agencies on September 5, 1973.

First year federal funds covered the costs of the coordinator and office secretary employed by Department of Juvenile Services and of the personnel of the three community groups as outlined in Attachment A.

ATTACHMENT A



The project coordinator has sole responsibility for intake and evaluation for the project as well as primary responsibility for training and agency coordination. The person employed in this position holds a Bachelor of Arts degree as well as a Masters of Social Work degree.

The three project director positions are filled by individuals whose qualifications match the job descriptions outlined in the application ("a minimum of a college degree and several years experience"). The directors are responsible for hiring and directing their staffs and are directly accountable to the Project Coordinator.

Although specific educational levels are not identified for program counselors, the application outlines broad qualifications such a familiarity with the target areas and ability to relate easily with 10-14 year olds and their communities. The qualifications of the counselors at each community agency are outlined below:

East Baltimore Community Corporation (EBCC): One counselor earned a degree in Social Welfare and has several years experience in counseling. The second counselor graduated from high school, attended junior college and has lived in East Baltimore. The third counselor, also from East Baltimore, attended college for three years and has several years of counseling experience.

Baltimore Urban League (BUL): Two counselors have college degrees and one has attended college for three years. All three counselors have some counseling experience.

Southeast Community Organization (SECO): One counselor is one course credit short of receiving a B. A. degree and has extensive counseling experience in the Southeast area. The second counselor has an eleventh grade education, about four years experience working with children in

her neighborhood, experience as a school aide and has served as a volunteer for several community projects. The third counselor has attended junior college for one year, has worked as a leader of youth activities and is also a Southeast resident.

In short, although several of the counselors lack the broad background which may result from a college education, their previous counseling and community experiences generally seem to qualify them for this type of community-based program. Pre-service training for counselors at the EBCC and SECO seems to be minimumly adequate. At EBCC, a two-week course, during which various speakers lectured and many field visits were made, provided a sound orientation to the program and the area. A one-week course at SECO provided information regarding the project, the community and its resources, the counselors' responsibilities and skills, and office procedures. Orientation at BUL was based upon informal discussions between the counselors; it lacked the depth and comprehensiveness of the other two groups. The Commission staff review indicated a lack of in-service training. Although various attempts have been made, no formal, project-wide training has been initiated.

In its first year approval, the Commission placed the following conditions upon the grantee:

- 1. That the grantee comply with...regulations concerning competitive bids for equipment and consultant.
- That contracts...be submitted to Commission staff and Commission staff approve the contractee(s) and budget prior to contracts being finalized.
- 3. That detailed time and attendance records for all personnel charged to this project be available to Commission staff.
- 4. That all equipment outlined in the approved budget be new and purchased after the grant is awarded.
- 5. That grantee meet with staff to review all special conditions prior to release of funds.
- 6. That the budget be modified on the basis of the contracts actually approved but that it not exceed the amount of the original award.
- 7. That grantee consider implementation of A-95 comments when available.

All special conditions were resolved by the Commission staff and the grantee.

IV. PROJECT OPERATION

The Commission made its award to the Department of Juvenile Services based on the following budgetary breakdown:

		Non-Fe	deral Shar	.e
	Federal Share	State Cash	Local . Cash	In-Kind
Personnel (DJS)	\$ 22,342			\$13,491
Equipment		\$ 340		600
Consultant	139,302	35,037		
(3 Sub-contractors, \$133,715)				
Travel '	494	250		
Consumables		228		
Rent				3,000
Other	•	1,100		
TOTALS	\$162,138	\$36,955		\$17,091

The budget was subsequently modified due to the following Commission actions:

- a. Commission staff approved a request to transfer \$484 from personnel to travel to allow the Project Coordinator to attend a conference on Pre-Trial Services.
- b. Commission staff approved a request to transfer an additional \$494 from personnel to travel category.
- c. Commission staff approved a request to transfer \$600 from equipment category to "other" category to allow for miscellaneous costs, including telephone expenditures.

In addition, minor adjustments were made in contracts with the community groups (included in the Consultant category). As a result of an LEAA decision on refunding and the subsequent Commission guidelines, all Impact grants were extended through September 30, 1974. Consequently, it became necessary for the Commission to add \$22,000 to the federal award of this project which was originally to conclude on June 14, 1974. These funds were to be expended proportionately to the original award.

The major goals of this project were:

1. To divert approximately 120, 10-14 year old Impact offenders out of the juvenile justice system into community-operated social services programs with the hope that the youth would avoid the negative reinforcing effect and detrimental impact of the formal court process.

- To prevent the repetition of Impact offenses by youthful offending ders;
- To improve the total family's ability to deal more constructively with its own problems;
- 4. To remove concrete obstacles effecting the family's ability to cope, for example, dealing with physical and financial problems that affect the well being of the family; to teach families and communities how to deal with existing agencies and to utilize and recruit appropriate services from them;
- 5. To improve the social skills of the youth by improving parentyouth communication, youth-social communication, youth-peer communication; and
- 6. To reintegrate the youth and his parents into the community life through involvement with concerned citizen volunteer and staff personnel.

The primary source of potential participants has been the Department of Juvenile Services intake. The coordinator of the Diversion project, working closely with the Department of Juvenile Services Court Intake staff, makes the initial determination as to who will be referred to the Diversion project on the basis of age and offense. The Coordinator screens out, from a Court-provided list, youths with pending charges, youths charged with nonimpact offenses, youths who refuse to participate, are severely retarded, are out of the boundaries serviced by the Community groups, who have had prior charges, or were arrested with other children meeting the above criterion. First time, 10-14 year old Impact offenders residing in the target areas were identified as potential clients for the program. During the first year, some project personnel decided to accept a small number of referrals from community sources (such as schools, parents, and hospitals) so supportive services for neighborhood resources could be provided. Community referrals were selected on the basis of manifested impact behavior, but were not charged with Impact offenses. Once referrals are intercepted by the project coordinator, they are screened to determine eligibility according to residency, nature of offense, age and prior arrest record. Screening at the coordinator's level was perfomed within a 24-hour period. Following this initial screening, referrals were forwarded to the appropriate community group. At this point, a second screening process was undertaken to determine the willingness of the candidate and his parents to participate in the project, and the above-mentioned screening criteria is double checked. This second screening process took place within a maximum six-day period. If a candidate failed to meet project criteria, the referral was returned to intake as a project rejection. Of approximately 450 referrals made to community groups between September and June, almost half were rejected; these rejections were most often based on the fact that the youth was out of the community group's boundaries, had prior or pending offenses or because the caseloads were full. If the youth and his or her parents indicates a willingness to participate in the program, a contract was signed by all participants and the youth enters the project. A treatment plan is

established with the agreement of the counselor, parents and youth. At the end of 45 days, a progress report was written setting down the steps taken toward achieving the goals of the treatment plan and describing future plans. At the end of 90 days, the youth's total social situation was evaluated and a recommendation made to the Court to drop or not drop charges. At the same time, a decision is made whether to terminate services or to continue on a voluntary basis for up to a year.

The project staff have placed emphasis on counseling and providing various activities and making appropriate referrals in order to achieve project goals. Of the three groups, EBCC appears to have the most effective traditional counseling program. Individual counseling sessions based on the treatment plan are held at least three times per week. Group counseling sessions are held on designated days once per week. Emphasis is also placed on family counseling, which seems to be a part of the treatment plan in approximately 50% of the cases. In indicated cases, family counseling sessions are held twice weekly. A club of the clients' parents has been established which lends support to the program. Counseling at BUL and SECO seems to be less structured. At SECO, individual, group and family sessions are held at regular intervals. Counseling, however, often extends to the peer groups of the clients. At BUL, individual counseling is emphasized, while according to the project staff group and family sessions have been less successful and, consequently, have been utilized infrequently. Again, at BUL, peer group counseling is provided.

It is the less traditional role of counseling that appears to be the major emphasis of these projects. Emphasis is placed on the project being accessible to youth served. Counselors have de-emphasized office appointments and emphasized field visits. Counselors' hours in each project are flexible so that they are available during the times that the youths are available. "Unscheduled" appointments are viewed by project personnel as being a successful method of operation. Through the counselors' familiarity with their target areas and the "trouble spots" within the areas, clients can be found easily and often trouble can be avoided. Project counselors seem to share roles as Big Brothers and officers.

A second vehicle for success is the project's visibility to the community and acceptance by the community. The SECO project seems to be particularly active in this regard. Emphasis has been placed on providing the community with knowledge of the program and getting the community involved. The community people have provided "day care" types of services during summer months and have organized various community activities for youth.

The scope of other activities provided or organized by the community groups is quite broad. These activities, formal or informal, serve to keep the youth occupied while teaching discipline and providing rewards for positive behavior. Activities provided have included:

Field Trips
Camping Trips
Bowling
Drug Education
Employment Counseling

Atheletic Instruction Organized Teams Dances Tutorial Programs Finally, these projects attempt to impact on the identified goals by utilizing and coordinating with community resources. This has been particularly effective at EBCC where use has been made of college and graduate students, the State's Attorney's Office, City Hospitals, Mental Health Department, Bureau of Recreation and Parks, Legal Aide, Morgan College and other available resources. SECO and BUL have also made attempts in this area, but with less success. All three community groups maintain contact with the school system, ensuring student attendance and providing counseling or referral services as appropriate.

One of the favorable side-effects of the program according to the project director has been its influence on the community as a whole. Because the counselors most often deal with the youths in their neighborhood environment, they deal with the clients' peers and family. The project staff feel that this has a wider effect than if they dealt with the youth in the office-type atmosphere. Additionally, the activities which the staff or community organizes are sometimes made available to peers and family of the clients.

As noted above, the project was directed toward a population of approximately 120, 10-14 year old Impact offenders residing in the target areas covered by the three community groups. The breakdown of the actual population served is indicated in Attachment B. As indicated in the Attachment, 164 clients have been served by the three community groups. Of these 164 clients, 90% (147) were arrested for impact offenses. Nearly all fell within the 10-14 year old range identified in the application.

ATTACHMENT B

POPULATION CHARACTERISTICS OF DIVERSION PROJECT
SEPTEMBER 1973 THROUGH JULY 1974

Jommunity	Group	Total Cou Impact	rt Reterrals		ls Retained Non-Impact	Enrolled	Status Suspended Indefinitely	Age 10 & Under	11	12	13	14& Over	Ra B	ce W	0	Sex M	
3E CO		44	42	27	12	39	0	2	6	7	12	12	18	20	1	38	1
BUL		74	7	50	5	55	0	12	7	12	12	12	51	. 4	0	46	9
BCC		92	6	70	0:	70	. 0	7 ·	3	19	-8_	33	<u>67</u>	3	0	66	4
	Totals	210	55	147	17	164	0	21	16	38	32	57	136	27	1	150	14

Finally, the mechanisms to evaluate the impact of the above-detailed activities on the project goals have been established. Several meetings held between project staff and Commission staff resulted in the development of an evaluation component. The component is based upon a controlled experimental design which will determine the probability that pre-trial diversionary services will deter future delinquent behavior. Because of the six month lag time between termination and follow-up, no final evaluation data is available at this time.

V. ANALYSIS

In order to effectively analyze the Diversion of Impact Offenders project, it is first necessary to investigate the strengths and weaknesses of each of the community groups in addition to the results realized by each group.

East Baltimore Community Corporation. Of the three groups, EBCC appears to place the greatest emphasis upon formalized counseling. The project director's education and experience qualify her for her position. The counseling staff also seems to have an adequate educational background with counseling experience and knowledge of the East Baltimore area. The staff orientation program covered a variety of topics which helped ensure familiarity with the program, the area and the community. As noted previously, the EBCC staff provided its clients with a multitude of community resources. Additionally, support recruited and received from parents has been excellent.

Since September, 1970, EBCC has provided services for 70 clients. Fifty of those clients have completed the 90-day participation and were successfully terminated (charges dropped based on EBCC's recommendations to the court). Two clients who were rearrested during the participation were allowed back and successfully completed participation. The remaining 20 clients are in various stages of the 90-day participation. No rearrests have been reported on those 50 clients terminated.

Baltimore Urban League. The BUL, servicing Central West Baltimore, provides a less structured counseling component with greater emphasis placed on dealing with youth in his neighborhood. Formal counseling sessions, particularly group and family sessions, have not been as successful as project staff had hoped. However, the counselors have attempted to keep in touch with the clients through a contacts with the youth in the community and among his peers. The training component for new counselors lacks the comprehensiveness the Commission staff feels necessary for this type of program.

Since September, the Baltimore Urban League has accepted approximately 70 clients. Of the 70, 55 have completed the 90-day participation. Of the 55, 42 were successfully terminated (charges dropped based on BUL recommendations), 10 were unsuccessfully terminated (recommendations made not to drop charges) and three have been extended beyond the 90-day participation before recommendations will be made. The unsuccessful terminations are based upon project staff's opinions of the clients activities in the program. Among the 42 successful terminations were five clients who were rearrested. Approximately 45 clients that have been officially terminated from the program still occasionally participate in BUL activities. Since July, 1974, approximately 15 new clients have been referred resulting in the current caseload of approximately 25.

Southeast Community Organization. The major strength of this program to date has been the community support of the project. Project counseling staff, although in some cases lacking the educational level usually preferred,

seem to be dedicated persons who know and understand the community they are serving. The project has recruited volunteers who have provided services to the target youths in addition to the community-at-large. SECO places greater emphasis on dealing with the youth in the community among his family and peers than on formal counseling sessions, although scheduled individual, group and family sessions are held. A wide range of project activities are led and/or sponsored by the staff. Orientation staff training provided by SECO is adequate.

Since September, 1973, 39 clients have been serviced by the SECO project. Of the 39 clients, 25 have successfully completed the 90-day participation and one completed the period unsuccessfully. Thirteen other clients are still in the 90-day period. All but three clients have remained in the program voluntarily. Thus, the current Impact caseload is approximately 36, all but 13 of whom have completed the 90-day participation. Five rearrests have been made during participation (four impact offenses). One rearrest occured after the client had terminated from the program.

Overall, the major strength of this project has been its visibility in and acceptance by the community. By its concerted efforts to reach clients in the community, the community has, in most cases, responded supportively.

The effectiveness of the project in terms of successfully diverting youth from the criminal justice system has been described above and indicated in Attachment C. Similarly, early data seems to indicate that success has been realized in maintaining a low rate of recidivism in terms of rearrest following participation in the project (see Attachment D). Because a complete follow-up is not scheduled to begin on each client until six months following his or her termination from the project, long term recidivism effects cannot be measured effectively. However, only four cases of rearrest following 90-day terminations have been reported (based on project director's knowledge, not official Department of Juvenile Services figures).

The major weakness of the overall project has been in the area of training and counseling. As noted above, some counseling staff personnel do not have the educational experience that may be necessary in attaining some technical skills for formal counseling. In its place, less formal counseling based on community contacts has been utilized. Although useful in itself, the informal counseling should be supplemented by formalized procedures. It was hoped that staff training would add to the counselors' skills and allow them to be more effective in their positions. To date, this training has not been provided.

Some confusion has existed during the first year as to the length of participants participation in the project. Because of this confusion, most clients have stayed beyond the 90-day participation mandated before recommendations are accepted by the court. This has in some cases, precluded the acceptence of new referrals.

An interim audit was performed by Commission staff for project expenditures through June 30, 1974. At that point, no financial or accounting problems were identified.

ATTACHMENT C

. Community Group	Court Referrals	Successful Participation (Completed 90 day, and recommendations to drop charges)	(Recommenda-	90 Day Term Not Completed or Extension Requested
EBCC	70 .	50	0	20
BUL	55	. 42	10	3
SECO	<u>39</u>	25	_1_	13
TOTALS	164	117	11	36

ATTACHMENT D

Community Group	Court Referrals Serviced	Rearrests During Participation (90 days)	Rearrests Following Participation* (90 days)
EBCC	70	2 .	0
BUL	55	. 5 .	3
SECO	<u>39</u>	<u>. 5</u>	<u>_1</u>
ጥበጥ ልፒ. ፍ	164 *	12	4

^{*}As formal evaluation and follow-up have not begun, these figures are based upon community groups directors' knowledge. Thus, these are not official figures.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Intensive Differential Supervision of Impact Parolees and

Probationers (CORHI-01-05-STS)

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Parole and Probation

Project Director: Basil B. Day

Federal Award: \$359,738

Date of Award: October 26, 1972

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crimes.

Statistics compiled by the City of Baltimore for the purpose of Impact planning indicated that High Impact crimes in Baltimore are overwhelmingly committed by youthful offenders (age 18-26 years). In addition, there were indications that youthful offenders have a high rate of rearrest.

The Division's average caseload ratio of about 150 clients per agent makes it difficult for the Division to specifically address client problems of drug addiction, alcoholism, and unemployment. This grant was designed to provide intensive supervisional services to those youthful offenders with specific problems of addiction (drug alcohol) and unemployment.

Two basic approaches were considered in the planning stage of this project:

- 1. assuming that Impact projects in other branches of the criminal justice system would result in significant increases in referrals to the Division, there would be a need for additional staff to handle increased services in the traditional manner; and
- 2. request resources to provide intensive supervision of selected offenders using experimental differentiated approaches.

The second approach was selected because it showed better promise of contributing to the overall body of knowledge pertaining to the offender

and ways of dealing with him. Once the second approach was decided upon, no further problems were encountered in the planning stage of this project.

III. PROJECT IMPLEMENTATION

Federal funds were awarded in support of this project on October 26, 1972. At that point, it was envisioned that the grant would be implemented by late December; 1972. However, the project did not begin on schedule because all project personnel positions had to be submitted to the Board of Public Works, and approval for the positions was not forthcoming until March 7, 1973. Filling of agent positions then had to be coordinated with scheduling of pre-service training classes at the Maryland Correctional Training Academy, since this training is required before a new agent can be assigned a caseload.

Once the staff positions were approved by the Board of Public Works, implementation of the project staffing presented no serious difficulties. On March 28, 1973, the first two agent positions were filled. The Project Director was named on April 25, 1973. Fifteen agents were hired on June 8, 1973 and graduated from the Maryland Correctional Training Academy on July 17, 1973. The first client was received on July 24, 1973.

All staff positions have been filled by individuals whose qualifications matched the original job descriptions given, with the exception of those positions where subsequent grant modifications allowed some variation. For example, the use of Clerk Typists II where the original grant specified Steno-Clerk I, and the employment of Parole and Probation Agents II where the grant originally specified Parole and Probation Agent I. In each case, the positions were filled by individuals selected according to the original grant specifications and the State Merit System requirements. Attachment A to this report indicates the staffing pattern for the grant.

With the exception of those agents transformed from other offices, all new agent personnel were required to attend the Maryland Correctional .Training Academy. Weekly staff meetings were held by the Section Supervisors I and their team, in order to continue the training process. Also, Section Supervisors I were required to travel periodically with the field agent in order to assess each agent's performance and to correct any inadequacy. Further, there is a weekly staff meeting of the supervisors at which time innovations as far as training and other procedures are discussed. On the first Friday of each month, there is a general staff meeting with presentations by visitors from other agencies. A major part of the Project in-service training has been on-site visits of agencies. Over forty different subjects have been covered by either presentation or on-site visits since the inception of the training process on 'uly 18, 1973. This field of endeavor has ranged from community mental health to training of the agents in departmental procedures. It should be noted that all training has been geared for direct application to the agents' immediate requirements. Overall, the project director indicates that the agents exposed to the training have considered it adequate and relevant.

IV. PROJECT OPERATION

The approved operational budget for this project is presented in Table I.

TABLE I
OPERATIONAL BUDGET--FIRST YEAR

Category	Federal Share	Non-Federal Share
Personnel	\$297,008	; \$ 0
Equipment	0	20,213
Contractual Services	61,733	12,967
Travel	0	16,500
Consumables ·	0	7,348
Rent	. 0	27,225
Other	0	35,327
Total	\$358,741	\$119,580

The primary goal of the project (significant reduction of Impact crime committed by identified Impact offenders under the supervision of the Division of Parole and Probation) was defined in the Evaluation Component as encompassing six specific objectives. These are as follows:

- 1. To reduce by 5% the number of project participants who are arrested and who are convicted of Impact or non-Impact crimes as compared to control group participants.
- 2. To reduce by 5% the number of project participants charged and/or convicted for parole and probation violations as compared to control group participants.
- To maintain 80% employment and/or training for employable project participants.
- 4. To maintain 40% of project participants with a history of drug and/or alcohol abuse drug and/or alcohol free during project participation and to identify project participants not previously identified as drug/alcohol abusers.
- To develop a profile of specific Impact offenders and a corresponding treatment plan.
- 6. To develop a cost effectiveness analysis to determine actual cost for treatment of this type.

The major project activity intended to meet objectives one through four is the Intensive Differentiated Supervision of the identified youthful Impact offenders. This type of supervision is characterized by intensive personal intervention into the offender's situation, attacking specific prolices of each individual offender and using available community resources needed to reintegrate the offender into his community. Specific differences from normal caseload supervision are:

- 1. Limiting caseloads to a total of 20 clients.
- 2. Operating a "buddy" system where agents are familiar with each other's caseloads, work closely together, complete at least some portion of their field work together, consult with each other in developing treatment plans, and handle one another's clients in each other's absence.
- 3. Visits of the client by the supervising agent prior to the client's mandatory release or parole.

In addition to these activities, a team of agents concept was also created. In this, each "buddy" pair of agents belongs to one of four teams. Within each team, various members developed special fields of interest such as alcoholism, employment, drug abuse or other community resources, and are to act as specialists in these fields with clients assigned according to their respective need in these areas. All members of the team meet on a weekly basis at which time individual cases may be discussed and team members offer suggestions and support in developing treatment plans. Representatives of community agencies which may be of help visit the project staff or are visited by them.

The Commission staff review noted that the "buddy" system has been in effect since the hiring of staff. There are some differences in the way the agents participate in the buddy system. Some operate more closely than others (doing field work together more often than not, finding it easier to share the responsibilities of supervising a client). The agents previously trained in general caseload supervision have admitted that they find it more difficult to participate in a "buddy" approach than do new agents who have received their training in the Impact Project itself.

Another teamwork approach, the "collective team", was developed and is being attempted by project staff. In this approach, cases are not assigned to a single agent but rather to a team consisting of four agents. Initial contacts at the institution, initial office contacts and follow-up field supervision are completed by any or all members of the team with no one agent having total responsibility. In this way, the participation of all team members in developing the treatment plan and in continuing supervision becomes unavoidable.

In attempting to meet objective three, project staff participate in a variety of activities concentrating on obtaining employment for project clients. The referral to an employment possibility involves several steps including developing available resources for either vocational training or

jobs, counseling the clients individually on what employers expect, assisting in the application process, often accompanying the client on the initial interview with an employer, maintaining contact with the employer where indicated, to learn what the man's adjustment has been and being available for consultation with the client or the employer should problems arise on the job. In-service training for agents is often directed at the problem of finding and maintaining employment among project clients. For example, speakers from training and job placement agencies are invited to staff meetings to discuss resources that are available. Also in the area of finding resources some agents are becoming employment specialists. One agent voluntarily screens the newspaper want add for possibilities for project clients. Another agent has been assigned a desk at the Employment Security Job Bank with all of its resources now directly available to him. Other agents refer project clients to these specialists on a regular basis.

Concerning objective four, identification of drug/alcohol abuse and maintenance of drug/alcohol free status, project staff refer clients to appropriate addiction programs, maintain close contact with representatives of those agencies, record known abusers and make second and third referrals if the initial treatment plan fails.

With reference to the development of a specific profile of Impact offenders and a corresponding treatment plan (Objective 5), the project has been hampered by lack of diagnostic tools. Demographic data on each client is being collected as well as documentation of the treatment plan which is being attempted. The actual development of a specific profile has not been completed.

. V. ANALYSIS

This project is consistent with the Commission's five-year objective to increase the number of sentenced offenders participating in effective treatment and rehabilitation programs at the community level.

Although federal funds were awarded in October, 1972, the first client was not accepted into the unit until July 1973. Delays in implementation have already been outlined in Section III, Project Implementation of this report. Table II indicates intake into the project by month by type of referral (probation, parolee or mandatory releasee).

Based on these figures, it appears that the project staff reached the caseload capacity (400 clients) by May 1974. It should be noted that intake was designed to be at maximum capacity in the Spring of 1974. It was envisioned that a scheduled intake, as that which occurred, would allow for:

(1) increased quality in-service training in specialized areas; (2) refinement of the concepts of "team" and "buddy" supervision.

As of August 31, 1974 a total of 76 clients were released from supervision having met all requirements of supervision. Table III indicates this information.

In addition to those clients released at the conclusion of their supervision, a total of 14 clients were returned to the institutions. Table IV indicates by type, returnees on a monthly basis.

TABLE II

INTAKE JULY 1973 - AUGUST 1974

Month	Parole ·	Probation	<u>Mandatory</u> <u>Release</u>	Total
July 1973 August September October November December January 1974 February March April May June July August	2 13 22 22 52 17 3 18 9 22 12 14 17	0 9 4 36 47 9 12 9 9 9 8	0 3 9 7 8 3 3 6 2 2 6 3	2 25 35 65 107 29 18 33 20 33 26 26 26 25
Total	239	172	59	470

TABLE III

<u>RELEASE DATA</u> JULY 1973 - AUGUST 1974

			•	
	S			
. 1			Mandatory	
Month	Parole	Probation'	Release	Total
,				
July 1973	0 .	0	0	0
August	0	.0	0	0
September	0	0	0	0
October	0	0	1	1
November	0	0	2	2
December	1	1	5	7
January 1974	1	1	12	14
February	0	0	4	4
March	1	0	5	6
April	3	1	. 4	8
May	2	0	1	3
June	3	1	3	7
July	2	8	4	14
August	2 _ <u>5</u>	3	2	10
				
Total	18	15	43 .	76

TABLE IV

DELINQUENT CASES CLOSED
JULY 1973 - AUGUST 1974

	Stati	ıs When Case	Closed	· · · · · · · · · · · · · · · · · · ·
			Mandatory	
Month	Parole	Probation	Release	Total.
·				
July 1973	0	0	0	0 .
August	0	0	0	0
September	0	0	. 0	0
'October	0 - :	. 0	0	0
November	0	0	1	1
December	3	0	0	3
January 1974	1	0	0	1
February	0	1	0	1
March	1	1	0	2
April	1	0	0.	1
May	0	0	0	0
June	0	1	0	1
July	1	- 2	0	3
August	_0	<u>1</u>	_0	_1_
Total	7	6 .	1 .	14

Based on the information provided in Tables III and IV, it appears that 14 of 90 (16%) clients leaving the program did so in an unsatisfactory status and returned to the institution.

Rearrest data is presented in Table V, and includes only rearrest for clients who were still under supervision.

TABLE V

REARREST DATA

	Stat	Status While in Program		
Type of Arrest	Parole	Probation	Mandatory Release	Total
Impact Crime Other Crime	34 46	16 31	3 <u>8</u> -	55 _86
Total	80	47	11	138

Of all parole clients accepted it appears that about 36% were rearrested for a subsequent offense. Of the clients admitted to the project, about 27% were rearrested for a subsequent crime, and of those on mandatory release,

about 16% were rearrested for another crime. When combined it appears that 138 of the total intake, or about 30%, were rearrested.

Of the 138 rearrests, the Division of Parole and Probation has been informed of 44 cases of conviction by the court. The available information by conviction by crime type (Impact or other) is presented in Table VI. No further information on convictions for any clients other than the 44 indicated below is available.

TABLE VI

CONVICTION DATA

	Stat	Status While in Program		
Type of Conviction	Parole	Probation	Mandatory Release	Total
Impact Offense Other Offense	4 <u>18</u>	4 <u>14</u>	2 	10 <u>34</u>
Total	22	18	٠ 4	44

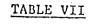
Attachment B to this project indicates the original offense and subsequent charge for those clients rearrested while under supervision.

One major objective of this project indicates a goal of 80% employment for clients referred to this project. Table VII compares the projected rate with the actual rate by month through August 1974.

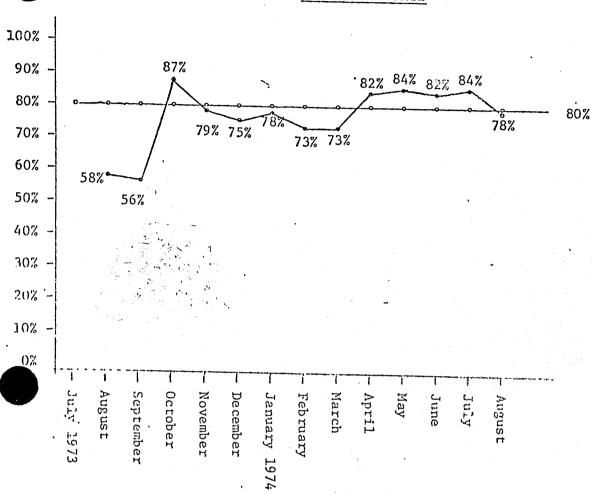
As indicated by the chart, this objective appears to have been generally reached. Throughout the year employment for clients was maintained at about 76.1%.

At this point, the major weakness in this project appears to be a lack of follow-up data (violations and rearrest) on control group clients. The evaluation design is based on a control/experimental group analysis. As a result, any statements about the impact of intensive supervision on reducing recidivism as compared with traditional methods of supervision cannot be made at this point in time. The applicant indicates that the information is being collected, but is not useful for comparative purposes since the number of clients assigned to the control group is not yet large enough. The comparative analysis would be completed during the second grant year if the project is approved for funding.

An interim audit conducted by the Commission staff for grant extension through June 30, 1974 indicates all expenditures are in line with appropriate Governor's Commission and LEAA guidelines.



EMPLOYMENT RATE



ATTACHMENT B

REARREST BY CRIME TYPE

I. Original Impact Offense

Assault*

*Note: There were a total of 35 clients with initial Impact offense of assault.

Robbery*

*Note: There were a total of 27 clients with initial Impact offense of robbery.

Burglary*

*Note: There were a total of 19 clients with initial Impact offense of burglary.

Subsequent Charge

4 Larceny

1 Assault and Robbery

5 Disorderly Conduct

2 Larceny After Trust

1 Breaking and Entering

1 Arson 1

4 Burglary

9 Assault

2 Unauthorized Use

1 Armed Robbery

1 Homicide

2 Narcotic Violation

1 Grand Larceny

1 Loitering

1 False Statement

3 Narcotics Violation

3 Assault and Robbery

1 Rape

5 Assault

1 Traffic Charge

1 Obstructing Free Passage

2 Burglary.

1 Armed Robbery

2 Larceny

1 Breaking and Entering

2 Disorderly Conduct

1 Trespassing

1 Possission of Deadly Weapon

2 Rogue and Vagabond

1 Assault & Armed Robbery

1 Attempted Rape

1 Malicious Destruction

6 Burglary

3 Assault

2 Shoplifting

2 False Pretense

2 Unauthorized Use

2 Disorderly Conduct

ATTACHMENT B (cont.)

I. Original Offense

Subsequent Charge

Rape*

*Note: There were a total of 4 clients with initial Impact offense of rape.

1 Loitering
1 Assault

1 Disorderly Conduct 1 Assault and Larceny

. NON-IMPACT OFFENSES

II. Original Offense

Subsequent Charge

Storehouse Breaking*

*Note: There were a total of 14 clients with initial charge of storehouse breaking. 2 Burglary

4 Narcotic Violation

4 Assault

1 Receiving Stolen Goods

2 Shoplifting

1 Assault and Robbery

Breaking and Entering*

*Note: There were a total of 7 clients with initial charge of breaking and entering.

1 Narcotics Violation

1 Larceny
1 Rape
1 Assault
1 Shoplifting
2 Burglary

Larceny*

*Note: There were a total of 10 clients with initial charge of larceny.

3 Larceny

2 Disorderly Conduct

3 Burglary

1 Breaking and Entering

.1 Traffic Charge

Rogue and Vagabond*

*Note: There were a total of 6 clients with initial charge of rogue and vagabond.

3 Assault

1 Narcotics Violation
1 Assault and Robbery

1 Receiving Stolen Goods

CLIENTS WITH MULTIPLE CHARGES

III. Original Offense

Subsequent Charges

Assault Attempted Larceny Assault Assault Shoplifting; Larceny; Deadly Weapon
Disorderly Conduct; Narcotics Violation
Assault (2 counts); Narcotics Violation
Disorderly Conduct; Larceny; Disturbing
Peace; Destruction of Property

ATTACHMENT B (cont.)

III. Original Offense

Storehouse Breaking

Storehouse Breaking Carrying Deadly Weapon Storehouse Breaking Rogue and Vagabond Assault

Storehouse Breaking Assault Assault

Subsequent Charges

Receiving Stolen Goods; Narcotics
Violation
Larceny; Narcotics Violation
Assault Shoplifting
Petty Larceny; Shoplifting
Assault; Receiving Stolen Goods
Larceny; Shoplifting; Burglary;
Disorderly Conduct
Assault and Robbery; Burglary
Shoplifting; Carrying Deadly Weapon

Assault; Narcotics Violation

In addition to the above rearrest data, one additional client was rearrested for burglary. His original charge was for turning in a false fire alarm. Another client was rearrested for assault. His original offense was possession of a molotov cocktail.

It should be noted that clients usually remain under supervision even after more than one subsequent arrest. The reasons for this include the following:

- 1. The Parole Board (parolees) and the courts (probationers) may determine that the subsequent offense does not merit incarceration;
- 2. the client may be found not guilty of the subsequent charges, thus continuing under supervision; and
- 3. the subsequent charges may be pending final disposition in which case the client would remain under supervision.

IV. Original Offense

Subsequent Offense

		Impact	Non-Impact	<u>Total</u>
Impact	•	41	45	86
Non-Impact		<u>23</u>	29	52
Total		64	74	138

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Community Residential Facility for Youth (CORHI-03-05-STS)

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Correction

Project Director: Mel Dorsey

Federal Award: \$178,719

Date of Award: October 26, 1972

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the City submitted a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

The Community Residential Facility for Youth project was initially developed by staff of the Community Corrections Task Force of the Department of Public Safety and Correctional Services. Initial planning, conducted in the summer of 1972 was based on figures which indicated that about 75% of the population of the Division of Correction was comprised of Baltimore City residents. An equally high percentage are between the ages of 18 and 26 years. In addition, about 40% of the offenders in the custody of the Division were convicted for the commission of a High Impact crime. The Task Force staff felt that the impelementation of a residential treatment facility for youthful impact offenders which would serve men in a pre-release status could significantly reduce their rate of re-arrest and subsequent return to prison.

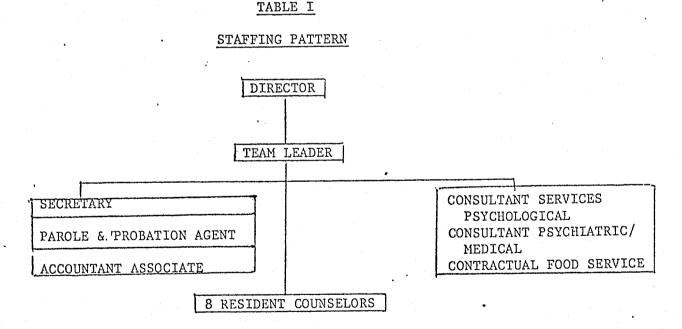
III. PROJECT IMPLEMENTATION

Federal funds were initially awarded in support of this project in October 1972. However, the first resident was not accepted into the facility until March 1974. The major problem associated with the 17 month delay in grant implementation was the inability of the Task Force to obtain a suitable facility in which to operate the project. Numerous sites were identified throughout Baltimore City, with three sites being selected as most appropriate. However, in all three cases, there was strong community resistance coupled with an unwillingness of the Baltimore City government to override that local community resistance.

In December 1973, the Commission staff notified the Department of Public Safety and Correctional Services that the grant would be aborted unless a suitable facility could be obtained. Therefore, in January 1974, the Commissioner of Correction authorized the use of the former Maryland Penitentiary Warden's Residence (O'Brien House) which is adjacent to the institution on East Eager Street in Baltimore. The O'Brien House has a maximum resident capacity of 30 which resulted in some changes in the grant since the initial application envisioned residential services to 72 clients. These changes will be addressed in more detail in Section IV, Project Operation of this report.

Once a suitable facility was obtained, staff were hired and trained. In March 1974, 40 hours of pre-service training was provided by the Community Corrections Task Force to the project staff. Additionally, in June 1974, three hours per week in-service training for staff was begun. The primary emphasis of the training provided was on counseling techniques, operations and management. Some of the on-going three hour per week training was provided by psychiatric and psychological consultants and volunteer trainers drawn from both the University of Maryland and the Division of Correction.

The staffing pattern for the operation of this project is presented in Table 1.



Currently, the project is fully operational with the house at capacity, and services are being provided.

V. PROJECT OPERATION

Funds awarded in October 1972, were budgeted as indicated in Table II.

TABLE II

APPROVED BUDGET - FIRST YEAR

Category	Federal Share	Non-Federal Share
Personnel Equipment Contractual Services Travel Consumables Rent Other	\$46,778 39,737 1,376 375 2,827 55,800 31,830	#15,591 13,208 495* 125 943 18,600 _10,607*
Total	\$178,719	\$59,572

^{*}Note: Includes in-kind match provided to the project by the grantee.

However, the award was adjusted downward after the O'Brien House was identified as the site to be used. Since the original award was to have provided services to 72 residents and only 30 residents could reside at the O'Brien House, costs were reduced. Table III indicates the actual operational budget for the project as implemented.

TABLE III

OPERATIONAL BUDGET - FIRST YEAR

Category	Federal Share	Non-Federal Share
Personnel Equipment Contractual Services Consumables Rent Other	\$86,144 25,173 6,573 12,544 0 25,481	\$28,714 8,391 2,197 4,182 0 8,494
Total	\$156,310	\$52,103

As indicated previously, the service capability of this grant was reduced from 72 beds to 30 beds. As a result, only staff for one treatment team rather than two were hired. Much of the administrative functions were absorbed by the Team Leader and his assistant. Additionally, due to the fewer number of residents to be served, food service at the house was contracted out rather than provided for at the house.

The Community Residential Facility for Youth operates to provide residential treatment services to young, (17-25 years of age) High Impact offenders committed to the Maryland Division of Correction. In order to be eligible for placement at the O'Brien House, an offender must be approximately 6-10 months from parole, mandatory release or expiration of sentence.

Each resident, when accepted, designs with his counselor a treatment program which is aimed at preparing him for release to the community. General goals for each individual's program are to prepare him for securing and holding a job, through education, vocational training or simply aid in securing a job; group and/or individual counseling to prepare him to be better able to handle emotional stress, and the opportunity to acquaint himself with those community agencies which are available to provide support before and after his release from the Division of Correction.

During September, 1974, Mutual Agreement Programming (MAP) began to be implemented in the O'Brien House. This involves an assessment of the strengths and weaknesses of the inmate followed by the design of an individualized program that offers resource utilization in preparing participants for a successful community adjustment following release on parole. Based on this assessment, treatment and training objectives are prescribed, the inmate prepares an individual plan, and contract negotiations involving the inmate, the institutional staff, the MAP coordinator and the Parole Board take place. The contract is a binding document setting out the specific programs which the Division of Correction will provide to the inmate, the inmate's agreement to successfully complete the programs and specific objectives, and a specific parole data contingent upon successful completion of set goals.

The contract and the procedures surrounding it are seen as a means of involving each inmate in the process and decision to release, giving him much of the responsibility for his own release, and bringing together the institutional and parole authorities for closer cooperation and coordination.

An important component of the O'Brien House program is community involvement. The staff and residents are involved in the local community's affairs whenever feasible, both from the standpoint of being a resource for the local community and from the standpoint of fully utilizing the larger community's available services when needed.

During the past grant year, the screening process for selection of residents was a joint effort among the institutional classification counselors, the staff of the Community Corrections Task Force, and O'Brien House staff.

Potential residents are initially identified by the institutional classification counselors. Next, the potential resident is interviewed in a session which includes both Task Force and O'Brien House staff. Specific intake criteria include: (a) potential residents must be Baltimore City residents; (b) potential residents must be between the ages of 17 and 25 years; and (c) potential residents must have been convicted of an impact offense. Drug and alcohol abusers are not excluded from the program.

If the potential resident is accepted, he is transferred to the O'Brien House for a three-day orientation period. During those 72 hours, the resident and staff determine whether or not the individual is suited to the program. If not, the resident is returned to the institution without question. Failure to adjust to the program during that three day period is not held against the individual after his return to the institution.

All residents accepted into the program are required to either work or participate in a job training program. Additionally, residents may participate in a high school preparation program offered by the house or take college courses if qualified. As of August 31, 1974 there were 15 residents employed full-time and 5 residents in job training programs. Five residents are unemployed, two of whom are taking college level courses. This means that three residents (as of August 1974) are not meeting minimum program requirements to be either employed or in appropriate training programs.

Counseling (both group and individual) sessions are held periodically. Regularly scheduled staff counseling services are provided between 1 p.m. and 4 p.m. on the last Wednesday of each month, but individual counseling occurs on an as needed basis. Regularly scheduled consultant psychological, psychiatric and medical services are provided as indicated in Table IV.

TABLE IV

PROFESSIONAL COUNSELING SERVICES

<u>Service</u>	Time		
Psychologist	9 a.m. to Noon the first three		
7	Thursdays of each month		
Psychiatric	4 p.m. to 7 p.m. every Thursday		
Medical	5 p.m. to 6 p.m. every Friday		

Table V indicates intake and release figures for the period March through August 1974.

TABLE V

CLIENT FLOW--MARCH - AUGUST 1974

Month	<u>Intake</u>	Release*
March 1974- April May June July August	15	0 1 3 5
Total	41	16

*NOTE: Includes those residents paroled, terminated or escaped.

Based on these figures, the average monthly population is computed to be 21.8 residents. The current population (September 19, 1974) is 27 residents.

An offense profile has been developed for those pre-released to the O'Brien House. Table VI presents this information, and includes current plus subsequent offense.

TABLE VI

OFFENSE AT TIME OF ARRIVAL AT O'BRIEN HOUSE

Offense	# Pre-Releasees
Rape	3
Robbery	22
Burglary	13
Aggravated Assault	8

*NOTE: Includes five men admitted between August 31 and September 10, 1974.

There have been no major modifications submitted during the initial grant year except those which relate to modifying the program to serve 30 rather than the anticipated 72 residents.

V. ANALYSIS

This project is consistent with the Commission's five-year objective to increase the number of sentenced offenders participating in effective treatment and rehabilitation programs at the community level.

Aside from the grant implementation problems noted in Section III of this report, there appear to be few operational problems at this point. The major issue is measurement of effectiveness. Table VII indicates disposition of clients released from the program in all categories, and Table VIII indicates rearrest data to date.

TABLE VII

RELEASE DATA MARCH - AUGUST 1974

Discharge	# Released	# Released	
Parole Mandatory Parole Expiration of Sentence Terminated (Inadequate	8 (50%) 1 (6%) 0 (0%) 3 (19%)		
Adjustment at House) Rearrested Escaped	4 (25%) 0 (0%)		
Total	16 (100%)		

TABLE VIII

REARREST DATA

Original Offense	Subsequent Offense	# Rearrested
Burglary Assault Burglary Burglary	Homicide Assault and Robbery Shoplifting Possession of Marijuana	1 1 1 1
Total		4

All four rearrested were within six to eight weeks of admittance, were residents of the facility, and had not yet left the program. The nine released after completing the program are arrest-free to date.

At this point, it appears that seven of the 16 men leaving the program did so in an unsuccessful status. This means that so far, about 44% of those released were either terminated because of poor adjustment (19%) or were rearrested (25%). It is anticipated by the grantee that the project would have better success during the second year (if approved for funding) as more clients are released through the program. At this point, there is no way to know.

Based on projected expenditures through September 30, 1974, a calculated cost per operational month (March through August 1974) for the project is \$25,603. The cost per month (six month period) per occupied bed (based on an average monthly population of 21.8 residents) is computed to be \$1,174. The projected monthly cost per bed based on full capacity (30 residents) for the same six month period would be \$853. This would mean that the annual cost per bed at full capacity would be \$10,236. At this point, however, data is available only for the operational period between March and August 1974. A more accurate annual cost can be computed at the conclusion of the second grant year, if the project is approved for continued support. At the current average daily population, however, the annual cost per bed would be \$14,088. It should be noted that the population has increased steadily and is now near capacity (27 residents). The cost per bed at the present level is computed to be \$11,376, based on population as of September 20, 1974.

Finally, an audit has been completed on the project for expenditures through June 30, 1974. All such expenditures appear to be in accordance with appropriate Commission and LEAA guidelines.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Port of Baltimore Sea School

Applicant: Baltimore City

Implementing Agency: Maryland Sea Service, Inc.

Project Director: Marion W. Pines

Date of Award: November 21, 1973

Federal Award: \$139,996

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

Youth between the ages of 15 and 18 accounted for 26% of all arrests in Baltimore City in 1971. According to the Baltimore High Impact Plan, "Nearly half of those arrested for index crimes are under eighteen." In addition, there is a rapid growth of juvenile crime. For example, in comparing arrest trends in Baltimore City for different age groups between 1960 and 1970, the following major trends emerged:

- a. for violent crimes, juvenile arrests increased almost three times faster than adult arrests;
- b. although drug arrests jumped for all age groups during the 1960's, the increased exceeded 3,000% for juveniles under 18.

The applicant indicated that school drop-outs are particularly prone to delinquent behavior because they are not involved in meaningful, organized activities and because they are usually unemployed and need money. Furthermore, the same problems (boredom, alienation, impoverished family life, resentment of authority and discipline and feelings of purposelessness), and attitudes that prompt leaving school precipitate delinquency.

The Maryland Sea Service (a non-profit organization) voluntarily operated for five years a weekend and summer program, Port of Baltimore Sea School, with limited private funds. Baltimore City requested LEAA financial assistance in order to expand the scope and size of the program. It was envisioned that the Port of Baltimore Sea School would function as an integrated vocational/academic program, where Impact enrolees would receive education and training in skills required for careers in maritime industries. This project was designed to be

sponsored and operated by the Mayor's Office of Manpower Resources which would be responsible for program development and monitoring. The actual operation would be subgranted to the Maryland Sea Service, Inc.

Included in the application was an agreement between the Maryland Sea Service, Incorporated, the Baltimore City Police Department, the Fire Department, and the United States Coast Guard. The agreement outlined procedures intended to insure that the boats and equipment used in the program are safe and seaworthy abiding by all legal requirements of the Fire Department, insurance companies and Coast Guard. The equipment was to be inspected annually by the Fire Department, insurance company and upon request on an annual basis by the U. S. Coast Guard.

III. PROJECT IMPLLMENTATION

The City of Baltimore was awarded \$139,996 in federal funds on November 21, 1973 for the expansion of the Port of Baltimore Sea School. Notification of acceptance of grant award and conditions was received by the Commission on November 29, 1973.

The desired start date, as indicated in the grantee's application was October 1, 1973, but various problems arose which delayed the first expenditure of federal funds until December, 1973. Problems associated with the hiring of staff, working out contracts, and lack of adequate facilities on Pier 4 contributed to the delay in implementation.

The initial staff was hired in accordance with the qualifications as outlined in the proposal. Staff consisted of a Program Coordinator, Academic Coordinator, Marine Engineer, Counselor, Shipwright, Work Release Instructor's Assistant and Secretary-Bookkeeper. In February, a Clerical Assistant was placed in the Sea School from the Mayor's Office of Manpower Resources as a training site. The salary was paid by the Office of Manpower Resources. The Academic Coordinator, Marine Engineer, Secretary-Bookkeeper and Work Release Assistant positions have had turnover during the project year. Current staff positions are shown on the organization chart (See Attachment I) and synopsis of duties as outlined by the grantee follows.

- 1. Program Coordinator: Has overall responsibility for administration, financial and program development. Supervises eight staff and fifty students. Responsible to the Maryland Sea Service, Inc. Maintains liaison with Intensive Probation Unit, Department of Juvenile Services.
- 2. Academic Coordinator: Responsible for the integration of the vocational, academic, vocational counseling and seamanship phases of the program. Supervises other staff members in these areas. Responsible to the Program Coordinator.
- 3. Counselor/Sailmaster: Conducts seamanship training and has general counseling duties. Maintains liaison with Intensive Probation Unit on a daily basis. Coordinates recordkeeping for students' files. Reports to Curriculum Coordinator for professional duties and Program Director for administrative matters.
- 4. Maritime Vocational Supervisor: Develops maritime vocational curriculum, teaches vocational math and reading, sheet metal shop. Oversees and teaches as required in the woodwork and machine shops. Develops associated curriculum, reports to Curriculum Coordinator for professional duties and Program Director for administrative matters.

- 5. Shipwright: Conducts maritime woodwork classes, develops woodwork projects as teaching aids for students. Monitors Sea School students when sailing on Schooner "FREEDOM". Reports to Curriculum Coordinator for professional duties and Program Coordinator for administrative matters.
- 6. <u>Instructor's Assistant</u>: Performs general construction and maintenance work for school as directed, assists instructors as required, reports to Cyrriculum Coordinator.
- 7. Secretary-Bookkeeper: Acts as secretary for Program Coordinator and bookkeeper for Sea School. Prepares necessary reports and supports professional staff in secretarial matters on an as available basis. Reports to Program Coordinator.
- 8. <u>Mainstream Clerk</u>: Clerk-typist trainee. Assists Curriculum Coordinator in training project.

Staff training has been conducted at two levels. In-service training was conducted in conjunction with the Department of Juvenile Services. Staff received training in counseling and communication techniques, group interaction and problem solving. In addition, as the need arises, continuous in-house training is provided by the academic coordinator.

All special grant conditions were resolved by the grantee.

IV. PROJECT OPERATION

The approved federal budget for the first year was as follows:

	Budget Category	Federal Funds
Α.	Personnel, Comp. and Benefits (See Attachment I)	\$ 81,446
В.	Equipment (shipyard equipment)	13,000
C.	Consultant and Contractual Services (Shop maintenance, repairs and	F 200
D	replacement)	5,300
D.	Consumables (educational and office supplies)	1,550
Ε.	Other Expenses (utilities, enrolee salaries @ \$1.60/hr.)	38,700
	TOTAL	\$139,996

The project's in-kind matching share consisted of the following item.

ITEM	AMOUNT
Equipment (shipyard equipment used	
to operate the vocational training	
component) .	\$200,736

The Port of Baltimore Sea School is a behavior modification, work study and work experience program. It provides orientation in maritime training, academic and vocational skill instruction. In addition, employment for work experience is arranged with other civic-sponsored agencies when appropriate. Instruction, extra-curricular activities, and employment are integrated into a comprehensive program with division between classroom studies (25%) and vocational training combined with realistic work experience (75%). The normal time for completing the program is ten (10) months. But, the actual length of student enrollment depends on individual factors of ability, behavior and experience. Each Impact offender remains in the program until he has achieved personal adjustment, develops proficiency in a specific skill area, and had work experience. The program of education, skilled training and employment is tailored to each student's need and ability. Each instructor functions as a teacher, vocational instructor, recreational leader and counselor, and is responsible for integrating instruction to develop each student toward functioning in the community and on the job.

The program is designed to serve 35 enrolees, ages 16 to 18, who have committed an Impact offense and have shown the necessary interest and aptitude to benefit from the program. The primary source of recruitment for the Port of Baltimore Sea School is the Department of Juvenile Services, Intensive Probation Unit. (See Past Progress Report for the Community Treatment — Baltimore City Intensive Probation Project). In February, arrangement were made to allow the Sea School to obtain students from regular juvenile probation sources provided they would qualify for transfer to the Intensive Probation Unit. As of April 1, 1974, Intensive Probation Unit became the single source for new enrollees, however, due to the slow rate of intake, the Intensive Probation Unit was unable to provide the projected number of referrals.

During the summer, acquisition of 32 additional enrollees from Baltimore Summer Corps, Department of Juvenile Services and the Maryland Sea Service brought the enrollment up to 51 (a greater than 35 capacity was possible due to the fact that the summer non-Impact referrals were not participating in the full program). These 32 summer placements that used Sea School as a work site however, were not charged to the project.

SUMMER ENROLLMENT FOR PORT OF BALTIMORE SEA SCHOOL

Department of Juvenile Services - Intensive Probation	
(Impact)	19
Summer Referrals from Department of Juvenile Services	
(Non-Impact)	· 13
Baltimore Summer Corps	10
Maryland Sea Service	_9
TOTAL	51

Although the summer enrollees were not paid by the Sea School, they utilized the facility as a job site. Some enrollees did not meet the Impact criteria, but they generally came from the same economic and social backgrounds as the Impact offenders.

Screening and selection of enrollees is the responsibility of the Port of Baltimore Sea School from among candidates referred by the Department of Juvenile Service's Intensive Probation Unit. The staff makes selection on the basis of the recommendations of the Intensive Probation Unit, economic need, past education, general aptitude, and other personal characteristics determined to be necessary for success in the program. The screening process includes a vocational interest inventory, testing of mental and motor skills, and personal interviews to aid in selection of participants. Information derived from the tests and interview assist in determining the perspective student's interest and capabilities so that school programs can be adapted to student needs. Students selected through the initial

screening process participate in a general orientation period. The primary goal of the orientation period is to develop in students a sense of direction and evaluate their behavior, work attitude and interpersonal relationships. Additionally, the students' vocational skills are tested.

Once a person has fully entered the program, the project is designed to operate as follows. The academic and vocational classes are arranged in three phases. The first phase is an introduction to basic vocational skills, technical classroom training as well as English and math. This involves the use of basic theory and practice. This period lasts for 12 weeks, during which the new students have an opportunity to explore and develop their interests and to learn wide variety of skills (e.g., problem solving, decision making, physical, mechanical, and technical skill training, academic comprehension and behavior modification). Pay is \$14.00 per week for seven hours work experience. Monday through Friday, the work experience time is from 9:00 to 9:30 each morning; 2:30 to 3:30 each afternoon. Each Thursday, the afternoon work experience period is from 3:00 to 3:30. This work experience is labeled "watch list" duties which are duties which must be performed each and every day.

After completing the first phase, the student advances to the middle stage. This 12-week period is divided into half vocational skill training, and half work-experience. Schedule time is 9:30 until 4:30, Monday through Friday, and a student is paid for 15 hours work experience at the minimum wage of \$2.00 per hour. In addition, all students who are enrolled at PBSS have the opportunity to obtain additional pay through an incentive award system.

The third phase is similar to the second, but more advanced technical subjects are taught. When the student successfully completes the third phase of the program, an effort is made by staff to place him in a job. In addition, all students who qualify complete the test for the Junior High School Diploma. During this period, efforts are coordinated with the Intensive Probation Unit to place the student in employment, or more advanced training. The students are also encouraged to return to the regular school system both during and after project participation. In exceptional cases, when the student responds well to the program, but needs additional help, he can be retained longer than the nine months by repeating an appropriate phase, but this has not occurred to date. As noted previously enrollees are paid at a rate of \$2.00 per hour. The table below summarizes the payments to enrollees throughout the program.

PAYMENT SCALE BY PROJECT PHASE

Period	Time	Pay	Hours Work Exp.
Orientation	. 30 days	\$3.00 per wk. car fare -Lunch	1 1/2
Pre-Class Basic Classes- Work	1-2 weeks	\$14.00	7
Exp. (First Phase) Classes - Work Exp.	12 weeks	\$14.00	7
(Second Phase) VocWork Exp. (Third	12 weeks	\$30.00	15
Phase)	12-13 weeks	\$30.00	15

A student completing the program could earn up to \$940. Additionally, an incentive system has been employed by project staff. This system permits the student to progress at his own rate of speed and his progress is based solely on his own merit. The incentive award system covers all aspects of the program but is primarily related to the work experience program. The system is an outgrowth of an individualized treatment plan for enrollees and is an integral component of the project's behavior modification component. The enrollees must be with the Port of Baltimore Sea School at least 4 weeks before becoming eligible for the award system. The system is based on blocks of 20 points, with a maximum of 500 points which can be obtained per week. Payment for accummulation of points is as follows:

100 points = \$1.00 200 points = \$2.00 300 points = \$3.00 400 points = \$4.00 500 points = \$5.00

To receive 500 points, a student must perform at maximum in the following categories:

Job development = 100 points
Academically = 100 points
Vocational ...

(work experience) = 200 points
Social development = 100 points

Points are awarded by the instructors and counselors. The curriculum coordinator has the responsibility for keeping an accurate record of points each client receives.

Work aboard ship and other facilities of the PBSS is assigned as work-experience projects. This work experience training is designed to allow students to gain actual employment while continuing his studies at PBSS. Depending upon their qualifications, students will be placed with companies engaged in shipbuilding, operation, and other related maritime skills in the Baltimore harbor area. While the trainee is employed, the academic coordinator will act as liaison between the company and the student. The coordinator will insure that the work experience is mutually beneficial to the trainee and the employer. It is anticipated that some of these employers will accept PBSS graduates who successfully complete the program. The work experience schedule as previously described is summarized in the table below:

•		Work Experience Scale		
Phase	Date	Time	Hours	
ľ	M-T-W-F	9-9:30 AM to 2:30-3:30 PM	6	
Pre-Class*	Thursday	·9-9:30 AM to 3:00-3:30 PM	1	
11	M-T-W-F	9-9:30 AM to 2:30-3:30 PM	6	
Basic-Class**	Thursday	9-9:30 AM to 3:00-3:30 PM	1	
III	MonFri.	9-9:30 AM - To be assigned	15	
VocWork Exp.**	MonFri.	9-9:30 AM - To be assigned	15	

^{*}Introduction to basic skills..

**Vocational Training work experience.

^{***}Instruction in advanced technical subjects and work experience.

In the original proposal it was assumed that the enrollees academic achievement would be no lower than 7th grade level. However, it has been the project's experience that students available to the program have 3rd and 4th grade academic levels. A revised curriculum program was developed in order to accomodate the lower levels of comprehension and learning.

All academic courses are also based on three phases, each phase being twelve weeks. At the end of each twelve weeks, the curriculum is evaluated before advance lessons are constructed. In view of the varied learning rate of enrollee, the final content of phase II's schedule is based on the evaluation of student progress in Phase I. The academic curriculum has been oriented toward each student first obtaining a Junior High School Diploma, and then guided as far as possible in their remaining time towards obtaining a Graduate Equivalency Degree. Attachments II through VI illustrate the subject matter covered in the initial twelve week curriculum.

The Mayor's Office of Manpower Resources is responsible for the evaluation and monitoring of the Sea School Project. The design for the evaluation was contracted to the University of Maryland. The proposed design was to be developed in the following three stages:

Stage I: To establish a set of operationally defined program objectives and to give consideration, under the guidance and direction of DJS, MITRE Corporation, and MCCCJ, to the types of evaluation data that need be collected.

Stage II: Prepare all forms and instruments.

Stage III: Develop all materials needed for reliable data collection.

As of June 1974, Stage I of the evaluation design was completed, however, a redefinition of student needs and abilities have precipitated some variations in the design. Analysis of the program objectives was to be accomplished in two areas: (1) attitude and behavior modification; and (2) skill training (academic and vocational). Measures of effectiveness have been developed in both areas, in addition basis demographic data will be collected.

However, Stage II has only been partially completed. Some forms have been completed to be used in the project's evaluation. Stage III has not been completed to date. The evaluation design has not been fully completed because of the original delays in project implementation.

V. ANALYSIS

The Port of Baltimore Sea School was designed to achieve the following objectives:

OBJECTIVE I: To reduce the rate of recidivism among youthful impact offenders;

OBJECTIVE II: To place youthful offenders in employment openings or in training programs.

Statistics supplied by the applicant state that a total of 37 referrals were made to the project from the Intensive Probation Unit since program inception. Of the 37 referrals, 21 were rejected because they did not meet program criteria, and six were referred to other community agencies. Attachment VII relectes the demographic data compiled by the project on client participants (does not include information on summer participants). Of the 19 clients participants, ten are currently active (all referred from Intensive Probation) 6 have been employed and five have been rearrested. However, there appears to be a discrepancy in these figures, in that some youth might fit into more than one category. One youth was charged with the same crime, two youths with less serious crimes and one youth with a more serious crime. All are presently detained in institutions. See Table I below for a summary of their present status. This reflects a 26.3% rearrest rate for the project year.

TABLE I

REARRESTS OF ENROLLEES BY ORIGINAL AND SUBSEQUENT OFFENSE

Original	Subsequent	Present Status
Assault	Purse Snatching	Detained at Maryland Training School
Possession of a Deadly Weapon	Assault	Detained at Maryland Training School
Unauthorized Use of Motor Vehicle	Breaking & Entering	Maryland Children's Center
Unauthorized Use of Motor Vehicle	Breaking & Entering	Springfield State Hospital
Breaking & Entering	Breaking & Entering (waived to adult court) Baltimore City Jail

Another component that may impact on Objective I is the academic component. As orginially outlined in the proposal it was anticipated that the enrollees academic achievement level would be no lower than 7th grade level. It was anticipated that if a client successfully completed the academic phase of the program he would be ready to obtian the Graduate Equivalency Degree. However, youth that have been made available to the program have had 3rd and 4th grade academic achievement levels. The Mayor's Office of Manpower Resources provides reading and mathematics evaluations for all youth who participate in the program. A revised curriculum program was developed in order to accomodate the lower levels of comprehension and learning. The academic curriculum has been oriented toward each student first obatining their Junior High School Diploma, and then guiding the students as far as possible in obtaining their G.E.G. Although,

none of the students have obtained their Junior High School Diploma through the program, the staff felt that they have impacted upon improving the youth's school attendance. According to the applicant, the overall attendance at the Sea School rate of 80% is high considering the fact that all the enrollees were dropouts.

The behavior modification component was developed in order to reduce antisocial behavior and develop positive behavior and attitudes. According to the applicant, they felt that some impact has been evidenced in this area. Through individual and group therapy youths are developing positive behavior and attitudes about work. Being in a realistic work experience situation youth learn to observe safety rules and regulations, develop job consciousness, and learn to follow instructions. According to the the grantee as a result of the behavior modification techniques and the work experience, 6 youths have become employable before participating in the program. Of the 6 youths who have been employed, 3 have jobs directly related to their training, one has a job in construction and 2 are in janitorial work. All youths are currently performing satisfactorily on the job, according to the applicant. It is anticipated that during the project's second year, data can be generated on the progress of the youth's that have been employed. With respect to Objective II it is envisioned that the development of the new careers program will offer youth new employment opportunities and prevent further re-institutionalization. project was developed in order to offer youth training in skills required for careers in maritime or general industries. Youth receive on-the-job training in power mechanics, woodworking and finsihing. (See Attachments V and VI). (The grantee indicates as a result of their participation in the project three youths have been employed in areas related to their work-expreience training. Constant follow up is maintained of the client's progress on the job.

As previously mentioned, three other youths have obtained employment through the program, but in areas other than related maritime industries. Efforts are being made by staff to employ the 10 youths from the Intensive Probation Unit that are in the process of being phased-out of the program. An on-site visit conducted by staff noted several programmatic concerns. First, it appears that staff has not had any extensive training in counseling techniques for working with impact offenders. As previously mentioned, in-service training was conducted in conjunction with the Department of Juvenile Services, and continuous inhouse training is implemented by the academic coordinator. The academic coordinator's resume shows that he has an extensive background in working with youth of this type, and appears qualified to conduct training in this area. The remaining staff do not have these credentials. However, emphasis should be placed on implementing a structured in-house training component, in conjunction with the Intensive Probation Unit if subsequent funding is granted.

Secondly, it appears that due to staff turnover, and limited facilities the program has not been fully implemented. There seems to be gaps in program structure which would account for some of the youth being idle during the day and causing behavior problems. Program structure and objectives should be modified to accommodate the needs of the clients. The projected plans for the second year of operation reflect a modification in program sturcture based upon the first year's operation.

In addition, the program has been operating below the full capacity of 35 clients, except during the summer when 32 non impact youths were utilizing the Sea School as a work site. According to the applicant, the slow number of referrals from the Intensive Probation Unit can account for the program operating below capacity. It is anticipated that the project will begin recruiting impact offenders from other sources. All 10 of the youths currently in Sea School from the Intensive Probation Project have completed the program (according to the project staff this means they can no longer benefit from the project), and are in the process of being phased-out. Joint evaluations are being conducted by both programs in order to evaluate the youth's progress and make follow-up recommendations.

Although there are several programmatic concerns, the project appears to have some strong points. The work experience concept of the program is a realistic treatment technique, and it appears that staff is genuinely interested in seeing the youth progress. Efforts have been initiated to improve school attendance. An incentive award system has been developed to further encourage positive behavior and the grantee indicates that a weekend sailing program has been of significant success as a motivating factor to the participants. As previously mentioned, staff has found employment for 6 of their clients. Follow-up is maintained by the Sea School staff as to how the client is progressing on the job. The program has also attracted unsolicited community support in the form of materials, labor and job opportunities.

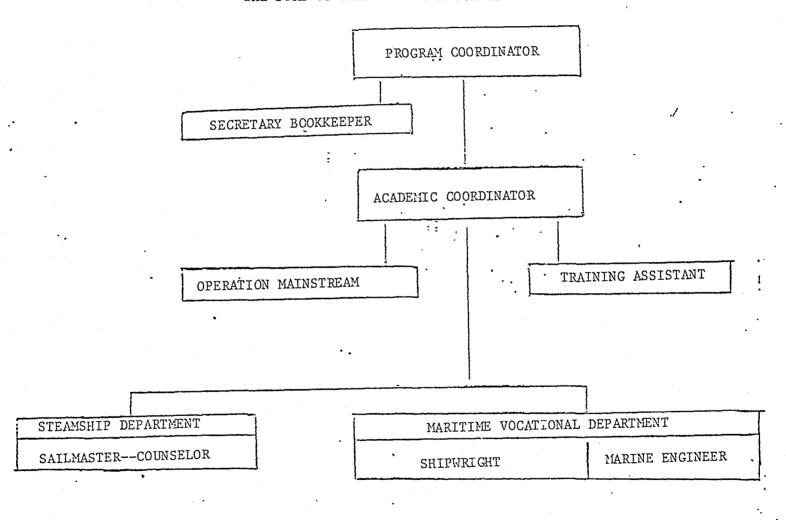
The Sea School clients have also shown interest in the program. All the repair work completed on the facilities was done by the students themselves. A volunteer lunch program was instituted by the students, where each contributes money towards the food which they cook. In addition the students were instrumental in developing the Honor Code System along with staff. Extensive records are maintained on each client's progress. Demographic data, educational history, family structure, employment background, delinquent history and treatment. Objectives are the kinds of information that are in each youth's records. Both the Department of Juvenile Services and the Intensive Probation Project felt that the Sea School is providing a viable community recource.

In summary, this project has made some progress towards accomplishing its objectives and some problems that were experienced during the project's first year may be a result of the innovative nature of the program.

In interim audit was conducted in August 1974. The financial system was satisfactory and expenditures supported by documentation. The final audit report recommendations should be implemented by the grantee is subsequent funding is granted.

ATTACHMENT I

STAFF ORGANIZATIONAL CHART OF THE PORT OF BALTIMORE SEA SCHOOL



SCHOOL STUDENTS

ATTACHMENT II

ENGLISH

WEEKS

CURRICULUM

· · · ·	· · · · · · · · · · · · · · · · · · ·		5 5 5 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6
2	Subjects and Predicates		
2	. Nouns and Their Plurals		
3	Possessive Forms of Nouns		
4	Pronouns and Their Antecedents		
5	Verbs and Their Tenses		The second secon
6	Verbs and Pronoun Forms		
7	Trregular Verbs	•	
8	Prepositions		A see to the second of
9.3	Adjectives	-	
10	Adverbs	,	
11	Conjunctions		
1.2	Review	•	
11,			

ATTACHMENT III

SHOP MATH

WEEKS

CURRI CULUM

1.	Addition of Whole Numbers	
2	Haltiplication of Whole Numbers	
3 400	Subtraction of Whole Numbers	
4 .	Division of Whole Rembers	
5	Renaming Fraction Numbers	· · · · · · · · · · · · · · · · · · ·
ġ,	Adding Fraction Numbers- (Use of Ruler)	***
7.	Subtraction of Fraction Numbers	
8	Multiphication of Fraction-Numbers	
9 .	Division of Fraction Numbers	
;o	Decimals- Addition and Subtraction of Decimals	
12	Nulfiplication and Division of Decimals	
12	Review	1 8 4 4 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
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ATTACHMENT VI

SEAMANSHIP

WEEKS

CURRICULUM

1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	Boating Safety		
2	The Sailors Language	•	
3	Boat Handling	•	
14 (1) (1) (1) (1) (1) (1) (1) (1) (1) (1)	Legal Requirements	•	
15 (5) (5) (6) (6) (6) (6) (6) (6) (6) (6) (6) (6	. Rules of the Road	<u>.</u>	
11.0	Knot Tying		
77.7	Martinspike Scamanship		
84	Aids to Navigation		
29	Charts and Compass	•••	
19.	Marine Engines		
11	Sail Boats		N HA
12-	Review		
151			
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ATTACHMENT V

POWER MECHANICS CURRICULUM

WEEKS	CURRICULUM
1	Unit #1- Heat Engines Unit #2- Tools used in Pover Mechanics 3. Course Analysis
.2.	Unic #3- Piston Engines
3	Unit #4- Trouble Shooting in a Small Engine
4	Unit #4- " " " " " " "
5	Unit #5- Dicassembly and Assembly of a Small Notor
6	Unit 45~ " " " " " " " "
7	Unit #6- Electrical System :
8	Unit #7- Thir Fuel and Fuel System
)	Unit #7- " " " "
0	Unit #8- Lubricating System Unit #9- Gooling System
2.	BHOP PROJECT
2	SHOP PROJECT

ATTACHMENT VI

SHIPWRIGHT

WEĖKS	
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2.

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CURRI CULUM

L. Specific Objectives For Woodworking 2. Safety Rules For Woodworking 3. Woodworking Course Auglysia	4. Planning
1. Wood, The Forest, and Its Products 2.	Selecting and Roughing Out Stock,
1. Planning and Saving Stock to Finish D	imension
1. Wood Joints	
1. Forming Curves, Chamfors, and Bevels	
 Drilling and Earling Holes Clamping and Gluing Vood Metal Fastners For Vestvorking 	
ly Sanding and Preparing For Finish	
1. Wood Finishing	
SNOP PROJECT	
SHOP PROJECT	
SHOP PROJECT	
SHOP TROJECT	

ATTACHMENT VII

DEMOGRAPHIC DATA ON PARTICIPANTS SINCE PROGRAM INCEPTION

1	h								- V				
		Age		Impact Offense									
Race	16	1.7	1.8	B & E	Assault	Purse Snatching	Larceny	Shoplifting	Other*				
Black	3	10	1.	8	. 2	1	1	1	0				
Thite	2	2	1	0	1	0	0.	0	4				
			_						•				

*Terminated from Department of Juvenile Services supervision.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Drug Rehabilitation Project for Impact Parolees and Releasees

(CORHI-02-06-STS)

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Correction

Project Director: Thomas Lester

Federal Award: \$378,363 (Adjusted to \$260,474)

Date of Award: April 2, 1973

II. HISTORY OF THE PROJECT'S DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which is drug abuse prevention.

The project, initially designed by central office management staff of the Division of Correction, was developed to provide drug rehabilitation services to adult offenders from Baltimore City serving sentences for robbery, armed robbery and burglary. The Division indicated that on an average daily basis, between 650 and 700 offenders who are Baltimore residents are under incarceration for robbery, armed robbery and burglary. About 77% of these men are identified drug abusers. These men, who are Baltimore City residents, who are serving time for robbery, armed robbery and burglary, and who are identified as drug abusers are the target group which this project was designed to serve. The applicant indicated that no major problems were encountered during the planning stage of the project.

III. PROJECT IMPLEMENTATION

Federal funds in support of this project were initially awarded in April, 1973. At that point, it was envisioned that Stage I would be implemented the following August and Stage 2 would begin operating in June, 1974. Table I indicated the proposed work plan for the first grant year.

TABLE I

PROPOSED IMPLEMENTATION SCHEDULE

INITIAL GRANT YEAR

	Estimated Completion Time By Month											
WORK ACTIVITIES .	1	. 5	3	lı	5	6	7	8	9	10	11	12
ablish Project Positions	×	×	ŀ									
Select Project Director		×										
Select implementation staff		×	×				'					
Solect all project staff ·										×	×	
Provide staff training		×	×							x	×	
Announce request for architectural		×							·			
Sclect architect			×									
Complete architectural design				×								
proposal Announce request for construction				x'			,					
Si It construction contractor					×							
.cive approval from Md. Pept of Gen. Services for construction design						x						
Initiate Building removation						x	×	×				
Complete building renovation								-	×			
Purchase equipment			×									
Purchaso supplies			×	·								
Establish and refine project		X	x	×.	x	×	x	×	· x	×	х	×
Implement Stage I - Institutional Program				x	×	×	×	×	×	×	×	×
Implement Stage II - Center Program										x	x	×
Coordinate with Probation & Parole		x	×	x	x	×	х	×	x	×	х	×

To date, however, none of the stages originally envisioned is fully implemented. The project director is the only staff position filled and he was hired in mid-July, 1974.

The extreme delay in implementing this project resulted from several factors. First, there was an unusually long delay in getting the 39 staff positions in the grant approved by the State Department of Personnel. Some of the delay was anticipated since it usually takes about four months to get positions established. However, once vacancy cards were received and initial interviews conducted, qualified personnel could not be identified. For example, the Administrative Officer II position (project director) required prior experience and training in drug abuse

treatment. Candidates interviewed did not have such experience. The procedure for changing the position from classified to unclassified was initiated, resulting in further delay. The staffing pattern required to implement and operate this project is presented as Attachment A.

Further delays of project implementation were due to the securing of necessary approval for the renovation of three barns in Jessup, Maryland to be used as a Pre-Release Center (Stage II). In April, 1973, the Division of Correction requested the appointment of an architect by the Department of General Services for renovation of the buildings identified for the Pre-Release Center. In June, 1973, as required by the Law Enforcement Assistance Administration when construction or renovation is part of a project, a "Statement of Negative Environmental Impact Appraisal" was submitted for the Drug Project.

On June 29, 1973, the Division of Correction was informed by the Commission staff that Federal Discretionary Grant Guidelines required the submission of architectural plans and drawings for the Pre-Release Center to the National Clearinghouse of Criminal Justice Planning and Architecture. The Department of General Services was notified of this requirement. In July, 1973, the Department of General Services notified the Division of Correction that an architect had been appointed to develop the preliminary plans for the renovation of the buildings at the Maryland House of Correction. These preliminary drawings were expected to be completed by October, 1973 and would be forwarded immediately to the National Clearinghouse of Criminal Justice Planning and Architecture.

On October 10, 1973, a copy of the specifications and drawings for the Pre-Release Center were received from the Department of General Services and forwarded to the National Clearinghouse of Criminal Justice Planning and Architecture for review. In late January, 1974, the Division of Correction was informed by the Governor's Commission that the initial review of architectural drawings for the Pre-Release Center had been completed at the federal level. The National Clearinghouse for Criminal Justice Planning and Architecture had several concerns, requiring a reply. On February 1, 1974, a reply to the National Clearinghouse was forwarded through the Secretary's Office. On February 22, 1974, in a letter forwarded by the Commission staff, the Division of Correction was informed that the Regional Office of LEAA waived all remaining objections and conditions regarding the architectural design for the Pre-Release Center. In May, 1974, the Division of Correction received final architectural drawings for the renovation of the Pre-Release Center. At this point, completion of the construction phase is anticipated not later than May, 1975.

IV. PROJECT OPERATION

The approved operational budget for the initial grant year is presented in Table II.

TABLE II

OPERATIONAL BUDGET* FIRST YEAR

Category		Federal Share	Non-Federal Share
Personnel Equipment Contractual Services Travel Consumables Rent Other		\$119,065 24,733 22,000 900 1,200 0 210,475**	\$ 28,224 5,044 6,000 300 0 0 86,553**
	TOTAL	\$378,363	\$126,121

*NOTE: Through June, 1974, only \$10,938 in expenditures was made. This is

due to the severe delay in project implementation.

**NOTE: Includes renovation and construction costs for the Pre-Release Center

to be located at the Maryland House of Correction.

At this point, there is no program operation information upon which to make any assessment about the project. However, the program as currently designed, is as follows. The Division of Correction proposes to implement a project specifically geared to helping addicted offenders incarcerated for high impact crimes and returning to Baltimore City. This program would consist of three stages through which addicts would receive a comprehensive program of drug therapy and community re-entry assistance: (1) at the institutional level during the addict inmate's regular sentence period; (2) at a pre-release center during approximately four months prior to his conditional parole date or mandatory release; and (3) in the community on parole or in a mandatory release status. The project administrator in the Division of Correction Central Office would be responsible for the implementation and administratiion of the first two stages. The Division of Parole and Probation would administer the third stage, post-release parole supervision period of the addict releasee (refer to Past Progress Report on Intensive Differential Supervision of Youth Offenders). Important administrative and treatment linkages between the Division of Correction and the Division of Parole and Probation would be maintained in order to insure the smooth functioning of the three-phase program which will service the addict from the time of his commitment to the Division of Correction through his release on parole status.

At the Reception and Diagnostic Center, a project caseworker would identify eligible inmates, referring them to the appropriate project stage. Prospective participants will be fully informed of project guidelines and purposes. After this brief orientation, men sent to the Maryland Correctional Training Center, Maryland House of Correction and Maryland Correctional Institution - Hagerstown, would be channeled into Stage I institution-based drug programs. These three institutions were selected because their population best represent the young, short-sentence, index-crime addict which have been defined as the target population under High Impact funding. Addict inmates with short sentences, immediately eligible for minimum security classification, would be channeled directly into the

Stage II Pre-Release Center. All Stage II participants would subsequently be paroled to Stage III of the project. Violation of parole conditions or the conviction of a crime may result in a man's return to Stage I or II of the program at the institutional level.

A working relationship would be developed with the Parole Board, thus enabling the eventual implementation of Mutual Agreement Programming (MAP) into the program stage structure.

Mutual Agreement Programming (MAP) involves an assessment of the needs, strengths, and weaknesses of the inmate followed by the design of an individualized program that offers resource utilization in preparing participants for a successful community adjustment following release on parole. Based on this assessment, treatment and training objectives are prescribed, the inmate prepares an individual plan, and negotiations involving the inamte, the institutional staff, the MAP Coordinator, and the Parole Board take place. An agreement is made, setting out the specific programs which the Division of Correction will provide to the inmate, the inmate's agreement to successfully complete the programs and specific objectives, and a specific parole date contingent upon successful completion of set goals.

The agreement and the procedures surrounding it are seen as a means of involving each inmate in the process and decision to release, giving the inmate much of the responsibility for his or her own release, and bringing together the institutional and parole authorities for closer cooperation and coordination.

Stage I: In Stage I, each institution would be staffed with two full-time professionals trained in drug abuse treatment: (1) a social worker responsible for running the drug program and conducting group therapy sessions and linking, where possible, the confined offender with his family and community; and (2) a classification officer in charge of general administrative duties and group counseling; and serving as an assistant to the social worker. Participants in Stage I would receive an indepth orientation to the other two stages of the project. Stage I would be developed around the formulation of a Program Agreement between the inmate and the Stage I staff. The Agreement would cover the following areas: (1) Education; (2) Skill training; (3) Treatment; (4) Behavior; and (5) Work assignment.

The inmate, along with the Stage I staff, would make an assessment of his needs in each of the six areas, taking into account current services available at the respective institution. This type of agreement would enable both the inmate and the Stage I staff to know specifically what is expected.

Stage I staff would work with the inmates individually and in groups toward the attainment of their goals as expressed in the Program Agreement. Program participants who would be transferred directly to Stage III, would work closely with parole agents from the Intensive Supervision Unit project prior to their parole.

This drug program would be supplemental to the regular duties and activities at the institution; like all immates, project participants will be subject to regular administrative rules of conduct and eligible for programs which exist therein. The anticipated cost per client in this stage on an annual basis is projected at \$342.

Stage II: Upon recommendation of the Stage I staff and following the granting of conditional parole status or four months short of mandatory release, project participants would be transferred to the minimum security Pre-Release Center for Stage II. The center is to be located in Jessup, on the grounds, but spatially separated from the Maryland House of Correction. The Center staff will be organized using a team approach concept and a modified therapeutic community design.

The men sent to Stage II would be assigned to one of two treatment teams, each consisting of a social worker (team leader), correctional officers and classification counselor. Each team would reside in a separate living area. The team leader will be responsible for developing each member's treatment plan, and coordinating the member's needs with available center resources. The basis for this plan would be the Agreement Program drawn up in Stage I. The two teams will share the center's supportive services division, which will be staffed with a psychologist, an educational specialist and a work release representative who will devise and administer intensive treatment programs. Parole and Probation agents of the Intensive Supervision Unit, Division of Parole and Probation, will cooperate with the two teams in Stage II, thus providing an important link to Stage III, the intensive supervision component operated by the Division of Parole and Probation.

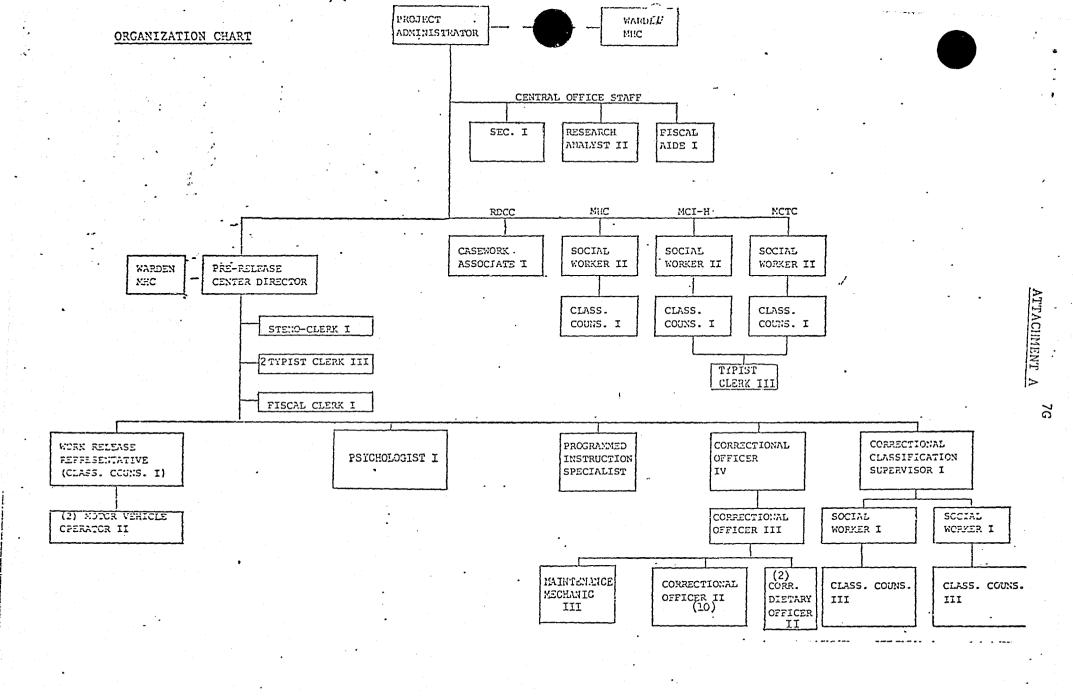
Urinalysis is planned for Stages I, II, & III in order to detect any renewed drug usage. The close supervision of the project participants provided by frequent urinalysis will externally support the addict in his quest for abstinence. If his urinalysis reports detect illicit use of drugs, he runs the risk of serving a longer sentence in Stage I, losing rank in Stage II or violating parole conditions in Stage III and returning for the remainder of his prison sentence. The anticipated cost per client in this stage on an annual basis is projected to be \$2,183.

There were no budget or program modifications during the initial grant year except an extension request which guaranteed available funds for construction and renovation of the Pre-Release Center through February 28, 1975. This request was approved by the LEAA Regional Office in July, 1974.

V. ANALYSIS

The project has not been operational to date, however, it does appear that all problems associated with project delay in implementation are resolved. Stage I is now being implemented with the hiring of institutional and central office staff as the major priority. All construction problems are resolved, and the bids on the contractor are currently being reviewed for final selection.

Additionally, project objectives are identified and a suitable evaluation design identifying specific data elements has been developed. An interim financial audit through June 30, 1974 has been completed by the Commission staff. No disallowances have been noted on the \$10,938 expended through that point.



PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Intensive Supervision - High Impact Narcotics Offenders

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Parole and Probation

Project Director: Rudolph Aukschun

Federal Award: \$205,197

Date of Award: March 12, 1973

II. HISTORY OF THE PROJECT'S DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the City of Baltimore completed a Three-Year-Action Plan which indicated the method by which the City would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to drug abuse prevention.

According to the applicant, during the period 1969 to 1971 the problem of drug abuse among Supreme Bench probationers reached unacceptable proportions. In 1971, 40% of the cases received on probation by the Criminal Division of the Supreme Bench Probation Department were judged to be drug related. The ability of regular caseload agents to cope with this problem became increasingly difficult, and in an attempt to correct the problem, the Probation Department of the Supreme Bench began specialized caseloads for Narcotic Offenders. This Narcotic Unit, consisting of three agents and a supervisor, was initially designed to provide an intensive service of 60-90 days, allowing the probationer to become sufficiently stabilized in order to be transferred into regular caseloads of non-specialized agents. This concept did not prove feasible, however, as the drug abusers had, for the most part, developed their addiction patterns over several years time. Consequently, efforts aimed at effective rehabilitation and social reorientation required more than a single brief period of intensive supervision.

In attempting to provide adequate resources to deal with this problem, the Unit sought assistance in the fam of a federal grant request, which received the endorsement of the Judges of the Supreme Bench. The grant proposal was

forwarded to the Office of the Mayor in March 1973, and subsequently funded by the Governor's Commission on Law Enforcement under the High Impact Program.

At the time of the project's approval, the Probation Department was a City agency and part of the Supreme Bench Courts. On July 1, 1973 the Department became part of the Maryland Division of Parole and Probation under the legislative terms of House Bill #22 enacted during Fiscal Year 1972.

III. PROJECT IMPLEMENTATION

The selection of staff began shortly after the project was funded, and by May 21, 1973 the initial staff had been obtained and organized training began. Initial efforts concentrated on working out problems with intake procedures, organizing contractual services as outlined in the original grant request, and finding available office space and equipment.

The project began with the Project Director and the three Agents III who initiated the grant. The hiring of additional agent staff occurred between May and August 1973. The agents hired on these dates were replacement agents for those experienced persons assigned to the project. The effective transfer date of the experienced agents was approximately six weeks after the new agents started.

In June and August 1973, the three clerical personnel were hired. Two were clerk typists and the third was the urinalysis technician. All personnel met the qualifications of the grant requirements and all were hired by mid-August 1973. This included the supervisor (Project Director), three agents III, seven parole and probation agents and three clerical personnel.

In-service training proceeded under the direction of the Agent III in charge of training and has included field visits to the various local drug programs as well as lectures and film presentations on drug abuse and related areas. Additionally, through the efforts of our training staff, three officers of the unit attended a ten-day training experience at the National Drug Abuse Training Center at Marjorie Webster College in Washington, D.C.

The staffing pattern, for the project is presented in Attachment A of this report.

IV. PROJECT OPERATION

The approved operational budget for the initial grant year is presented in Table I.

TABLE I

APPROVED BUDGET-FIRST YEAR

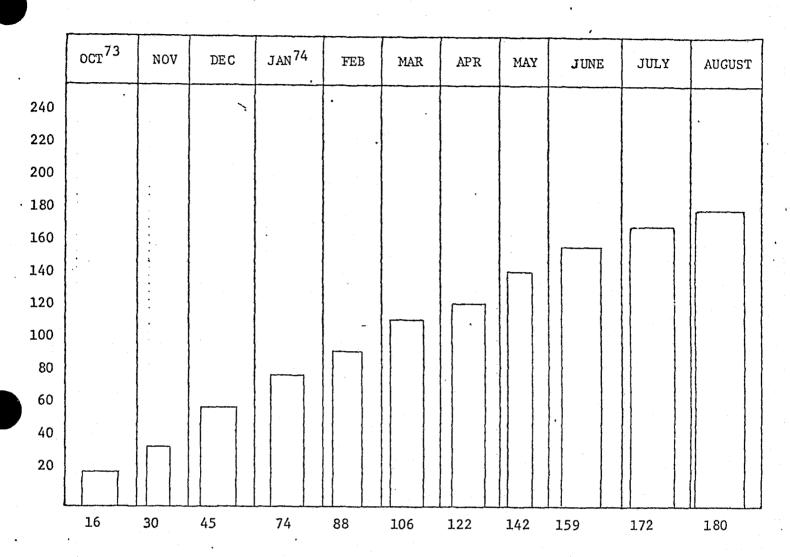
Category	·	Federal Share	Federal Non-Share
Personnel Equipment	•	*\$102,450 * 1,808	\$70,319 0
Contractual Travel	Services	20,000 9,620	0
Consumables Rent Other		3,000 0 3,665	7,000 10,962
•	TOTAL	\$315,543	\$87,962

When a new probationer is referred by the court an intensive initial screening interview is conducted by the project staff. Initially, the intake clerk screens the client for any prior impact arrest, and this intake information is passed on to the interviewing probation agent who interviews the client to determine whether the client is a drug user.

If the client meets the impact arrest and drug abuse criteria, he is accepted by the Unit. The probation agent immediately assesses the client's possible need of a drug treatment program, and if immediate help is required, the agent's next step is to contact the most appropriate treatment program and arrange an interview. This usually occurs on the same afternoon as the interview. Where possible, the agent accompanies the probationer to the treatment facility, and assists the program in determining whether the probationer can be accepted and treated.

A majority of clients do not express interest in joining any treatment program and, in fact, may not need a formal treatment experience aside from probation or parole counseling activities. This is most frequently the case when the probationer has been incarcerated prior to release on probation. In such cases, urinalysis surveillance is essential, and an intensive urinalysis schedule is set up which the client must follow. The urinalysis technician is responsible for accurate collection, identification and tabulation of all urinalysis tests. The client is usually tested several times per week. As long as the tests show no indication of drug abuse, no further pressure is placed on the probationer to join a treatment program. If, however, urinalysis shows that abstinence is not effective, then the probation agent gives formal warning to the client that either abstinence must be maintained or some other drug treatment plan must be made to work. The alternative is to contact the court and recommend that a warrant be issued for violation of probation.

Intake into this specialized unit since October 1973 has been progressive, and is reaching the envisioned level. Table II indicates this information.



NUMBER OF PROBATIONERS IN NARCOTICS UNIT

The client capacity is 290 at a maximum. Through August 1974, 180 clients were on active supervision. The project has never actually reached maximum capacity for a variety of reasons (discussed in Section V, Analysis), but intake continues to increase to the maximum. Data submitted by the project director indicates that the majority of clients are, in fact, hard-core drug abusers. Of the 180 clients admitted, 103 (57%) were heroin abusers, 21 (12%) were heroin/barbiturate abusers, and the remaining 56 (31%) were abusers of hallucinogenic drug, marijuana and the "soft drugs."

There have been no major grant modifications requested during the initial grant year.

V. ANALYSIS

This project is consistent with the Commission's Five Year Objective to increase the number of sentenced offenders participating in effective treatment and rehabilitation programs at the community level. At this point the project is operational and providing intensive supervisional services to High Impact narcotics abusers. However, the program has not reached its maximum capacity for client supervision. The project was designed so that each of three senior Agents would supervise 15 clients each and the remaining seven would supervise 35 each, for a total capacity of 290 clients. The latest figures indicate that the largest number of clients under supervision at any one time is 180, which was as of August 31, 1974. Each of the seven agents have caseloads averaging 25.7 clients each. None of the supervisors are currently assigned caseloads, but will be shortly.

The grant was delayed in implementation due to the seven month delay in getting personnel hired and trained by the Correctional Training Academy as required by law. As a result, the anticipated intake, which was designed to be increased by month on a scheduled basis, did not have time to occur. It was originally envisioned that by August 1974, intake would have been operational for a 17 month period (March 1973-August 1974). However, due to the aforementioned delays in implementation, intake has been operational for only a ten-month period.

Evaluation of this project is designed to be a control/experimental group analysis. Clients are assigned to either the control group (regular caseload) or the experimental group (narcotics unit) on a four to one basis. Eighty percent are assigned to the experimental group and twenty percent are assigned to the control group.

At this point, none of the clients in the narcotics group have completed their respective probation or parole periods in a successful status. As a result, no assessment can be made on the effectiveness of intensive versus regular supervision at this point. However, there is preliminary information which seems to indicate that the experimental group has had better results in the areas of employment and rearrest.

As indicated in Attachment B to this report, the experimental group through July 1974, seems to have a better client employment rate than the control group. As of July 1974, 67.1% of the employable clients in the experimental group were working. This compares with 50% of the clients in the control group. Though the average monthly employment rate for the control group for the initial grant year is higher than that of the experimental

group (73.5% control and 60.7% experimental), the chart seems to indicate a projected better employment rate for the narcotics unit. May 1974 appears to have been a turning point. Additional analysis regarding employment during the second grant year, if approved for funding, is necessary.

Rearrest information for both experimental and control groups is contained in Attachment C. As indicated, the experimental group had less of a rearrest rate while under supervision. Table IV summarizes this information.

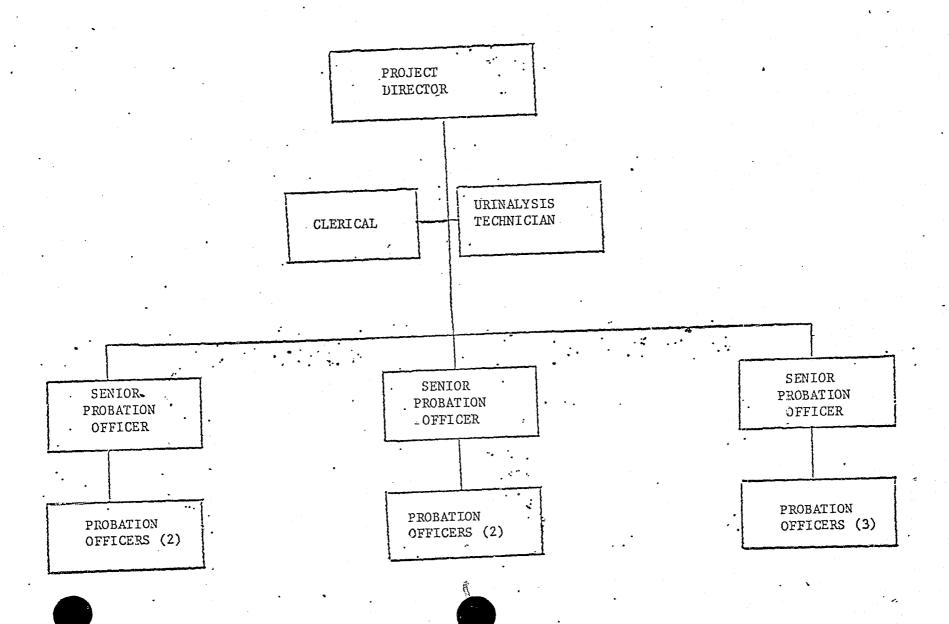
TABLE IV REARREST DATA WHILE UNDER SUPERVISION

Category	Control	Experimental	Difference		
Total subsequent arrests Subsequent impact arrests Subsequent drug arrests	28.0% (14 cases)	14.0% (29 cases)	14.0% (15 cases)		
	10.2% (5 cases)	5.0% (11 cases)	5.2% (6 cases)		
	15.3% (6 cases)	3.8% (7 cases)	11.5% (1 case)		

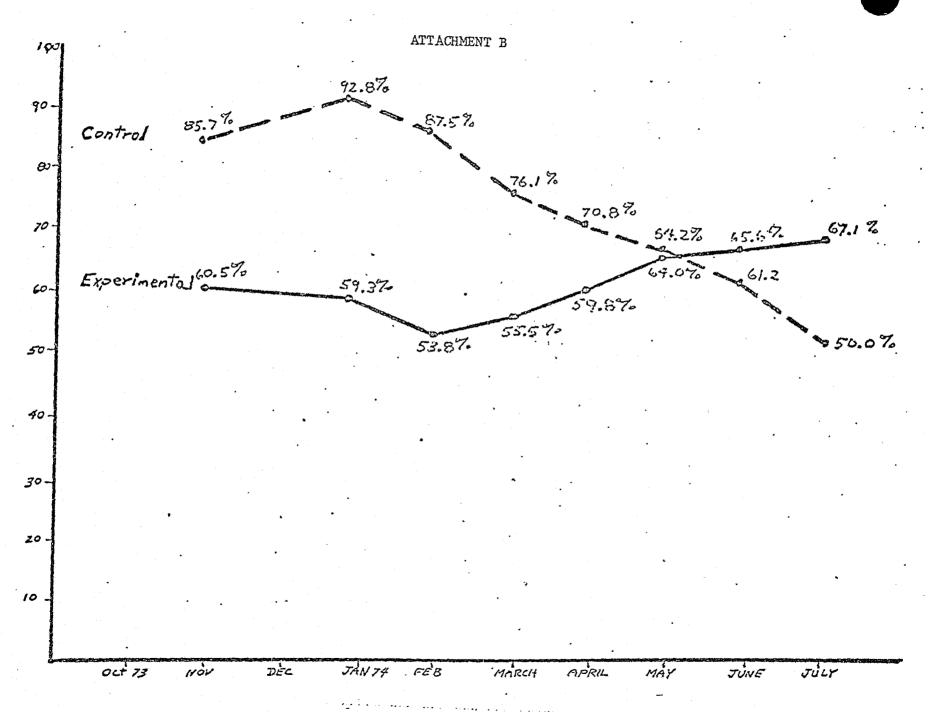
Apparently, the project is more successful in reducing the rate of rearrest for narcotics offenders accepted for treatment. However, additional data is needed, and should be generated as probationers and parolees are released from supervision in a successful status in accord with the evaluation design. It may be that success in reducing the rearrest rate occurs only while the client is under active supervision. Attachment D indicates current charge and subsequent charge for rearrestees in the experimental group. A cost analysis indicating the annual cost per year per client under supervision was developed by the Division of Parole and Probation. Based on actual operating costs for the first grant year, it appears that the annual cost per client is approximately \$788. Assuming the grant had operated at capacity during the initial year (290 clients) the per annum cost would have been about \$699. These figures compare with an estimated annual per client cost of \$230 for those offenders under normal supervision where caseloads may reach as high as 150 clients per agent at any one time.

Finally, an interim financial audit was conducted by the Commission staff, for project expenditures made through June 30, 1974. It appears that the project is financially sound, with no major budget disallowances indicated.

ATTACHMENT A







PERCENTAGE OF EMPLOYABLE PERSONS WORKING

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ATTACHMENT D

REARREST DATA EXPERIMENTAL GROUP

	Charge on Probation Order	Subsequent Arrest Charge
1.	Soliciting and Assault	False Pretense
2.	Larceny	Assault with intent to rob
, 3.	Violation of Narcotic Laws	Deadly Weapon, Larceny, Possession Valium
4.	Assault	Malicious Destruction of Property
5.	Storehouse Breaking	Receiving Stolen Goods
6.	Larceny	Robbery with Deadly Weapon
7.	Possession Handgun	Burglary
8.	Robbery with Deadly Weapon	Shoplifting & Siphoning Gas
9.	Robbery with Deadly Weapon	Possession Narcotics
10.	Violation of Narcotic Laws	Possession of Marijuana
11.	Housebreaking	Assault and Robbery
.12.	Robbery	False Pretenses
13.	Assault	Disorderly House, Possession Heroin
14.	Breaking & Entering	Disorderly House, Possession Heroin
15.	Attempt Burglary	Shoplifting
16.	Violation of Narcotic Laws	Rape
17.	Robbery	Robbery
18.	Assault	Violation of Narcotic Laws
19.	Day Housebreaking	Forgery
20.	Forgery & False Pretenses	Assault and Robbery
21.	Larceny	Assault with intent to Murder

ATTACHMENT D (continued)

	·	•
	Charge on Probation Order	Subsequent Arrest Charge
22.	Burglary	Forgery
23.	Daytime Housebreaking .	Shoplifting
24.	Breaking & Entering	Burglary
25.	Possession of Marijuana	Daytime Housebreaking
26.	Possession of Heroin	Larceny, Possession of Heroin
27.	Robbery	Shoplifting
28.	Possession of Heroin	Possession of Heroin
29.	Burglary	Burglary

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Pre-Trial Release High Impact Narcotic Offenders

Applicant: Baltimore City

Implementing Agency: Pre-Trial Release Division Supreme Bench

Project Director: Richard O. Motsay

Date of Award: March 1, 1973

Federal Award: \$114,000.00

II. HISTORY OF THE PROJECT'S DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to drug abuse prevention.

One of the major objectives identified in that plan was to reduce addiction - caused Impact crimes by means of drug treatment programs as alternatives to or supplements to the ordinary criminal justice process. This program effort submitted by the Pre-Trial Release Division of the Supreme Bench in Baltimore City was designed to attack the apparent relationship between drug dependence and criminal behavior among those individuals arrested and charged in Baltimore City. According to the applicant the drug related offenders were being detained pending a trial for a period of not less than 3 months and many times for a period far in excess of 3 months. It was further noted that the costs to the community for such detentions were large. Additionally, the grantee felt that the prolonged detention served to encourage and reinforce a criminal life style. The applicant also identified a vast amount of sociological and law enforcement literature which elucidated the perpetuation of a heroin - crime arrest cycle which institutionalized the addicts relationship to overall society. In light of the research reported in the literature and the fact that jail had been found to be an ineffective way of dealing with drug addiction, an attempt to allow the addict to choose to undergo treatment for his heroin addiction prior to trial was seen as a far superior alternative by this applicant. This project was developed to offer an alternative approach to the handling

of drug related offenders. The project which was to be operated by the Pre-trial Release Division of the Supreme Bench in Baltimore City was intended to separate the drug related offender from the prison population, offering treatment (including methadone maintreance if necessary), and allowing them to indicate their responsiveness by remaining drug free prior to their trial. It was also anticipated that by placing these offenders in drug treatment while on release, they would be drug free and thus the motivation for criminal behavior would be reduced.

In an effort to develop a program which would identify and offer treatment to those individuals who engage in violent activity so that they may purchase narcotic drugs, the City of Baltimore submitted a grant application to the Governor's Commission on Law Enforcement and the Administration of Justice under the Baltimore City Impact Plan. The project was approved for funding at the March 1, 1973 Commission Meeting

III. PROJECT IMPLEMENTATION

On March 12, 1973, the City of Baltimore was notified that its request for financial support for the project proposal entitled "Pre-trial Release, High Impact, Narcotic Offenders" had been approved by the Commission in the amount of \$114,000.00. The following special conditions were placed on the award:

- 1. That the grantee meet with Commission staff to develop a project evaluation design;
- 2. that the grantee comply with the Commission's procedure in reference to competitive bidding for the purchase of equipment;
- 3. that all travel expenditures be limited to actual and reasonable costs and be properly documented;
- 4. that detailed time and attendance records be maintained;
- 5. that prior to the release of funds, the grantee must clarify, justify, and adequately document the in-kind match in the grant and that cash match or other legitimate match be provided if the grantee is unable to justify and document the existing in-kind match;
- 6. that the grant be subject to the same conditions as to coordinating with the District Court as previous pre-trial release grants awarded to Baltimore City;
- 7. that any Λ -95 comments or recommendations from the Maryland Drug Abuse Administration be considered in project implementation when these become available; and
- 8. that no funds be released or expended on the project until the City completes its sign off on the Division of Correction High Impact Drug Program project (Grant #CORHI-02-06-STS).

On March 27, 1973, the Commission staff received a letter from the Office of the Mayor advising the Commission of the acceptance of the grant award. Subsequent to that notice, the Commission staff met with the project director and the staff of the Mayor's Coordinating Council on Criminal Justice in an effort to resolve the special conditions. At that meeting all special conditions were resolved with the exception of the development of a project evaluation design. On May 11, 1973, the Commission staff received the comprehensive evaluation component for the project. The project, however, did not become fully operational until September 21, 1973. There were several reasons for the delay in the commencement of the project. The hiring of the staff was delayed due to the need to await approval by the City before definite commitments could be made to potential staff. Delays were also encountered due to the Court Referred Addict Treatment (CRAT) unit not being operational until September, 1973. The project began interviewing and making referrals to the CRAT Unit on September 21, 1973. The project began in the Central District on September 21, 1973 but did not begin in the other 3 districts until October 10, 1973.

The staff positions created through the award of this grant were a supervisor, senior investigator, nine investigators and two clerical assistants. In addition, in-kind contributions were for the project director's position, clerical supervisor, senior investigator, and one investigators position. Although the project director has requested increases in personnel, no changes have been made or approved in the staffing pattern since the project was implemented. All staff personnel appear to meet or exceed the qualifications outlined in the original application.

IV. PROJECT OPERATION

The purpose of the Pre-trial Release High Impact Narcotic Offender's project was to screen for treatment those addicts who can benefit from drug treatment with an ultimate objective of diverting them from further criminal activity while pending trial.

Federal funds approved for this grant were designed to be utilized in the following manner:

Expenditure Category Total	Federal Share	Local Cash	In-Kind	State Cash**	Total
A. Personnel Comp. & Benefits	109,305		20,046		129,351
B. Equipment	1,960				1,960
C. Consultant & Contractual Services	-				-
D. Travel	1,000	4,120			5,120
E. Consumables	1,025				1,025
F. Rental Cost			2,050		2,050
G. Other Expenses	710		11,867		12,577
GRAND TOTAL	114,000	4,120	33,963		152,083

There were two grant modifications requested by the project director during the first year of project operation. The first of these requests occurred prior to actual program implementation. The project director noted that in order to finalize plans for starting this project and obtain maximum utilization of the in-kind personnel proposed in the original application, changes in the programs needs dictated a reduction in the percentage of time spent by a clerical supervisor and certain other very minor changes. These changes were approved by the Commission staff and resulted in no change in the federal share and a reduction the local share from \$46,284 to \$38,083.

The most significant modification request was submitted by the City of Baltimore on February 7, 1974. That modification requested that the pilot project initially funded by the Commission be expanded. Specifically, the Pre-trial Release Division of the Supreme Bench of Baltimore City requested expansion of its interview services from four police districts to nine police districts. An extensive snalysis of this request which focused on the expansion's impact on (a) the portion of total clients interviewed and (b) the portion of defendants accepting CRAT who are ultimately released on bail was made by the Commission staff. It was later determined by LEAA, the City and the Commission staff that no action could be taken on this request until the termination of the first year grant.

The principle objectives as outlined by the applicant in the original application are:

- A. To reduce addiction caused impact crimes by means of a drug treatment program.
- B. To use the criminal justice system (instead of relegating it to the main focus of confrontation for the addict) as a means to try to divert the addict from the criminal behavior cycle.
- C. To reduce the unreached (not interviewed) portion of defendants incarcerated in Baltimore City Jail by at least 5%.
- D. To make available a compilation of data which can be fed to the court upon conviction of the defendant and his agreement to providing such information of the experiences incurred during the defendant's pre-trial treatment period.
- E. To develop a network of cooperation between the Probation Department of the Supreme Bench and the Pre-Trial Release Division of the Supreme Bench in exchanging information on defendants, and to hand over to the Probation Department (upon conviction) a number of defendants who have already been diagnosed and prescribed treatment.

Although the primary goal of this project was to provide a screening mechanism in four police districts in Baltimore City to select and refer arrested impact narcotic offenders suitable for addiction treatment to a treatment center while pending trial, the applicant has indicated that various changes in the scope of the project have taken place. These substantial changes in the project scope resulted in changing both the project objectives and evaluation design.

While the interviewers involved in this project were additional personnel for the pre-trial release staff and were to act as screeners for High Impact drug users, they were actually used as normal personnel to extend generally pre-trial release coverage. As a result of this, all pre-trial release staff (project and non-project) became screeners

The major program changes which occurred in the project revolved around modifications of the target population to be referred to the CRAT Unit. At the inception of the project, only High Impact offenders were considered. In addition, only those defendants charged with High Impact offenses in four specified districts were deemed eligible, with females and juvenile offenders excluded. The first modification allowed the consideration of males, females and juveniles in any of the nine districts in Baltimore City who was charged with a High Impact crime previously convicted of a High Impact crime and/or arrested for any Impact. offense at any time in the past. The final policy modification was to accept any defendant as long as the defendant had a drug problem for which he could benefit from treatment. Intake into the program was to be in the following order of priority: 1) a High Impact charge; 2) if not charged with a High Impact offense prior record includes a High Impact

conviction; or 3) if neither of these criterion can be met, there is present in the defendant's criminal background a prior arrest for an Impact offense; or 4) if none of these three criteria are met and the available slots are not sufficiently filled then any drug user without qualification is to be accepted. These modifications were implemented in order to meet projected release rates.

As a result of the above changes in target group and other operational difficulties the applicant has stated that the evaluation component originally presented by the Mayor's Coordinating Council on Criminal Justice was not implemented and that the project staff concentrated only on immediate goals. Those goals did not coincide with the original project objectives and were, therefore, not effectively evaluated by the project staff.

The following revised objectives were identified by the applicant after the project started and the above modifications were made:

- (1) To identify those drug addicts charged with High Impact offenses who have sufficient motivation and community stability to warrant their release on own recognizance or lowered bail;
- (2) to develop a predictive instrument which will rate motivation and stability of drug addicts with sufficient precision to minimize: failure to appear for trial, lack of response to drug treatment programs, and/or commission of additional offenses while awaiting trial; and
- (3) to present to the court evaluated recommendations to be provided by the CRAT Unit relative to the participation of the defendant in drug treatment.

V. ANALYSIS

The Pre-Trial Release program is presently operating in Baltimore City as a screening mechanism for referrals to the Court Referred Addict Treatment Unit. (See Past Progress Report on the CRAT Unit) The project is presently providing that service to arrestees in all nine police districts in Baltimore City.

In light of the changes made in the operation and scope of this program, the Commission staff has several concerns relating to evaluation and analysis of the initial year of project operation. One of the major concerns relates to the manpower allocation which the project director indicated as being responsible for the project's ineffective operation. As noted previously in this report, the applicant requested additional funding for full-time 24-hour per day coverage in all nine police districts in Baltimore City. After a preliminary review of the pre-trial process resulting in referrals to the CRAT Unit over a three month period of full project operation from

January 1, 1974 to March 31, 1974. (See Attachment I) The Commission staff report indicated the following:

- (1) Pre-trial release interviewed, with existing resources, approximately 76.7% and 47.3% of all impact and non-impact defendants respectively.
- (2) Of those interviewed only 8.7% of the impact and 7.4% of the non-impact had an identified drug problem.
- (3) Of those with an identified drug problem, 64% of the impact and 68.8% of the non-impact wished to participate in the CRAT Program.
- (4) Of those wishing to participate, only 29% or 16 of the impact and 50.9% or 16 of the non-impact defendants were received at CRAT (the remaining defendants were either unable to make bail or failed to appear at CRAT).

Pre-Trial Release felt that by expanding their district shift coverage to twenty-four (24) hours per day the would be able to influence the number of referrals to the CRAT Unit. This would be accomplished by: (a) increasing the number of impact and non-impact defendants interviewed, and (b) increasing the percentage of defendants interviewed who accept CRAT (to be achieved through improved "selling" of the CRAT Unit services).

During the analysis of this issue it was noted that although an increase in staff would result in more interviews, it was not known if that increase would significantly affect the absolute number of impact offenders with identified drug problems being referred to the CRAT program. A short study on the Baltimore City arrest statistics by police district conducted by the Commission staff indicated that the average arrests per day of week per shift by district simply did not justify staffing for 24 hours a day.

As indicated in Attachment II, the volume of arrests for Impact offenses alone does not justify interviewers 24 hours per day in each district. As noted, the average arrest/per day/ per shift for the entire City does not exceed 6.6 for any one shift and for several districts was as low as .4 arrests. The greatest volume, 77% of the total lligh Impact arrests, occur during the two shift periods from 12:01 p.m. to 4:00 a.m., with the heaviest concentrations being in the few impact districts.

A second major Commission staff concern is the lack of required data for measuring project effectiveness. As noted above only 29% of the defendants received by Pre-Trial Release were seen by CRAT during the period from January 1, 1974 to March 3, 1974. This period appears to be indicative of the project's total operation. It should be noted that this data includes all nine districts and that the project director was unable to supply information reflecting the project performance in the four impact districts.

CONTINUED

1 OF 5

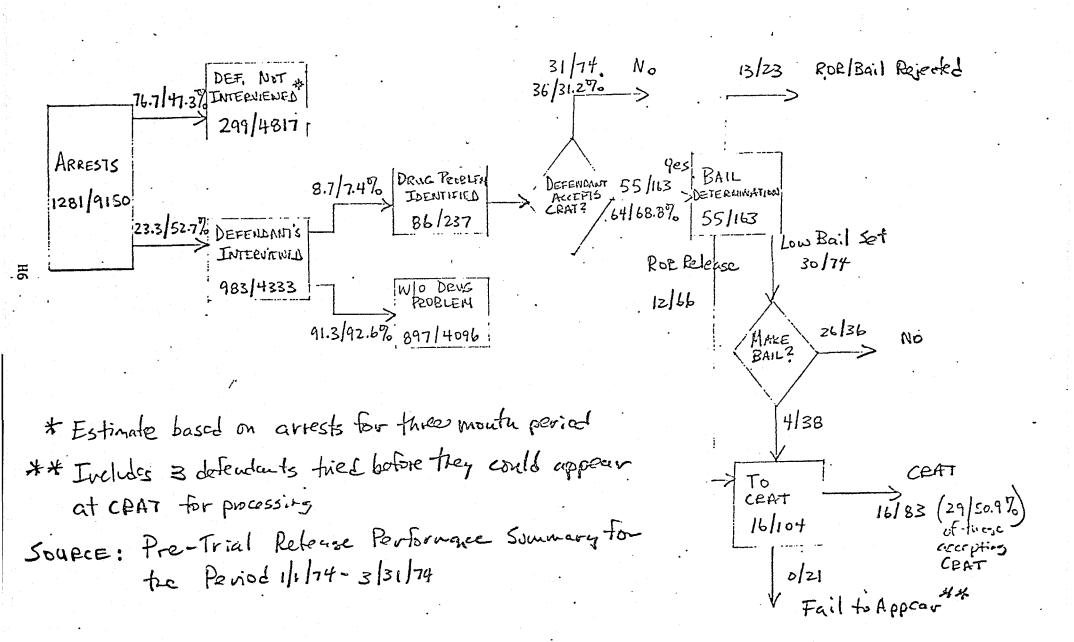
An additional problem relating to project performance is the lack of data indicating that in all cases priority for entry to the program was given to impact offenders. Data supplied for all nine districts indicated that for the period January 1, 1974 to March 31, 1974 only 29% of impact offenders accepted CRAT, while 51% of non-impact offenders entered the program. In addition to this data not revealing the priority for impact offenders, no data was collected to indicate a profile of those persons who refused to enter the CRAT program.

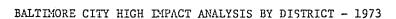
As indicated in the past progress report for CORHI-06-05-BC, the Court Referred Addict Treatment Unit, the referral rate of impact offenders with serious drug problems to CRAT was well below what was originally intended. This low referral rate as graphically represented in the Past Progress Report on the CRAT Unit referrals (152 of 237 or 64%) for the period of January - August, 1974 were misdemeanants. Of these 152 referrals received from Pre-Trial Release, the report states that, 84 or 55% were drug related but that most were drug misdemeanors referred for marijuana use. The CRAT past progress report also indicates that the High Impact drug abusers (the original target pop lation for both projects) were not being referred.

In summary, this project appears to have reached its projected number of total referrals to the CRAT Unit as shown in Attachment III, but has failed substantially to refer the kind of individuals required for the CRAT Program. This does not seem to be consistent with the overall objective of this project and the Commission's objective in the Baltimore City Impact Plan. While the project has made referrals to the CRAT Unit, a large portion of these referrals were inappropriate for the treatment provided by that project. Additionally, as discussed above, the project staff failed to submit or adequately record data necessary to properly evaluate the program's operation in terms of Impact objectives.

An interim financial audit has been completed on this project and the recorded costs were verified without exception. A final audit will be completed at the termination of the first year of funding.

IMPACT/NON-IMPACT PRE-TRIAL RELEASE PERFORMANCE 1/1/74-3/31).





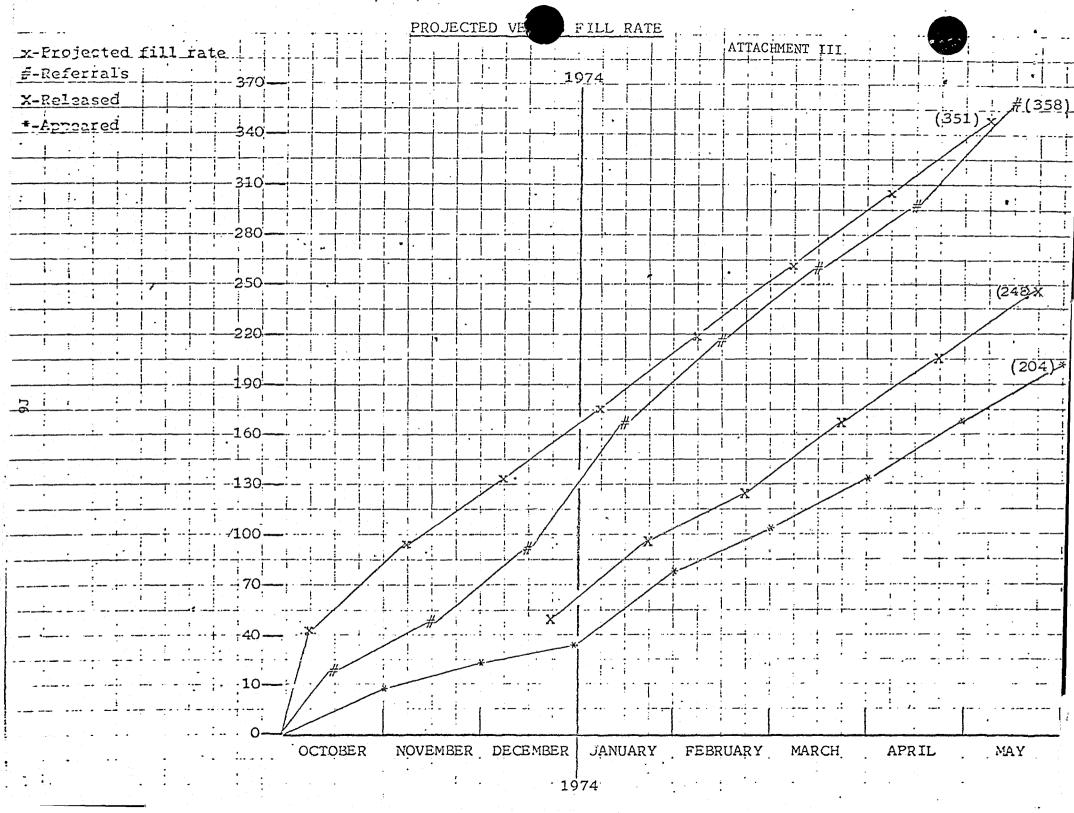
	Part I Arrest Statistics	Adj. Adult	Average Arrests Per Day		3 Shifts rest/Per Day/Per	Shift ^t	2 Shi Average Arrest/Po		Total	
Police District	1973 (Adult &Juveniles)***	High Impact	High Impact	00:01-8 a.m. (25.3%)	8:01 a.m4 p.m. (38.7%)	4:01 p.m.~12 (35.9%)		β:01 psm4 a.m. (39.4%)	For Two Shifts	
*C	1583	1012	2.8	.7	1.1	1.0	1.1	1.1	2.2	
SW	831	513	1.4	.4	•5	.5	.5	.6	1.1	i .
s .	987	616	1.7	.4	• 7	.6	.6	.7	1.3	-
Ŋ	743	446	1,2	.3	•5	.4	.5	.5	1.0	
*NW	1018	596	1.6	.4	.6	.6	.6	.6	1.2	1
*W	1660	1063	2.9	.7	1.1	1.1	1.1	1.1	2.2	
NE	684	388	1.1	.3	.4	.4	.4	.4	.8	
; * E;	1238	792	2.2	.6	.8	.8	.8	.9	1.7	
SE Total	1115 9859	671 6097	1.8 16.7	.5 4.3	.7 6.4	.6 5.4	.7 6.3	.7 6.6	1.4 12.9	

77% of total High Impact Arrests

^{*}High Impact Districts

^{**}Includes all Homicide, all arrests for Robbery where person arrested - 16, and all other adult impact defendants
***Source of Arrest Data: Baltimore City Police Department - 1973

the breakdown on the proportion of arrests by time of day were derived from available data from the City of Pittsburgh Police Department, this data was not available from Baltimore City



IMPACT PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Court Referred Addict Treatment Unit (CORHI-06-05-BC)

Applicant: Baltimore City

Implementing Agency: Baltimore City

Project Director: Delano T. Washington

Federal Award: \$394,069 (Adjusted to \$344,069)

Dates of Award: March 20, 1973 (\$327,488)

April 30, 1973 (\$66,581)

II. HISTORY OF PROJECT DEVELOPMENT

In the spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to drug abuse prevention.

In the planning stage of this project, the Mayor's Office of Drug Abuse Control noted that while large numbers of drug dependent persons were seeking treatment, others did not seek treatment until a crisis occurred which forced the drug dependant person to be more willing to consider treatment. The Court Referred Addict Treatment Unit (CRAT), was created to capitalize on this opportunity (i.e., intervention at the point of arrest).

Prior to the existence of CRAT, there was no way to determine which Impact offenders were drug abusers, and no system for referring addict offenders to treatment programs. The aim of the project was to provide Baltimore City with this capability by establishing a central controlling element for drug screening, testing, and referral to appropriate treatment programs for drug abusing High Impact offenders.

III. PROJECT IMPLEMENTATION

Federal funds totaling \$394,069 were awarded to Baltimore City on March 20 and April 30, 1973 for the implementation and operation of the Court Referred Addict Treatment (CRAT) Unit.

The CRAT Unit was initially designed to be one component of an integrated system of dealing with Impact drug abusers. Two other High Impact projects were developed to coordinate closely with the CRAT Unit. These include: (a) the Pre-Trial Release--High Impact Narcotic Offenders Project.

(refer to Past Progress Report CTHI-02-05-BC); and (b) the Intensive Supervision Narcotics Offenders Project (refer to Past Progress Report CORHI-04-05-STS).

Though federal funds were awarded in support of this project in March and April, 1973, the first client was not referred to the CRAT Unit until late September, 1973. The six month delay in project implementation was due primarily to the following:

- 1. Key staff positions for the CRAT Unit necessary to become operational were not filled until late June, 1973;
- 2. Staff training was not completed until late August, 1973;
- 3. The most appropriate method of testing High Impact arrestees for drug abuse (this testing was to be completed in four identified precincts) was not determined until LEAA technical assistance was completed in late July, 1973;
- Budget concerns were not completely resolved until August, 1973;
 and
- 5. Special grant conditions relating to the use of existing community-based drug treatment programs were not resolved until September, 1973.

The CRAT Unit was officially operational on September 20, 1973. The staffing pattern for the initial grant year is presented as Attachment A to this report.

IV. PROJECT OPERATION

The approved operational budget for the initial grant year appears in Table I.

TABLE I

OPERATIONAL BUDGET - FIRST YEAR

Category	Federal Share	Non-Federal Share*
Personnel Equipment Contractual Services Travel Consumables Rent Other	\$225,761 30,758 116,450 5,200 8,182 0 3,820	\$85,492 0 0 0 0 21,840 27,060
TOTAL	\$390,171	\$134,392

^{*}NOTE: All match was in-kind. No local cash was provided.

The CRAT Unit is a project made up of a variety of components to provide short term centralized diagnostic, referral and tracking services for High Impact drug abusers identified at their respective points of arrest in Baltimore City. All referrals to the CRAT Unit were made at the point of arrest by the Pre-Trial Release Division of the Supreme Bench of Baltimore City. All referrals made would be released on bail or personal recognizance. Services are designed to be available to those referrals during the period between initial referral to CRAT and court appearance. Thus, the CRAT Unit is a project developed to serve pre-trial defendants. It is tied in with the Division of Parole and Probation, specifically in that if the defendant receives probation, he is sent to a specialized unit dealing exclusively with drug abusers. A detailed flow chart depicting the operation of the CRAT Unit from the point of arrest, through screening, referral, and tracking components is presented as Attachment B to this report. Attachment C indicates how the CRAT Unit relates to the drug treatment system in Baltimore City. Each of the components is discussed in detail below:

- A. <u>Intake</u>: The Pre-Trial Release Division of the Supreme Bench of Baltimore City has the responsibility for making referrals to the CRAT Unit for diagnostic and screening purposes (refer to Past Progress Report CTHI-02-05-BC). Initial intake at the precinct level for subsequent referral to the CRAT Unit is as follows:
 - 1. Arrest: The Baltimore City Police Department arrests persons and transports them to one of the nine district detention centers. Initially, four districts were identified as having a sufficient volume of High Impact drug abusers for referral to the CRAT Unit. These included Western, Central, Eastern and Northwestern. However, referrals were actually made from all nine districts during the project year.
 - 2. Drug Screening: The arrestees in all nine districts, with special emphasis placed upon the four designated Impact districts, were interviewed by the Pre-Trial Release Division of the Supreme Bench. The procedures used by the Pre-Trial Release Division were the same procedures used to interview all arrestees awaiting preliminary hearings. Beginning with those crimes declared to be High Impact Crimes (murder, rape, burglary, robbery and aggravated assault), the Pre-Trial Release worker made a discretionary determination as to whether the client had a present drug problem. Based upon the determination of the Pre-Trial Release Investigator and the admittance of the arrestee that he had a drug problem, the investigator explained the treatment system to the offender. If the arrestee agreed, a urine sample was taken on the spot by the investigator, and subjected to the EMIT (Enzyme Multiplied Immunoassay Technique) urine testing system to determine the presence or absence of opiates. All urine

samples collected were sent to the CRAT laboratory for a full screening test to determine the presence of any other Controlled Dangerous Substances.

Bail Hearing: Based upon the discretionary determination of the Pre-Trial Investigator, considering extent of drug dependency, results of the EMIT screening and severity of present offense, a recommendation was formulated that was carried to the District Court Judge or Commissioner for his determination as to whether the Impact Offender should be released on recognizance or bail with a condition that he report to the CRAT Unit. According to the project director, normally if the defendant appears before a District Court Judge, appearance at CRAT is a formal condition of release. However, if the defendant is brought before a Commissioner, appearance at CRAT usually is not a formal condition of release. The project director reports that a total of 20 referrals did not show at CRAT. each case, the project director notified the Pre-Trial Release Division. Of the 20, ten are known to have been picked up as a release violator and remanded to the City Jail. No further information is available on the remaining ten referrals.

Table II reflects referral by Pre-Trial Release to the CRAT Unit by police district by month.

TABLE II

REFERRAL TO THE CRAT UNIT
SEPTEMBER, 1973 - AUGUST, 1974

Month	1*	2	3*	4**	5	6*	7*	8	9	Total
September, 1973	1	0	0	0	0	0	0	0	0	1
October	4	0	0	o	1	0	1	0	0	6
November	2	, 3	1	0	0	2	3	1	2.	14
December	0	1	2	0	0	5	0	3	0	11
January, 1974	7 .	5	1	2	3	. 7	13	3	2	43
February	5	3	3	0	1	3	5	3	3	26
March .	2	3	4	. 2	1	4	6	4	0	26
April	13	5	2	0	2.	2	6	-3	. 2	35
May	5	2	5	, 7	3	6	6	٠2	3	39
June	5	7	4	2	3	7 ·	9	1	2	40
July	2	4	3	1	2	4	2	3	1	22
August	4	3	5	0	3	6	6	2	2	31
TOTAL	50	36	29	14	19	46	57	25	17	293

^{*}NOTE: These are the four police districts originally identified as having sufficient volume to refer clients to the CRAT Unit.

^{**}NOTE: All female arrestees are sent to this police district. Two females were referred to the CRAT Unit during the above-referenced time period.

As indicated by the figures, a total of 293 alleged offenders were referred to the CRAT Unit. All made bail or were released on their own recognizance. Of the 293, 182 or about 62% were referred from the four precincts originally identified as those which would make referrals to the CRAT Unit.

B. CRAT Unit Activity: Basically, the CRAT Unit consists of an Urinalysis Laboratory component and a Diagnostic Unit. The lab is set up to test all referrals to the CRAT Unit and provide data on the type and extent of drug abuse involvement of the client. This data assists the Diagnostic Unit in making appropriate client referral to a community-based treatment program.

An evaluation is performed on each client entering CRAT by the Diagnostic Unit which refers clients to designated community treatment facilities. During the treatment period, a tracking system functions to ensure that each client follows conditions set at arraignment. This system reports drop-outs from treatment or failures to comply with release conditions to the Pre-Trial Release Division which then handles the individual as if he had violated conditions of bail. To date, 20 dropouts have been reported to Pre-Trial Release, ten of which were picked up and remanded to the City Jail. When the individual case comes up for trial, the judiciary may take into account his cooperation and success in the treatment program, and may determine that he should remain in that program as an alternative to prosecution or as an alternative to incarceration subsequent to prosecution. data is available on referrals who might have fallen in this category.

The Diagnostic Unit is staffed by physicians, psychologists, case tracking personnel, nurse and psychological work-ups necessary to determine what form of treatment is best for each individual. CRAT Unit personnel, as indicated in Attachment A include: (a) two part-time physicians; (b) one part-time psychiatrist; (c) one project director; (d) one full-time psychologist and one part-time psychologist; (e) one full-time Administrative Section Chief; (f) one full-time social worker and one part-time social worker; (i) two full-time Case Tracking personnel; (j) one fulltime LPN (nurse); (k) one full-time messenger; and (1) two full-time secretaries. There are a total of 13 full-time personnel and four part-time personnel. After the interview and radical and psychological examinations by the CRAT team (consisting of a physician, intake personnel and psychologist), a determination is made as to the proper community drug treatment program for each individual. Based upon the assessment, the intake staff will place the addict offender in a reserved slot in a community treatment program. Attachment D to this report indicates referrals by month to community treatment programs.

As indicated in Attachment D, there appears to have been a total of 289 referrals from the CRAT Unit to the 18 Drug Abuse Administration certified treatment programs.

C. Case Tracking: As alluded to above, a major function of the CRAT Unit is tracking of individuals from point of intake into the CRAT Unit through final court disposition (refer to Attachment C of this report).

The tracking component is designed to begin at the point when the initial screening by the Pre-Trial Release Division is completed, and continue through ultimate legal disposition (including sentenced to the City Jail or Division of Correction, or probation). The intent of this component is to determine the effectiveness of the CRAT screening process (and subsequent referral to a community-based program) and to provide follow-up information on success in treatment for High Impact drug abusers referred through the CRAT Unit. At this point, it appears that this component has broken down to the point of being ineffective. This problem will be discussed in detail in Section V, Analysis of this report.

There was only one major budget modification submitted during the initial grant year. That request would have added new grant positions and expanded the case tracking component significantly. In addition, the request provided for new equipment items to replace those worn out, and additional urinalysis equipment. The Commission staff disapproved all requested new positions and expansion, but approved the various items of equipment and urinalysis equipment. It appeared that the difficulty in tracking CRAT referrals was not necessarily a function of a lack of sufficient tracking personnel, but that the community-based treatment programs were simply not generating appropriate follow-up information for use by the CRAT Unit as originally envisioned. In short, the grantee could not demonstrate how increasing the staff would result in more useful feedback information from the treatment programs, if in fact the treatment programs were not willing to provide the information in the first place.

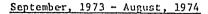
V. ANALYSIS

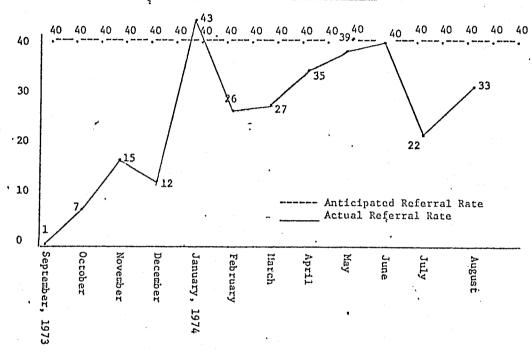
This project, as originally designed, meets the intent of the Commission's five-year objective to increase the number of sentenced offenders and pre-trial defendants participating in effective treatment and rehabilitation programs at the community level. However, the project has experienced numerous problems which have impacted on the program's intent and effectiveness.

The first area of concern is intake into the project. As initially funded, the CRAT Unit was designed to handle an average of ten referrals per week, or 40 total per month during the first grant year. This means that about 480 referrals were to be handled in a 12-month period. To date,

the project has been operational for about 12 months, and only 293 clients have been referred. Table III compares the existing client flow with projected client flow for the past 12-month period.

TABLE III
REFERRALS





As indicated graphically, the referral rate is well below what was originally intended. However, it must be noted that responsibility for referral to the CRAT Unit is with the Pre-Trial Release Division, not the CRAT project. CRAT intake is dependent entirely on the efforts of the pre-trial interviewers operating at the police precinct level. Based on available data, it appears that the CRAT Unit handled about 1.2 referrals per day during the initial grant year. As originally envisioned, the Unit would provide services to at least two clients per day.

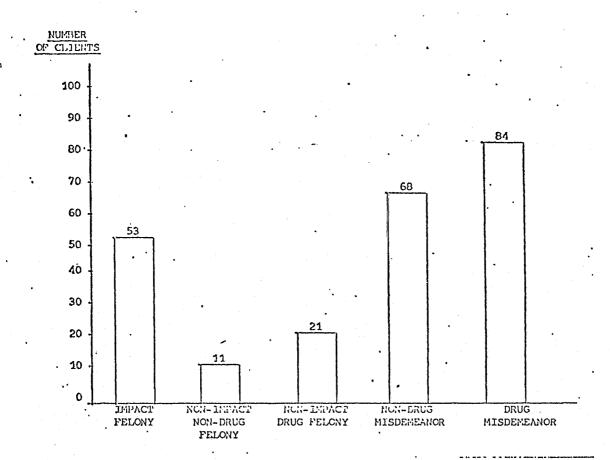
At this point, the low intake volume appears to be resultant of two basic problems. First, the pre-trial interviewers do not have time to actually "sell" CRAT to identified arrestees. This is probably due to the high volume of offenders in general who must be interviewed throughout all nine police districts whether they are Impact drug abusers or not. Thus, some clients who might be eligible for CRAT are never interviewed. This particular problem is addressed in more detail in the Past Progress Report for CTHI-02-05-BC.

Second, a requirement for CRAT is that referrals be in a status of either bail or release on recognizance. It appears that those drug abusing High Impact offenders that the CRAT Unit was designed for, are not

making bail or release on recognizance at the level originally envisioned.

A second major problem is serious in and of itself, but also related to the low volume of referrals. The type of referrals being made to the CRAT Unit are not, in the majority of instances, High Impact offenders. Table IV indicates the current charge of referrals to the CRAT Unit for the period January through August, 1974.

TABLE IV
CURRENT CHARGE
Referrals: January - Acusut, 1974



As indicated by the chart, the majority of referrals (152 of 237, or 64%) to the CRAT Unit are misdemeanants. Of these 152 referrals, 84 or 55% were drug related, but the project director indicates that most drug misdemeanors were referred for marijuana use. Traditionally, this type of offender is not amenable to drug treatment since marijuana use cannot be detected through urinalysis and is not addicting in the sense that treatment is imperative.

The target population for CRAT services include the categories of "Impact Felony" and "Non-Impact Drug Felony". Note that these categories combined account for 74 of the 327 referrals (31%) to the CRAT Unit. This seems

to substantiate the fact that High Impact drug abusers (the original target population for the project) are not being referred. This is probably due, however, to the reluctance of judges or commissioners to release this type of offender on recongnizance, or set bail at a level within reach of the alleged offender. Additionally, since most referrals appear to be misdemeanants, the actual time available in which testing and subsequent referral to treatment programs is limited. Usually, misdemeanants go to court within a ten to fifteen day period. This is not enough time for the CRAT Unit to assess a clients needs, refer him to a drug program, and make sure services are provided by the program. Also, given this type of offender, there is serious doubt as to whether or not treatment is even necessary.

Other problems noted with the intake process at the police precinct level are noted below:

- 1. In many instances, intake forms are not completed by pre-trial interviewers prior to the client showing up at the CRAT facility. These forms are necessary to begin the case tracking process and verify information given by the client when interviewed by CRAT staff. The Pre-Trial Release Division indicates that the interviewers simply do not have time to complete the forms in all cases;
- 2. The EMIT urinalysis machines located in four of the nine police districts are often not used to test arrestees for drug abuse. Once again, time seems to be the major factor. Thus, much of the preliminary urinalysis testing must be completed by the CRAT laboratory; and
- 3. In many instances, according to the project director, the EMIT machines in the police districts are broken and cannot be used. No explanation for this was offered, since no one wants to accept the responsibility for the broken machines.

A third major problem relates to the case tracking process. It simply is not working and very little information on client follow-up is available. In fact, at this point, the only follow-up data available relates to legal disposition by treatment modality (Attachment E) and by offense (Attachment F). No information has been collected relating to quality and quantity of treatment while the client is in one of the community treatment programs, or on re-arrest of clients while on recognizance or bail.

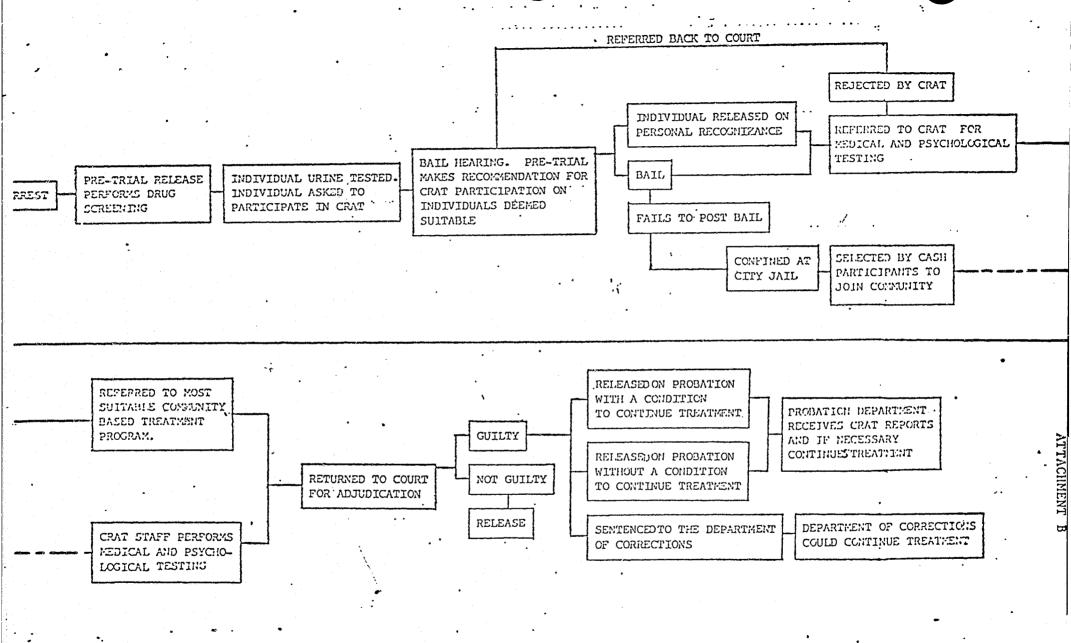
Attachment F indicates legal disposition by crime type. Based on the chart, it appears that about 33% of the referrals are ultimately placed on probation. Though valid comparative data for defendants placed on probation in Baltimore City who have not been to CRAT is not available, it appears that the number of defendants who receive probation in Prince George's County (Circuit and District Courts) is about 13.5%. There is a need for information which indicates the success or non-success of CRAT in increasing the chances for a defendant in returning to the street rather than being incarcerated. This is especially true in view of the fact that the target population of the project is pre-trial High Impact drug abusers.

Apparently, the case tracking component cannot collect the information on clients as originally envisioned in the grant application. The project director indicates that the problem could be resolved with additional staff assigned to the tracking unit. However, justification for such expansion does not indicate just how more staff would solve the problem. For example, much of the tracking information depends on quality reporting from the treatment programs to which clients are referred (see Attachment D to this report). It appears that formal reporting back to the CRAT Unit does not occur. This situation is not consistent with the agreement negotiated among the Mayor's Office of Drug Abuse Control, the Drug Abuse Administration (which certifies the treatment programs) and the Commission staff, when the project was becoming operational.

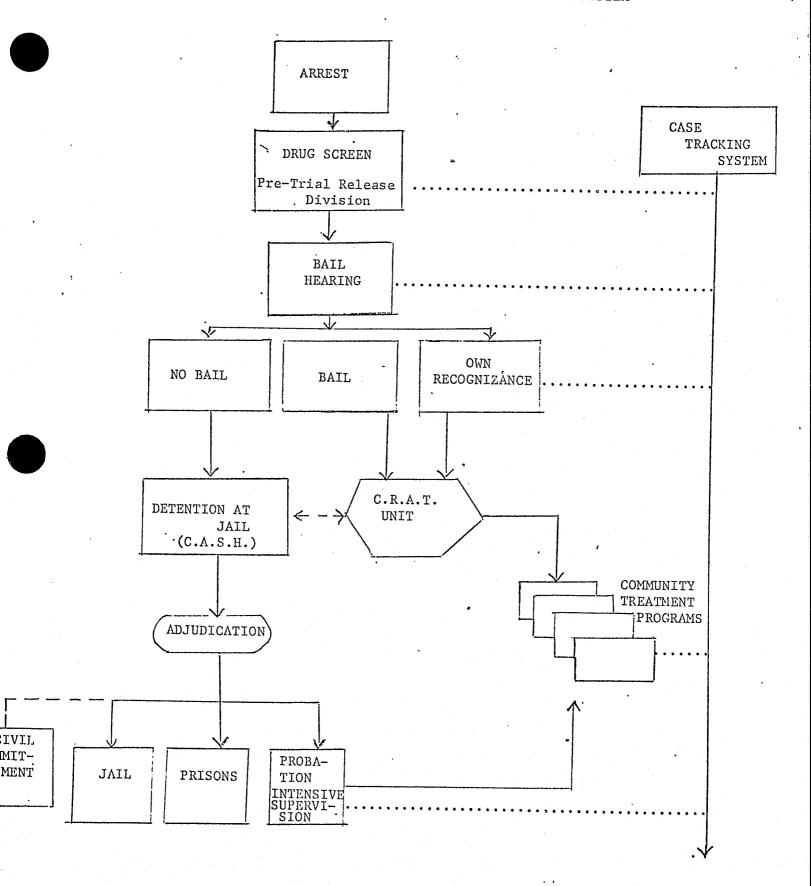
Basically, the treatment programs were to provide specific information, as determined by CRAT staff, on the progress of each CRAT client referred. The case tracking unit would then simply compile all pertinent information to determine the progress of the clients referred to each program. This has not been done, and is reflected in the lack of information on follow-up of CRAT clients.

In summary, it can be said that it appears that the operation of this project is inconsistent with activity initially envisioned. There are numerous and significant problems with the project at the intake and at the case tracking levels. In addition, it appears that the quantity and type of offender to be served has not been served. At this point, the strongest justification of project operation during the first year is the provision of services to the Confined Addicts Seeking Help (CASH) program (refer to CASH's Past Progress Report) and the urinalysis services provided by the laboratory component. Attachment G indicates urinalysis activity of the lab between September, 1973 and August, 1974. The CASH program is a therapeutic community for drug abusers which is located in the City Jail. These men are those who cannot be referred to a community-based treatment program because they could not make bail or release on recognizance. The CRAT Unit provides urinalysis and psychological counseling services to men in this program until they are adjudicated by the court.

An interim financial audit was conducted on this project by the Commission staff in early September, 1974. That audit seems to indicate a number of fiscal problems associated with grant operation during the initial grant year. The major concern at this point appears to be a lack of documentation of in-kind match in Category A, Personnel. Specifically, time and attendance records for contributed City personnel are inadequate. Currently, the Commission's auditing staff is working to resolve this concern. All audit problems should be resolved prior to the release of federal funds during the second grant year, if the project is awarded continued support.



BALTIMORE CITY CRIMINAL JUSTICE DRUG TREATMENT SYSTEM



	:					ONTH							
PROGRAM	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July	August	Total
A.R.C.C.	0	1	3	3	6	2	5	11	3	7	2 .	2	45
Cherry Hill	. 0	0	0	0	0	2	0	2	2	1	0	1	8
COMDAP (Shep-Pratt)	0	0	0	O.	1	1	0	0	. 0	1	- 0	2	5
EBDA (Hopkins)	0	0	3	1	3	3	12	·-2	10	1	8	6	49
Echo House	0	. 0	1	0	2	0	0	0	0	0	0	0	3
Friends	0	0	0	1	1	2	0	0	0	0	1	0	5
Glenwood Life	0	0	2	0	2	1	0	1	2	0	ó	3	- 11
Man Alive	0	0	2	0	2	1	0	1	2	O	0	3 ·	11
Mantra	0	0	1	0	0 .	0	1	0	<u>Ş</u>	0	0	1	5
NAYADP	0	0	0	1	0	0	0	. 0	0	0	0,	0	1
Northwest Alert (SINAI)	0	1	. 1	2 ,	3	0	0	0	1	3	1	3	15
C.R.A.T.	0	,o	0	0	0	1	2	1	2	2	1	3	12
Project A.D.A.P.T.	0	0	1	2	6	2	3	6	7	3	2	7	37
Southeast (City Hospital)	0	1	٠ 0	1	2 .	1	2	0	1	2	0	3	13
University of Maryland	0	1	1	0	2	1	0	. 2	0	0	0	1	8
Veteran's Administration	1	1	2	0	3	4	0	1	2	3	2	0	19
West. End	0	1	0	. 0	10	2	4	3	4	8	3	2	37
X-Cell	0.	0	0	0	0	0 .	1	. 5	0	0	0	0	6
Other	0	0	0	0	0	0	0	0	0	3	0	2 .	3
TOTAL	1	7	15	11	42	24	30	36	38	34	20	31	289

DISPOSITION	METHADONE MAINTENANCE	METHADONE DETOXIFICATION	ABSTINENCE	URINALYSIS	OTHER
Probation	19%	14%	1.3%	2%	1%
Sentenced	6%	6%	7%		2%
Abated by Death	1%		1%		
Probation Without Verdict	1%		2%		
STET	. 5%	3%.	1%	-	•
Dismissed	9%	3%	8%	1%	3%
Not Guilty	2%	2%	3%		1%
Article 27, Section 292	3%	3%	2%		
Not Prosecuted	4%	3%	, 3%		
Fined	2%	3%	2%	1%	
Recognizance Rescinded	6%	4%	3%		1%
Failure to Appear	2%	3%	3%		1%
NUMBER OF CASES	60	44	48	4	9

DISPOSITION BY OFFENSE

DISPOSITION	IMPACT FELONY	NON-IMPACT FELONY	NON-IMPACT DRUG FELONY	NON-DRUG MISDEMEANOR	DRUG MISDEMEANOR
	r 9/	20	28/	1.00	0.5%
Probation	5%	2%	2%	16%	25%
Sentenced	6%	1% .	1%	10%	3%
Abated By Death	2%		·		
Probation Without Verdict	1%	1%	,	2%	
STET	2%		1%	2%	3%
Dismissed	9%			6%	8% .
Not Guilty				4%	4%
Article 27, Section 292	en; en=	<u></u>	1%		6%
Not Prosecuted	5%	*	1%	3%	2%
Fined				4%	4%
Recognizance Rescinded	3%	· ama arin 4.0		6%	6%
Failure to Appear	1%	2%`		2%	3%
NUMBER OF CASES	34	6	6	55	64

ATTACHMENT

	1	1		**		**
	CLEAN.*	MORPHINE	AMPHETAMINES	BARBITURATES	METHADONE	TOTAL SPECIMENS
IOCK-UP	29	70	5	3	26	118
C.R.A.T. DITAKE	84	102	9	8	63	238
C.R.A.T. SURVEILLANCE	35	5	0	1	0 /	40
BALTIMORE CITY JAIL	18	2	0	4	0	23
C.A.S.H.	129	0	0	7	. 0	136
PROBATION	237	45	2	19	56	341
JUVENILE SERVICES	69	4	0	0	0	73
SPECIAL	191	0	0	0	0	191
TOTAL	792	228	16	42	145	1160

MELY SUMMIARY

[•] Clean = Containing none of the listed drugs

** Total may not be the sum of the other categories because of multiple drugs in some specimens

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Confined Addicts Seeking Help (CASH)

Applicant: Baltimore City

Implementing Agency: Baltimore City Jail

Project Director: Joseph DeSantis

Date of Award: March 20, 1973

Federal Award: Not Applicable. (Previously funded as a component of the

Court Referred Addict Treatment [CRAT] Unit)

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to drug abuse prevention.

The idea of establishing a drug-free therapeutic community within the Baltimore City Jail was a notion initially developed through the personal interest of several members of the jail administration. The central force behind the implementation of the program was that several inmates at the jail banded together, solicited members from the general population, and formed a loosely-structured community of thirty members. The emphasis of the community was on self-rehabilitation through the use of peer group pressure, to remain drug-free.

With the assistance of the Warden and the shift commanders, an unused portion of the jail (the old gymnasium) was turned over to the inmates for the purpose of housing their therapeutic community. This section of the jail, completely isolated from the general inmate population has housed the community since February, 1973.

III. PROJECT IMPLEMENTATION

Due to administrative and personnel recruitment problems, the Baltimore City Jail was unable to supply any staff for the CASH program. As a result, the project lacked the structure needed to operate as a true therapeutic community. However, since the Court Referred Addict Treatment (CRAT) Unit was scheduled to be implemented in June, 1973, and since there appeared to be sufficient staff in the CRAT Unit budget to provide additional coverage for the CASH program, the therapeutic community was placed under the administrative control of the CRAT Unit.

In June, 1973, the therapist hired for the CRAT Unit began to work with CASH participants, and re-defined the program to provide more structure. Additionally, the therapist began to recruit volunteers with specialized skills to work with program participants on a regularly scheduled basis. Volunteers utilized included

a reading specialist, pharmacist, black history instructor, therapists and college students interested in the CASH program. However, due to professional and educational obligations, volunteers could not be depended upon to provide the high degree of program structure required by the community. As a result, all regularly scheduled counseling (group and individual) was conducted by the CRAT therapist who spent 50 percent of his time running the program. The staffing pattern for the project is presented as Attachment A to the Past Progress Report.

IV. PROJECT OPERATION

As this point, a detailed budget of expenditures of the CASH program in the CRAT Unit Budget cannot be determined. However, services to the CASH program as identified in the CRAT Unit budget and provided are as follows:

- 1. The full-time CRAT Unit staff psychologist spent 50% of his time in conducting group and individual counseling sessions for CASH residents.
- 2. The part-time teacher on loan from the Baltimore City School System spent about four hours per week assisting CASH program members in learning remedial educational skills.
- 3. The full-time social worker spent about six hours per week with CASH program residents as assistant to the psychologist in conducting the counseling sessions.
- 4. Random urinalysis testing services were provided by the CRAT Unit to program residents.

Prospective members for the CASH community are identified through two processes. First, referrals are received from various staff within the institution, including social workers, psychologists, correction officers and the CRAT Unit. However, the majority of prospective members are identified through the second process, that of CASH outreach. In this process, two CASH inmate interviewers make regular visits to each section within the institution. The purpose of these visits is for the interviewers to explain the CASH community to inmates, answer questions about CASH and assist interested inmates in completing application forms for membership.

All applications are compiled and returned by the inmate interviewers weekly to the Screening Committee. The Screening Committee consists of the Director, the Assistant Director for Internal Affairs, an inmate, two members of the community (all CASH residents), and the CASH Administrator (psychologist). This committee studies these applications in preparation for the weekly screening session. Prior to each session, a list of the new applicants to be screened is sent to Inmate Control so that applicants can be escourted to the screening session.

On the day of the screening session, the Screening Committee interviews each applicant separately. The screening interview consists of an evaluation of the applicant's motivation for membership and capacity for change. Immediately upon completion of the screening session, the applicant is then interviewed by the Community-At-Large in a group. Later, after the applicants are returned to the general population, the entire community meets to decide on all of the applicants who were screened that day. The Screening Committee presents their recommendation on each application as to whether or not the inmate should be accepted for probationary membership. After a discussion period, the community then votes on each

applicant. If the Screening Committee's recommendation is in disagreement with the community's decision, the Screening Committee is then directed to repeat the screening process on that individual the following week. The interviewers inform all applicants of the status of their application the morning after the screening session. A list of the names of those applicants selected for probationary membership is given to Inmate Control for transfer to the CASH community the next day. Unlike other Commission funded grants, thus far, the jail administrator has played no role in making referrals to CASH or in vetoing those selected for screening by the CASH community.

Once accepted, residents are in a 30-day probationary status. Special restrictions on residents in that stage include: (a) no incoming or outgoing mail; (b) no visits except from the resident's lawyer; (c) no telephone calls; and (d) no recreation. Since these restrictions may violate the inmates' civil rights, he must sign a waiver to these rights. The purpose behind the restrictions is to allow the probationer time to adjust to the therapeutic community without external interference.

At the end of the thirty-day probationary period, the resident group leaders submit an evaluation of the individuals' motivation for therapy and group participation, and their recommendations for further treatment. An evaluation of the probationary member's performance in CASH and an evaluation of his observance of the community rules and regulations is prepared. These evaluations are presented to the Evaluation Committee, which is composed of the inmate Evaluation Coordinator, the Administrator (psychologist), and two inmate members of the community. The Evaluation Committee, after studying these evaluations, makes a recommendation to the community as to whether or not a probationary member should be advanced to full community membership. The community then either accepts or rejects this recommendation. If the probationary member is denied advancement to full membership, he is immediately terminated from the community and Inmate Control is so notified. If he is accepted, he immediately assumes the privileges and responsibilities of full membership in the CASH community.

Monthly population figures for the CASH program are presented from June, 1973 through August, 1974 in Table I. At this point, due to the physical layout of the CASH facility, there is no ascribed maximum program capacity. However, the project director indicates that the desired maximum (based on the elasticity of counseling sessions), is 30 residents.

TABLE I
POPULATION DATA
JUNE, 1973 - AUGUST, 1974

Month	Intake	Released	Population For Month
June, 1973	17	. 0	17
July	0.	0	17
August	` 0	4	13
September	0	4	9
October	7	0	16
November	. 0	0	16
December	0	2	. 14
January, 1974	• 9	0	23
February	. 8	0	31
March	7	0	· 3 8
April	3	0	41
May	. 0	2	39
June	1	0	40
July	0	1	39
August	0	4	35

V. ANALYSIS

This project appears to be generally consistent with the Commission's five-year objective relating to treatment programs for pre-trial defendants. The CASH program is directing its therapeutic efforts at men who are in the critical legal stage of not yet having been adjudicated. Currently, there are 30 residents in the program, three of which are sentenced offenders. In addition, the need to provide treatment services to drug abusers in Baltimore City has been clearly indicated by the Mayor's Office of Drug Abuse Control.

However, there is a major problem associated with the project. follow-up information on residents who leave the program after adjudication. At this point, no information is available on residents who: (a) are sentenced to the State Division of Correction; (b) receive probation; or (c) return to the street (except voluntary information provided to CASH by the ex-resident). There is no method by which a determination can be made of the long range impact of the CASH program on residents once they leave the program. In addition, other basic informational needs cannot be provided at this time. Specifically, that would include (at a minimum), data indicating the alleged offenses of CASH members, and release data which would at least outline whether those released from the program received sentences, probation, or were returned to the street. The project director indicated that no specific reporting requirements were requested by the CRAT Unit while the CASH program was under their administrative control. As a result, no information was generated. In addition, all available records were maintained by the resident inmates. Their knowledge of useful data in terms of determining project net worth is limited. If the project is approved for second year support, all informational needs identified would be maintained by the project director.

This project is dissimilar from any other funded by the Governor's Commission. First, the residents themselves are largely responsible for operating the program. Peer group pressure plays a significant role in project operation. Second, client turnover in the program is based on court action rather than activity which occurs

while the resident is a member of the CASH program. Currently, the average length of stay in CASH is about 3.5 to four months. However, some residents might stay as long as six to eight months. Basically, a detailed evaluation component was never developed for this project. It is imperative that one be developed for the second grant year if approved for funding.

Another problem which was evident during the initial year of funding under the CRAT Unit is a lack of continued drug abuse treatment once the legal disposition of the resident is determined by the court. If the resident receives a sentence with the Division of Correction, there is no program currently operating in the Division to which the ex-resident of CASH can be sent. It should be noted, however, that the CASH director does forward all records on the residents who are sentenced to the Division to the Reception, Diagnostic and Classification Center for use in any further treatment the offender may receive. Similarily, if the CASH resident receives probation, there is no mechanism that allows for referral of the ex-resident of CASH to one of the several specialized narcotics caseloads currently operated by the Division of Parole and Probation. If the CASH resident should be found not guilty, or if he simply pays a fine and is released, there is no further obligation for the ex-resident to seek continued treatment for himself, unless he so chooses.

At this point, continued drug abuse treatment occurs only if the CASH resident is sentenced to the Baltimore City Jail. In this instance, which does not occur often, the CASH program would continue to serve the inmate as long as his sentence at the jail. This problem of a lack of continued treatment is significant since experience with therapeutic communities in other jurisdictions seem to indicate better client success if residents are held in treatment for at least eight to twelve months. The current average length of stay in the program is computed to be about 4.6 months.

At this point, it appears that the CASH program is operating as it was initially designed. Therapeutic counseling services are being provided, and the flow of clients through the program is stable. All residents selected for the CASH program are verified addicts with extensive involvement with hard drugs. The Commission staff believes that the problems associated with client follow-up and evaluation can be resolved with the cooperation of the Division of Correction and Parole and Probation.

In addition, the problems associated with a lack of continued drug abuse treatment can be dealt with. In part, this would be alleviated by the implementation of the High Impact Drug Project for Impact Releasees and Parolees (CORHI-02-06-STS), scheduled to begin in June, 1975 if approved for second year funding. This project, operated by the Division of Correction, could provide continued treatment of ex-residents of CASH who are sentenced to the Division. Increased cooperation with the Division of Parole and Probation could develop a mechanism for insuring continued drug treatment if ex-residents receive probation.

In summary, there are a number of specific concerns which must be addressed and resolved in order for the project to operate in a manner which would impact on drug abusers beyond that point of pre-trial detention. The CASH program is a pilot project, and as understood by the Commission staff, the only one of its kind operating in a pre-trial detention facility. It appears to have the potential to develop into a viable program for treatment of drug abusing pre-trial defendants.

The CASH program operated as part of the Court Referred Addicts Treatment (CRAT). An audit has been conducted on the CRAT program and all expenditures made in providing services to the CASH program appear to be consistent with the grant budget.

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PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Expansion and Optimization of Helicopter Patrol

Coverage to Facilitate Conclusive Evaluation

Applicant: Baltimore, Maryland

Implementing Agency: Baltimore City Police Department

Project Director: Frank Battaglia, Deputy Police Commissioner

Federal Award: \$205,000

Date of Award: October 26, 1972

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which related to "Intensive Community Patrol by Police." The project submitted as a component of the Intensive Community Patrol was aimed at expanding and evaluating the existing helicopter force of the City Police Department. The applicant proposed to purchase two additional helicopters and assigning them to a continuous 16 hour airborne patrol program over a defined high crime area in Baltimore City.

III. PROJECT IMPLEMENTATION

The Mayor of Baltimore City was notified that the Governor's Commission had approved the helicopter project on October 20, 1972 in the amount of \$205,000 federal funds. The grant award and attached special conditions was signed by the Mayor of Baltimore on October 30, 1972. The project did not commence until February 14, 1973 with the ordering of the helicopters and became operational on July 15, 1973.

The budget for the Helicopter project during the first year was as follows.

CATEGORY	FEDERAL SHARE	LOCAL SHARE	TOTAL
Personnel and Fringe Benefits:			
(1) 3 Flight Officers	·	\$37 , 752	\$ 37,752
(2) 3 Aerial Observers		39,513	39,513
Equipment:	•	,	
Two Helicopters	\$105,900		105,900
Contractual Services:			
(1) Direct operating costs for two helicopters	79,200		79,200
(2) Insurance for two heli- copters	20,000	•	20,000
TOTAL	\$205,100	\$77,265	\$282,365

The overall objective was to contribute to the Impact Programs overall goal of the reduction of street crime and burglaries by 5% in two years and 20% in five years. There were several specific objectives established by the grantee for the project.

- Objective A: To evaluate the effect helicopters have in reducing impact crime when used in the patrol mode.
- Objective B: To assess specific types of impact crimes that are effected by operation of helicopter patrol.
- Objective C: To analyze the extent and nature of the operational benefit of the helicopters in terms of detection, apprehension, and prevention of crime.
- Objective D: To maintain two helicopters simultaneously airborne for 16 hours per day.
- Objective E: To measure and compare the average cost per arrest of helicopter, foot and motorized patrol.

- Objective F: To provide an analysis of the difference in Impact Crime in subdivisions of the test area which had Impact or Innovative foot officers, and areas which had Innovative or Impact officers outside the test area.
- Objective G: To determine the arrest rate for in-progress calls when a helicopter responded and when a helicopter did not respond.
- Objective H: To determine the best operations mode in terms of air/ground coordination:
- Objective I: To indicate other variables outside the police department that could account for changes in the crime rate.

IV. PROJECT OPERATION

The project was operational in July 1973 when the helicopters were delivered and patrol started. The objectives and the relevant project activity during the grant year is analyzed below. The specific data contained in this section was supplied by the Baltimore City Police Department in a report entitled: Helicopter Impact Program - A Progress Report.

Objective A: To evaluate the effect helicopters have in reducing Impact crime when used in the patrol mode.

For the purposes of evaluation, a target and a control area were selected. The test area was approximately 9.2 square miles and comprised 25% of the City's population. The control area where the helicopter did not patrol was all the remaining areas in the City outside the test area. However, it should be noted that the helicopters did respond to "in-progress" calls in the controlled area.

A comparison of crimes reported within the helicopter test area, comparing August 1973-July 1974 and August 1972-July 1973, indicates that Impact crimes, consisting of homicide, rape, robbery, aggravated assault and burglary have increased 6.2%. However, Impact crimes reported in the control area in the same time period experienced an increase of 12.8%.

Objective B: To assess other types of crime that are effected by operation of Helicopter Patrol.

The grantee did not provide comprehensive statistics on other crimes, but rather restricted their major analysis to impact crimes. However, the grantee did inleude figures on Larceny and Auto Theft under the heading of Property Crimes.

Comparing violent crimes, consisting of homicide, rape, robbery and aggravated assault, between August 1973-July 1974 and August 1972-July 1973, and increase of 0.2% was experienced in the helicopter test area. Over similar time periods, the same crimes increased 2.1% in the control area. In addition, property crimes consisting of burglary,

larceny and auto theft increased by 10.0% in the test area and by 15.1% in the control area. City-wide Index crime consisting of violent and property crimes were up 10.6%. The helicopter test area experienced an increase of 6.5% while the control area increased 12.5%.

Objective C: To analyze the extent and nature of the operational benefit in terms of detection, apprehension and prevention of crime.

The applicant indicated that the helicopter does not make arrests, but assists in the arrest. In defining arrest assistance two evaluation methods were utilized. One method of measurement is when the helicopter is decisive in effecting the apprehension. The helicopter unit is credited with an arrest when the facts of the incident indicate that ground units would not have been able to make the arrest without direct assistance from the helicopter. The other method is when the helicopter provides assistance in the apprehension, however, the apprehension could possibly have been made without the helicopter.

The Helicopter Unit personnel assisted ground units with the apprehension and arrest of 440 persons involved in 209 incidents during the period July 1973 through June 1974. Between July 1972 and June 1973, the helicopter unit assisted ground units with 289 arrests. According to the applicant, information received from investigating officers' reports indicate that all arrests could not have been effected without the support of the helicopter.

Additionally, during the period July 1973 through June 1974, helicopter personnel responded to 10,012 calls for service. One hundred and fifty (150) criminal investigations were initiated by the helicopter crew while in operation. During the period July 1973-June 1974, the helicopter unit responded to 5,263 in-progress calls.

Objective D: To maintain two helicopters simultaneously airborne 16 hours per day.

For a short period after the implementation of the Helicopter Impact Program, the department experimented with the airborne deployment of two helicopters 16 hours a day. However, according to the grantee because of scheduled and unscheduled maintenance this was not always possible. Another factor contributing to the failure to achieve the hours flying time per day for two helicopters was the fact that each working pilot was only able to fly 6 hours per day, instead of 8 hours originally anticipated. The reason given by the grantee for the 6 hour limit was increased fatigue from airborne duty.

Therefore the applicant established a new objective of maintaining one helicopter airborne for 16 hours per day. In relation to this objective,

of possible 5,824 flight hours (one helicopter at 16 hours/day) during the period of July 1973-June 1974, 4,189.7 flight hours were actually recorded. The total flight hours are based on the operation of one helicopter flying every day during a 16 hour period. The difference of 1,634.3 hours was attributed to weather or other conditions which necessitated grounding the aircraft. Poor weather conditions resulted in 1,434 hours of downtime. The remaining downtime hours resulted from communication problems and standby alerts.

Objective E: To measure and compare the average cost per arrest of helicopter, foot patrol officers and motorized patrol officers.

The grantee compared arrests for foot patrol, motorized patrol, and helicopter patrol for a 6 month period. During that six month period, the operating cost of the helicopters (one helicopter airborne for 16 hours/per day) was \$172,648. The helicopters were accredited during that time with the arrest of 241 individuals. This equals approximately \$716 per arrest. For this same time period, the cost per arrest for foot patrol was\$3,611 per arrest and for motorized patrol the figure is \$3,895 per arrest.

The grantee also computed the operational cost of the helicopter with the total value of property recovered during a one-year period. Between July 15, 1973 to July 31, 1974, the operational cost of the helicopters was: \$83,010, (excluding salaries of pilots). The operational benefit derived through the recovery of property resulted in the recovery of property valued at \$220,071. (However, \$136,292 of recovered property was attributed to narcotics.) (See Analysis Setion.)

Table I shows the type and value of property recovered, that the helicopter assisted in recovery during the grant period.

TABLE 1 HELICOPTER IMPACT PROGRAM

ANALYSIS OF ARREST ASSISTANCE SUMMARY

JULY 15, 1973-JU	LY 31, 1974		•
Offense	Number of	Incidents	Value of Recovered Property
Homicide (cash recovered from offender)	4		\$ 12,000
Assault and Robbery	32		4,084
Burglary (Commercial)	56		16,072
Burglary (Residential)	16	•	4,327
Aggravated Assault	6		N/A
Larceny	27		5,054
Auto Theft	28		42,100
Assault on Police	1		N/A
Deadly Weapon	5		. И/А
Narcotics Violation (estimated street va	lue) 16		136,292
Recovered Property	1		140
TOTAL			\$220,071

Objective F: To proivde an analysis of the difference in Impact crime in sub-divisions of the target area which had (Impact grant) or Innovative (Block grant) Foot Patrolmen.

The grantee also has two other patrol projects overlapping in some of the helicopter test areas. These are the Innovative Foot Patrolmen (block grant) and Impact Foot Patrolmen projects. These are projects that deploy foot patrolmen to small defined high crime areas. In the grantee's analysis, an attempt was made to measure the decrease/increase in crime in the Innovative Foot Patrol areas inside the Helicopter test area and outside the test patrol area.

Twenty Innovative grant footposts are located in the Southeastern portion of the helicopter test area. The grantee noted that Index crime decreased 6.5% when comparing April 1971-July 1972 with April 1973-July 1974.

Located outside the helicopter test area and within the control area are the Northern and Southwestern Innovative areas. The Northern area reported a decrease of 26.0% in Index crime while the Southwestern area showed a decrease of 12.0%, when comparing April 1971-July 1972 with April 1973-July 1974.

The grantee did not supply a comparison to Impact foot partolmen areas in and outside of the Helicopter Test area.

Objective G: To determine the arrest rate for in-progress calls when a helicopter responded and when no helicopter was available.

While the helicopter was on patrol, it responded to all "in-progress" calls, and attempted to assist ground units in making arrests.

During the time period July 1973-June 1974, the helicopter unit responded to 5,263 in-progress calls which resulted in 440 arrests or 8.4% of the total in-progress calls for service. During the same time period, there were 5,836 in-progress calls for service when the helicopter was not available which resulted in 179 arrests or 3.1% of the total in-progress calls for service.

Objective H: Determine the best operations mode in terms of air/ground coordination.

In the last year of the project's operation the grantee included a number of foot patrols, motorized patrols, and helicopter patrols in the test area to achieve maximum crime prevention capabilities. A 24 hour profile of the helicopter test area included the following methods of partol being utilized.

Type	Number of Units During the Twenty-four hour Period
Mobile Patrol Units	182
Operation Section's Footposts	51
Sector Footposts	21
Motorized Footposts .	19
Innovative Footposts	19
Impact Footposts .	13

As noted previously there was some overlap of regular patrols and Commission funded projects. This is discussed in more detail in the Analysis Section of the report. There was no data provided regarding the best operations mode in terms of ground/air coordination.

Objective I: Indicate other variables outside the police department that could account for changes in the crime rate.

The grantee indicated that the key variable in the crime rate has been increased juvenile involvement in crime. During the first six months of 1974, 53.4% of all persons arrested for index offenses were under 18 years old. Juveniles comprised in of all robbery arrests, 62.3% of all burglary arrests, 63.7% of all auto theft arrests and 57.2% of all larceny arrests during the first six months of 1974.

The grantee also indicated that the areas of high rates of juvenile delinquency seemed to be those sections of the City where there was high unemployment and poverty.

V. ANALYSIS

Generally the project accomplished most of the project objectives. However, the Commission staff has several concerns about the evaluation of this project.

The grantee concluded that the helicopters were effective in reducing crime in the experimental area when compared to the control area. Data showed that impact crime increased 6.2% in the test area, while impact crime increased 12.8% in the control area. However, there are three problems associated with this conclusion: First the increase in crime in the control area may be the result of spill-over from crime in the test area. The second problem concerns attributing a decrease of crime in the test area to the helicopters. In the test area Foot Patrolmen (innovative and impact), street lighting and other projects (impact and departmental) were also operating during the same period of time as the helicopter. The third problem is that the helicopter went outside the test area to respond to "in-progress calls" in the control area. With this many variables, it becomes difficult to assign success to any one project.

Another problem concerns the grantee definition of helicopter assistance. The grantee indicated in the analysis that the helicopter was credited with 289 arrests during a one year period. That is, 289 arrests which Field Reports claimed could not have been made without the helicopter. While this is valuable

subjective information, the problem arises when this information is used to calculate cost per arrest for the helicopter. The arrest was attributed to the helicopter when it was thought by the officer that is could not have been made without the helicopter's assistance. However, the helicopter can not make an arrest without the support of a ground unit. Therefore a cost per arrest for the helicopter is a somewhat misleading indicator.

Another problem, concerns comparing the value of property recovered by the helicopters to the helicopters operating costs. Three problems exist with this comparison: One is the basic issue of the helicopter generally assisting in the recovery of property, whereas the actual pickup was made by ground units. The second problem concerns the type of property recovered. As Table 1 indicates, out of a total value of \$202,071, \$136,292 was attributed to narcotics. It is questionable whether narcotics can be considered property recovered in terms of dollar savings since it represents no original legitimate monitary loss to a member of the community. The third problem is that the cost figures did not take into account the salary of the pilots.

Comparing arrest rates for in-progress calls, seems to indicate that the helicopter had some impact in apprehension. In 5,263 in-progress calls that the helicopter responded to; 8.4% resulted in arrest. In 5,836 in-progress calls that the helicopter did not respond to in the same time period; only 3.1% resulted in arrests. This may indicate an increase probability of arrests for in-progress calls when the helicopter responds with ground units.

An interim audit was conducted on this project in August 1974. The results of this audit indicates that there appears to be no financial problems with the project at this time. Any recommendations of the final audit should be implemented by the grantee if subsequent funding is added.

In summary, the crime figures in the target areas look encouraging, however because of the large number of police projects overlapping in Baltimore City, it is difficult to assign specific degrees of success in crime reduction to any single project. This includes helicopter patrol which overlapped with the street lighting project, the innovative foot patrol and the community intensive patrol. It may be noted from the data submitted that a helicopter may increase the propability of arrests for in-progress calls. However, the information presented does not conclusively indicate that it is a more cost effective method of patrol, as compared with motorized and foot patrol. It does however make an additional resource available that can be very effective in specific cases.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Intensive Community Patrol by Police (64 Foot Patrolmen)

Applicant: Baltimore City

Implementing Agency: Baltimore Police Department

Project Director: Lieutenant Col. Bishop L. Robinson, Chief of Patrol

Federal 'Award: \$271,870 (First Award)

\$719,273 adjusted to \$260,670 (Second Year)

Date of Award: October 26, 1972 (First Award)

December 13, 1973 (Second Award)

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Admininstration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which referred to "Intensive Community Patrol by Police." This project was contained as one aspect of that program area. The purpose of this project was to deploy specialized foot patrolmen, in addition to the normal mobilized patrol, in neighborhoods with high crime rates to reduce the selected Impact crime. Specifically, funds were requested to support 64 foot patrolmen in the Southwest, Southern, Western, Northeastern and Central Police Districts.

III. PROJECT IMPLEMENTATION

This project was initially awarded by the Governor's Commission on Octo-ber 26, 1972 and was refunded on December 13, 1973. In July, 1974, the termination date of this project was adjusted to September 30, 1974. This was done to enable this project to coincide with the refunding date of all programs funded under the Baltimore City Impact Program. Since this project would have normally terminated in November, 1974, a reduction in the cost of this program was made to reflect the actual anticipated expenditures of this program up to September 30. The actual federal expenditures required to operate this program was determined to be \$260,670.

A total of 41 officers have been walking footposts. The specific number of officers assigned to the various police districts are illustrated below:

Southern District - 9 officers (9 footposts)

Southwestern District - 3 officers (3 footposts)

Western District - 2 officers (2 footposts)

Central District - 11 officers (11 footposts),

No. Greatern District - 12 officers (12 footposts)

No. thern District - 4 officers (4 footposts)

Not all of the 41 officers were deployed at the same time. The number of footpatrol officers deployed by month of commencement is given below:

May 1973 - 12 officers
July - 6 officers
August 1973 - 5 officers
October 1973 - 2 officers
August 1974 - 16 officers

Currently, four additional officers are awaiting assignment to foot patrols. The remaining 19 positions have recently been filled. These 19 officers are presently in training.

IV. PROJECT OPERATION

The project's budget for the second year of operation was as follows:

Category	Federal Share	Local Share	Total
Personnel and Fringe Benefits	•		
25 officers (12 months) 39 probationary officers (1st 6mo 39 officers (2nd 6 months) Equipment	.) \$719,273	\$77,419	\$796,692
uniform allowance for 25 officers		2,500	2,500
TOTAL	\$719,273	\$79,919	\$799,192

The budgeted amount allows for the payment of 25 veteran patrolmen for 12 months; 39 recruits for six months; and 39 veteran patrolmen for six months. Once the recruits are trained and dispersed throughout the department, experienced officers were placed in this program and charged to this grant.

As indicated previously, 41 foot patrol officers have been assigned foot patrols to date. The footposts have been located throughout six different districts in the City. As a result, it has been difficult to evaluate the project's impact on crimes since several small scattered contiguous target areas have resulted.

V. ANALYSIS

The objective of this program as stated in the original grant application was the reduction of impact crimes in designated target areas. The Mayor's Coordinating Council in cooperation with the Commission staff established evaluation criteria to be used to assess the effectiveness of the project in achieving the stated objective. The following analysis includes the specific evaluation criteria and an assessment of the results of this program based on the criteria.

1. Incidents of Impact crime by target area during the operating period, compared to a similar period before the implementation of the program.

As indicated earlier, not all of the 41 operating footposts commenced at the same time. In fact, only 23 footposts have been operational for over one year. The grantee has been able to provide crime incidence data for comparative purposes and displacement effects for 18 of these footposts. Since most of the footposts in this grant are not adjoining and are usually separated, the effectiveness of the foot patrolmen on the incidents on Impact crimes should be analyzed individually except where adjoining footposts are noted. Therefore, in view of this, it will be difficult to make generalizations about the total target areas. The following analysis groups together footposts by the start dates and the physical proximity to each other. There are three groupings by start date.

- A. Table 1 presents an analysis of incidents of crime for footposts that were functioning during the period June 1973 - May 1974 compared to the non-operating period June 1972-May 1973. An analysis of adjacent reporting areas for the same time period is given.
- B. Table 2 presents an analysis of incidents of crime for footposts that were functioning during the period July 1973 June
 1974 compared to the non-operating period July 1972 June 1973.
 An analysis of adjacent reporting areas for the same time period
 is also given.
- C. Table 3 presents an analysis of incidents of crime for footposts that were functioning during the period, September 1973-August 1974, compared to the non-operating period September 1972-August 1973. An analysis of adjacent reporting areas for the same time period is also given.

TABLE 1

	Total Impac	et Crimes	% Change	% Change-Adjacent
Footpost(s)	Before Implementation	Operating Period		Reporting Areas: Before/ After Implementation
	Imprementation	reliod		After imprementation
963 and 964	98	62	- 36.7	-18.0
(Adjoining Area)				
965	50	55	+ 10.0	-17.9
966	19 .	8	- 57.9	+20.5
•	20	24	- 25.0	+ 2.9
967	32	24	- 23.0	7 2.9
968	47	39	- 17.0	-14.9
969	27	29	+ 7.4	-15.4
971	19	44	+131.6	-12.0
783	148	166	+ 12.2	- 1.3
872	19	15	- 21.1	5
			1	1

TABLE 2

Footpost(s)	Total Impact Before Implementation	Operating	% Change	% Change Adjacent Reporting Areas: Before/ After Implementation
171,172,173 (Adjoining Areas)	586	470	-19.8	+11.3

TAOLE 3 Total Impact Crime			% Change	% Change Adjacent	
Footposts Before Operat		Operating Period	•	Reporting Areas: Before/ After Implementation	
	264	543	+105.7	+8.8	

It is difficult to assess the meaning of the data presented in Tables 1-3. A large portion of the crime data recorded for each footpost is not sufficient enough to be able to determine the significance of any percent change in the amount of crime. There only appears to be four footpost areas that indicate any considerable amount of crime. Footposts 171, 172, and 173 showed a 20 percent reduction. Footposts 963 and 964 experienced a 37 percent reduction in crimes. However, footpost 783 showed a 12 percent increase while footposts 174 thru 178 had the highest increase in crime, 106 percent.

Since the documentation of the incidents of crime in the reporting areas adjacent to the target areas also show varying increases and decreases in crime; depending on the target area, it is difficult to assess any pattern. This information should be utilized to help assess any crime displacement from the target areas.

The scattering of footposts in many independent geographic areas makes it extremely difficult to conduct a good evaluation of this program. One evaluative technique would be to combine adjoining footposts into target areas and aggregate data could be combined and a full assessment of the project's impact on the rate of crime could be determined. Since this project scattered the footposts, it is difficult to generally assess the change of crime, beyond the specific areas cited.

In addition, data depicting the change in crime is also difficult to assess because of the lack of information on the impact of external variables (e.g. changing geographic areas caused by urban renewal) on the rate of crime.

2. The number and type of arrests (burglary, larceny and etc.) made by the foot patrol program.

Table 4 illustrates the number of arrests made by the foot patrolmen by footpost and district for Impact crimes.

TABLE 4

IMPACT CRIME ARREST DATA

	Homicide	Rape	Robbery	Acg. Assault	Burglary	Total by Impact District
Gentral District 171-178	2	0	6	, o	<u>;</u> 9	17
Southern District 963-969, 971	0	0 .	6	0	3	9
Southwestern District 872	0	0	1	0	•	2
Western District 783	0	0	1	. 0	· · ·	2
Northeastern District 469	0	0	13		5	23
Totals	2	0	27	5	19	53

The data submitted is limited in that arrest data for crimes other than Impact was not submitted. In over a year of activity it is conceivable that more than 53 arrests were made. Of the data that was presented, it is interesting to note that robbery arrests, a serious Impact crime, accounted for more than 50% of all the Impact arrests recorded. Nevertheless before a complete assessment can be made on the total of arrests made by the officers, complete arrest figures should be documented.

3. An analysis of calls for service by crime category (robbery, burglary, and etc.) and by method of call for service (radio dispatch vs. on-the-scene request).

Summary tables have been compiled for calls for service by dispatch and on-the-scene discovery. This information is presented by each district containing footposts in this program. Aggregate data is illustrated in Appendix I and is summarized below:

A. Central District

For the eleven footposts in the Central District, 304 calls for service were recorded. Two hundred sixty-eight or 88% were radio dispatched. Consequently, only 12% were on-the-scene discoveries. Of these calls, disorderly persons constituted the largest number of incidents. Also 48 or 16% of the total calls appeared to be directly related to Impace offenses.

B. Northeastern District

For the 12 footposts in the Northeastern District, 87 calls for service were recorded. Of these, 74, or 85% of the calls were radio dispatched. Consequently only 15% were on-the-scene discoveries. Juvenile disturbances constituted the largest number of incidents. Also 16, or 18% appeared to be directly related to Impact offenses.

C. Western District

For the two footposts in the Western District, 176 calls for service were recorded. Of these 150, or 85% were radio dispatched. Consequently 15% were on-the-scene discoveries. Juvenile disturbances and assaults constituted the largest number of incidents. Fifty two (52) or 29% of the total calls for service appeared Impact related.

D. Southwestern District

For the three footposts in the Southwestern District 56 calls for service were recorded. Fifty-three (53) or 95% were radio dispatched. Juvenile disturbances constituted the largest number of incidents. Also, five or 9% of the total calls for service appeared Impact related.

E. Southern District

For the nine footposts in the Southern District 484 calls for service were recorded. Of these 428 or 88% were radio dispatched. Twelve percent were on-the-scene discoveried. Juvehile disturbances and disorderly persons made up the highest number of recorded incidents. Also, 34 or 7% of the calls for service appeared to be directly related to Impact offenses.

No information was provided for the Northern Police District, since the four footposts just became operational. These results indicate that most of the calls for service were dispatched from headquarters. The largest number of incidents were not Impact crimes per se, but they were assaults, disorderly conduct and juvenile disturbances.

The grantee should continue to monitor the dispatch/on-the-scene calls for service in the future, to determine if the footpost method of deployment increases the number of on-the-scene discoveries.

4. The rate of turnover of individual foot patrolmen assigned to this project.

The grantee indicated that half of the original persons assigned to this project (13 of 25) have been reassigned to other duties in the department. The police department said that this high amount of turnover is consistent with the departmental policy of reassignments. Although there are a number of possible valid reasons for this type of personnel policy, it does tend to reduce the effectiveness of the neighborhood foot patrol concept.

5. An indication of other types of programs (block and high impact) that have been operational in the same target areas as the foot patrolmen.

The MCCCJ and the Commission staffs asked for this information to determine if the effectiveness of the Impact foot patrolmen project can be isolated from the operation of the other programs operating within the same target areas. The grantee has indicated that one other program (Helicopter Impact) operates within the target areas of this program. A total of 13 footposts were found to be within the same target areas of the helicopter patrol. The grantee has indicated that it is difficult to isolate the effectiveness of each program, especially its impact on the incidence of crime. However, it should be noted that in the areas that the helicopter and footmen patrolled crime increased in some areas and decreased in others. Therefore, it is difficult and not feasible at this time to determine any effect the two simultaneous methods of patrol had in these areas:

In summary, it is difficult to assess the effectiveness of this program. The current deployment of foot patrol officers throughout Baltimore City tends to impede evaluation of this program particularly in that some areas are small. In addition, the results in the specific target areas do not noticeably

illustrate a pattern of continued increase or decrease in crime. The results of this program do not indicate that this method of patrol is any more effective than other methods that could be deployed. The goal of the impact program is to reduce Impact crimes in specific target areas. It is difficult to determine whether any method of police patrol can actually impact upon a reduction of specific crimes. There are many external variables that influence crime rates. Nevertheless, some target areas did experience a redution of crime. A more sophisticated evaluation should be completed to determine the causes for this variation.

A financial audit has been conducted on the first year's operation of this program. The original federal grant award totalled \$271,670. The expenditures recorded by the grantee totalled \$259,799.11. There was an audit exception involving the disallowance of compensation payments deemed to be in excess of the budget for recruit compensation, unbudgeted overtime payments, and the lack of sufficient in-kind matching services. When this audit report is finalized and when an audit is conducted on the second year project, all recommendations should be implemented by the grantee.

APPENDIX: CALLS FOR SERVICE BY

DISPATCH AND ON THE SCENE DISCOVERY

FOR FOOTPOSTS IN SPECIFIC POLICE DISTRICTS

Police Department Baltimore, Maryland

Tab a to
Appendix 5 to
Annex B to
Intensive Community Patrol by Police
Progress Report

CENTRAL DISTRICT

JULY 1973 - JUNE 1974

SUMMARY OF DISPATCHED CALLS BY INCIDENT TYPE

Assist Officer	1	Investigate Auto	1
Purse Snatch	3	Destruction of Property	9
Breaking and Entering	4	Gambling	3
Juvenile Disturbance	5	Common Assault	10
Missing Person	2	Agg. Assault with Weapon	6
Intoxicated Person	5	Holdup - Other	3
Lost Property	6	Disorderly Person	27
. Unfounded Call	2	Injured Person	2
Accident - Auto	5	Person Wanted on Warrant	1
Larceny Report	2	Fire Alarm	4
Street Disturbance	2	ADT Alarm	1
Armed Person	2	False Pretense .	1
Sick Person	2	Other	29
Holdup Alarm	3		•

Total Calls for Service - 140

Tab b (Cont'd.)

CENTRAL DISTRICT

JULY 1973 - JUNE 1974

SUMMARY OF OFFENSES VERIFIED FROM FIELD REPORT

Robbery Highway (Unarmed)	3	Larceny from Auto	1
Agg. Assault (other weapon)	2	Larceny from Building	2
Aggravated Assault (Gun)	2	Agg. Assault (Knife, etc.)	3
Burglary Residence (Force)	2	Burglary Other (Attempt Force)	. 1
Burglary Other (Force	1 -		
		· Larceny Purse Snatch	2

Total Related Offenses - 19

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Police Department Baltimore, Maryland

CENTRAL DISTRICT (174-178)

SEPTEMBER 1973 - AUGUST 1974

SUMMARY OF DISPATCHED CALLS BY INCIDENT TYPE

Breaking and Entering	1	Suspicious Person	4
Larceny from Auto	2	Sick Person	5
Juvenile Disturbance	4	Holdup Alarm	6
Intoxicated Person	3	Investigate Auto	2
Person Lying on Street	4	Destruction of Property	4
Silent Alarm	1	Accident - Person Injured	2
Sex Offense	1	Common Assault	4
Dog Bite	1	Agg. Assault with Weapon	1
Lost Property	11	Holdup - Other	. 2
Unfounded Call	4	Family Disturbance	1
Accident - Auto	5	Disorderly Person	23
Parking Complaint	2	Injured Person	1
Bank or Savings and Loan Ho	oldup l	Person wanted on Warrant	. 1
Larceny Report	7	False Pretense	1
Street Disturbance	4	Other	16
Armed Person	3 · · · ₁	Mental Case	1

Total Calls for Service - 128

Tab b (Cont'd.)

CENTRAL DISTRICT (174-178)

SEPTEMBER 1973 - AUGUST 1974

SUMMARY OF OFFENSES VERIFIED FROM FIELD REPORT

Murder	1	Larceny from Auto	2
Robbery Bank (Armed)	1 :	Larceny from Building	5
Larceny	3	Sodomy Perversion	. 1
Robbery Commercial (Armed)	1	Robbery Highway (Armed)	1
Burglary Other (Force)	1		

Total Related Offenses - 17

Tab c to 13M Appendix 5 to Annex B to Intensive Community Patrol by Police Progress Report

NORTHEASTERN DISTRICT

NOVEMBER 1973 - AUGUST 1974

SUMMARY OF DISPATCHED CALLS BY INCIDENT TYPE

Breaking and Entering	2	Investigate Auto	2
Larceny'from Auto	3	Destruction of Property	4
Juvenile Disturbance	12	. Common Assault	4
Intoxicated Person	1	Agg. Assault with Weapon	1
Silent Alarm	. 1	Holdup - Other	3
Lost Property	1.	Auto Theft	1.
Unfounded Call	3	Family Disturbance	5
Accident - Auto	4	Disorderly Person	2
Parking Complaint	2	Injured Person	- 1
Larceny Report	3 .	Person wanted on Warrant	1
Street Disturbance	2	Fire Alarm	2
Armed Person	3	ADT Alarm	2
Suspicious Person	" 1	Sanitation Complaint	1
Audible Alarm	1	Other	6

Total Calls for Service -74

Tab c (Cont'd.)

NORTHEASTERN DISTRICT

NOVEMBER 1973 - AUGUST 1974

SUMMARY OF OFFENSES VERIFIED FROM FIELD REPORT

Larceny '	1	Larceny from Auto	3
Stolen Vehicle	1	Larceny from Building	2
Robbery Commercial (Armed)	1	Robbery Highway (Armed)	2
Burglary Residence (Force)	2	Agg. Assault (Knife, etc.)	1

Total Related Offenses - 13

Police Department Baltimore, Maryland

Tab d to
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WESTERN DISTRICT

JUNE .1973 - MAY 1974

SUMMARY OF DISPATCHED CALLS BY INCIDENT TYPE

3	Sick Person	3
6	Investigate Auto	1
2	Destruction of Property	4
16	Gambling	2
2 _	. Recovered Property	2
1	Common Assault	14
3	Agg. Assault with Weapon	4
1	Holdup - Other	7
3	Family Disturbance	8
8	Disorderly Person	25
3	Injured Person	2
2	Fire Alarm	4
2	Other	16
3	Mental Case	1
2		•
	6 2 16 2 1 3 1 3 8 3 2 2 2 3	6 Investigate Auto 2 Destruction of Property 16 Gambling 2 Recovered Property 1 Common Assault 3 Agg. Assault with Weapon 1 Holdup - Other 3 Family Disturbance 8 Disorderly Person 3 Injured Person 2 Fire Alarm 2 Other 3 Mental Case

Total Calls for Service - 150

Tab d (Cont'd.)

WESTERN DISTRICT

JUNE 1973 - MAY 1974

SUMMARY OF OFFENSES VERIFIED FROM FIELD REPORT

Robbery Highway (Unarmed)	4	Burglary Other (Force)	1
Robbery Miscellaneous-unarmed	1	Larceny from Auto	2
Larceny Bicycle	2	Larceny from Building	3
Aggravated Assault (Gun)	1	Robbery Highway (Armed)	2
Agg. Assault (Hands, etc.)	1	Agg. Assault (Knife, etc.)	3
Burglary Residence (Force)	5	Larceny Purse Snatch	3

Total Related Offenses - 26

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SOUTHWESTERN DISTRICT

JUNE 1973 - MAY 1974

SUMMARY OF DISPATCHED CALLS BY INCIDENT TYPE

Purse Snatch	. 1	Armed Person)
Juvenile Disturbance	17	Suspicious Person	1
Missing Person	1 1	Investigate Auto	1
Intoxicated Person	3	Destruction of Property	4
Silent Alarm	3	Common Assault	4
Accident - Auto	1	Animal Disturbance .	2
Parking Complaint	1	Disorderly Person	9
Larceny Report	2	Other	6

Total Calls for Service - 53

Tab e (Cont'd.)

SOUTHWESTERN DISTRICT

JUNE 1973 - MAY 1974

SUMMARY OF OFFENSES VERIFIED FROM FIELD REPORT

Larceny Shoplifting	1
Larceny	1
Larceny Purse Snatch	1

'Total Related Offenses - 3

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Police Department Baltimore, Maryland

SOUTHERN DISTRICT

JUNE 1973 - MAY 1974

SUMMARY OF DISPATCHED CALLS BY INCIDENT TYPE

Juvenile Disturbance	80	Audible Alarm	2
Vehicle Disturbance	3	Investigate Auto	12
·Missing Person	. 1	Destruction of Property	21
Intoxicated Person	14	Gambling	1
Person Lying on Street	3-	Recovered Property	6
Silent Alarm	19	Bomb Scare	2
Street Obstruction	1	Accident - Person Injured	7
Dog Bite	3 .	Common Assault	9
Lost Property	7	Agg. Assault with Weapon	1
Unfounded Call	. 18	Auto Theft	1
Accident - Auto	26	Family Disturbance	4
Parking Complaint	_ 11	Animal Disturbance	2
Larceny Report	3	Disorderly Person	62
Larceny - Bicycle	7.	Injured Person	4
Street Disturbance	4	Fire Alarm -	5
Armed Person	. 5	ADT Alarm	4
Sick Person	5	False Pretense	11
Holdup Alarm	7	Other	52
Total Calls for Service - 428		Mental Case	2

Tab f (Cont'd.)

SOUTHERN DISTRICT

JUNE 1973 - MAY 1974

SUMMARY OF OFFENSES VERIFIED FROM FIELD REPORT

Robbery Highway (unarmed)	4	Burglary Residence (Force)	1
Agg. Assault (Other Weapon)	1	Burglary Other (Force)	2
Assault by Threatening	3	Larceny from Building	6
Larceny Shoplifting	22	Robbery Highway (Armed)	3
Larceny	2.	Larceny Purse Snatch	3
Stolen Vehicle	5 -	Larceny Auto Accessory	2
Robbery Commercial (Armed)	1	Larceny from Coin Machine	1

Total Related Offenses - 56

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Civilian Employees for Supportive Services

Applicant: Baltimore City

Implementing Agency: Baltimore Police Department

Project Director: Bishop L. Robinson, Chief of Patrol

Federal Award: \$442,845; adjusted to \$237,000

Date of Award: October 26, 1972

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which referred to "Intensive Community Patrol by Police." This project was designed to increase community patrol by police by using civilians to perform auxiliary police functions that were currently being performed by sworn personnel. The applicant anticipated that the use of civilians in such positions as radio technicians, automobile dispatchers and police report reviewers would allow for reassignment of sworn officers to increase police patrol operations aimed at reducing impact offenses. The applicant requested funding for this project as part of the Baltimore City Impact program.

III. PROJECT IMPLEMENTATION

This project was awarded by the Governor's Commission on October 26, 1972, as the acceptance of the Statement of Grant Award and Special Conditions was signed by the Mayor of Baltimore on October 30, 1972. The project commenced on February 14, 1973, but by May 31, 1973, only four civilians had been hired for this program. The hiring of civilians to perform the auxiliary police functions has occurred very slowly. As of September 1, 1974, which was 22 months after the awarding of this project, only 38 civilians had been hired in this program. Approximately two years have expired since this project was awarded and the program is still not fully implemented.

IV. PROJECT OPERATION

The awarded budget for this project is as follows:

Project Title: Civilian Employees for Supportive Services

Category	Federal Share	Non-Federal Sha	are Total
Personnel and Fringe Benefits 8 records examiners, 7 auto dispatchers, 13 radio			
technicians, 21 supervisors 6 police sergeants	1	\$86,736	\$529,581
Equipment			
44 portable transceivers 4 battery chargers	0	55,392	55,392
Other			
Planning and information retrieval (computer time)	Ò	5,727	5,727
Total	\$442,845	\$147,855	\$590,700

In July, 1974, the termination date of this project was extended to September 30, 1974, to coincide with the refunding date of all programs funded under the Baltimore City High Impact Program. A financial adjustment had to be granted to enable this program to continue operations until September 30. Because the project has not been fully implemented, the actual expenditures of this program did not equal the awarded funds. The amended budget of this project was \$237,000 in federal funds.

There was one budget modification to this program that was approved on May 9, 1973. Cost savings on the radio equipment, allowed the Baltimore City Police Department to increase the number of portable transceivers purchased from 44 to 56 and to purchase three spare batteries at the same total cost as originally awarded.

The general objectives established for this program include:

- 1. To provide for an efficient utilization of personnel within the Baltimore City Police Department; and
- 2. to reduce 'impact' crimes in the project's target areas.

To achieve these objectives the grantee proposed to hire qualified civilians that would enable the sworn personnel currently employed in the auxiliary police positions to be redeployed on foot patrol in designated target areas.

V. ANALYSIS

As indicated previously, after twenty-two months of operation this project had 38 of the 49 civilian positions staffed. The 38 personnel

were placed into four general job categorizations. The job classifications were supervisors, auto dispatchers, radio technicians and records examiners. The following describes the job classification and the activity of the grantee.

Civilian Supervisors

To date, 12 of the 21 civilian records section supervisors have been hired under this program. There were five different types of supervisory positions in the Records Section. The first was the staff reviewer. The staff reviewer supervises and trains personnel in reviewing police reports and report writing. The training included how to determine the proper classifications for reported crimes. A second supervisory position was the Printing. Microfilm and Mailing Supervisor. This person supervised the printing of police reports, the operation of the mailroom, and the microfilming of documents and reports. A third supervisory position was the Criminal History Supervisor. This person supervises and trains personnel in filing police reports and in operating the NCIC computer-type equipment. The fourth supervisory position was the Fingerprint Identification Supervisor. This person trains and supervises fingerprint technicians. He is also responsible for maintenance of criminal photograph and fingerprint files. The fifth supervisory position was that of Head Clerk. The Head Clerk is responsible for files, records and the operating of the clerical unit.

The table below lists the date of employment of the 12 supervisors by the type of job.

Position	Persons	Hiring Date
Printing, Microfilming and Mailing	1	2/28/74
Criminal History	(3) (1)	3/19/74 8/22/74
Fingerprint Identification	(2) (1)	3/19/74 7/01/74
Staff Reviewer	(1) (1) (1)	3/19/74 7/22/74 7/25/74
Head Clerk	(1)	12/06/73

The police department has indicated that all of the supervisors hired to date have functioned adequately. However, not much information was submitted evaluating their activities in relationship to the performance of their predecessors, the sworn officers. The department did indicate that one of the civilian supervisors in the Printing Section has developed a preventive maintenance program for the section's reproduction machinery. The grantee stated, "While no dollar and cents figures are available due to the brief period since

program initiation, it is anticipated this initiative and imagination will significantly reduce divisional maintenance costs."

Police Report Reviewer

While a total of eight individuals have been hired as Police Report Reviewers, none have assumed the responsibility and duties of the position. The police department indicated there has been a lack of qualified civilians and is presently training the eight individuals to qualify for this position.

It would be premature to attempt to make an evaluation of the individuals in these positions since they are still in training.

When finally assuming their positions as police report reviewers, the individuals presently being trained will review police reports for accuracy, completeness, legibility, clarity, and proper criminal classification; read police reports, determine the proper classifications for reported crimes, and return reports to police patrolmen for correction, if necessary; classify reports based on federal standards as defined in the Uniform Crime Reporting System and informs police personnel in the districts on completing reports correctly; maintain contact with the districts to have corrected reports returned to staff review; determine the necessity for additional investigations of reported crimes and distribute reports to police investigation units; code reports with the proper criminal classification symbols; and maintain staff review files.

Radio Maintenance Technicians

To date, eleven of the 13 radio technician positions have been filled. The radio maintenance technicians install, disassemble, repair, and reassemble two-way radio communications systems; tests equipment and determine causes of faulty operations; maintain transmitter power, frequency, and modulation standards as specified by the Federal Communications Commission; install and maintain antennae and coaxial cables; make emergency repair to equipment in the field; and keep records of repair work.

The table below lists the date of employment of the eleven radio technicians hired.

Persons	Hiring Date
(1) (1) (1) (1) (1) (1) (1) (1) (1) (1)	3/22/73 4/09/73 4/11/73 5/07/73 6/21/73 6/25/73 7/24/73 9/24/73 11/01/73 11/15/73 3/01/74
	•

The police department indicated that "the presence of the highly qualified civilian technicians has enabled the Baltimore Police Department to expand the radio communications systems while maintaining an efficient operation which probably would not have been possible without them."

Automobile Dispatchers

To date, all seven of the automobile dispatchers have been hired. The automobile dispatchers supervise the operation of car pools; assign cars to city employees; assign chauffeurs to drive city officials; coordinate and maintain the flow of service work to the repair shop; supervise the issuance of gas and oil and the washing and cleaning of cars.

The table below gives the date of employment of each of the automobile dispatchers.

Persons	Hiring Date
(1)	9/25/73
(1)	9/27/73
(1)	10/05/73
(1)	3/20/74
(1)	4/29/74
(1)	8/06/74
(1)	8/15/74

The police department stated that the dispatchers hired in this program have competently replaced their predecessors. No additional evaluative information was submitted on their functions or operation.

In summary, the Commission staff review indicates that the Department has filled only 77% of the positions authorized for the first year.

The second major objective of this project was to reduce "impact" offenses by deploying the sworn officers who had been released from their present positions by the civilians hired in this grant. These sworn officers were to be deployed in foot patrols in designated areas to reduce impact crimes.

The grantee provided local match for the acquisition of portable radios to be used by the foot patrol officers. However, it is questionable whether officers that were displaced by civilians have been redeployed on to foot patrol duties.

The police department has indicated that many of the sworn officers that were employed in auxiliary police functions and were subsequently replaced by civilians, were unable to perform regular police patrol duties and were reassigned to other, non-patrol functions. The grantee has indicated that in these cases other persons were redeployed to patrol assignment. Specifically the grantee stated that the "evaluation of individual physical and medical records reveals the inability of a number of officers assigned to supportive units to withstand the rigors of present day, high crime area patrol duty. On a case by case basis, it was decided to reassign these officers to other, non-patrol functions not covered by this program. Officers subsequently dis-

placed received patrol reassignments." No information, however, was provided by the grantee on the numbers of officers redeployed to footposts or even other patrol assignments. The locations of the target areas for the redeployed officers was not submitted.

Local match was provided for the purchase of radios for the foot patrolmen. Since there is no indication that the redeployed officers were deployed on foot patrol, the purchase of portable radios and their use need further review as to allowability as matching funds.

In addition the grantee has indicated that vacancies have existed in the jobs involving auxiliary police functions for the following reason. Prior to the implementation of this program, vacancies in the civilian type positions were filled by sworn officers working on direct police related services. With the inception of this program this procedure was stopped and it appears that the civilians hired under this program have been assigned many of the positions made vacant by the normal attrition of personnel. Specifically the police department stated; "For planning purposes the department scheduled this replacement on a person-for-person, civilian-for-sworn basis with immediate foot patrol assignments for officers. However, when the transition from plan to execution became a reality, the question of reassignment developed two formidable issues for the personnel management of the department."

"First, prior to grant application vacancies in the concerned supportive functions were continually filled from the ranks of sworn personnel. At the point of grant acceptance the management policy of this agency conformed to the intent and spirit of the grant. Since the time of grant application officers are not being assigned from the field to supportive services, even though the first civilian was not hired for six months and support vacancies continue. This results in a number of civilians filling vacancies which have occurred through natural attrition. This practice is consistant with existing departmental policy and the intended purpose of the program since this procedure allows sworn personnel to remain in patrol assignments."

Also, the grantee has indicated that vacancies currently exist in the sworn ranks of the police department. It appears that only when civilians replaced sworn officers then a subsequent reassignment to patrol duty was made. There is no indication however, that this resulted in an increase of the sworn strength of the department or department expenditures.

The department specified that "Due to the continuing demand for recruitment and training of new officers to satisfy normal attrition rates as well as unusual demands and the requirement to meet personnel commitments to all Federally funded grants, there exists, at the present time, vacancies in the sworn ranks. Successful recruitment efforts will eventually eliminate the vacancy situation within the anticipated lifetime of this particular program effort."

"Where assignment of civilian employees for supportive services did result in the eventual transfer of sworn personnel to field assignments these officers were absorbed into general patrol assignment."

Thus, it appears that this grantee might not conform to federal supplanting regulations, which stipulates that federal funds may not be used to supplant funds otherwise available to local agencies.

Because the grantee has not provided any information on the redeployment of the sworn officer, an assessment of the reduction of crime and the activities of the foot patrolmen in the target areas cannot be made. A good analysis would include information on police calls for service, incidents of crime, number of arrests made, and a qualitative assessment of the positive and negative aspect of the redeployed foot patrolmen and an indication of other types of programs that also operated in similar target areas as the foot patrolmen.

To date 38 of the 49 proposed civilian positions have been filled. Of the 38 positions, 30 persons are presently working in their respective positions with eight civilians still training for their positions.

The grantee has indicated that the job performance of the civilians has been a benefit to the operations of the police department. They said the program allows for a more efficient utilization of sworn officers. It would appear that Objective #1 of this program was met. However, no information was presented that documents the redeployment of the sworn officers. In addition, although the intention of this program was to reassign sworn officers to foot patrol assignments in order to reduce impact type crimes, no information was submitted addressing this issue. Therefore it is questionable whether Objective #2, to reduce impact type crimes, was achieved.

The intention of this program was consistent with the Commission's five year objective to show a statewide decrease in the rates of selected individual UCR Index Crime Offenses by efforts aimed directly at reducing high crime incidence in those specific offenses. However, since no information was provided assessing the effectiveness of this program on the reduction of impact type crimes it is also questionable whether this project has impacted on the five year objective.

An interim audit was conducted on this project in August, 1974. Further review is now being accomplished in order to review matching and supplanting issues.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Civilian Community Relations Specialists

Applicant: Baltimore City

Implementing Agency: Baltimore Police Department

Project Director: James H. Watkins, Director Community Relations

Federal Award: \$26,928; adjusted to \$33,600

Date of Award: October 26, 1972

II: HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to "Intensive Community Patrol by Police." This project was aimed at improving police community relations within the City of Baltimore. The applicant proposed to improve relations by hiring two civilian police-community relations specialists to work with the Department's Community Relations Section.

III. PROJECT IMPLEMENTATION

This project was approved on October 26, 1972 by the Governor's Commission on Law Enforcement. The acceptance of grant award and attached special conditions was signed by the Mayor of Baltimore on October 30, 1972. The project became operational on June 5, 1973 when one of the civilian specialists were hired. The other specialist was hired on July 2, 1973. Approximately eight months after this project was awarded the grant was fully operational.

IV. PROJECT OPERATION

The awarded budget for the Civilian Community Relations project is as follows:

Category	Federal Share	Local Share	Total
Personnel and Fringe Benefits:			
Two Civilian Specialists, One Clerk	\$26,928	\$7,847	\$34,775
Equipment:	•		
Two Desks, One . Electric Typewriter	0	1,129	1,129
	\$26,928	\$8,976	\$35,904

In July 1974 the termination date of this project was extended to September 30, 1974 to coincide with the refunding date of all programs funded under the Baltimore City High Impact program. Since this project would have originally terminated before this date, an adjustment of \$6,672 had to be granted to enable this program to financially operate until the September 30th date.

The general objectives established for this program include:

- 1. to provide for better cooperation between the citizens of Baltimore City and the police department; and
- 2. to increase the police department's expertise in working on police community relations problems.

To achieve these objectives the civilian specialists were to work within the Community Relations Section of the Baltimore City Police Department. They were to serve with the department's representatives at various community functions and organizational meetings. They were also responsible for initiating, participating and guiding new programs and activities in the area of community relations.

V. ANALYSIS

The roles of the community relations specialists have been specifically defined. The grantee indicated that one community relations specialist performed liaison duties with community self-help and improvement organizations, neighborhood associations and church congregations on a city-wide basis. The other specialist has been acting as a liaison between the police department and those groups or individuals not necessarily supporting formal organization and programs. He was assigned to a central location where impact crimes and assaults on enforcement officers are prevalent. He also concentrated on individuals and problems existing in the low income housing complexes.

This project has been operational about fifteen months. Many communityoriented groups have been contacted by the specialists and the police department
has indicated that an atmosphere of mutual trust has been established between
the specialists and the members of the groups. A partial list of groups
contacted by the Community Relations Specialists, included Women's Civic League,
Concerned Neighbors of Gwynn Oaks, Harbel, Inc., Maryland League of Women's
Clubs, Northwest Corporation, Southwest Women's Coalition and Women Power,
Incorporated. Appendix I to this report gives a complete listing of groups
contacted by the specialist. The police department also indicated that over
6,000 individuals have been contacted as a result of the specialists contact
with the community's civic and religious organizations. The department indicated
that during an average month, the specialists attended 15 meetings and almost
without exception, have used the opportunity to address the groups as a principal
speaker on the program agenda. A total 182 meetings were attended during the
grant period.

The specialists, according to the grantee, also made attempts to inform the citizens of the need to interact with the police department to solve various enforcement problems. This apparently was accomplished in part by an extensive lecture program which provided citizens with information on programs that could be utilized to reduce crime. The program attempted to inform citizens of the proper ways to provide information to the police. Subjects covered by the specialists in this program included information on self defense for women and children and explanations of a burglary prevention program known as "Operation Identification."

In order to fully evaluate the program's operation, several aspects of the specialist's activity need detailed analysis. Information regarding the following points was requested from the Police Department by the Mayor's Coordinating Council and the Commission staff.

1. Geographic areas in which the community relations specialists worked:

The police department indicated that certain "target areas" were developed. They are the areas bounded by (1) the county line, Liberty Heights Avenue, Gwynn Oak Avenue to California Boulevard; (2) North Avenue to Baker Street, Braddish Avenue to Poplar Grove Street; (3) the total area in Highlandtown; and (4) the Flag and Perkins Homes areas. Additionally, the specialist identified the parents of children in innercity schools as a target group. Although the grantee was not requested to define specific target areas, the police department indicated that these areas constitute traditional police-community problem areas.

2. The working hours for the specialist:

No specific working hours were designated for the project staff. At various times the staff has worked a normal 9 to 5 day; at other times the day would begin at 3:00 p.m. and end at midnight. The police department has indicated that on the average more than the normal amount of hours have been worked during each day. It is encouraging to note that specific hours of project operation have not been developed for this program. The working hours need to be flexible depending on the type of activity the specialists are involved in and it appears that every effort has been made to insure that this concern is addressed.

3. Types of activities engaged in by the specialists:

The police department indicated that the specialists have represented the police department at meetings, festivals, luncheons and breakfast ceremonies. They have served on various City-wide committees and planning groups and participated in various seminars. They have assisted in organizing and strengthening neighborhood groups who are attempting to combat crime.

As part of the training provided for new police recruits, the specialists have lectured at the Police Academy once a month. One specialist designed and operated a program designed to provide self defense and safety-tips for women. They also provided lectures to community organizations on the subject of safer living.

The department estimated that 40% of the specialists time was devoted to attending and addressing civic organizations. It is difficult to determine what should constitute the major emphasis in this type of program. Initially every attempt should be made at informing citizens of local community relations issues and the type of crime problem that exists in their locality. It appears that during the first phase of funding the specialists have attempted to address these concerns.

4. Programs developed by the specialists:

The major program developed by the specialists was the "Businessmen's Crime Prevention Program." This program was designed to reduce the amount of assaults, robberies and burglaries of businesses in the inner-city. Working with the Community Relations Section of the Baltimore Police Department, the specialists distributed in excess of seven hundred letters to the businessmen of metropolitan Baltimore. The police department indicated that the response to the program was overwhelming. Through the program a reward is offered to the person or persons reporting information concerning a crime committed upon one of the member establishments. The reward is derived from dues collected in the Businessmen's Crime Prevention Organization. The funds are not handled by the police department. The money is administered by the association. Another program initiated by the specialists was Self Defense for Women. These programs appear to represent a positive attempt to solve specific problems confronting the community. These type programs should be expanded in future years of activity.

5. A subjective evaluation by the Community Relations Division concerning the operation of the project:

The police department has indicated that the Community Relations Division has been very satisfied with this program. The Director of the Community Relations Division has indicated that "the Civilian Community Relations Specialists have made a valuable contribution to the City and to the police department. There are situations which arise in a community wherein police personnel are blocked out by existing prejudices. The specialists, working as liaison between police and community, have been able to open doors to a better relationship between the community and its police." A separate

evaluation from the project staff was requested but has not been received. The grantee has indicated that the evaluation of category five (see above) also reflects the opinions of the project staff. The Department was asked by Commission staff as part of this evaluation for recommendations on improving police community relations for the next two years. The Department indicated that "Since September 22, 1966, the department has enjoyed an ever improving relationship with the community. Therefore, the general recommendation of the Community Relations Specialists and the police department at this time is to continue to reach out and contact more and more of the community. By this exposure a greater portion of the community will become educated and hopefully, as more of the community becomes aware of the relationship between the police agency and the community and the programs open to the community, the progress experienced to date will continue."

From the information submitted, it seems apparent that the two specialists hired for this program have received support from both the community and officials of the police department. Several letters have been submitted to the Commission reflecting support for the project staff. Letters have been submitted by such agencies as: the Department of Social Services; the Clarimount Resident Council; the Baltimore City Public Schools; the Chamber of Commerce of Baltimore; and the YMCA. Unfortunately one of the civilian specialists has missed over 80 work days because a shooting incident had hospitalized him for a considerable period. This person has just recently returned to work. His responsibilities for the next year of the program are not presently known. The Director of the police department's Community Relations Division has indicated that he will be able to work on many programs within the Division's office until he has fully recuperated.

In summary, while it is difficult to assess the project's impact on its first objective (to provide better cooperation between the citizens of Baltimore and the police department), it should be realized that the addition of two specialists to the existing Community Relation Unit is a valid attempt to meet this objective. It is difficult to qualitatively or quantitatively evaluate the success this project has had in meeting this objective since many external variables can easily influence success in this area.

The project seems to have achieved its second objective (to increase the police department's expertise in working on police community relations problems) to some extent. The addition of two civilians into the department's Community Relations Division adds to the department's community relations capability since the two civilian specialists that were hired in this program appear to adequately represent the feelings of the community that they serve.

An interim financial audit was conducted on this project in August 1974. No financial problems were noted and it is expected that all funds will be expended according to the grant award. However, when a final audit report is completed, the recommendations of the audit should be implemented by the grantee is subsequent funding is granted.

APPENDIX I

CLUBS, AGENCIES AND ORGANIZATIONS

CONTACTED BY THE COMMUNITY

RELATIONS SPECIALISTS

CLUBS, AGENCIES AND ORGANIZATIONS

 Benninghaus Road an 	d Clearspring I	Road Block Club
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- 2. Parents Club School #142 2201 Walbrook Avenue
- 3. Johns Hopkins University Community Conversations
- 4. Women Together
- 5. Harbel, Inc.
- 6. North West United Protective Assn.
- 7. Maryland League of Women's Clubs
- 8. Eutaw Gardens Resident Council
- 9. Social Security Administration
- 10. Manpower Skills Training Center Calvert Educational Center
- 11. Della's "Reach Out" Project
- 12. Parents Club Samuel Morse Elementary School
- 13. Lewin United Methodist Church
- . 14. Community Corrections Task Force
- 15. Central District Community Relations Council
- 16. Cooperative Extension Service University of Maryland
- 17. 1800 Block Ashburton Street
- 13. Fairfield Homes Tenants Council
- 19. Cherry Hill Coordinating Council
- 20. Flag Homes Tenants Council

CIACA AGUNCIES AND ORGANIZATIONS (Cont'd.)

- 21. Salem United Methodist Church
- 22. Alpha Kappa Alpha Sorority
- 23. See ' [1 ' 575 Pople Crove Street
- 24. Point Breeze Toast Mistress Club
- 25. Johns Hopkins Medical Institute Community Conversation
- 26. Lexington Terrace School #19 732 West Lexington Street
- 27. Concerned Neighbors Association of Gwynn Oak
- 28. Woman Power, Inc.
- 29. Colored Women's Democratic Campaign Committee of Maryland, Inc.
- 30. Metro Democrats
- 31. Maryland Rehabilitation Center
- 32. SECO
- 33. EASTBO
- 34. YMCA Central Branch
- 35. Maryland Council on Family Relations
- 36. Mayor's Manpower Resources, Youth Power Program
- 37. Forest Heights Community Organization
- 38. Northwest Corporation
- 39. COIL
- 40. House of Hope
- 41. NULBA

CLUBS, AGENCIES AND ORGANIZATIONS (Cont.d.)

- 42. Veterans Upward Bound Program
- 43. Johns Hopkins University Women's Club
- 44 Southwest Women's Court
- 45. Women's Civic League
- 46. Lower Park Heights Coordinating Council
- 47. NAACP
- 48. Freedom House
- 49. Oswego Club
- 50. Health and Welfare Council of Central Maryland
- 51. St. Marks Church St. Paul and 20th Street
- 52. Zeta Phi Beta Sorority
- 53. Woodhaven Neighborhood Council
- 54. St. Anthony's Catholic Church 4410 Frankford Avenue
- 55. Provident Comprehensive Neighborhood Health Center
- 56. Racial Justice Commission YMCA
- 57. United Evangelical Church
- 58. Martin Luther King Parent and Child Center
- 59. Baltimore City Hospital Health Fair
- 60. Somerset Homes Tenant Council
- 61. Nazarites United Fraternal Order
- 62. St. Matthews United Mathodist Church

APPENDIX II

PROGRAMS AVAILABLE FOR CITIZENS FROM

BALTIMORE POLICE DEPARTMENT

. · COMMUNITY RELATIONS DIVISION

- 1. Drug Abuse--Film Display and Dialogue
- 2. Safety Tips for Women
- 3. Self Defense for Women
- 4. Crime Prevention Programs
- 5. Block Parent Programs
- 6. Burglary Prevention
- 7. Holiday Tips
- 8. .Community Relations Workshops
- 9. Headquarters Topic
- 10. Community Relations Program Overview
- 11. Ride On-Bicycle Safety
- 12. "Project Go"

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts

Applicant: Baltimore City

Implementing Agency: Supreme Bench of Baltimore City

Project Director: Dulany Foster, Chief Judge

Date of Award: June 26, 1973

Federal Award: \$663,907

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to courts programs. The purpose of the courts program in the Impact Plan was to add two courts for the express purpose of handling impact and impact related offenders. The tie between this "Court Component" of the Impact Plan and the overall impact goal "to reduce crime" was based upon the premise that speedier trials would have a direct effect on the reduction of crime in that the more closely the punishment follows the crime the greater opportunity exists for the deterrence of criminal activity.

The grant applications submitted to the Governor's Commission for the courts component included four separate proposals. These four proposals formed the core of the court programming for the Impact Program in Baltimore according to the applicant. They include the establishment of the two criminal courts (submitted by the Supreme Bench); the provision of public defenders to the courts (submitted by the Office of the Public Defender); the provision of court clerks to the two courts (submitted by the Office of the Comptroller); and the provision of pre-sentence investigative and probation supervisory services to the courts (submitted by the State Division of Parole and Probation). This report is limited to an analysis of the first component listed above, the establishment of the High Impact Courts. This application was submitted to the Commission in May, 1973.

Mayor's Coordinating Council on Criminal Justice, Impact Courts Program Evaluation Report, p. 1. (Baltimore, Maryland, 1974).

III. PROJECT IMPLEMENTATION

On June 26, 1973, the Mayor's Office for Baltimore City was notified of a federal grant award of \$663,907 which would enable the Supreme Bench of Baltimore City to develop two specialized courts to handle exclusively the disposition of offenders who have been charged with either stranger-to-stranger crimes (rape, homicide, assault, and robbery) or burglary. The grant award was accepted by the grantee within two weeks. The project commenced on July 1, 1973.

The following is a listing of individuals employed under this program and major responsibilities assigned to them during the first year.

Personnel

Secretaries (2)

Law Clerk-Bailiffs (2)

Court Reporters (2)

Security Guards (4)

Senior Docket Assignment Clerk (1)

Responsibility

Each are assigned to the Judges sitting in the High Impact Courts. Duties include transmitting policies and instructions to court personnel, explaining policy matters to counsel and general public, taking dictation for legal opinions and memoranda and handling all confidential correspondence

Each are assigned to the Judges sitting in the High Impact Courts. Duties include preparing the bench for daily assignments, swearing witnessess, conducting legal research, monitoring cases with sub-curias, coordinating post conviction and habeas corpus proceedings and transmitting requests for pre-sentence investigations to the Probation Department.

Each are assigned to the two Impact Courts and are responsible for making verbatim stenographic records of all proceedings and transcribing where necessary all testimony in type written form.

Two of these individuals are assigned to each Impact Court. One is located inside the court and is responsible for maintaining general order and decorum within the Court. The other guard is posted outside of the courtroom and is predominantly responsible for conduct outside the courtroom. He also assures that no constant disruptions occur within the courtroom itself.

This individual is located in the Criminal Assignment Office and is responsible for the detailed screening of high impact cases from the entire criminal workload. He also insures that specific case criteria requirements are being complied with and is responsible for supervising work allocation of the Docket Assignment Clerk.

Personnel |

Docket Assignment Clerk (1)

Clerical Assistant (1)

Jail Guards (2)

Jury Assembly Clerk (1)

Deputy Sheriffs (2)

Prosecuting Attorneys (8)

Major Responsibility

This individual is located in the Criminal Assignment Office as well and is responsible for supervising and checking the entry of all calendar information to the automated court's management system by making sample inquiries into the terminal and by verifying details. He is also responsible for screening all categories of new cases referred by the Senior Docket Assignment Clerk for completion of all necessary pre-calendaring events.

This person is also located in the Criminal Assignment Office and is responsible for the files, records, and clerical operations of the general administrative unit. He is also responsible for supervising the preparation of computer docket posting list, miscellaneous courtroom actions and postponement of cases.

These individuals are responsible primarily for transporting impact offenders from the Baltimore City Jail to the Court House and vice versa. They also assure that once in lock-up within the Court House that prisoners are taken directly to the designated court and then are returned after cases have been disposed.

This individual assists in supervising petit jury panels who are serving for the Impact Courts. This includes orientating jurors toward duties and responsibilities, acquainting jurors with courtroom locations and escorting them to site locations. Additionally, this person is also responsible for the assignments of jurors.

Each of these individuals are assigned to an Impact Court. They are given the primarily duty of maintaining custody over the defendant while in the courtroom. This also includes maintaining security for the judge, witnesses and all other participants at the trial table.

General area of responsibilities of these eight Assistant State's Attorneys involved court appearances, preparing and interviewing witnesses for trial, conducting independent research and negotiating pleas with defense counselors. Four attorneys are assigned to each court and work as a team for purpose of daily workload (i.e., two prosecutors are in court one day while the other two are preparing cases for the next day).

Personnel

Major Responsibility

Special Agents (4)

These individuals assist trial prosecutors in an assortment of ways. This could include interviewing witnesses, transporting witnesses or prisoners (from another state), collecting evidence and maintaining form files. Each of these individuals are astigined to a team of two prosecutors for workload purposes.

Legal Stenographer (2) .

Each of these individuals are assigned to the four trial attorneys and are chiefly responsible for sending correspondence for the Attorneys assigned to the unit, typing briefs or legal memoranda, handling telephone inquiries, and filing and record keeping.

IV. PROJECT OPERATION

The overall Impact Courts Program was designed with eight major objectives, most of which were related to various time intervals between arrest and disposition. The following is a listing of those objectives as stated in the original grant proposal:

OBJECTIVE A: Give priority to scheduling and conducting trials of defendants detained in Baltimore City Jail. Priority should be given to defendants who have been incarcerated the longest while awaiting trial and sentencing.

OBJECTIVE B: The average time for arrest to disposition shall be ninety (90) days in the first year of the project for all Impact offenders. For those incarcerated prior to the commencement of this project (July 2, 1973), the ninety days shall start running on July 2, 1973.

OBJECTIVE C: Defense counsel shall be appointed, on the average, within seven (7) days of the filing of the Grand Jury indictemnt or criminal information.

OBJECTIVE D: Within seven (7) days of the filing of appearance by defense counsel, the Criminal Assignment Office shall designate the trial date.

(number of postponements)

DBJECTIVE E: The postponement rate (number of Trials) shall not exceed 10% and shall not exceed one postponement per trial. (Postponement is defined as any change irrespective of how long it is or when it occurs, in the trial date once it has been set by the Criminal Assignment Office.)

OBJECTIVE F: Court Sessions will begin at 10 a.m. Cases will fol-

low immediately one after another.

OBJECTIVE G: The pre-sentence report will be completed by the Division of Parole and Probation within fourteen days after

request is received.

OBJECTIVE H: To increase the number of Impact cases brought to trial

when compared to number of Impact cases brought to trial

before the Impact Courts went into operation.

Generally, the procedure for identifying impact offenders in Baltimore City is initiated in the Felony Complaint Division of the Baltimore City State's Attorney's Office. Once identified, the case is processed either as an indictment or an information. A code placement is then given to mark these alternatives (impact indictments are numbered five and the impact informations are given the number six).

Out of all the impact cases marked and identified only 20% to 30% are scheduled in Parts I and II (the High Impact Courts). Note: This is based on an estimate given by the Criminal Assignment Office. The remainder of impact cases are scheduled in three other criminal courts along with other non-impact cases. Of this 20% to 30% impact cases scheduled, a lesser amount are actually heard in the Impact Courts due to either postponements (which required recycling—28 days), transferrals of cases (these are sent to other courts when dockets are completed early) or cases not heard (this simply means those cases which were not reached on any given day). Additionally, it is also important to note that impact courts may be the recipient of non-impact cases when dockets are "split" in other courts. This means that cases have not been reached in other courts and are transfered into the Impact Courts for trial.

Measuring the effectiveness of these courts in meeting the objectives established for the overall High Impact Court Program have become contingent on two reports which were developed by the staff of the Mayor's Coordinating Council on Criminal Justice. The first of these was completed in June, 1974, and surveyed all designated impact defendants who were indicted or charged between September 1, 1973 and January 1, 1974 and whose cases had proceeded through disposition within the two Impact Courts as of April 1, 1974. The second report completed a month later involved essentially an expansion of the first evaluation. This included all designated impact and impact crime category defendants indicted or charged between September 1, 1973 and March 31, 1974 and whose cases had been disposed of within these courts as of June 1, 1974. The latter report surveyed the complete case histories of some 504 defendants who had been indicted or charged with an impact offense.

The results of these reports have shown that the Impact Court Program is meeting approximately half of the stated objectives and that some progress is being made with regard to those in which goals have not been clearly met.

The report by the Mayor's Coordinating Council was a lengthy document on the Impact Courts program activity. This Past Progress Report will highlight the findings of that report. Discussed below is each objective and the relative achievements of this project. The tables referred to in the narrative below are at the back of this report.

OBJECTIVE A: ----give priority to conducting trials for defendants in jail. The MCCCJ report found that the average time from arrest to disposition for a defendant in jail was approximately 172.2 days whereas the time from arrest to disposition for a defendant who made bail was 171.0 days. This suggested that no special emphasis was given toward expediting jail cases by all agencies involved in the expedition of criminal cases (see Table 1). Tables 2 and 3 indicate that cases involving complicated motions (i.e. insanity pleas, etc.) or postponements require significantly more time to dispose of than cases involving normal motions or no postponements. However, when these cases were cross tabulated by whether the defendant was in jail or made bail, no significant trend arose. This would seem to indicate that jail cases were no more difficult or complicated than nonjail cases. At least, there were no significant explanations of the delay in the disposition of jail cases.

The first MCCCJ Evaluation Report pointed out that "failure to reduce elapsed time for jail cases below that of non-jail cases indicates that close and constant attention is not being paid to moving the jail cases rapidly at every step from arrest to disposition." The Commission's staff partially agrees with this conclusion although the Court itself seems to have made several strides within this area. It is further suggested by both the State's Attorney's Office and Public Defender's Office that more emphasis should be placed on this problem.

----And priority for disposing those defendants waiting the longest for trial and sentencing. The MCCCJ Evaluation Report addressed this aspect of the objective gathering statistics on the numbers of defendants in the Baltimore City Jail that had been arrested for impact offenses in 1972 and 1973, but were still to be incarcerated in 1974. As Table 4 indicates, on February 4, 1974, there were 289 defendants charged with Impact crimes in 1972 and 1973 that were still in jail awaiting trial. By July 1, 1974 this amount had been reduced to 33 persons. However, this number included five that were charged in 1972 or between January and June 1973. The statistics did indicate, however, that for the five month period of February to July, 89% of those who had been incarcerated went to trial. This information, while serving to describe the problem, does not provide sufficiently relevant statistics to form a conclusion on whether appropriate emphasis has been given defendants waiting the longest for trial and sentencing.

OBJECTIVE B: ----the average time from arrest to disposition shall be ninety days. The average time from arrest to disposition for all defendants on any charge was 172 days. The average time for impact cases was 164.9 days. (see Table 5.) It should be noted, however, that a survey of impact offenders prior to program implementation (1972) showed an average arrest through disposition time of 271.3 days. This represents a difference of approximately 100 days. (See Appendix A.) The MCCCJ Evaluation Report cites several areas where delays were experienced in between arrest and disposition. Table 6 provides summary data on the survey of all defendants and the time interval between various processing points in the system (i.e., arrest, preliminary hearing, presentee report, etc.). This information is summarized below and compared to the 90-day objective.

Processing Activity

Day of Occurrence

		Pr	oject	<u>Objective</u>	Actu	ıal
				4		
Α.	Date of Arrest		1	day	1	day
В.	Filing with Supreme Bench	no pr	ojecte	ed objective	31.5	days
C.	Grand Jury Indictment (Infor-	**	30	days	54.2.	days
	mation)	,	. '			
D.	Filing of Counsel	*	45	days	86.6	days
Ε.	Final Disposition	,	90	days	172	days

One possible realistic suggestion where improvement in processing time could be made is between points A and B with a mandatory preliminary hearing. This could result in a 16.5 day saving later on since it would not take as long to file an information as to receive an indictment from the Grand Jury (see Table 7). It may also be possible to experience savings between B and D with an earlier appearance of counsel. This problem is discussed in more detail below and in the Public Defender Project Past Progress Report. (Note: It is important to point out that the appearance of counsel is necessary if the Criminal Assignment Office is to initiate an action on a criminal case.)

OBJECTIVE C: ----Defense counsel to be appointed within seven (7) days of indictment or information. Two tables developed in the MCCCJ Evaluation Report (see Tables 8 and 9) indicate that in cases involving public defenders, the overall arrest to disposition rate to be two days better than private counsel. The time from filing of charges to appearance of counsel, however, when the public defender was involved was 7.2 days longer than when private counsel was retained. The overall average time from filing to appearance was about 35 days which represented an average of about 30.8 days for private counsel and 38.0 days for staff attorneys for the public defender.

Various reasons exist for delays encountered in this area. The two major reasons are (1) members of the private bar are reluctant to

appear until commissions are paid for service and (2) public defenders are not notified of their cases until defendants have been arraigned. (See discussion of this latter issue in full in the Past Progress Report of the Public Defender Program.)

OBJECTIVE D: ----Trial dates to be set within seven (7) days of attorney appearances. The MCCCJ Evaluation Report analyzed 68 designated Impact defendants whose cases were set for trial during April, May, and June of 1974. The report indicated that by disregarding cases with serious delays (postponements, insanity pleas) it was concluded that "The Criminal Assignment Office was approaching fulfillment of the objective's specifications." Table 10 was constructed by MCCCJ staff to show that 67% of the defendants in June 1974 had their trial date set within 15 days of appearance of attorney (compared to 21% in April, 1974).

The data included in the MCCCJ report is not substantial enough to be conclusive. It is important for purposes of meeting this objective to have a workload which is not burdensome to the Criminal Assignment Office so that effective scheduling can be realized. Further data collection is needed.

OBJECTIVE E: ----Postponement rate not to exceed 10%. This objective for the Impact Courts is not being achieved. The MCCCJ Evaluation Report indicated that the rate of postponements in the impact courts was 20%. This compares with a rate of 18.6% in the Criminal Court of Baltimore City in 1973. The MCCCJ Report indicated that 83% of impact postponements are requested within five days of trials; 58% occurring on the scheduled day of trial (see Table 11). Particularly distressing were the reasons for postponement in Impact cases. In 14% of the postponements the defense attorney was in another court; in another 14% the case postponed had been scheduled but could not be reached during the court activity of that day; and in 23% of the postponements the State witness was not available, not served, or there was illness or death in his family. Additionally, it should be noted that in 52.9% of the postponements the defendant was being detained in jail or at the Division of Corrections. Unfortunately the MCCCJ study did not break down the postponement rate by type of counsel (public defender vs. private counsel). It is impossible to make a conclusive statement about the possible contribution this project may have to the overall postponement rate without the breakdown by type of counsel.

---Postponements shall not exceed one postponement per trial. Seventeen cases had been postponed more than once. This was based on the survey conducted by the MCCCJ staff of 504 defendants case histories. The following table illustrates the distribution of these requests and their reasons for postponements.

Nimbon of	Reasons for Postponement per Defendant								
Number of Postponements	1	2	3	4	5	6	7	8	9
2	7	3	3	4	0	1	3	3	2
3	0	0	1	0	1	0	٦	0	Ó
	`,		•.						

Reasons for Postponement

- 1. Illness, etc. of defense attorney
- 2. Illness, etc. of state witness
- 3. Defense attorney new in case
- 4. Defense attorney prior commitment
- 5. Defendant not brought from BCJ or DOC
- 6. State witness not served
- 7. State witness not available
- 8. Case could not be reached
- 9. Miscellaneous

The Supreme Bench in recent years has instituted a rigid procedure in which all requests for postponements are centralized through the Chief Judge's Office. It appears that other agencies' directors should monitor all requests of their staff for postponement over a quarterly cycle so that no undue burden is placed on the Office of the State's Attorney, defense attorneys, police officers, civilian witnesses and the support agencies of the court (the Clerk's Office, inmate transportation facilities, courthouse detention facilities, and the general security system).

OBJECTIVE F: ----Court sessions will begin at 10 a.m. Two methods were developed to evaluate this objective in the MCCCJ Evaluation Report. One was based on entries made on daily courtroom docket sheets and the other consisted of in-court observations conducted during the months of January and February, 1974.

The first showed that during the month of May, Criminal Court Part I began proceedings earlier than 10:00 a.m. every court day while Criminal Court Part II dockets reflected late starts on three occasions. In total, this meant a surplus of 260 minutes in one court and a deficit on 40 minutes in the other.

In-court observations, however, reflected that this objective was not being met at least in terms of the researcher conducting the survey. Here, during the months of January and February, inactive courtrooms were observed on 19 different occassions.

----Cases will follow immediately one after another. During the month of May 1974, the Impact Courts (Part I and II) were in session for approximately 162.78 hours out of a possible 220 "available" hours. Delays encountered here range from the inefficient transferring of prisoners to tardiness of witnesses and attorneys. Most of the "dark time" in these courts were attributable to the dockets being completed prior to 5:00 p.m.

OBJECTIVE G: ----Pre-sentence reports to be completed fourteen (14) days after requested. Project director of the Probation Project has submitted information that indicates all requests were fulfilled on the average 12.0 days after being received. This time is measured between the time the request was received by the Probation Department and the time the report was forwarded back to the trial judge. (See Table 12.) The MCCCJ Evaluation Report revealed that pre-sentence reports were filed within 16 days for 81 percent of all impact cases surveyed (Table 13). However, this survey was based on a very small sample of cases and may not be as valid as the project director's report. A total of 93 percent of all individuals convicted have presentence reports completed. The objective appears to have been achieved. A more thorough discussion is given in the Past Progress Report on High Impact Courts Probation Department.

OBJECTIVE H: ----To increase the number of Impact cases brought to trial when compared to the number of Impact cases brought to trial before the Impact Courts were implemented. In order to measure this objective, the MCCCJ Evaluation Report concentrated its analysis on the activity of all courts two months prior to the implementation of this program (April and May 1973). Results were then subsequently compared to court activity for the same two months during the program's operation (April-May, 1974). The Report concluded (see Table 14) that the total trial and filing caseload had increased after the program was implemented. In 1973, there were 341 total trials compared to 1974 when 412 trials were conducted. Filings increased also from 1,555 filings closed in 1973 to 1,630 filings closed in 1974. However, this occurred while the overall efficiency in terms of trial per day of the criminal courts had decreased from their 1973 level. Table 14 indicates a decrease in the average of trials per part per day from 1.183 in 1973 to 1.053 in 1974.

It appears that this objective was met in the program's first year. This is indicated by Appendix B which shows that after one year the overall number of criminal cases awaiting trial decreased by about 50 percent. This suggests not only a sizeable reduction in backlog but an increase in the number of all criminal cases disposed within one year. This was true with the two Impact Courts (as analyzed in the MCCCJ Evaluation Report). They showed a 20% increase in the number of total trials (341 in 1973 to 412 in 1974).

V. ANALYSIS

It is possible to clear a backlog of court cases in several ways. First, a sizeable number of cases nolle prossed and stetted can influence court caseloads over any given period of time. Additionally, it can be presumed that other factors such as the rate of jury trials, the number of courts and the average operating time of these courts, will also be able to effect any sizeable population awaiting trial. In Baltimore City prior to this project being implemented, a substantial number of cases existed which were considered still opened by the Court. Appendix B indicates this amount to be above 3,413 defendants representing some 6,337 charging documents as of July 1, 1973. Twelve months later this backlog had reduced almost in half. Adding two new courts (Impact) had to have some degree of influence on this overall result. This may be one of the few tangible results of the operation of Court Impact Program.

The statistics indicate that the Court Impact Program had not met its objective on reducing time interval from arrest to disposition to 90 days (Objective B above). This will only occur if various processes prior to trial are changed or modified so that the overall 90 day objective can be achieved. As noted previously there were significant delays between filing of charges and assignment of counsel. Any improvement in the processing time of cases will require a coordinated effort of all criminal justice agencies in Baltimore. The MCCCJ Evaluation Report noted the evaluation (of the Courts Program) itself identifies one glaring problem which effectively hinders the fulfillment of all objectives; the related court agencies have just begun to establish effective inter-office communications."

Of equal importance in the failure to achieve the 90 day objective of arrest to trial is the rate at which courts dispose criminal cases. Presumably, this rate should be monitored frequently so that efficiency of the court system can be maintained. Unless the overall system is made more efficient, an argument could be made in the near future that the Supreme Bench of Baltimore City could feasibly reduce the activities of one of the criminal parts because the number of cases ready for trial have diminished substantially.

Moreover, another factor which should not be overlooked in reviewing the Court's efficiency is the percentage of nolle prosses and stets which may be experienced over any given period of time. The MCCCJ Evaluation Project depicts a survey of 300 defendants whose cases were disposed by the Impact Courts as of May 31, 1974. Table 15 indicates that approximately 32 percent of the defendants surveyed had their charges completely dropped by either a nolle prosse or a stet. This of course can seriously affect the number of hours that each of these courts can be open for trial on any given day. Thus, if the court knew that these cases were going to be eventually dropped, more cases could be scheduled into the court for final disposition.

Conviction rates developed from this survey also proved to be interesting. As shown in Table 15, 55 percent of the cases going into the Impact Courts resulted in a conviction. If one was to analyze the actual cases

tried in court (outside of pleas taken and nolle prosses and stets), this rate would be approximately 75 percent convicted (or 25% acquitted).

Finally, the Impact Court Program has not generated data to indicate that there is any occurence of impact offenses and speedy trials. An effort should be made during the second and third year of funding to expand the evaluation to include follow-up on defendants that have been processed by the Impact Courts and any subsequent recidivism. This should take into account the time from arrest to trial, the original and subsequent offenses, dispositions and the personal characteristics of the defendant (age, race, employment status, etc.).

An interim audit was completed in August, 1974. A final audit should be completed in the near future and any recommendations of the report should be implemented by the grantee if subsequent funding is granted.

TABLE 1

Time Interval: Arrest To Disposition

Test Variables: Jail/Bail

•	Jai	1		Ва	<u>il</u>		
No. of Days	No. of Defs.	. %		No. of Defs	g	Total Defs.	9/2
1-89	12	2.6		4 .	.9	16	3.4
90-119 ·	22	4.7		. 23	4.9	45	9.6
120-149	57	12.2		43	9.2	100	21.3
150-179	62.	13.2		57	12.2	119 .	25.5
180-209	54	11.5		44	9.4	98	20.9
210-239	18	3.8		· 23	4.9	41	8,7
240-269	20	4.3		11	2.3	31	6.6
270-299	וו	2.3	}	3.	.6	14	3.0
300	.1	.2		4	.9	5	1.1
Total	257	54.8		212	45.2	469	100.0
					·		

	Jail	Bail
Median:	168 days	168.9 days
Tendency Pattern:	67.3%: 4-7 months	68%: 4-7 months
Mean:	172.2	171.0

TABLE 2

Time Interval: Arrest To Disposition (Controlled For Motions) (Excessive)

Test Variables: Jail/Bail

	Ja	il	 Bail			
No. of Days	No. of Defs.	. %	No. of Defs	%	Total Defs.	%
120-149	9	15.8	4 .	7.0	13	22.8
150-179	7	12.3	4 '	7.0	11	19.3
180-209	6	10.5	4	7.0	10	17.5
210-239	6	10.5	3	5.3	9	15.8
240-269	7	12.3	3	5.3	 10	17.5
270-299	3	5.3	1	1.8	4	7.0
Total	.38	66.7	19	33.3	57	100.0

4	Jail	Bail
Median:	195 days	191.2 days
Tendency Pattern:	Not Significant	Not Significant
Mean:	ND	ND

TABLE 3

Time Interval: Arrest to Disposition (Controlling For Postponements-All Postponements)

Test Variables: Jail/Bail

Jail Bail' Total No. of No. of % Z No. of Days Defs. Defs Defs. 1-89 1 0.8 0 0.0 1 0.8 90-119 . 2 1.5 0 0.0 2 1.5 5.3 120-149 7 3 2.3 10 7.5 150-179 15.8 10.5 21 14 35 26.3 180-209 17.3 23 16 h2.0 39 29.3 210-239 7 5.3 h1.3 16.5 15 22 240-269 8.3 3.8 12.0 11 5 16 270-7 5.3 1 0.8 8 6.0 TOTAL 79 59.4 54 40.6 133 100.0

	Jail	Bail
Median:	191.1 days	198.7 days
Tendency Pattern:	 55.7% between 5&7 months	55.5% between5&7 months
Mean:	ND	ND



NUMBER OF IMPACT-TYPE OFFENDERS IN JAIL

Number Committed to Jail during	Number		ng in Jail 3/18/74	as of:	5/6/74	6/3/74	7/1/74	Numerical Re- duction in Jail Pop.	Percent Re- duction in Jail Pop.
1972	10	7	6	6 '	5	3	3	7	70
JanJune '73	61.	40	14	14	7	3	2	⁷ 59	97
July '73	26	14	7	6	3	3	3	23	88
August '73	45	36	23	20	7	3	1	44	98
September '73	38	28	13	10	6	3	2	36	95
October '73	74	• 58	42	41	21	5	6	68	92
November '73	60	55	51	48	20	14.	7	53	88
December '73		51	43	39	25	14	9	42	82*
Total Period		289	199	184	94	48	33	256	89

Source: Jail Weekly Inmate Aging Report

*Percent reduction in Jail population from 2/4/74 to 7/1/74.

TABLE 5

Time Interval:

Arrest to Disposition

Test Variables:

Impact/Non-Impact (Defendants)

Impact'

Non-Impact

	•							
No. of Days	No. of Defs.	. %		No. of Defs.	х		Total Defs.	y
1 - 89	15	3.2		1.	.2		16	3.4
90 - 119	35	7:4		10	2.1		45	9.5
120 - 149	. 68	14.4		32	6.8		100	21.1
150 - 179 .	75	15.9		44	9.3		119	25.2
180 - 209	48	10.1		51	10.8		. 99	20.9
210 - 239	26	5.5		18	3.8		44	9.3
240 - 269	19	4.0		12	2.5		31	6.6
270 - 299	. 7	1.5		7	1.5		14	3.0
300 -	1	.2		. 4	.8		. 5	7.0
TOTAL	294	62.2		179	37.8		. 473	100.0

	Impact	Non-Impact
Median:	161.7 days	181.2 days
Tendency Pattern:	64.9%: - 4 - 7 months	57.1%: - 4 - 7 months
Mean:	164.9 days	183.7 days
II. See a see a se		

TABLE 6

SUMMARY DATA: ALL DEFENDANTS

Interval	Number of Observed Defendants	Average (Mean)
Arrest - Preliminary Hearing	266	17.4
Preliminary Hearing - Supreme Bench Filing	264	14.0
Arrest - Supreme Bench Filing	468	31.5
Supreme Bench Filing - Charging Papers Filed	490	22.7
Charging Papers filed - Counsel Filing	462	35.0
Arrest - Charging Papers	469	54.7
Supreme Bench Filing - Counsel Filing	472	56.1
Pre-Sentence Report Request - Report Filin	g 131	19.9
Pre-Sentence Report Filing - Disposition	127	18.0
Counsel Filing - Date of Trial	480	71.7
Charging Papers Filed - Disposition	498	117.3
Supreme Bench Filing - Disposition	495	139.8
Arrest - Disposition	473	172.0

TABLE 7

Time Interval: Arrest to Disposition

'Test Variables: Information/Indictment

> Information ′ Indictment Total No. of No. of X % No. of Days Defs. % Defs. Defs. 1 - 89 1 3.4 15 3.2 .2 16 5 90 - 119 . 40 8.5 1.1 45 9.5 120 - 149 16,3 100 23 4.9 77 21.1 150 - 179 25.2 87 18.4 32 6.8 119 180 - 209 69 14.6 30 6.3 99 20.9 7.2 2.1 9.3 210 - 23934 10 44 240 - 269 23 4.9 . 8 1.7 31 6.6 270 - 299 1.7 8 14 6 1.3 3.0 1 . 300 -.2 4 8. .2 1.1 TOTAL 119 354 74.8 25.2 100.0 473

\$	Information	Indictment
Median:	165.5 days	179 days
Tendency Pattern:	65.9%: - 4 - 7 months	52.1%: - 5 - 7 months
Mean:	167.9	184.4
		•

TABLE 8

Time Interval:

Arrest to Disposition

Test Variables:

Counsel Public Defender/Private Counsel

Public Defender

Private Counsel

			 FITTALE			 	
No. of Days	No. of Defs.	ž	No. of Defs.		%	Total Defs.	%
1 - 89	8	1 .8	3	•	.7	11	2.4
90 - 119	24	5.3	21		4.6	45	9.9
120 - 149	.58	12.7	42	•	9.2	100	21.9
150 - 179	70	15.4	46		10.1	116	25.4
180 - 209	53	11.6	39		8,6	92	20.2
210 - 239	21	4.6	21		4.6	42	9.2
240 - 269	19	4.2	12		2.6	31	6.8
270 - 299	. 8	1.8	6	1	1.3	14	3.7
300 -	2	.4	3	·	.7	5	1.1
TOTAL	263	57.7	193	•	42.3	456	100.0

<u></u>	Public Defender	Private Counsel
Median:	167.7 days	169.9 days
Tendency Pattern:	68.9%: - 4 - 7 months	65.8%: - 4 - 7 months
Mean:	171.8 days	173.8 days
	• 1	
•	11	

TABLE 9

Time Interval: Charging Papers to Counsel Appointment :

Test Variables: Public Defender/Private Counsel

Public Defender Private Counsel

	perender.	Counser							
No. of Days	No. of Defs.	. %	No. of Defs.	%	Total Defs.	82			
1-6	8	1.7	14	3.0	22	4.8			
7-13	39	8.5	61	13.0	100	21.5			
14-20	43	9.3	39	8.5	82	17.8			
21-27	35	7.6	14	3.0	49	10.6			
28-34	35	7.6	8	1,7	43	9.3			
35-41	25	5.4	6	1.3	31	6.7			
· 42-48	12	2.6	9	2.0	21	4.6			
49-55	15	3.3	14	3.0	29	6.3			
56-62	13	2.8	4	0.9	. 17	3.7			
63-69	5	1.1	6	1.3	11	2.4			
70-	36	7.8	20	4.6	· 56	12.4			
Total	266	57.7	195	42.3	461	ام مود			

Public Defender	Private - Counsel
29.6 days	18.0 days
44.1%: 1 & 4 weeks	50.8% : 1 & 3 weeks
38.0 days	30.8 days
	29.6 days 44.1%: 1 & 4 weeks

TABLE 1.0

MONTH SET

	No. of Days	April	May	June	TOTAL
	0-7	4	7	13	24
ATTORNEY'S	8-15		6	5	11
FILING	16-23	4	4	1	9
ТО	24-31	1	4	4	9
SETTING	32-39	1 .		7	2 .
OF	40-47	4	-	c ***	4
TRIAL	48-55	2	1 ,	1	4
DATE	56-63	1	, -		1
•	64-71	2	-	2	4
	72+	•	_	_	0
	TOTAL	19	22	27	68

CONTINUED

2 OF 5



DISTRIBUTION OF DAYS PRIOR TO TRIAL: IMPACT POSTPONEMENTS

Reasons for Postpone ent (in percent)

DAYS BEFORE		•																		
TRIAL	1 1	2	3	4	5	6	7	8	9	10	17	12	13	14	15	16	17	18	19	TOTAL
0	1%	1%	5%	4%	1%	8%	3%	1%	1%	5%	1%	3%	1%	1%	14%			1%	7%	58%
1-5	1%		5%	3%	2%	3%	·		2%	4%							1%		4%	25%
6-10		2%		1%		1%			1%	1%						2%			r f	8%
11-15					1%	1%						·				٠				2%
16-20					2%	1%				2%	_									5%
21-25					1%			·		•			1%						:	2%
TOTAL	2%	3%	10%	8%	7%	14%	3%	1%	4%	12%	1%	3%	2%	1%	14%	2%	1%	1%	11%	100%

IMPACT CASES: November 1973 - May 1974

Reasons for Postponement

- 1. Illness, etc. of defendant
- 2. Illness, etc. of defense attorney
- 3. Illness, etc. of state witness
- 4. Defense attorney new in case
- 5. Defense attorney prior commitment
- 6. Defense attorney in another court
- 7. Defendant not brought from BCJ or DOC
- 8. State withess not served
- 9. Defence witness not available
- 10. State witness not available

- 11. Guilty plea withdrawn or refused
- 12. Plea bargaining in process
- 13. Clerical error
- 14. New evidence/witness discovered by Stat
- 15. Case could not be reached
- 16. Insanity plea filed
- 17. Polygraph test to be administered
- 18. Insufficient notice of trial date
- 19. Miscellaneous

TABLE 12

Pre-Sentence Activities - Completed July 1, 1973 through October, 1973

Month	Part I	Part II	Total	Average Time	Comments
July 1973	12	14	2 6	13.3 days	4.exceeded 14 day
lugust 1973	8	13	21	20.1 days	13 exceeded 14 day
September 1973	7	10	17	20.14 days	· 12 exceeded 14 day
October 1973	<u>.</u>	12	16	23.3 days	ll exceeded lh day
Total	31	49	80	19.3 days	40 exceeded 14 da

Pre-Sentence Activities - Completed November, 1973 through April, 1974

•			•	
Part I	Part II	Total	Average Time	Comments
13	7	20	12 + days	0 exceeded lh days
2	10	12.	9.2 days	O exceeded llt days
15	12 .	27	11.5 days	O exceeded lh days
9	16	25 .	12.4 days	0 exceeded 14 days
8	16	24	13.0 days	O exceeded lh days
18	21	39	· 13.7 days	(See footnote)
		•		
65	82	147	12.0 days	None exceeded 14 days
	13 2 15 9 8 18	13 7 2 10 15 12 9 16 8 16 18 21	13 7 20 2 10 12 15 12 27 9 16 25 8 16 24 18 21 39	13 7 20 12 + days 2 10 12 9.2 days 15 12 27 11.5 days 9 16 25 12.4 days 8 16 24 13.0 days 18 21 39 13.7 days

Note:
One report was prepared and ready for delivery to court within 1h days.
Even though the court ordered that this report be held by the agent for a total of 38 days, in this instance we completed the average time to account for the fact that the report was ready within the required time.

T TEST

Time Interval: PRESENTENCE REPORT REQUEST DATE-FILING OF PRESENTENCE RPT.

Test Variables: IMPACT COURT/NON IMPACT COURT

	IMPACT	CQURT	 NON-IMPACT C	Τ		~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~	·
No. of Days	No. of Bofs.	28	No. of Defs.	я	•	Total Defs.	<u>~</u> 5.4
0-10	1	0.8	6 .	4.6		7	5.4
11-13	8	6.2	8	6.2	i	16	12.3
14-16	17	13.1	19	14.6		36	27.7
17-19	.0	0.0	10	7.7		10	7.7
20-22 .	.1	0.8	16	12.3	•	17	13.1
23-25	0	0.0	10	7.7		10	7.7
26-28	0	0.0	11	8.5		וו י	8.5
29-31	2	1.5	9	6.9		11	8.5
32-34	0	0.0	6	4.6		6	4.6
35-	3	2.3	3	2.3		6	4.6
TOTAL	32	24.6	98	75.4		130	100.0

<u> </u>	IMPACT COURT NON-IMPACT COURT					
Median:	15.2 days	21.9 days				
Tendency Pattern:	53.1%: 14-16 days	56.1%: 14-25 days				
Mean:	17.5 days	20.9 days				

TABLE 14

Criminal Court Composition: Data Base

Interval	No. of Normally Operating Criminal Courts	Calendar Days		Unavailable Data (parts)	Net Court Days x parts Available for Evaluation
April-May 1973	8	37	296	8	288
April-May 1974	10	40	400	10	390

Trial Data (Impact crime category cases)

Interval	Court Trials	Jury Trials (5 day jury trial = 5)	Total Trials	% Jury
April-May 1973	189	152	341	44.42
April-May 1974	233	179	412	43.20

Filings and Trial Data

Interval	Filings	Filings Closed Per Part	Court Trials per part per day (average)	Jury Trials per part per day (average)	Trials Per Part Per Day
April-May 1973	1,555	194.4	.656	.527	1.183
April-May 1974	1,630	163.0	.597	.456	1.053



SURVEY OF 300 IMPACT DEFENDANTS WHOSE CASES WERE DISPOSED OF BY MAY 31, 1974

Disposition	Higher than average number of days*	Lower than average number of days*	Total Number	Total Percentage
Conviction				•
(Primary)**	36 defendants	18 defendants	54	18%
Conviction (Secondary)**	12	20	32	11%
Plea guilty (Primary)**	23	17	40	./ 13%
Plea guilty (Secondary)**	15	24	39	13%
Not Guilty	7	22	29	10%
Nolle pros/stet	42	54	96	32%
Other (declared insane abated by death,				
etc.)	.3 **	7	10	3%
Total,	138	162	300	100%

^{*}The average number of days here represents approximately 165.5 days from arrest through disposition. This average was developed on the 300 defendants herein surveyed for the MCCCJ Report.

^{**}The primary conviction is defined as a conviction of a defendant on a primary charge; a secondary conviction is a conviction on a lesser related charge.

SUPREME BENCH OF BALTIMORE CITY: CRIMINAL PROCESSING INTERVALS

A. STUDY: 1972 Impact type defendants - September, 1972 Indictments/Informations (100 defendants)



B. STUDY: 1973-74 Impact type defendants - September, 1973 - March, 1974 Indictments/Informations (504 defendants)

0	17.4	54.7	87.6	101	159.3	172 Days
Event	a	b	С	d	e	

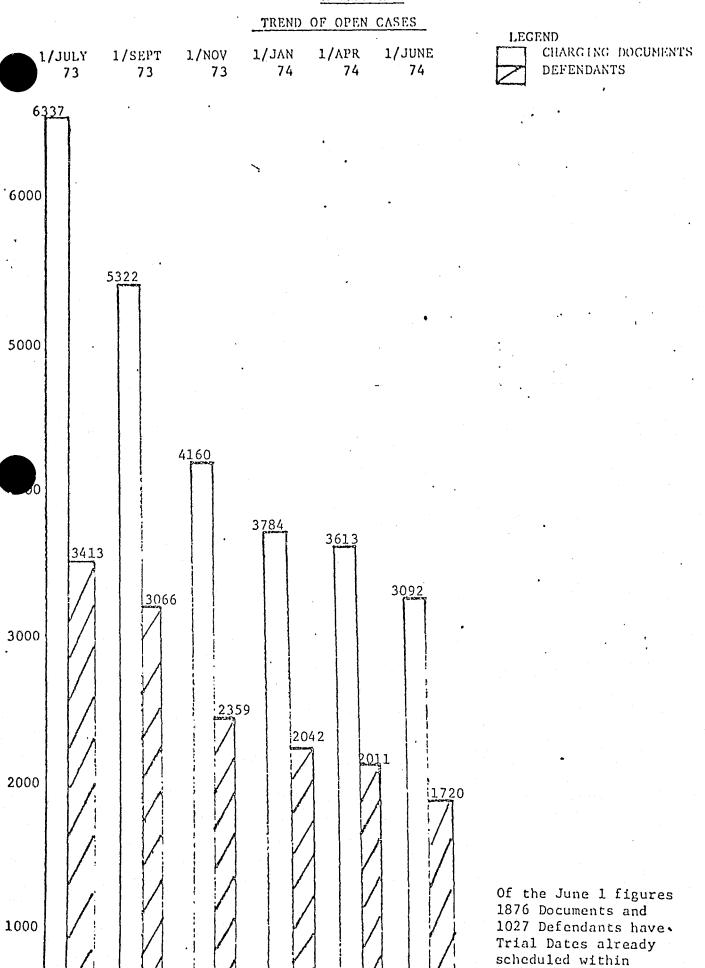
C. OBJECTIVE

.* Code

a = Preliminary hearing; b = charging papers filed; c = arraignment/counsel filing;

d = date trial is set; e - trial date; f = disposition date

16BB APPENDIX B



the next 60 days.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts - Clerk of Criminal Court Project

Applicant: Office of Comptroller - State of Maryland

Implementing Agency: Clerk of Criminal Court of Baltimore City

Project Director: Dulany Foster, Chief Judge of the Supreme Bench

Date of 'Award: June 29, 1973

Federal Award: \$62,505

II. HISTORY OF PROJECT'S DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to courts programs. The purpose of the courts program in the Impact Plan was to add two courts for the express purpose of handling impact and impact related offenders. The tie between this "Court Component" of the Impact Plan and the overall impact goal "to reduce crime" was based upon the premise that speedier trials would have a direct effect on the reduction of crime in that the more closely the punishment follows the crime, the greater opportunity exists for the deterrence of criminal activity.

Four grant proposals were developed for the purpose of adding two criminal courts to the Supreme Bench of Baltimore City. Included in this package were requests for all support personnel necessary for the effective operation of these courts. In May, 1973, the Commission approved grant applications for the Supreme Bench of Baltimore City, the Public Defender's Office and the Division of Parole and Probation. This report will outline the activity of the grant entitled Clerk of Criminal Court Grant which was developed to provide supportive services to the Impact Criminal Courts.

III. PROJECT IMPLEMENTATION

On June 29, 1973, the Comptroller's Office for the State of Maryland was notified of a federal grant award of \$62,505, which would enable the Supreme Bench of Baltimore City to develop two specialized courts to handle exclusively

Mayor's Coordinating Council on Criminal Justice, Impact Courts Program Evaluation Report, p. 1. (Baltimore, Maryland, 1974)

the disposition of offenders who had been charged with either stranger-to-stranger crimes (rape, homicide, assault, and robbery) or burglary. Specifically, this project was designed to provide the clerk component for these courts. The federal award was accepted by grantee within two weeks of notification.

The project was considered implemented on July 2, 1973, with the employment of two court room clerks and four other deputy clerks which would be utilized for support purposes. All positions were immediately filled on that date with the employment of experienced personnel.

IV. PROJECT OPERATION

Three of the positions in this program reflected substantial turnovers during the operational phase of the project. In fact, one position was filled by four different individuals during the grant period. This should be cause for some concern particularly with regard to an effective delivery of services.

During the first year, the following responsibilities were conducted by the individuals within this program:

Personnel Personnel

Courtroom Clerks (2)

Responsibility

Prepares administrative paper work for courtroom proceedings which involve the following daily activities:

Bail hearings
Habeas Corpus hearings
Arraignments and rearraignments
Preliminary motions
Trials
Sentences
Change of sentences
Violation of Probation
Post Convictions

Also responsible for recording all in-court activities for docket purposes as well as preparing the appropriate papers for signature.

High Impact Data Processing
Auditor (Deputy Court Clerk)

Responsible for reviewing the new case listing, active case listing, case no action report and sub curia listing against the case jacket to determine that the proper entry has been made. Responsible for contacting other agencies to correct any discrepancies noted in the data and make the correction through the terminal.

Personnel

Deputy Court Clerk (Case Preparation and Assignment High Impact Courts)

<u>Deputy Court Clerk</u> (Support Personnel for Impact Court)

Deputy Clerk (Courtroom Clerk)

Responsibility

Responsible for all aspects of the case preparation section. Coordinate work flow of employees assigned to the speedy and efficient processing of computerized and manual notices for required court appearances.

Responsible for the daily detailed screening and verification of defendant location of high impact cases scheduled in Parts I & II. Is direct liaison with Baltimore City Jail, Division of Correctional Services and other institutions housing inmates.

Monitors case folders of daily work assignments to insure that appropriate action will be taken. Serves as prime expeditor in the flow of information to Judges, witnesses, law enforcement personnel, etc. with regard to High Impact Courts. Primarily responsible for the entire criminal workload of High Impact cases scheduled in Part I and II.

Responsible for all aspects of the data entry of the High Impact cases, which includes pre-Grand Jury cases from the District Court, and indictments and criminal informations from the State's Attorney's office. Includes reviewing the cases initially to determine that all pertinent information has been included, such as date of arrest, preliminary hearing date, ident number, etc. Responsible for entering appearances, motions, location changes, etc. as the case progresses through the system. Reviews daily docket activity report for correct courtroom dispositions.

Assists in case preparation of charging documents received from District Courts, reviews advance assigned trial cases for all courts.

Is experienced as Courtroom Clerk and works in Courts wherein some overflow trial cases are transferred from other Courts, including cases from Parts I and II and is competently trained to substitute in Parts I and II if necessary.

V. ANALYSIS

The Clerk of the Court's Project was funded to provide clerical support to the two designated High Impact Courts. The Clerk of the Court's Project as part of the overall Baltimore City High Impact Courts Program shared common objectives with the overall programs. It is for this reason therefore that the effect of this program is measured in light of objectives established for the overall High Impact Courts. A more thorough discussion and analysis on the overall operation of the High Impact Courts is given in other Past Progress Reports on the Courts and Public Defender Programs which should be read in conjunction with this report.

The most beneficial result provided by this program is the direct support it provides for the two (2) designated Impact Courts. See responsibilities listed in Paragraph IV above.

Two problems however have arisen with this grant during the first year. The first concern by the Commission's staff is over the Deputy Clerk who is also considered a "back-up" clerk for the Impact Courts. This individual presently sits in Part Twelve and is responsible for daily courtroom duties within that court. This court was created as a result of the two Impact Courts taking over existing criminal parts. It appears that this individual now performs duties outside the scope of this project.

The second concern over this project is with the finding of a recent audit report. This was conducted on August 7, 1974, and question has arisen as to the acceptability of the grantee's time records. It is expected that the grantee will be given ample time to address this problem in the future and it is suggested that if this project receives any further federal assistance that the grantee implement all recommendations of the final audit report.

IMPACT PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts - Public Defender Project

Applicant: Public Defender's Office

Implementing Agency: Public Defender's Office

Project Director: Norman N. Yankellow, District Public Defender

Date of Award: June 26, 1973

<u>Federal Award</u>: \$126,082 (adjusted to \$136,490)

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to courts programs. The purpose of the courts program on the Impact Plan was to add two courts for the express purpose of handling impact and impact related offenders. The tie between this "Court Component" of the Impact Plan and the overall impact goal "to reduce crime" was based upon the premise that speedier trails would have a direct effect on the reduction of crime in that the more closely the punishment follows the crime, the greater opportunity exists for the deterrence of criminal activity. I

Four grant proposals were developed for the purpose of adding two criminal courts to the Supreme Bench of Baltimore City. Included in this package were requests for all support personnel necessary for the effective operation of these courts. On May 31, 1973, the Commission approved grant applications for the Supreme Bench of Baltimore City, the Public Defender's Office and the Division of Parole and Probation. The grant to the Public Defender's Office is the subject of this report.

¹Mayor's Coordinating Council on Criminal Justice, Impact Courts Program Evaluation Report, p. 1. (Baltimore, Maryland, 1974).

III. PROJECT IMPLEMENTATION

On June 26, 1973, the Office of Public Defender was notified of a federal grant award of \$126,082. The purpose of this grant was to provide effective counsel for every indigent impact offender coming before the Impact Courts. On July 6, 1973, the award was accepted by the Public Defender of Maryland; the project commenced on July 2, 1973. Five experienced attorneys and two investigators were assigned to provide services to these courts.

Assignment of the personnel in this program is not directly related to cases disposed in the Impact Courts. By this, it is meant that project staff can be responsible for cases which are disposed of in the other ten (10) criminal parts of the Supreme Bench.

Normally, when a case is received in the Office of the Public Defender, it is evaluated by the "duty attorney" as to the type of case it represents, the degree of difficulty involved in a potential defense, and the personnel most adequate to represent the client to be served. Priority is then given toward connecting impact defendants with impact attorneys. On several occasions, therefore, it is possible to have an attorney who is not a part of this program, but is actively involved in the defense of an impact indigent in Parts I and II (the Impact Courts).

Investigators, on the other hand, are not specifically given an impact case to assist in; rather they are assigned to any case assigned to any staff attorney on the Supreme Bench level. Both of these positions and the way they are assigned, appear to be in contradiction to the original grant proposal which called for their specific assignment to the Impact Courts.

IV. PROJECT OPERATION

The overall Impact Courts Program was designed to meet eight major objectives, most of which were related to various time intervals between arrest and disposition. The Following is a listing of those objectives as stated in the original grant proposal:

- OBJECTIVE A: Give priority to scheduling and conducting trials of defendants detained in Baltimore City Jail. Priority should be given to defendants who have been incarcerated the longest while awaiting trial and sentencing.
- OBJECTIVE B: The average time for arrest to disposition shall be ninety (90) days in the first year of the project for all Impact offenders. For those incarcerated prior to the commencement of this project (July 2, 1973), the ninety days shall start running on July 2, 1973.

OBJECTIVE C: Defense counsel shall be appointed, on the average, within seven (7) days of the filing of the Grand Jury indictment or criminal information.

OBJECTIVE D: Within seven (7) days of the filing of appearance by defense counsel, the Criminal Assignment Office shall designate the trial date.

(number of postponements)

OBJECTIVE E: The postponement rate (number of trials) shall not exceed 10% and shall not exceed one postponement per trial. (Postponement is defined as any charge irrespective of how long it is, or when it occurs, in the trial date once it has been set by the Criminal Assignment Office.)

OBJECTIVE F: Court Sessions will begin at 10 a.m. Cases will follow immediately one after another.

OBJECTIVE G: The pre-sentence report will be completed by the Division of Parole and Probation within fourteen days after request is received.

OBJECTIVE H: To increase the number of Impact cases brought to trial when compared to number of Impact cases brought to trial before the Impact Courts went into operation.

Three of these objectives relate directly to the Public Defender Program. These include: (1) Objective B....disposing cases within 90 days; (2) Objective C...appointment of counsel within seven days of indictment or information; and (3) Objective E...postponement of cases should not exceed 10 percent of the total number of trials.

Two reports have been generated by the staff of the Mayor's Coordinating Council to measure the project's effect on the realization of these objectives. The first was completed in June of this year; it surveyed all designated impact defendants who were indicted or charged between September 1, 1973 and January 1, 1974 and whose cases had proceeded through disposition as of April 1, 1974. The second report, completed a month later, expanded upon the first evaluation. This included all designated impact and impact crime category defendants indicted or charged between September 1, 1973 and March 31, 1974 and whose cases had been disposed as of June 1, 1974. The latter report surveyed the complete case histories of some 504 defendants who had been indicted or charged with an impact offense.

Both reports indicated that Objective B is not being achieved. The interim evaluation (first report) indicated an average of 163 days from arrest through disposition for those cases closed as of April 1st; the second report (called Phase I) added the arrest-disposition statistics of those defendants whose cases were disposed of by June 1st and revealed an average of 172 days. See Appendix A to this report for a comparison of actual processing time to the project's objective.

This overall time interval from arrest to disposition is also broken out for impact cases by the type of attorney (i.e. public versus private). Table 1 has been developed by the staff of the Mayor's Coordinating Council on Criminal Justice to show that an impact case handled by a private attorney takes approximately two days longer from arrest to disposition than that of a case handled by a public defender. The average time from arrest to disposition for private counselors was approximately 173.8 days whereas for public defenders the time was about 171.8 days.

The Mayor's Coordinating Council on Criminal Justice evaluation report surveyed the average time interval between indictment/information and the appointment of counsel in order to compare actual results with the seven (7) day objective (Objective C above). In this area, the public defender entered his appearance approximately 7.2 days later than private counsel. Table 2 indicates that the delay was approximately 38.0 days for public defender and 30.8 days for members of the private bar.

The causes for this difference are based primarily on what has happened to a criminal case prior to its entrance into this level. Generally, a case will have its initial beginning in the District Court where an original determination is made with regard to a defendant's indigency. A preliminary hearing may be held by the Court to indicate whether or not the State has "shown cause" with regard to the charges brought against the defendant. During this proceeding, the defendant is either represented by his private attorney or a staff attorney from the Public Defender's Office. If, however, a preliminary hearing is not given to a defendant (this is determined by the State's Attorney's Office) then, the case will normally proceed toward Grand Jury. Presently, these cases are considered by the Public Defender's Office as "not officially charged" and appearance will not be made until an indictment has been formally returned by the Grand Jury.

The case process becomes further complicated by the fact that it is possible for a defendant to be represented by two different attorneys from the Public Defender's Office (i.e., on the District Court and Supreme Bench levels). The Mayor's Coordinating Council on Criminal Justice evaluation report described this occurrence as follows:

"...A time interval occurs in transferring the case from the District Court attorney to either a staff attorney or panel attorney at the Supreme Bench. In many instances, it is the court, rather than the Public Defender who accomplishes this transfer. The arraignment is held and an attorney is retained or appointed..."

In cases involving a preliminary hearing, the case will not go to Grand Jury as described above; rather, the State's Attorney will file a document called an information. The defendant is then considered "formally charged." With these cases, the defense counselor can enter his appearance almost immediately upon receipt of the papers at the Supreme Bench. An appearance of counsel has already once been entered at the District Court. The Clerk of the Criminal Court, however, keeps no record of District Court filings on these cases by attorney and, therefore, the Public Defender's Office has no knowledge that the case is "his" on the Supreme Bench level. The Mayor's Coordinating Council on Criminal Justice evaluation report recommended in response to this difficulty that "the defendant's file include an indication of Public Defender representation at the District Court, so the Clerk could forward it to that office. Consequently, the machinery required to file an appearance at the Supreme Bench level would be activated, on the average, 20 days earlier." This would also mean that the time differential later on of 7.2 days between the times a public defender and a private attorney enter a case could be reduced or possibly eliminated. Recent conversations held with the Public Defender's Office have indicated that a procedure is now being studied in which notification can become effective through an identification number in the Clerk's Office. This will presumably give the staff attorney at the Supreme Bench level an earlier opportunity to review case folders and make appearances and subsequently reduce the present time requirements between indictment/information and appearance of counsel.

The third Impact Court's objective that the public defender has a direct relationship with and whose impact could be analyzed (Objective E as stated previously) is the objective which relates to reducing postponements to a level of approximately 10%. This postponement rate is thus measured by comparing the number of postponements to number of actual trials taking place over any given period of time.

This objective for the Impact Courts is not being achieved. Mayor's Coordinating Council on Criminal Justice evaluation report indicated that the rate of postponements in the impact courts was 20%. This compares with a rate of 18.6% in the Criminal Court of Baltimore City in 1973. The Mayor's Coordinating Council on Criminal Justice report indicated that 83% of impact postponements are requested within 5 days of trials; 58% occurring on the scheduled day of trial. Particularly distressing were the reasons for postponement in Impact cases. In 14% of the postponements the defense attorney was in another court; in 14% the cases postponed had been scheduled but could not be reached during the court activity of that day; and in 23% of the postponements the State witness was not available, not served, or there was illness or death in his family. Additionally, it should be noted. that in 3% of the postponements the defendant was being transferred from the jail or the Division of Correction. (See Table 3) Unfortunately, the Mayor's Coordinating Council on Criminal Justice study did not break down the postponement rate by type of counsel (public defender vs. private counsel); therefore, it is impossible to make a conclusive statement about the possible contribution this project may have to the overall postponement rate without the breakdown by type of counsel.

V. ANALYSIS

The Public Defender Project was funded to provide effective counsel to every indigent impact offender appearing before the High Impact Courts. The Public Defender Project, as part of the overall Baltimore City High Impact Courts Program, shared common objectives with the overall programs. As noted previously in this report, the three objectives relating most directly to the Public Defender Program were the reduction of time from arrest to trial to 90 days at a maximum; the reduction of the postponement rate to 10%; and the appearance of counsel within seven days of filing of information or indictment. The Public Defender Program, it should be emphasized, is only one component in the adjudication process that could have some impact on these objectives.

As noted in this report and the Mayor's Coordinating Council on Criminal Justice evaluation, none of the three objectives listed above have been achieved. Most serious to the Public Defender project has been the failure to achieve the objective of seven days between filing of information and/or indictment and appearance of counsel. As indicated in Table 2, the average time between the charging of papers and public defender assignment was 38 days. What makes this even more serious was that private counsel was appearing an average of 30.8 days after the charging papers were filed. As explained previously, this delay in the appearance of the public defender after the filing of charging papers is to some extent caused by the fact there are situations where the defendant is represented by two different public defenders at the District Court and Supreme Bench levels. One solution to this problem would be to use the same public defender at both the District Court and Supreme Bench levels. There may be some difficulties with this, however, since the Public Defender's Office would be assigned to indigents prior to indictment or information. It should be possible to develop procedures with the Clerk's Office to identify cases which the Public Defender's Office would be able to recognize as his own, evaluate as to merits and assign the appropriate attorney for appearance. This could all be done so that when an indictment or information is filed, the appearnce of counsel is automatically made. Presently, this appearance is made at an arraignment which usually occurs after a scheduling procedure by the Criminal Assignment Office and after the indictment has been returned by the Grand Jury and recorded by the Clerk's Office. All of this requires substantial time as indicated above in the Mayor's Coordinating Council on Criminal Justice evaluation report. This is further explained in Section IV of this report and suggested as an alternative by the Mayor's Coordinating Council on Criminal Justice report.

Conviction rates were also studied by the Mayor's Coordinating Council on Criminal Justice staff during the first year of this grant. (300 defendants examined) While the results have no real bearing on the merits of this project, they are rather interesting to note in terms of the net activity experienced in the High Impact Courts. Specifically as Table 6 points out, 55 percent of the cases going into Impact Courts resulted in conviction. (Ten percent were not guilty.) Taken one step further, if the actual cases tried in court were analyzed (outside of pleas taken and nolle prosses and stets), this rate would be approximately 75 percent convicted or 25% acquitted. No statistics relating to commitment rates or attorney effectiveness have been maintained by the project director for evaluation of this effort.

Finally, a more thorough discussion and analysis on the overall operation of the High Impact Courts is given in the Past Progress Report on High Impact Courts which should be read in conjunction with this report.

An interim audit was completed on the Public Defender's Project in August, 1974. When the final audit report is completed, any recommendations of the audit should be implemented by the grantee if subsequent funding is granted.

TABLE 1

Time Interval:

Arrest to Disposition

Test Variables:

Counsel Public Defender/Private Counsel

Public Defender

Private Counsel

				1111000			 	
No. of Days	No. of Defs.	. %	Ŀ	No. of Defs.		%	Total Defs.	e/ /2
1 - 89	8	1.8	٠	3	•	.7	11.	2.4
90 - 119	24	5.3		21		4.6	45	9.9
120 - 149	58	12.7		42		9.2	100	21.9
150 - 179	70	15.4		46		10.1	116	25.4
180 - 209	53	11.6		39		8.6	92	20.2
210 - 239	21	4.6		. 21		4.6	42	9,2
240 - 269	19	4.2		12		2.6	31	6.8
270 - 299	8	1.8		6		1.3	14	3.1
300 -	. 2	.4		3		.7	5	7.7
TOTAL .	263	57.7		193	• .	42.3	456	100.0

-	Public Defender	Private Counsel '
Median:	167.7 days	169.9 days
Tendency Pattern:	68.9%: - 4 - 7 months	65.8%: - 4 - 7 months
Mean:	171.8 days	173.8 days
		•
•		
istoria. Para de la companya		

TABLE 2

Time Interval: Charging Papers to Counsel Appointment '.

Test Variables: Public Defender/Private Counsel

Public Defender

Private Counsel

	verender		Counsel						
No. of Days	No. of Defs.	۰۰ %	-	No. of Defs.		х		Total Defs.	۲,
1-6	8	1.7		14	•	3.0		22	4.8
7-13	39	8,5		61		13.0		100	21.5
14-20	43	9.3		39		8.5		82	17.8
21-27	35	7.6		14	•	3.0		49	10.6
28-34	35	7.6		8		1.7		43	9.3
35-41	25	5.4		6	، د	1.3		31	6.7
42-48	12	2.6		9		2.0		21	4.6
49-55	15	3.3		14		3.0		29	6.3
56-62	13	2.8		4	•	0.9		. 17	3.7
63-69	5	1.1		. 6		1.3		17	2.4
70~	36	7.8		20		4.6		. 56	12.4
Total	266	57.7		195		42.3		461	lina o

	. Public . Defender	Private - Counsel
Median:	29.6 days	18.0 days
Tendency Pattern:	44.1%: 1 & 4 weeks	50.8%: 1 & 3 weeks
Mean:	38.0 days	30.8 days
		en e

TABLE 3
POSTPONEMENT REASONS:

IMPACT ---- ALL CASES

Reasons for Postponement	Percent of Total Cases Postponed	Percent of Impact Cases Postponed
Illness or death in family of defendant Illness or death in family of defense attorney Illness or death in family of defense witness Illness or death in family of state witness Defense attorney striking appearance Defense attorney new in case Defense attorney prior commitment Defense attorney in another court \(\) Defense attorney in another court \(\) Defendant not served or writ issued Defendant not brought from BCJ or DOC Defense witness not served State witness not served State witness not available \(\) State witness not available \(\) Guilty plea withdrawn or refused Plea bargaining in progress Consolidation Clerical error New evidence/witness discovered by defense New evidence/witness discovered by state Case could not be reached Insanity plea filed Polograph test to be administered Defendant granted severance Defendant without legal representation Insufficient notice of trial date Inclement weather Miscellaneous	4.2 5.6 3.1 0.6 2.6 5.2 1.8 0.0 15.8 0.7 3.0 4.4 1.6 13.3 1.1 0.3 1.1 0.3 1.0 1.0 3.3	2.0 3.0 10.0 8.0 7.0 14.0 3.0 1.0 4.0 12.0 1.0 14.0 2.0 1.0 1.0 1.0 1.0
TOTAL	100.0	100.0

TABLE C
Location of Impact Defendants and Co-defendants

Location	Number	Percent
Jail or DOC	56	52.9
Bail	29	27.3
Own Recognizance	4	3.8
Cannot Ascertain	17	16.0
TOTAL	106	100.0%

DISTRIBUTION OF DAYS PRIOR TO TRIAL: IMPACT POSTPONEMENTS

Reasons for Postponement (in percent)

BE	AYS EFORE RIAL	7	2	3	4	5	6	7	8	9	1 10	77	12	1 73	14	1 15	1 16	! 17	18	1 19	TOTAL
	0	1%	1%	5%	4%	1%	8%	3%	1%	1%	5%	1%	3%	1%	1%	14%			1%	7%	58%
1	I - 5	1%		5%	3%	2%	3%			2%	. 4%	·						1%		4%	25%
6-	-10		2%		1%		1%			1%	1%						2%			•	8%
11-	-15					1%	1%														2%
16-	-20					2%	1%				2%		•							:	5%
21-	25		t			1%			•		•			1%						;	2%
ТОТ	AL	2%	3%	10%	8%	7%	14%	3%	1%	4%	12%	1%	3%	2%	1%	14%	2%	1%	1%	11%	100%

IMPACT CASES: November 1973 - May 1974

Reasons for Postponement

- 1. Illness, etc. of defendant
- 2. Illness, etc. of defense attorney
- 3. Illness, etc. of state witness
- 4. Defense attorney new in case
- 5. Defense attorney prior commitment
- 6. Defense attorney in another court
- 7. Defendant not brought from BCJ or DOC
- 8. State withese not served
- 9. Infance withous not available
- 13. State witness not available

- 11. Guilty plea withdrawn or refused
- 12. Plea bargaining in process
- 13. Clerical error
- 14. New evidence/witness discovered by Stat
- 15. Case could not be reached
- 16. Insanity plea filed
- 17. Polygraph test to be administered
- 18. Insufficient notice of trial date
- 19. Miscellaneous

TABLE 5

Time Interval:

Arrest to Disposition

Test Variables:

Postponements/No Postponements

Postponements No Postponements

	Postpo	phements		No Postponements				
No. of Days	No. of Defs.	%		No. of Defs.	х		Total Defs.	0/ /2
1 - 89	7	.2		15	3.2		16	3.4
90 - 119	2	-, 4.		. 43	9.1		45	9.5
120 - 149	10	2.1		90	19.0		100	21.1
150 - 179	35	7.4		84	17.8		119	25.2
180 - 209.	39	8.2	·	60 .	12.7		99	20.9
210 - 239	24	5.1		20	4.2		44	9.3
240 - 269	. 16	3.4		15 (3.2		31	6.6
270 - 299	8	1.7		6	,1.3		14	3.0
300	0	.0		5	1.1		5	1.1
TOTAL	135	28.5		338	71.5		473	100.0

-	Postponements	No Postponements
Median:	195.5 Days	157.5 Days
Tendency Pattern:	54.8%: - 5 - 7 months	51.5%: - 4 - 6 months
Mean:	198.1 Days .	161.6 Days



SURVEY OF 300 IMPACT DEFENDANTS WHOSE CASES WERE DISPOSED OF BY MAY 31, 1974

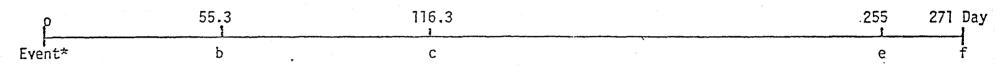
Disposition	Higher than average number of days*	Lower than average number of days*	Total Number	Total Percentage
Conviction (Primary)**	36 defendants	18 defendants	54	18%
Conviction				11%
(Secondary)** Plea guilty	12	20	32	
(Primary)** Plea guilty (Secondary)**	23	17	39	13%
Not Guilty	15 7	24	29	. 10%
Nolle pros/stet	42	54	96	32%
Other (declared insane				
abated by death, etc.)	3	7	10	3%
Totaļ	138	162	300	100%

^{*}The average number of days here represents approximately 165.5 days from arrest through disposition. This average was developed on the 300 defendants herein surveyed for the MCCCJ Report.

^{**}The primary conviction is defined as a conviction of a defendant on a primary charge; a secondary conviction is a conviction on a lesser related charge.

SUPREME BENCH OF BALTIMORE CITY: CRIMINAL PROCESSING INTERVALS

A. STUDY: 1972 Impact type defendants - September, 1972 Indictments/Informations (100 defendants)



B. STUDY: 1973-74 Impact type defendants - September, 1973 - March, 1974 Indictments/Informations (504 defendants)

0	17.4	54.7	87.6	101	159.3	172	Days
1	1		1	_!	 	3	
Event	a	b	С	d	е	, f	:

C. OBJECTIVE

* Code

a = Preliminary hearing; b = charging papers filed; c = arraignment/counsel filing;

d = date trial is set; e - trial date; f = disposition date

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts -- Probation Department Project

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Parole and Probation

Project Director: William L. Quirk, Area Administrator

Date of Award: June 26, 1973

Federal Award: \$78,778 (adjusted to \$71,778)

II. HISTORY OF PROJECT'S DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to courts program. The purpose of the courts program in the Impact Plan was to add two courts for the express purpose of handling impact and impact related offenders. The tie between this "Court Component" of the Impact Plan and the overall impact goal "to reduce crime" was based upon the premise that speedier trials would have a direct effect on the reduction of crime in that the more closely the punishment follows the crime, the greater opportunity exists for the deterrence of criminal activity.

Four grant proposals were developed for the purpose of adding two criminal courts to the Supreme Bench of Baltimore City. Included in this package were requests for all support personnel necessary for the effective operation of these courts. On May 31, 1973, the Commission approved grant applications for the Supreme Bench of Baltimore City, the Public Defender's Office and the Division of Parole and Probation.

Mayor's Coordinating Council on Criminal Justice, Impact Courts Program Evaluation Report, p. 1. (Baltimore, Maryland, 1974).

This report is on the Probation component of the overall High Impact Program. Prior to implementation of the Probation Program, the applicant indicated that there were two considerations for the project. These were: (1) that the possibility existed for less tension in the Baltimore City Jail if the Court component could provide for the more expeditious handling of impact offenders; and (2) that there also existed a greater likelihood for criminal charges being proven since witnesses are generally more available sooner after crimes have been committed. Probation scrvices would also be needed for pre-sentence reports.

III. PROJECT IMPLEMENTATION

On June 26, 1973, the State's Department of Public Safety and Correctional Services was notified of a federal grant award of \$78,778 to provide probation services to the Impact Courts. The project was to provide additional presentence investigations and the intensive supervision of impact offenders.

On June 28, 1973, the award was accepted by the Department's Secretary of Public Safety and Correctional Services and the project was implemented as of July 1, 1973. Between that date and November 1, 1974, staff were employed and trained to perform services as described in the original grant proposal. No other delays were experienced during this time period.

IV. PROJECT OPERATION

The first year application approved by the Commission provided funding for the following positions: 1 Section Supervisor I, 6 Parole and Probation Agents and 2 Clerk Typists I. Federal funds were also used for rent, travel, consumables, and telephone services.

The overall High Impact Court Program was designed to meet eight major objectives, most of which related to various time intervals between arrest and disposition. The primary objective established was to assure a maximum of 90 days between initial arrest and final disposition. This goal, was not obtained during the project's first year. Most of the reasons for this goal not being achieved are discussed in the Past Progress Report on the High Impact Courts project. It should initially be pointed out, however, that delays encountered in meeting this overall time objective are not the direct result of the operation of the Probation project. This project appears to have achieved its initial objective of "completing pre-sentence reports within 14 days after a request is made by the judiciary." Statistics indicating this result have been collected through two different sources. The first was drawn from records maintained by the project director on all requests made for presentence reports (Table 1). This showed approximately 12.0 dyas for the average time of this interval as measured between the time the request was received by the Unit and the time the report was forwarded back to the trial judge.

A second report completed by MCCCJ on the overall operation of the High

Court Program indicated that pre-sentence reports were filed within 16 days for 81 percent of all impact cases surveyed (Table 2). It should be pointed out that this study relied substantially on information found within the Clerk's Office where it was reported that some inconsistencies existed with regard to the filing of pre-sentence reports. There is some question as to the validity of the second report's 16 day average because of this fact. Additionally, only 32 cases were reported on which may not be an adequate sample of the overall caseload.

Another indicator of the project's overall effectiveness is the frequency of the use of the project staff to complete pre-sentence reports by the judges of the Impact Courts. With regard to this, the grantee has provided on a monthly basis the number of convictions and the number of pre-sentence investigations ordered (See Tables 3 and 4). In a four month period prior to the program becoming operational (July 1, 1973 through November 1, 1973), the courts asked for pre-sentence investigations in approximately 42 percent of the cases disposed of (80 investigations out of 187 convicted). For a period of eight months after the program started, this rate climbed to approximately 93 percent (206 investigations ordered to 221 convicted).

The Division of Parole and Probation uses a caseload allocation system based in part on the American Correctional Association suggested caseload and pre-sentence investigations standards for probation officers. Based on this system, the project staff have the capability of producing of 60 pre-sentence reports a month. To date the project has averaged approximately 26 reports a month. While this represents only 43% of total unit capacity, as noted previously, 93% of the persons convicted are having pre-sentence reports completed on them. Part of the reason for the small absolute numbers of investigations each month is the operation of the Impact Courts. The Impact Courts have been designated "jury courtrooms" and very few cases are being disposed of at least in relation to other courts which are considered "non-jury". Often it has been reported by the grantee that an Impact Court has been tied up several weeks in the disposition of a serious homicide case. As a consequence this has led to a relatively small caseload which in turn has created light workload for agencies that are designed to provide support services.

This workload situation should be carefully reviewed in any year of subsequent funding in order to assure effective use of manpower resources.

Table 5 indicates the number of cases in which the pre-sentence report recommendations were followed by the sentencing judge. In approximately 87% of the cases the recommendations of the probation staff were followed (140 of 160 total recommendations). The judges followed the project staff's recommendations 75% of the time with regard to probation (53 out of 70 cases) and 97% of the time in those cases involving recommendations for institutionalization (87 out of 90).

The significance of these results are not decisively known at this point in time. This is due to the fact that similar data elements were not maintained prior to the program's initiation. However one particular change may have occurred as a result of this program. This is noted from a three month report

which was developed by the Criminal Assignment Office during the earlier stages of the Impact Courts. Here it was shown that in 97 instances out of 101 convictions during the three month period the defendant was incarcerated. This occurred while pre-sentence reports were being completed on about 46 percent of the defendants who were being convicted. Nine months later, the project director's report showed that in 160 cases, approximately 104 defendants received incarceration for a total of about 65%. This occurred while pre-sentence report coverage was well over 90% level for these two courts.

In all, this sugggests some possible change may have occurred in the rate of incarceration as a result of this program. however, it should be clearly pointed out that the statistical "match-ups" are not the same and therefore the only analysis that can be made is that this could be an indicator of the project's impact. The project director should continue to evaluate this aspect of the program so that any future trends can be realized.

A second activity of the project staff is the provision of intensive supervision for all defendants who have been placed on probation with the exception of those individuals who qualify for intensive service in some other established project. The chart below gives the total caseload status of the project as of September 10, 1974:

Number of Active Cases			Total	Total	Total	Grand			
Per Agent			Active	Inactive*	Terminated**	Total			
8	10	11	6	8	8	51	6	2	59

*Included theraputic communities and lock-ups.

**Included 1 death and 1 violation pending.

The average active caseload per agent approximated 8.5 cases during the first year of operation. The recommended average in the grant application was 20 cases per agent. Thus it seems to indicate that the program is operating at about 42.5 percent of its supervision capability. This segment of the program should generate a larger number of clients as additional cases are put under supervision. This aspect of the project's operation should also be closely monitored along with the pre-sentence segment so that the overall delivery of services are examined on a periodic basis.

Another measurement of the supervision portion of the program is the occurrence of recidivism. This should include at a minimum, the client's complete profile (including age, sex and race), the length of time in the program and a comparative analysis of crimes committed by enrollees both prior to and after termination from the program.

With regard to this, the project director examined 52 active cases on September 25, 1974. (Note: One more case was evidently added since the breakdown per agent was submitted above.) By crime type, this caseload showed nine murderers, six rapists, nine burglarers, 21 robbers and seven individuals who had committed serious assaults. Of these, 13 individuals were rearrested during the project's first year. This represented about 25% of the active caseload.

The following is a breakdown of the individuals who were rearrested by original offense, subsequent offense and final disposition:

Original Offense	Subsequent Offense	Disposition
Robbery	Disorderly conduct; Malicious Destruction of Property	Dismissed
Robbery	Public Intoxication	Probation without Verdict
	Robbery with Deadly Weapon	Pending
Robbery .	Pickpocketing Shoplifting	Dismissed Dismissed
Robbery	Larceny Unauthorized Use	Pending Pending
Robbery	(3) Breaking & Entering Possession of Marijuana	Pending Pending
Robbery	Assault	Guilty, \$50 and costs
Burglary	(2) Breaking & Entering Auto Larceny .	Guilty, sub curia Pending
Eurglary	Disorderly Conduct	6 months probation
Burglary	Burglary	Pending
Murder	Armed Robbery	Guilty, 7 years
Rape	Burglary, Disorderly Conduct	Pending
Rape	Assault, Resisting Arrest Arrest, Filing False Report	Pending
Assault	(2) Glue Sniffing	(1) Stet (1) 18 months probatio

V. ANALYSIS

The program is meeting its stated objective of developing pre-sentence reports within 14 days. Difficulties did occurr in the initial phase of the program because some judges were not fully aware of the program or utitlizing its resources, but this problem seems to have dissipated in recent months. In June 1974, 23 of the 24 people convicted had pre-sentence work-ups.

The commission staff review indicated that the most serious problem with this project is low volume of cases. This issue should be monitored closely, if subsequent funding is granted. The project by the Division of Parole and Probation standards is only operating at about 45% of its investigatory and supervisory caseload.

A second Commission staff concern was the lack of follow-up data on the clients in the program or terminated from the program. This information should be collected on a regular basis if any subsequent year of funding is provided.

An interim audit was conducted in August 1974 and no financial exceptions were taken. When the final audit report is completed, the grantee should implement any of its recommendations if subsequent funding is granted.

TABLE 1

Pre-Sentenco Activities - Completed July 1, 1973 through October, 1973

		•		•	
Month	Part I	Part II	Total	Average Time	Comments
uly 1973	12	14	26 ·	13.3 days	li exceeded 14 days
ugust 1973	8	13		20.1 days	13 exceeded 14 days
eptember 1973	7	10	17	20.4 days	12 exceeded 14 days
october 1973	4	15	16	23.3 days	ll exceeded 14 days
				•	
Total	31	49	80	19.3 days	40 exceeded 14 days
•		•			•

Pre-Sentence Activities - Completed November, 1973 through April, 1974

	• , •	•	And the second	• .	and a section of the section of the
Month	Part I	Part II	Total	Average Time	Comments
ember 1973	13	7	20	12 + days	O exceeded 14 days
ember 1973	2 .	10	12	9.2 days	O exceeded 14 days
mary 1974	15	12.	27	11.5 days	O exceeded 14 days
ruary 1974	9	16	25	12.4 days	. O exceeded 14 days
ch 1974	8	16	24	13.0 days	O exceeded 14 days
11 1974	18	21	39	· 13.7 days	(See footnote)
•			•		
Total	65	82 .	147	12.0 days	None exceeded lh days

lote: One report was prepared and ready for delivery to court within 1h days. Even though the court ordered that this report be held by the agent for a total of 38 days, in this instance we completed the average time to account for the fact that the report was ready within the required time.

TABLE 2

Time Interval: PRESENTENCE REPORT REQUEST DATE-FILING OF PRESENTENCE RPT.

. Test Variables:IMPACT COURT/NON IMPACT COURT

	IMPACT (COURT	 NON-IMPACT C	Τ.			
No. of Days	No. of Defs.	Z	No. of Defs	%	•	Total Defs.	<u>%</u> 5.4
0-10	1	0.8	6	4.6		7	5.4
11-13	. 8.	6:2	8.	6.2		16	12.3
14-16	17	13.1	19	14.6		36	·27.7
17-19	.0	0.0	10	7.7		10	7.7
20-22	1.	0.8	16	12.3		17	13.1
23-25	0	0.0	10	7.7		10	7.7
26-28	0	0.0	11	8.5		. 11	8.5
29-31	2	1.5	- 9	6.9	,	11	8.5
32-34	0	0.0	6	4.6		6	4.6
35-	.3	2.3	-3	2.3		. 6	4.6
TOTAL	32	24.6	98	75.4		130	100.0

francisco de la constitución de	IMPACT COURT	NON-IMPACT COURT
Median:	15.2 days	21.9 days
Tendency Pattern:	53.1%: 14-16 days	56.1%: 14-25 days
Mean:	17.5 days	20.9 days

TABLE 3

- CONVICTIONS AND PRE-SUNTENCE DIVESTIGATIONS

JULY TIMOIGH DESCRIBER, 1973

	Pins	ONS CONVI	CTED	PRE-SERTINGE INVESTIGATION ORDERED			
	. · PART I	PART II	LATOT	PART I	PART II	TOTAL	
JULY 173	26 .	26	52	72	3 14	26`	
AUGUST 173	25	25.	50 -	8	13	21	
SEPT. 1 73	_ 12	23	35	7	10	17	
october 173	13	27	Ţ0	, 4	12	. 16	
HOVENDER 173	20	14	24	13	, 7	20	
drominer 123	. 8	7	15	2	10#	12	
•							
TOTAL	. 104	122	226 (100%)	146	66 .	(49%)	

^{*} In some instances persons were convicted on or near the last day of the month but the Pre-Sentones was ordered during the early part of the next month.

TABLE 4

- CONVICTIONS AND PRE-DENTEHOR DIVERTEDATIONS

JANUARY THROUGH JUNE, 1974

	PEN	SONS CONVI	CTID	PRE-SENTENCE DIVISTIDATIONS ORDERED			
	Part I	PART II	TOTAL	PART I	PART II	TOTAL	
JANUARY 17/1	16	13	29	15	12	27	
FRONDARY 174	7	70	17	9	16	25#	
MARCH174	12:	20 1	. 32	10	17	27	
APRIL 174	: ::17	21	. 38	18	16	34	
MAY 174	16	26	42	: 18	20 :	38	
JUNE 174	75	. 12	5/1	. 12	n.i	23	
TOTAL	80	102	(100%) 185	82	92	17h (96%)	

[#] In some months pre-nentences were ordered in cases which were hold sub-curis as to verdict as well as to disposition. Therefore, technically, these defendants were not yet convicted; hence, the number of investigations expects the number of persons convicted.

TABLE 5

RELATIONSHIP BETWEEN DISPOSITIONS AND RECOMMENDATIONS IN PRE-SENTENCE REPORT (AS OF 6/30/74)

* 1 . 1		DEFEN	DANTS*	ALCOMEM FOLL	
PART I TOTAL 71.	RECOMENDATIONS	number	PERCENT	กระสาบาน	PERCENT
	FOR PROBATION	29	भाद	23	79%
	AGAINST PROBATION (OR FOR OTHERT)	42	59%	Ца	97%
PART II .		DETEN	DANTS*	RECOMMENT FOLL	
TOTAL 89	RECCUENDATIONS	MUMBER	PERCENT	nomera	PFROTE
	FOR PROBATION	liz.	46%	30	73%
	AGAINST PRODATION (OR FOR COMMIMENT)	148	54%	1.6	96%
BOTH COURTS		DETEN	DELTS*	RECOISIEM FOLL	
- TOTAL 9:3%	RECOMENDATIONS	सार केहर	PERCEIT	manair	PEROFUE
	FOR PROBATION	70	. एएड .	53	75%
	AGAINST PROBATION (OR FOR COMMITMENT)	90	. 56%.	87	97%

^{*}Defendants mean the total number of recommendations made.

I. GENERAL INFORMATION

Project Title: Reception, Classification, Diagnostic and Treatment System -

Impact

Applicant: Baltimore City

Implementing Agency: Baltimore City Jail

Project Director: Calvin Lightfoot

Date of Award: March 22, 1974

Federal Award: \$68,293.00 Adjusted \$46,800

II. HISTORY OF THE PROJECT'S DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to classification and treatment of offenders.

This project was designed to provide a reception, diagnostic, classification, and treatment system at the Baltimore City Jail. No formal systematized method for classifying incoming individuals existed at the City Jail prior to the awarding of this grant. Detainees were housed based primarily on the amount of their bail, leading to the non-homogenous grouping of detainees. Processing in excess of 20,000 individuals per year, the need for a classification system was readily apparent. A Federal Court decision, known as the "Kaufman Decree" indicated that a comprehensive treatment plan should be instituted at the City Jail and jail authorities in attempting to bring the jail into compliance with the decree, formulated a plan for a reception, classification and diagnostic unit similar in structure to the unit operating in the Maryland State Division of Correction. A major problem in the planning of the grant was the acquisition of suitable physical space that would allow all components of the project to operate in close proximity. It was determined that the entire first floor of the South Building, as well as the receiving area, could be utilized with minimum renovation to meet the needs of the project.

III. PROJECT IMPLEMENTATION

On March 22, 1974, the Governor's Commission on Law Enforcement and the Administration of Justice under the provision of the High Impact Program awarded

a grant in the amount of \$68,293 to the City of Baltimore to implement the Reception, Classification, Diagnostic, and Treatment System project. The amount of this award reflected funding to September 1974, when all Impact projects were to be considered for refunding. The grant was accepted on April 9, 1974. This award was further adjusted to \$46,800 on July 1, 1974 to reflect the partial first year of Impact funding for this project.

The original scheduled project commencement date was May 1, 1974. However the program's actual commencement date was June 1, 1974. The project is not operational and presently is in the development stage.

The project did not begin on schedule for the following reasons: (1) Renovation difficulties were experienced due to the slow process of submitting work orders, bidding procedures, and the awarding of contracts; (2) Delivery of equipment has been slow with an average waiting time of 10 weeks. Equipment has either recently arrived or expected in the near future; (3) Difficulties have been experienced in hiring staff. Ten staff positions were funded in the grant, however, only five positions, a director, a senior stenographer, a clerk typist, and 2 part-time physicians, were approved by the Board of Estimates. All other positions, 4 social workers and a psychologist, were deleted because the Board of Estimates felt that these positions were adequately staffed with existing jail personnel; and (4) Additionally a dispute over the salary for the director has caused some delay in filling that position and the time consuming process of review by the Board of Estimates and subsequent civil service procedures have delayed the hiring of staff approved by the Board of Estimates.

Renovations have recently begun and equipment is slowly arriving. Staff-ing problems continue to exist and only two staff positions are presently filled. Ten staff positions were established by the project: Director; Psychologist; Social Worker (4); Part-time Physicians (2); Senior Stenographer; and Clerk Typist.

A clerk-typist and one part-time physician have been hired. A correction lieutenant with 11 years experience, is currently filling the position of acting director. The issue of the director's salary has been resolved and the individual is expected to assume the position of director. Difficulty in obtaining a qualified person to fill the senior stenographer position is due in part ot the shortage of individuals qualified under civil service for this position and the reluctance to work at the City Jail. The Director proposes to down grade this position to clerk-stenographer to increase the pool of qualified applicants and also provide promotional aspects to this position. City Jail Authorities with assistance from the Mayor's Coordinating Council propose to resubmit for approval to the Board of Estimates the five social worker and psychologist positions denied at an earlier hearing. Staff in these positions are essential to the operation of the project. To staff the project with existing City Jail personnel in these positions, while not replacing them with similar personnel, would constitute a supplant under federal financial regulations. a last alternative, the Director indicated that existing personnel would be utilized to institute the program and these five positions would be withdrawn from Federal grant award. Although this alternative would allow the project

to operate at full staff strength, the normal follow-up and treatment services provided by the current City Jail social work staff would cease to exist, thus seriously hampering jail treatment services.

It is anticipated that in-service training for all staff as to the operation of the project will be conducted when staff is hired. Several special conditions attached to the original grant award have not been resolved to date primarily due to the staffing difficulties outlined above. These special conditions are:

- 1. That a detailed project evaluation design be submitted within 60 days of award date.
- 2. That the grantee meet with Commission staff, the Division of Correction, and the Division of Parole and Probation, to set-up procedures so that the project can support the development of presentence reports and the activities of the State Classification Center.
- 3. That the implementing agency coordinate with the Supreme Reach Pre-Trial Release program to maximize coordination and development of pre-trial release information.
- 4. That inclusion of classification data be subject to Commission staff approval and be in accord with State Data plans.
- 5. That impact offenders receive priority but all offenders receive services to the extent possible.

Preliminary contacts with the City Pre-Trial Release Division, State Division of Parole and Probation and the State Division of Correction have been made by the Project Director. Development of a statistical evaluation format and data collection forms by the project staff is progressing but has not been finalized. Full project implementation is estimated by the end of October, 1974 at which time resolution of these first year special conditions is expected.

IV. PROJECT OPERATION

The approved adjusted award was distributed as follows:

	Federal Share	Local Share
Personnel and Benefits	\$36,200	•
Equipment (Office)	4,975	
Travel	600	
Consumables	1,500	
Other Expenses (Telephone, Renovation)	3,200	\$ <u>5,200</u>
Totals	\$46,800	\$5,200

Two budget modifications were submitted by the grantee. On September 5, a budget modification was approved to upgrade the position of Director from Civil Service Grade 39, entrance level, to Grade 39, Step 4. This request was made in order to provide an opportunity for the acting director, to assume the director's position without penalyzing him financially. On July 10, 1974 a budget modification was approved allowing for the deletion of one desk, chair, and dictaphone and the addition of 3 file cabinets and 3 air conditioners.

The objectives of the project were:

- 1. To plan, develop, and implement a comprehensive classification, diagnostic, and treatment system for impact offenders.
- 2. To develop treatment models based upon the needs of the inmates to include, educational, medical, social, and psychological services.
- 3. To develop evaluation techniques substantiated by real data to aid in the planning of future jail operations and the establishment of positive treatment programs.
- 4. To develop comprehensive follow-up techniques to determine recidivism rates and offender needs.
- 5. To develop techniques for further research.

Little has been accomplished in achieving these objectives due to the delay in implementation of this project. The grantee has begun to plan and develop the comprehensive, diagnostic and treatment system for impact offenders, however because of the problems outlined previously has failed to implement the system (Objective 1). Additionally, preliminary data collection forms have been developed to provide information to the On-Line Computer System (Objective 3). However, because staff have not been hired, achievement of the other objectives had not occurred (Objectives 2, 4, and 5).

V. ANALYSIS

Although the need for a comprehensive classification and treatment system at the Baltimore City Jail is evident, the implementation of this project has been subject to excessive delay. The implementation of this project is critical to the operation of the On-Line-Jail System and any future work release program planned at the City Jail. Staffing problems and personnel procedures require the coordination of Jail and City authorities if this project is to become fully operational in the near future. Until such problems can be resolved, the areas of evaluation design, future programs and planning, and the input of the classification, diagnostic and treatment information into related criminal justice agencies will have to be unaddressed. Upon full implementation of this project, project staff should meet with Commission staff and staff from related agencies to determine procedures for information sharing, evaluation, and data gathering.

An interim audit through July 31, 1974 was conducted by the Commission staff. The audit indicated that at that time a total of \$724.10 had been expended for consumables and equipment, and \$3,469 for project staff salary. No audit problems were determined.

PAST PROGRESS

GENERAL INFORMATION

Project Title: On-Line Jail System

Applicant: Baltimore City

Implementing Agency: Baltimore City Jail

Project Director: Charles Frederick

Date of Award: March 22, 1974

Federal Award: \$78,101 Adjusted to \$66,135

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to classification and treatment of offenders.

The development of this project was originally referenced in Chapter 8 of the Baltimore City Impact Plan relating to an automated jail inventory and control system for the City Jail as part of an overall classification and treatment system.

The Baltimore City Jail houses approximately 1,150 persons remanded by hearing commissioners and judges of the courts. Of these inmates, 95% are awaiting trial. The number of individuals passing through the jail each year results in a massive record-keeping problem. Controlling the status and location of each inmate, date of court appearance, or date of release has become so complicated that accuracy of information has suffered. Key problems identified by the applicant in the present system were: (1) inability to produce comprehensive data for research on impact offenders; (2) inability to locate inmate records by any numbering system or alias due to alphabetical filing; (3) inability to retrieve historical records of former inmates; (4) difficulty in providing prisoners to the courts in a timely fashion; (5) lack of inmate population data for forecasting and budgeting of supplies, equipment, and manpower; and (6) unwarranted detention of prisoners and release of incorrect inmates.

The applicant requested Federal funds for an On-Line Jail System that would provide a computerized record of each inmate in the Baltimore City Jail with the ability to update data on events such as court appearances, discharge and transfer. They wanted a system that would be supported by an IBM 370/145 computer at the Bureau of Management Information Systems and linked to seven communication terminals at the City Jail. Funds were requested as part of the Baltimore City High Impact Program.

- III. PROJECT IMPLEMENTATION

On March 22, 1974, as award of \$78,101 was made by the Governor's Commission on Law Enforcement and the Administration of Justice under the High Impact Program to the City of Baltimore for implementation of an on-line computer system at the Baltimore City Jail. The award was accepted on March 28, 1974 by the grantee. This award was adjusted to \$66,135 on July 1, 1974 to account for partial first year funding through September 1974.

The originally proposed project commencement date was May 1, 1974, but full implementation of the project is not expected until late September 1974, due to delays in receiving computer hardware. Approximately 50-75% of necessary equipment has arrived. However, the system can now become partially operational with 4 of the maximum 7 terminals and it is anticipated that operations with 4 terminals will begin by the end of September 1975.

Staff positions Federally funded under this grant included: a Senior Management Analyst, two Computer Operators, a Senior Programmer, a Court Liaison Officer, a Programmer, and four Data Entry Technicians.

All personnel except the two computer operators were hired and meet with original job specifications as outline in the grant application. The two computer operators will not be required until the project is fully operational, however, the applicant is recruiting presently for these positions. The four data entry technicians would receive in-service training in the operation of the system and necessary data entry procedures from the project director and the senior management analyst.

Several special conditions attached to the grant award deal with implementation phases of the project and have not been resolved. These special conditions include: (1) that a detailed project evaluation design be submitted within 90 days of project implementation; (2) that utilization rates be maintained for all terminals, tape discs and drive, and batch equipment; (3) that the project conform to all LEAA security and privacy regulations and comprehensive data plan guidelines; (4) that the project not participate in the development of criminal histories files until a State plan for these files is developed; and (5) that the project maintain the data needed for State and LEAA data systems to the extent possible. Upon project implementation the grantee and Commission staff will meet to resolve these issues.

IV. PROJECT OPERATION

The grantee's project budget totaled \$71,533 in Federal share, and \$7,950 in local cash match. The project was budgeted as follows:

	Federal	-	Local
Personnel and Benefits	\$45,100		
Equipment (Computer Hardware)	25,133		\$7,950
Consumables (Computer Tape, Paper)	1,300		

On August 21, 1974, approval was given to a budget modification adding four data technician positions to the original grant. These positions had not been included in the original grant proposal due to an error in the original project design. These additional personnel are required to enter jail inmate information via a telecommunications terminal to the computer.

According to the grantee the amount of data to be entered into the system and the necessity for 24 hour coverage made these positions essential to the operation of the project.

The objectives of the project are:

- 1. To provide a computerized record of each inmate in the Baltimore City Jail updated to reflect on events such as court appearances, discharge, or transfer to another institution.
- 2. To provide inmate population data and projects for forecasting and budgeting personnel, supplies and equipment and to aid in administrative/managerial decisions.
- 3. To provide timely delivery of inmates to the courts.
- 4. To provide a more accurate filing system to avoid errors in inmate releases and the ability to locate inmates by a standard numbering system.
- 5. To provide for retrieval of historical records of former inmates.
- 6. To provide for jail research activities.

These objectives are dependant upon full implementation of the project and, therefore, have not be achieved at this time.

When fully implemented, this project would link with the Supreme Bench Case Scheduling System allowing for automatic updating of detentioner status as a result of decisions made at either the jail or the court. Manual procedures have been established to deal with that portion of the jail population disposed of at the District Court level and future coordination with police systems is anticipated. The information contained on the system would include descriptive data concerning inmate race, sex, date of birth, religion, education, occupation, program, section and cell, bail data, type of bail, amount of bail, judge, arrest charges, arrest number, detainer information, unit information, general institutional information, medical alert information, court appearances, visitors, and dispositions. The applicant has contacted the Department of Public Safety and Correctional Services Data Center staff to assure that the system will be compatible with the State's data system.

A satisfactory evaluation design has not been submitted by the grantee. The original grant was conditioned to include submission of an evaluation design within 90 days of project implementation.

V. ANALYSIS

This project would provide much needed assistance in the day to day inhouse management procedures of Baltimore City Jail. The courts would also benefit by the increased accuracy and prompt delivery of persons to hearings and trials. Although the project has been slow in achieving full implementation status, the grantee cannot be faulted for the equipment vender's delay

in delivering equipment critical to the project's operation. While programming and preliminary planning steps have been completed, the test runs with the final program remain to be completed. The grantee is prepared to proceed with the equipment now available and install remaining equipment when it is delivered. The project has been receiving good support from the Baltimore City's Bureau of Management Information Services. The project is tied in to the implementation of the City Jail Reception, Diagnostic, Classification and Treatment System in that staff of that project will process and gather information on incoming individuals for input into the on-line system. This project has also met with program delays. Jail authorities have assured the Commission staff that full implementation will occur in time to meet the needs of the On-Line System.

An interium audit was completed in August and indicated that the project's expenditures were being properly recorded. At the time of the audit, only \$9,116.68 had been expended.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Jail Bail Review

Applicant: Baltimore City

Implementing Agency: Pre-Trial Release Division, Supreme Bench

Project Director: Richard O. Motsay

Date of Award: March 28, 1973

Federal Award: \$45,732.00

II. HISTORY OF PROJECT DEVELOPMENT

In the spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Plan designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to classification and treatment of offenders.

Although there has been an increase in the workload of the Pre-Trial Release Division since its inception in 1970, statistics indicate that a proportion of defendants (including Impact offenders) have not been interviewed for pre-trial release. Jail statistics for October, 1972 indicated that out of a total jail population of 1,714, 507 persons, many of whom were Impact offenders, were being detained and had not been interviewed.

The applicant had indicated that many persons with stable backgrounds, charged with High Impact crimes, are financially unable to pay the cost of bail bonds. They are subsequently detained in jail with accompanying loss of liberty and employment which results in a hard-ship to their families. A similar problem exists for persons considered "poor risks" for pre-trial release and whose detention is later extended by reason of delays in determination of indigency and appointment of counsel.

Additionally, there were problems with the coverage by the Pre-Trial Release Division of the Districts. There were cases which were brought before a bail commissioner for the setting of bail during the hours when no investigator was on duty. Such cases did not receive the benefit of an intensive investigation by Pre-Trial Release staff.

In cases where an investigation was completed, a bail at an appropriate level where it could be met by many individuals was generally established. This process did not account for changes in the background of the defendant subsequent to the initial bail hearing and review.

On January 10, 1973, members of the Jail Board met with representatives of the judiciary, the State's Attorney's Office, the Mayor's Coordinating Council, the Legal Aid Bureau, and correctional and other criminal justice agencies. As a result of this meeting, one recommendation which was requested to be implemented immediately was for the Pre-Trial Release Division of the Supreme Bench to staff the jail in order to pick up High Impact detainees missed in the Districts; to re-evaluate those already seen to determine if their situation had changed; and to make the appropriate recommendations for continued detention, release on bail, reduction of bail, or release on own recognizance. An application was subsequently made to the Governor's Commission on Law Enforcement and the Administration of Justice for federal funding under the Baltimore City Impact Program to establish this pre-trial investigative capability in the Baltimore City Jail. Four pre-trail investigators and a supervisor were proposed in order to interview all persons accused of High Impact offenses who have been incarcerated fifteen days or more to determine if they qualify for release on their own recognizance or reduction in bail. Juveniles held for Criminal Court after Juvenile Court jurisdiction had been waived were also to be interviewed. One investigator interviews clients at the jail with the remaining three investigators verifying information and making recommendations to the court.

III. PROJECT IMPLEMENTATION

On March 28, 1973, the Governor's Commission on Law Enforcement and the Administration of Justice under the High Impact Program awarded a Federal grant in the amount of \$45,732 to the City of Baltimore for implementation of this project. The award was accepted by the grantee on April 4, 1973. The project was implemented on April 5, 1974 as originally scheduled. The following staff were hired under this grant:

Investigators (4)
Supervisor (1)
Correctional Officer (1) (in-kind)

All positions were immediately filled using experienced personnel functioning within the Pre-Trial Release Division. Currently all positions are filled; however, some turnover in the investigators positions has been experienced. On-the-job training was provided and staff visited a pre-trial release project in Philadelphia to review operations and attended a seminar at the University of Maryland dealing with interview techniques.

All the original award conditions have been resolved by the grantee.

IV. PROJECT OPERATION

The approved federal award of \$45,732 and \$15,683 of in-kind match was budgeted as follows:

	Federa1	<u>In-Kind</u>
Personnel and Benefits Equipment (office)	\$41,946 1,050	\$10,965
Travel (mileage allowance)	936	
Consumables (office supplies) Other (telephone, indirect salary	1,200	
costs)	600	4,718

The first year of project funding terminated on April 4, 1974. In order to provide for the project's continuation until September 30, 1974, funds in the amount of \$17,265 were requested under a continuing resolution. On April 23, 1974, extension of the grant through August 31, 1974, was approved. No budget modifications were requested by the grantee during the first year of the project.

The project provided for four pre-trial investigators to work in the Baltimore City Jail and interview persons accused of an Impact offense who had been incarcerated for fifteen days or more. After the interview, the project staff submit the interview form to project headquarters at the Pre-Trial Release Division to determine if the defendant's circumstances would allow release on his own recognizance or bail reduction. If there was such a change, the project pre-trial investigator prepares all necessary forms and papers for signature by the defendant, and the appropriate court orders. Then if the defendant is released he is given both verbal and written instructions as to his participation in the Pre-Trial Release program.

The objectives of the project as outlined in the application were as follows:

- 1. To expedite the preliminary functions which will assist in the realization of a speedy trial (i.e. following up on indigency affidavits).
- 2. To provide more space at the Baltimore City Jail by reducing population, and thereby increasing the effectiveness of other High Impact projects. In addition, by keeping the jail population down, the grantee felt that the membership enrolled in these programs would be maintained at more manageable levels.

- 3. To reduce the number of Impact offenses committed by releasing deserving defendants according to a ranking system in which the highest priority of cases are those in which there is a minimal likelihood of continued criminal activity.
- 4. To release on bail or own recognizance those defendants who have never been seen and would not have been seen due to lack of manpower of the Pre-Trial Release Division, who would now be investigated because of the added manpower under this grant.
- 5. To expedite the dispositions of those defendants for whom guilty verdicts have been entered but who are being held sub-curia pending a formal sentencing by offering material gathered in the Pre-Trial stages of the case by this Division to the Probation Department.
- 6. To begin (on a very small scale) follow-up check of released defendants to ensure that they are complying with the conditions of their release. Included in this group would be not only high Impact R.O.R. cases, but in addition, those cases in which bail reduction recommendations have been made.
- 7. To reduce the overall jail population, with concomitant substantial reduction in costs of detention to taxpayers.

The grantee proposed the following measures of effectiveness to evaluate the project:

- 1. The percentage of High-Impact jailed defendants that are released on their own recognizance.
- 2. The percentage of jailed defendants that are released through bail reductions.
- 3. The ratio of successes to the total number released. (Note, the grantee defines success as a released defendant who appears for trial, complies with the conditions of release and is not rearrested before trial).
- 4. The reduction of jail population in both numbers and percentages.

Table I illustrates the number and type of cases processed, with resultant court action for the period April, 1973 - March, 1974. Table II illustrates this same data for the period April-June, 1974. During the first year of project operation, 1,967 cases were processed, of which 705 cases (36%) were for non-impact offenses. Although the processing of non-impact offenders was not included in the original goals of the project, the target population was modified by the grantce to include non-Impact offenders at the City Jail. Only those non-Impact offenders that were specifically referred by an attorney, relative, or other party were considered for review. The immediate handling of a non-Impact offender in this manner was though to save time and avoid pre-trial staff demands at a later date. Additionally, the decision to hold bail review hearings for all defendants in City Jail who had not made bail after their initial bail hearing affected the duties of the Jail Bail Review staff. The hearings are held every Monday at the City Jail. These hearings are presided over by the Chief District Court Judge for Baltimore City and all individuals who did not make bail the previous week have their cases reviewed. The project staff interview virtually all those District Court cases who were not able to make bail. The hearings were handled by the Jail Bail staff and included some non-Impact offenders. The Impact cases were generally more involved and complex and consumed a greater amount of staff time than non-Impact cases.

Of the total 1,967 cases processed, 331 (16.8%) were subsequently released on their own recognizance; 295 (15%) have been released on bail as a result of bail being lowered due to project staff recommendations; 1,247 (63.4%) were rejected or denied; and 94 (4.8%) had bail set. A total of 626 detainees at the Baltimore City Jail were thus released due to the efforts of this program. It is unknown how many detainees were released on bail or recognizance prior to the implementation of this program. Therefore, it is difficult to establish the effectiveness of the project over the previous number of persons released. In addition, in 94 cases where there had been no bail, bail was set. outlines the projected versus actual intake rate of the project. The actual number of cases released on recognizance or reduced bail exceeded the first year projection by 194 cases. Monthly fluctuations in the number of cases processed and subsequently released can be attributed to several factors. Following a rapid increase in cases processed by the Jail Bail staff during the initial month of program activity, the Supreme Bench Judges requested that the State's Attorney be present at the time recommendations on Impact offenders were presented to the court. A procedure was established that utilized the Felony Complaint Unit of the State's Attorney's Office as a screening unit for Impact cases and recommendations. During the time required to set up these procedures, the number of cases being processed declined considerably from 114 in April, 1973 to 7 in May, 1973, and 17 in June, 1973. There were additional problems in changing the jail procedures for escorting inmates to pre-trial interviews and some staff turnover within the project. These factors also contributed to the fluctuating monthly case totals. During this period, the City Jail required an officer to accompany an inmate to the Pre-Trial hearing. Often sufficient officers were not available to transport inmates to these hearings.

Recidivist data for the time period April, 1973 to March 31, 1974 for release on recognizance cases was as follows:

Rearrested	Prior to Trial			5
Failure to	Comply With Conditions	of	Release	2
Failure to	Appear for Trial			3
	Defendant Apprehended	1		
•	Fugitives	2		

The total of 10 cases in these categories reflects 3% of the 331 individuals released on their own recognizance. Recidivism data on individuals relreased due to reduction in bail was not available.

The original and subsequent charges for those individuals who were rearrested prior to trial or failed to comply with conditions of release were as follows:

REARRESTED PRIOR TO TRIAL

Original Charge	•	Subsequent Charge
		*
Robbery	•	Robbery
Robbery		Robbery
Robbery		Burglary
Larceny		Assault
Bruglary		Assault

Recidivism data on ROR cases was maintained by the grantee. ROR cases were required to call or report in on a once a week basis. Failure to report or call in resulted in a check of jail intake records, police arrest records and other services until the individual was located. All ROR cases were followed through until disposition of the original charge.

Although a breakdown by offense type for cases processed was kept, no data on releases by type of offense was available. All data was lumped together reflecting Impact, non-Impact offenders, defendants interviewed for the first time, and defendants whose cases were re-evaluated for release. The grantee stated that the time consuming task of keeping this data separate was not possible due to the staff resources available.

While only limited statistical information is available, it appears that the grantee has impacted on some of the project's original objectives. The population of the City Jail has been reduced by up to 626 defendants as a result of the project's operation. Additionally, defendants who had not been previously evaluated by the Pre-Trial Division were interviewed. Lists of defendants for whom guilty verdicts have been entered but who are being held sub-curia have been forwarded to the Division of Parole and Probation in an information sharing effort. It is not clear how useful the sharing of information has been. A telephone follow-up check on all persons released on recognizance, and on lowered bail was made, however, recidivism data was incomplete. Follow-up data on indigency affidavits submitted to the Public Defender's Office and on notifications to the State's Attorney's Office to set jail cases for trial has not been quantified.

Coordination with the State's Attorney's Office, the judiciary, and the City Jail has improved considerably over the course of the project. Problems centering around availability of jail inmates for interviews and the input of the State's Attorney's Office regarding Pre-Trial release recommendations have been resolved.

V. ANALYSIS

As noted previously, the project surpassed the projected numerical goal for releases from Baltimore City Jail. However, it should be noted that this total includes both Impact and non-Impact offenders. A total of 1,967 cases were processed during the first year of project implementation. Dividing the figure into the total project cost of \$61,415 results in a per case cost of \$31.22. Cost for approved releases (626 cases) would be \$98.11 per case released. The project possibly results in cost savings by reducing the institutional population.

The project is consistent with the Commission's objective to decrease pretrial detention in local jails to only those necessary to insure the protection of society or appearance at trial and it appears to be successful in the selection of releasees based on the recidivism data available to date.

Additional detailed evaluation data should be kept by the grantee. As noted previously, it should include as a minimum data on all releasees by type of original charge or crime (i.e., robbery, burglary) as well as recidivist data by original and subsequent crimes. Additional measures of effectiveness that more fully address the stated objectives of the project should be developed in conjunction with a comprehensive evaluation design. Efforts should be made to give priority to the number of non-Impact offenders processed by the Jail Bail staff through increased usage of the pre-trial staff located in the District Courts.

An interim audit was performed on August 23, 1974. The total federal fund expenditures of \$57,571.80 were recorded with one exception relating to equipment purchase.

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JAIL BAIL REVIEW PROJECT YEAR END CUMBULATIVE SUMMARY APRIL 5, 1973 THROUGH MARCH 31, 1974

APPENDIX B

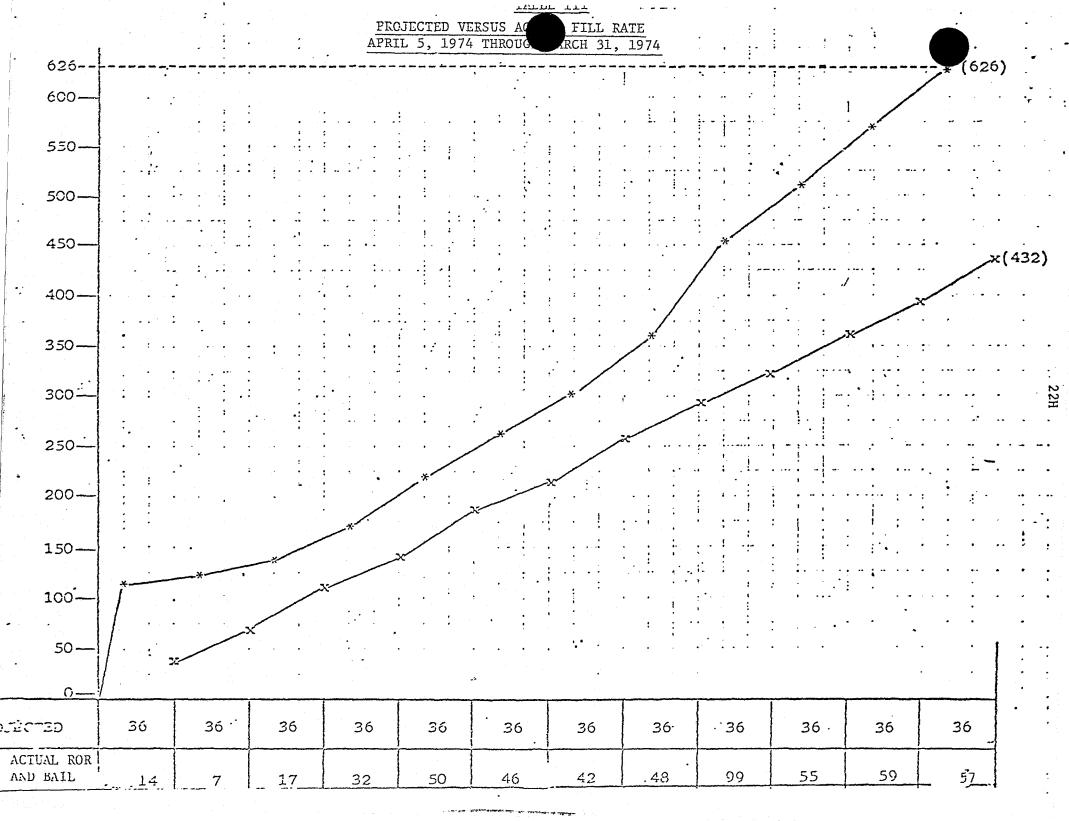
MONTH/YEAR	10011110	DVIDOY ADV	HOUTATE		2000771	000105	FOLDERS		BAIL	22	COURT	BAIL
	ASSAULT	BURGLARY	HOWICIDE	RAPE	ROBEERY	OTHER	PROCESSED	ROR	REDUCTION	REJECTED	DENIED	SET
APRIL,. 1973	31	22	11	10	34	125	233	51	63	110	0	9
MAY' 1973	17	9	9	4	4	13	56·	5	. 2	48	0	1
JUNE, 1973	30	35	28 ·	9	57	57	216	14	3	197	0	2
JULY, 1973	17	18	24	19	59	· 36	173	29	3	141	0	0
AUGUST 1973	20	10	15	22	43	. 38	148	32	18	87	11.	0
SEPTEMBER,	26	11	. 16	15	41	27	136	23	23	82	8	0
OCTOBER, 1973	21	17 .	22	г	19	45	. 132	24	18	78	5 _	7
NOVEMBER, 1973	20	23	11	12	33	52	151	26	22	92.	6	5
DECEMBER, 1973	39	17	21	11	53	117	258	44	55	147	1	11
JANUARY 1974	16	27	24	5	35	.82	189	23	32	117	3	14
FEBRUARY, 1974	27	17	9	17	22	37	139	31	28 .	56	1	23
MARCH, 1974	13	15	9	15	13	66	136	29	28	54	3	. 22
R END TOTAL	277	221	199	147	418	705	1967	331	295	1209		94

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TABLE II

SUMMARY APRIL - JUNE, 1974

HONIH	ASLT	BURG	номо	RAPE	ROB	OTHERS	FOLDERS PROCESSED	ROR	BAIL REDUCT.	REJECT.	DENIED	ĒAL ŠĒ
April 1974	23	19	18	8	34	84 .	186	30	45	83	1	2
May 1971	26	19	13	11	-3 <u>l</u>	86	189	35	30	110	5	. · c
7une 1974	19	17	. 6	10 •	17	71	140	21	28	75	ļi.	1.2
Totals	68	55	37	29	85	241	515	86	103	268	10	45



PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts - Clerk of Criminal Court Project

Applicant: Office of the Comptroller - State of Maryland

. Implementing Agency: Clerk of Criminal Court of Baltimore City

Project Director: Chief Judge of the Supreme Bench

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year Second Year

Date of Award: June 29, 1973

Grant Period: July 2, 1973 - September 30, 1974

Grant Period: October 1, 1974 - September 30, 197.

Approved
First Year's Budget:

Approved
Second Year's Budget:

Date of Award: November 26, 1974

Category	Federal:	Matching Share		Category	Federal Share	Matching Share
Personnel Equipment Consultants	69,985 240	8,358		Personnel Equipment Consultants	61,314 216	7,392
Travel Consumables Rental	4,000		•	Travel Consumables Rental	4,000	₫ ,
Other	1,000			.Other		•
TOTALS	\$75,225	\$8,358	•	TOTALS	\$66,530	\$7,392

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact program designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The plan identified seven major program areas, one of which relates to the courts area. The purpose of the courts program in the Impact Plan was to add two courts for the express purpose of handling Impact and Impact-related offenders. The premise was that speedier trials could reduce crime because the more rapidly the punishment followed the crime, the greater would be its potential deterrent effect on subsequent criminal activity.

Four grant proposals were developed for the purpose of adding two criminal courts to the Supreme Bench of Baltimore City. Included in this package were requests for all support personnel necessary for the effective operation of these courts. In May, 1973, the Commission approved grant applications from the Supreme Bench of Baltimore City, the Public Defender's Office and the Division of Parole and Probation. This project represents one segment of the overall High Impact Courts which relates to positions established in the Clerk of the Criminal Court's office. In all, five clerks are supported by this grant. Two provide essentially direct services to the Impact Courts while the other three are assigned a variety of duties geared for case processing outside of the courtroom.

Last year, the following specific duties were given to the five clerks in this grant program.

Personnel

Courtroom Clerks (2)

Responsibility

Prepares administrative paper work for courtroom proceedings which involve the following daily activities:

Bail Hearings
Habeas Corpus Hearings
Arraignments and Rearraignments
Preliminary Motions
Trials
Sentences
Change of Sentences
Violation of Probation
Post Convictions

Also responsible for recording all in-court activities for docket purposes as well as preparing the appropriate papers for signature.

High Impact Data Processing Auditor (Deputy Court Clerk)

Responsible for reviewing the new case listing, active case listing, case no action report and sub curia listing against the case jacket to determine that the proper entry has been made. Responsible for contacting other agencies to correct any discrepancies noted in the data and make the correction through the terminal.

Deputy Court Clerk (Case Preparation and Assignment High Impact Courts)

Responsible for all aspects of the case preparation section. Coordinate work flow of employees assigned to the speedy and efficient processing of computerized and manual notices for required court appearances.

Responsible for the daily detailed screening and verification of defendant location of high impact cases scheduled in Parts I & II. Is direct liaison with Baltimore City Jail, Division of Correctional Services, and other institutions housing inmates.

Deputy Court Clerk (Support Personnel for Impact Court)

Monitors case folders of daily work assignments to insure that appropriate action will be taken. Serves as prime expeditor in the flow of information to judges, witnesses, law enforcement personnel, etc., with regard to High Impact Courts. Primarily responsible for the entire criminal workload of High Impact cases scheduled in Part I and II.

Responsible for all aspects of the data entry of the High Impact cases, which includes pre-Grand Jury cases from the District Court, and indictments and criminal information from the State's Attorney's Office. Includes reviewing the cases initially to determine that all pertinent information has been included, such as date of arrest, preliminary hearing date, ident number, etc. Responsible for entering appearances, motions, location changes, etc. as the case progresses through the system. Reviews daily docket activity report for correct courtroom dispositions.

IV. ANALYSIS

Measuring the achievements of this project should be done in conjunction with measuring the overall objectives of the Impact Courts. This is given a more thorough review in the Past Progress Reports developed for the courts and Public Defender's projects. The most beneficial result provided by the grant to date is the direct support services it provides for the two specifically designated Impact Courts. It is not possible to determine if all five positions would be absolutely necessary to continue this project without a detailed position analysis.

Two problems have occurred with this project in the past. The first concerned itself with allowability of a sixth clerk position provided in the first year of the grant program. After lengthy discussions with the grantee, it was finally determined that this individual was not within the scope of the project and the position was eventually deleted from this project's budget. The second problem relating to this project concerned itself primarily with the maintenance of adequate time records. The grantee has recently reported that since this problem was brought to their attention (August, 1974), positive steps have been instituted toward collecting these records. An audit conducted in January of this year verified this procedure as being adequate. The grantee should comply with any recommendations made in future audits.

PAST PROGRESS

GENERAL INFORMATION

Project Title: High Impact Courts - Public Defender Project

Applicant: Public Defender's Office

Implementing Agency: Public Defender's Office

Norman N. Yankellow, District Public Defender Project Director:

AND ORGANIZATIONAL BACKGROUND AWARD, IMPLEMENTATION,

Second Year First Year

Date of Award: June 26, 1973

Grant Period: July 1, 1973 - September 30, 1974

Grant Period: October 1, 1974 - September 30, 1975 Approved

Approved First Year's Budget:

gory	Federal '	Matching Share	3, 4 % 1, 3, 1, 1	Category	Federal Share	Matching Share
Personnel Equipment Consultants	\$107,549 18,533	\$ 21,335	v a	Personnel Equipment Consultants	\$135,599 12,000	\$ 16,400 ~
Travel Consumables Rental Other		1,000 4,000 15,693	(In-kind) (In-kind) (In-kind)	Travel Consumables Rental Other		
TOTALS	\$126.082	\$ 42.028		TOTALŚŢ	\$147,599	\$ 16,400 .

Budget Modifications and Explorations: No budget modifications were received on this project for the second year, however, one supplemental award of \$23,000 in federal funds was made on January 14, 1975. The grantee was afforded the opportunity for these funds in the original award to cover the last two months of project funding.

Date of Award:

Second Year's Budget:

November 8, 1974

III. PROJECT OPERATION AND DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to courts programs. The purpose of the courts program of the Impact Plan was to add two courts for the express purpose of handling Impact and Impact-related offenders. The tie between this "Court Component" of the Impact Program and the overall Impact goal "to reduce crime" was based upon the premise that speedier trials would have a direct effect on the reduction of crime in that the more closely the punishment follows the crime, the greater opportunity exists for the deterrence of criminal activity.

Four grant proposals were developed for the purpose of adding two criminal courts to the Supreme Bench of Baltimore City. Included in this package were requests for all support personnel necessary for the effective operation of these courts. On May 31, 1973, the Commission approved grant applications for the Supreme Bench of Baltimore City, the Public Defender's Office, and the Division of Parole and Probation. The grant to the Public Defender's Office is the subject of this report.

Essentially, this project provides five experienced defense counselors and two investigators for the Impact Courts. It should be noted that assignment of the personnel in this program is not directly related to cases disposed in the Impact Courts. By this, it is meant that project staff can be responsible for cases which are disposed in the other ten criminal courts of the Supreme Bench.

Normally, when a case is received in the Office of the Public Defender, it is evaluated by the "duty attorney" as to the type of case it represents, the degree of difficulty involved in a potential defense, and the personnel most adequate to represent the client to be served. Priority is then given toward connecting Impact defendants with Impact attorneys. On several occasions, therefore, it is possible to have an attorney who is not a part of this program, but is actively involved in the defense of an Impact indigent in Parts I and II (the Impact Courts).

All grant conditions and regulations appear to have been met by the grantee within the last year. The exception to this is a special condition which required that the applicant maintain data on postponement requests, disposition of cases and the number of cases appealed on Impact defendants. The project director has stated that this information was not collected by his office because to do so it would become duplicative of the evaluation being conducted by staff of the Mayor's Coordinating Council on Criminal Justice. Subsequent contacts with the inflementing agency has indicated that some of this information is available. (See Paragraph IV below.)

IV. ANALYSIS

The overall Impact Courts Program was designed to meet eight major objectives, most of which were related to various time intervals between arrest and disposition. Three of these objectives may be directly connected to the operations of the Public Defender Program. These include: (1) Objective B: disposing cases within 90 days; (2) Objective C: appointment of counsel within seven days of indictment or information; and (3) Objective E: postponement of cases should not exceed 10 percent of the total number of trials.

As discussed in the Past Progress Report on the High Impact Courts Project, two major reports have been prepared to measure the results of goals assigned to the Impact Courts. The first, Phase I, included all designated Impact and Impact crime category defendants indicted or charged between September 1, 1973 and March 31, 1974 and whose cases had been disposed of by these courts as of June 1, 1974. Approximately 504 defendants were studied in this report. The second evaluation report involved 400 Impact defendants who were charged between April 1, 1974 and December 31, 1974, and whose cases were closed as of March 31, 1975. This report is referred to as the Phase II Study of the Impact Courts.

Both reports indicated that Objective B is not being achieved. The Phase I Report stated that the average time from arrest to disposition was 172 days, or 82 days more than the desired objective. Phase II showed that this time period had increased to 212 days, approximately 122 more days than the original goal. (See Table 1).

This overall time interval from arrest to disposition is also broken out for Impact cases by the type of attorney (i.e., public versus private). Table 2 has been developed by the staff of the Mayor's Coordinating Council on Criminal Justice to show that an Impact case handled by a private attorney takes approximately the same time from arrest to disposition as a case handled by a public defender. (NOTE: The first year report, Phase I, indicated that the public defender cases took about two days longer than privately retained counsel.)

In addition to these overall time interval reports, Phase I and Phase II surveyed the average time between indictment/information and the appointment of counsel in order to compare actual results with the seven (7) day objective (Objective C above). In this area, the public defender entered his appearance approximately 7.2 days later than private counsel during the Phase I Report. Here it was shown that the average time was about 35 days for all attorneys, 38.0 days for public defenders and 30.8 days for private counselors. Phase II showed improvements upon the results obtained in the first year. Approximately 26 days was the average for the overall period in this report with private attorney consuming 27 days and public defenders averaging 25 days. (See Table 2)

Despite the changes made in the second year, difficulties still exist in the attainment of this objective. To a certain extent, a great deal of fault lies with the defendant himself. Often this procrastination in the selection of counsel has delayed the system even further. The result in many instances is that the defendant will end up having chosen the public defender, the person he ignored in the first place.

A third and almost equally important time interval to study is the time it takes from the filing of counsel to the actual trial date itself. Here, in Phase II (Table 2), it was shown that the public defender took longer (by over six days) for this interval. Several reasons may be attributed to this problem. First, a question of postponements could be raised. Unfortunately, no data of this nature was kept (i.e., private attorney postponements versus public defender postponements), and very little in the way of a conclusion can be made on this The second possible reason may be found in the way cases are scheduled. Here it is reasonable to assume that public defenders who have the greater share of criminal caseload activity (as opposed to the private bar), would have less time available for scheduling their cases in the criminal courts. This, in effect, would mean that in some instances public defenders would not be available for scheduling until many months ahead of time. A recent conversation with the project director seemed to bear this problem out in that he reported cases now are being set for the first and second weeks in January of 1976, a period of some 13 to 15 weeks in advance.

Postponements is the third Impact Courts' objective with which this project may have some relationship. A rate of approximately 10% was the level at which the Impact Courts were striving in this area. (Note: The postponement rate was to be measured by comparing the number of postponements to the number of actual trials taking place over any given period of time.) As discussed in the Past Progress Report on the Impact Courts, this objective was not met in Phase I. Approximately 20% of the cases realized a postponement when studied during this period. (Phase II, as of yet, has not evaluated this objective in detail; however, preliminary information has indicated an overall postponement rate of about 35%.)

Some specific points worth noting about the postponement study in Phase I were that 83% of the Impact postponements were requested within five days of trials; 58% occurring on the scheduled day of trial. Particularly distressing were the reasons for postponement in Impact cases. In 14% of the postponements, the defense attorney was in another court; in another 14%, the case postponed has been scheduled, but could not be reached during the court activity of that day; and in 23% of the postponements, the state witness was not available, not served, or there was illness or death in his family. Additionally it should be noted that in 52.9% of the postponements, the defendants were being detained in jail or at the Division of Correction.

In summary, the Public Defender Project was funded to provide effective counsel to every indigent Impact offender appearing before the High Impact Courts. Due to assignment procedures within the Public Defender's Office, it is difficult to ascertain whether or not this goal has been met. The Deputy Public Defender, however, has submitted some information that may be indicative of this project's achievements. For example, 845 Impact cases were handled by the five staff attorneys assigned to this project during calendar year 1974. (Approximately 1,121 Impact cases were handled by all staff of the Public Defender's Office during this same time period.) For the first six months of 1975 (January through June, 1975), 444 Impact cases were handled by project staff while 611 Impact cases were handled by all attorneys.

It is interesting to note that the average cost per case for staff attorneys on this project amounted to \$179.88. In comparison to the average cost per case for panel attorneys, \$218, this amount would seem favorable. (Note: The Deputy Public Defender indicates that the \$218 figure is for all cases paneled at the Supreme Bench level and that if one was to calculate what it takes to panel an average Impact case, it would be closer to \$500 per case.)

With regards to disposition, the Deputy Public Defender has broken the 444 cases handled this year into the following categories:

Guilty Receiving Incarceration	248 Cases	56%
Guilty Receiving Probation	45 Cases	10%
Not Guilty, Nol Prosses, Stets,		
PBV	129 Cases	29%
Case Began With Public Defender		
Transferred to Private Attorney	22 Cases	5%
TOTAL	444 Cases	100%

Postponements were granted for the above 444 cases in about 32 cases (7%). These were further broken down by 14 being requested by the State, six by defense, and 12 were mutual. Appeals were not specifically maintained on Impact cases according to the Deputy Public Defender. However, he has pointed out that in fiscal year 1975, public defenders assigned to the Supreme Bench had about a 13.5% appeal rate or 402 appeals from 2,963 cases handled. This information should be specifically maintained by the grantee if future funding is provided.

The Public Defender Program, it should be emphasized, is only one component in the High Impact Courts. Where objectives have not been met by court projects in the Impact Plan, efforts should be made to improve upon previous deficiencies. This should be done in concert with the staff from the Public Defender Project. Accordingly, meetings should be held among all representatives from criminal justice agencies to discuss the problems related to High Impact Courts.

With regard to financial review, this project was audited once in the first year and no exceptions were found. Any recommendations from subsequent second and third year audits should be incorporated into any future funding.

TABLE 1

Title: Phase I and Phase II Comparison - Arrest to Disposition

Variable: All Defendants

	A THE STREET					
Benchmarks		Phase I N=473		Phase II N=400		•
Arrest to Preliminary Hearin	g	17.40		19.76		
Preliminary Hearing to Filin . Supreme Bench	g with	14.00		18.29		•
Arrest to Filing with Suprem	e Bench	31,50		38.05	•	
Filing with Supreme Bench to of Charging Papers	Filing	22.70		28.87		
Filing of Charging Papers to of Counsel	Filing	35.00		26.22		
Filing of Counsel to Trial D	ate .	71.70		107.03		
Pre-Sentence Report Request of Pre-Sentence Report		19.90	•	19.11		
Filing of Pre-Sentence Report Disposition	t to	18.00		18.40		
Sub-Total Filing with Supreme Ben Disposition	ach to	139.80		174.56		
TOTAL Arrest to Disposition		172.00	•	211.70	•	

Table 2

itle:

Filing of Charging Papers to Disposition

Variable: Public Defender and Private Attorney

Benchmarks	Public Defender N=235	Private Attorney N=155
Filing of Charging Papers to Filing of Counsel	25.42	27.44
Filing of Counsel to Trial Date	112.48	106:07
Trial Date to Disposition	15.37	16.55
Sub-Total Filing with Supreme Bench to Disposition	180.61	174.87
TOTAL . Arrest to Disposition	215.32	214.56

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts - Probation Project

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Parole and Probation

Project Director: Lawrence J. Flynn, Jr.

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: June 26, 1973

Grant Period: July 20, 1973 - September 30, 1974

Date of Award: November 8, 1974 .

Grant Period: October 1, 1974 - September 30, 1975

Approved First Year's Budget:

Approved
Second Year's Budget:

pry	Federal 'Share	Matching Share		Category	Federal Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental Other	\$70,861 5,067 1,500 1,350	\$11,589 4,000 3,500	•	Personnel Equipment Consultants Travel Consumables Rental Other	\$ 93,536 463 2,115 2,457 1,440 4,590 2,520	\$10,393 52 235 273 160 510 280
TOTALS	\$78,778	\$19,089	•	TOTALS	\$107,121	\$11,903

BUDGET EXPLANATION AND MODIFICATIONS

One budget modification was received on this project which would delete two probation agents from the grant during the second year. This request is presently under consideration pending a review by the Supreme Bench and a caseload analysis of pre-sentence investigations. (See discussion in Paragraph III below).

III. PROJECT DEVELOPMENT AND OPERATIONS

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to the courts area. The courts program in the Impact Plan was intended to add two new courts for the express purpose of handling impact and impact related offenders. The premise was that speedier trials could reduce crime because the more rapidly the punishment followed the crime, the greater would be its potential deterrent effect on subsequent criminal activity.

Four grant proposals were developed for the purpose of adding these courts to the Supreme Bench of Baltimore City. Included in this package were requests for all support personnel necessary for the effective operation of these courts. On May 31, 1973, the Commission approved grant applications from the Supreme Bench of Baltimore City, the Public Defender's Office and the Division of Parole and Probation. This project represents that portion of the Court's Impact Plan which is devoted toward probation services. Specifically, it was the intent of this grant "to complete presentence reports within 14 days after a request is made by the judiciary."

The most important objective of the Impact Courts was to demonstrate that the period of time between arrest and sentencing in criminal cases on High Impact Offenders could be shortened. Goals were established for this time period to be 90 days in the first year, 60 days by the end of second year funding and 45 days by the completion of the three year plan. These goals, as discussed in the Past Progress Report on the High Impact Courts project, were not realized in the first two years. It should be pointed out however, that delays encountered in meeting these critical time objectives were not the direct result of the operation of the Probation project. On the contrary, the 14 day objective set for this grant was met in both years funding was provided. (Note: This is true if the goal was measured on a yearly basis; however, monthly averages sometimes exceed the 14 day period.)

The first year application approved by the Commission for this project provided funding for the following positions: 1 Section Supervisor I, 6 Parole and Probation Agents and 2 Clerk Typists I. Federal funds were also used for rent, travel, consumables, and telephone services. Substantial workload changes have diminished the size of the original staff to one supervisor, four agents, and two clerk typists.

Presently, the four agents assigned to the unit are all responsible for the completion of presentence investigations. One agent is given a greater responsibility for these reports when work load demands are high. This is due to the fact that the other three agents are given the responsibility for supervising Impact Probation clients.

Training for the project staff has included the completion of the Maryland Correctional Training Academy course as well as standard inservice training. In addition, the project director provides further training through weekly meetings and case-by-case analysis and criticism of each agent's work.

Special conditions for this grant have all been resolved and complied with except for a period of two months when one condition (the 14 day time period) was not met. (Note: During May and June of 1975, the completion time for reports averaged 16.5 days and 17.2 days respectively.) According to the grantee, this breakdown was attributable to several factors. As stated above, an analysis of the downward trend of PSI referrals originating in the two Impact Courts indicated a reduction of staff personnel. This low number, after remaining constant for over a year, began to increase with April producing thirty-five orders, May - thirty-one orders and June - twenty-six. Personnel problems within the existing staff, along with this unexpected workload increase, caused the average completion time to exceed the 14 day limit. To offset this increase, an agent was assigned to fill an existing vacancy. This additional staff member allowed for a more equitable workload distribution. Recent July statistics indicate that this condition is again being met with an average of 12.2 days for completion and no reports exceeding the desired deadline. Referrals for the period of April to July, 1975 have increased 23% over the same time period last year. (See Table 1.)

IV. ANALYSIS

Four individual project objectives have been established for this grant. They are as follows:

- Objective A: To provide presentence investigations to the court within 14 days from the date they are requested.
- Objective B: To provide to the courts meaningful reports which will aid in the decision-making process.
- Objective C: To identify those offenders who are best suited for community based treatment.
- Objective D: To provide intensive supervision for the purpose of reducing recidivism to Impact Offenders placed on probation.

Statistics have been collected to show effectiveness in each of the above areas. The following is a synopsis of results achieved to date.

Objective A: Two tables (Tables 1 and 2) have been developed to show the number of reports completed for each month from November 1, 1973 through September 30, 1974 and from October 1, 1974 to July 30, 1975, together with the average time of completions. During the first eleven months, 268 investigations were completed and returned to the court, all within the 14 day time limitation. During the second time period, 213 were completed with 23 exceeding the expected deadline. These late reports were all in the months of May and June af this year and are discussed above. The overall average time for completion of reports was 12.75 days the first year and 14.0 days in the second year. (Note: The average cost per investigation in the second year amounted to \$558.79 per case. This does not take into consideration however that this project worked with clients who were placed on probation and therefore little can be said about the average cost for services delivered by this unit.)

Objective B: When reviewing this objective, two questions should be raised, "Were presentence reports meaningful to the Courts?" and "How much were they used in the final decision-making process?" A definitive analysis on these questions is of course difficult to conduct because it depends somewhat upon the discretionary powers of the judiciary. The project director has, however, presented some interesting data which does suggest that some meaningful presentence reports are being developed. For example, out of 268 impact cases disposed of last year, 225 had presentence investigations completed. This represents a factor of about 84 percent of the overall caseload and does suggest that some reliance on this project has been developed by the courts. (Note: The assumption here is that the longer it takes for a judge to sentence an offender after an investigation report has been made, the greater the possibility exists that some difficulties have arisen with the validity of the report. As a practical matter however, as one judge from the Impact Courts pointed out that normally all dispositional hearings are set 21 days after a request for a presentence report has been made. Therefore a natural time period between five and seven days will appear between the time the report is finished and the time the disposition is made on the defendant.)

Three outside sources were contacted with regard to the effectiveness of the reports prepared by this project. Two of these indicated that a high calibre of work was being performed by agents under this grant. The first opinion was given by a judge on the Supreme Bench of Baltimore City who related that he was pleased overall with the unit, however at times when work load increased, some quality diminished. The Administrative Case Analyst Unit reported satisfaction with work completed to date. A third source, the Specialized Unit for Offender Reports indicated that they had no way of determining the work quality of investigations prepared by this unit or the validity of incarceration recommendations made by the unit.

Objective C: This objective states that the project should identify those offenders who are best suited for community-based treatment. During the first 11 months (November, 1973 to September, 1974) the project identified and recommended to the courts 88 offenders that the agents felt could be supervised under probation. Seventyfive percent of these probation recommendations were actually followed by the court and 66 persons were placed in that status. Seventy-one (71) individuals were identified as appropriate candidates for probation during the second phase of this grant program (October, 1974 to July, 1975) with 37 of these (52%) being approved by the courts. Additionally. it was reported that the project has accepted supervisory responsibilities for a total of 81 of the 111 persons granted probation during these two (Note: The project does not receive all individuals given supervised probation from the Impact Courts because some are assigned out to other projects specializing in other needed services such as intensive drug or alcohol treatment programs.)

With the responsibility of identifying the potential probation client, agents are also responsible for specifying those persons who would not benefit from probation and are in need of incarceration. During the first period, 123 cases or 52% of the completed reports, were recommended for incarceration. The courts followed these recommended for incarceration. The courts followed these recommendations in 118 or 96% of the cases. One hundred and thirty-seven (137) cases or 66% of the total completed reports were recommended for incarceration in the second year. These recommendations were followed by the court in 134 or 98% of the cases. It is also interesting to note that a comparison of dispositions by the Impact Courts and similar cases analyzed by a JUSSIM Model in Baltimore City showed little disparity between cases incarcerated and cases receiving probation. Thus it may be possible that no greater amount of cases received probation as a result of presentence investigations being completed. (See Table 4 for a complete breakdown of these percentages.)

Implied within the framework of this goal is the idea not only to identify potential offenders best suited for community-based treatment but also to increase the number of individuals who may possibly qualify for and benefit from these services. Evaluation of this aspect is difficult and potentially costly.

Objective D: This objective of the grant relates to what was originally considered a secondary purpose of the project, intensive supervision. The chart below gives the total caseload of the project as of August 5, 1975.

NUMBER OF ACTIVE CASES PER AGENT	TOTAL	TOTAL	GRAND
	ACTIVE	TERMINATED	TOTAL
20 0* 23 23	66	15	81

*NOTE: This agent was recently employed.

The average active caseload per agent approximated 8.5 cases during the first year and 17 cases per agent during the second year. The recommended average in the original grant application was 20 cases per agent.

With regard to recidivism, the project director reports that since the implementation of the project, 19 clients have been rearrested for a total of 41 separate arrests which resulted in 52 separate charges. Eighteen (18) of the 19 persons arrested have been found guilty on at least one charge, thus the project is currently showing a 22% recidivism rates based on convictions. These guilty findings have not in all cases led to futher incarcerations. Six (6) clients have had their probation revoked due to these subsequent offenses and have been institutionalized. Without a "control group" or at least independent statistics on "Impact" offenders under general probation supervision, it is difficult to analyze the significance of this data. (Note: For a comparison of initial offense and subsequent offense data, see Table 5.)

In summary, it appears that this project is meeting its own stated objectives, and it does not seem to be in any way restricting the Impact Courts in meeting the Commission objective of disposing cases within 90 days. The workload of the agents is at full strength with approximately seven to eight investigations a month and an active supervision caseload of 20 or more clients. One audit was conducted on this project in the first year and no exceptions were found. Any recommendations of future audits should be incorporated into subsequent funding awards.

TABLE 1

PRE-SENTENCE ACTIVITIES COMPLETED OCTOBER 1, 1974 through JULY 31, 1975

TOTAL	109	10lı	213	14.0 days	23 exceeded 14 days
July 1975	15	15	30	12.2 days	O exceeded ll days
June 1975	12	17	29	17.2 days	12 exceeded 14 days
May 1975	1.6	14	30	16.5 days	ll exceeded 14 days
April 1975	17	7	57	13.5 days	· 0 exceeded 14 days
March 1975	9	12	21	13.6 days	0 exceeded 14 days
February 1975	9	8	17	13.3 days	0 exceeded 14 days
January 1975	14	8	12	13.7 days	0 exceeded 14 days
December 1974	9	11	20	13.7 days	0 exceeded 14 days
November 1974	9	5	14	13.0 days	O exceeded 14 days
October 1974	9	7	16	13.6 days	0 exceeded 14 days
MONTH	PART I	PART II	TOTAL	AVERAGE TIME	CONDENTS

TABLE 2

PRE-SENTENCE ACTIVITIES COMPLETED NOVEMBER, 1973 through APRIL, 1974

MONTH	PART I	PART II	TOTAL	AVERAGE TIME	COMMENTS
November 1973	13	7	20	12 + days	O exceeded 14 days
December 1973	2	10	12	:9.2 days	O exceeded li days
January 1974	15	12	27	11.5 days	O exceeded 11 days
February 1974	9	16	25	. 12.4 days	0 exceeded 14 days
March 1974	8	16	24	13.0 days	O exceeded 14 days
April 1974	18	21	39	13.7 days	O exceeded 14 days
May 1974	20	13	33	7 13.5 days	O exceeded 14 days
June 1974	15	19	31	13.6 days	O exceeded 14 days
July 1974	9	6	15	12.5 days	O exceeded 14 days
August 1974	6	11	17	12.3 days	O exceeded 14 days
September 1974	15	3.0	25	13.5 days	0 exceeded 14 days
•••					
TOTAI,	127	141	268	12.75+	NO REPORTS EXCEEDED 14 DAYS

TABLE 3

UTILIZATION OF PSI IN IMPACT COURTS (From OCTOBER 1, 1974 through JULY 31, 1975)

MONTH	IMPACT CASES DISPOSED IN PART I AND PART II	IMPACT CASES DISPOSED WITH PSI	PERCENT OF TOTAL CASES
October 1974	38	34	893
November 1974	11.	8	73%
December 1974	22	20	91%
January 1975	18	114	78%
February 1975	25	20	803
March 1975	19	15	798
April 1975	34	28	82%
May 1975	26	20	77%
June 1975	29	27	93%
July 1975	146	39	85%
		karaprilansana mambandruskana mamba myyykis myyykisa parabruska pyyyd a amaka agymba ay mahasa myysika abbandr	
TOTAL	268	225	84.4

TABLE 4

RECOMMENDATION - DISPOSITION CORRELATION

NOVEMBER 1973 to SEPTEMBER 30, 1974

,	•	PROBATION	INCARCERATION	TOTAL
======================================	Probation	66 cases or 75% of probation recommendations	22 cases or 25% of probation recommendations	88 probation recommendations or 42% of total recommendations
	Incarceration :	5 cases or 4% of incarceration recommendations	11.8 cases or 96% of incarceration recommendations	123 incarceration recommendations or 58% of total recommendations
	! !	71 Probation * Dispositions	lhO.Incarceration * Dispositions	211 total recommendation and dispositions

OCTOBER 1, 1974 to JULY 30, 1975

		DISPOSITION (OF COURT	
		PROBATION	INCARCERATION	TOTAL
crommendations Pre-Sentence restigations	Probation	37 cases or 52% of probation recommendations	34 cases or 48,6 of probation recommendations	71 probation recommendations or 34% of total recommendations
	Incarceration	3 cases or 2% of incarceration recommendations	134 cases or 98% of incarceration recommendations	137 incarceration recommendations or 66% of total recommendations
		40 Probation * Dispositions	l 168 Incarceration* Dispositions	208 total recommendations and dispositions

*Note: A JUSSIM Model developed in Baltimore City for the same crime types disposed in Fiscal Year 1973 indicated 156 cases receiving probation and 353 cases receiving incarceration thus representing a 70-30 ratio.

REARREST DATA

Client Number	Original Charge	Number of Arrest	Charges and Dispositions	Probation Revoked	Guilty of at least one charge
1	Larceny 3-18-74	3 arrests (96 days)	6-24-74 - Assault - \$50.00 fine 10-21-74 - Disorderly Conduct - \$50.00 fine 10-23-74 - Malicious Destruction 11-23-74 - Assault and Robbery - Guilty	Yes "	Yes
2	Storehouse Breaking	l arrest	12-10-74 - Shoplifting - 90 days	Yes	Yes
3	Burglary 6-10-74	2 arrests (66 days)	8-10-74 - Disorderly Conduct - PW 10-17-74 - Receiving Stolen Goods - 6 months	Yes	ည Yes .
Į,	Burglary 10-17-74	l arrest (10 days)	10-27-74 - Burglary - 18 months	Pending	Yes
5	Larceny 5-29-74	l arrest (205 days)	1-24-75 - Possession of Handgun - Not Guilty 1-24-75 - Defacing Serial number - Not Guilty	No	No
6	Accessory to Murder 7-17-74	3 arrests (103 days)	10-30-74 - Assault - Dismissed 10-30-74 - Handgun Violation - Not Guilty 10-30-74 - Obliterating Serial Number - Not Guilty 5-10-75 - Loitering - 10 days 7-2-75 - Shoplifting - pending	No	Yes
7	Perverted Practice 3-11-74	l arrest (96 days)	6-17-74 - Burglary - 18 months	Yes	Yes

TABLE 5 - inued

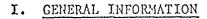
Client Number	Original Charge	Number of Arrest	Charges and Dispositions	Probation Revoked	Guilty of at least one charge
8	Assault 2-7-74	4 arrests (124 days)	6-11-74 - Glue Sniffing - Stet 7-31-74 - Glue Sniffing - 18 months Probation 11-5-74 - Disorderly Conduct - 10 days 11-5-74 - Resisting Arrest - 10 days 12-20-74 - Failure to Appear	Violation Pending	Yes
9	Larceny 8-29-74	l arrest (71 days)	11-10-74 - Disorderly Conduct - \$25,00 11-10-74 - Interfering - 6 months	Continued	Yes
10	Manslaughter 1-14-74	2 arrests (58 days)	3-12-74 - Shoplifting - 18 months Probation 7-26-74 - Handgun Violation - Dismissed - Robbery with Deadly Weapon - 7 years	Yes	Yes
11	Robbery 10-2-74	2 arrests (35 days)	11-7-74 - Assault and Battery - Not Guilty 5-5-75 - Shoplifting - 2 years Probation	Continued	Yes %
12	Robbery with Deadly Weapon 1-16-74	l arrest (399 days)	2-25-75 - Possession of Marijuana - \$25.00	Continued	Yes
13	Assault 9-20-74	l arrest (210 days)	4-10-75 - Attempted Theft - 60 days	Pending	. Yes
14	Robbery with Deadly Weapon 3-12-74	l arrest (137 days)	7-29-74 - Robbery with Deadly Weapon - 20 years 7-29-74 - Robbery - Guilty	Yes .	Yes

TABLE	Continued
	/

Client Number	Original Charge	Number of Arrest	Charges and Dispositions	Probation Revoked	Guilty of at least one charge
15	Manslaughter 5-31-74	· 1 arrest (343 days)	4-4-75 - Disorderly Conduct - PWV	No	Yes
16	Robbery 2-11-74	5 arrests (175 days)	8-6-74 - Breaking and Entering 9-5-74 - Assault - Dismissed 9-5-74 - Breaking and Entering - Dismissed 1-28-75 - Robbery - 2-4-75 - Trespassing - 18 months Probation 7-10-75 - Shoplifting - 30 days	Pending 	Yes
17	Robbery 7-17-74	3 arrests (57 days)	9-14-74 - Disorderly Conduct - PWV 9-27-74 - Assault - Noile Prosse 10-23-74 - Assault and Robbery - Guilty, Probation	Continued	Yes
18	Robbery 2-21-74	2 arrests (128 days)	6-29-74 - Trespassing - Dismissed 8-8-74 - Filing False Report - \$50.00 8-8-74 - Assault by spitting - \$50.00 8-8-74 - Resisting Arrest - \$50.00 8-8-74 - Malicious Destruction - Dismissed	No	Ψ. Yes
19	Attempted Robbery with Deadly Weapon 6-6-74	5 arrests (49 days)	7-25-74 - Breaking and Entering - Guilty 9-6-74 - Possession of Marijuana - Not Guilty 10-25-74 - Failure to Appear - 30 days 4-19-75 - Larceny - Stet 4-27-75 - Unauthorized Use - Dismissed	Мо	Yes

Note: Number of days in parenthesis in column 3 is the time between being placed on probation and the first arrest.

PAST PROGRESS



Community Treatment (Baltimore City Intensive Probation) Project. Project Title:

Applicant: Department of Juvenile Services

. Implementing Agency: Department of Juvenile Services

Project Director: Mr. Franklin Chesley

AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: March 19, 1973

Date of Award: October 4, 1974

Grant Period: September 11, 1973 to September 30, 1974

Grant Period: October 1, 1974 to September 30, 1975

Approved First Year's Budget:

Approved Second Year's Budget:

Catogory	Federal '	Matching <u>Share</u>	<u>In-Kind</u>	Category	Federal Share	Matching Share
Personnel Equipment	\$207,824 12,000	\$13,320	\$ 2,352 *	Tersonnel Equipment	\$325,990	\$ 36,221
Consultants Travel Consemables Rental Other	96,292	28,000 15,750 5,700 19,528 2,000	18,722	Consultants Travel Consumables Kental Other	18,000 13,500 8,820 27,000	2,000 1,500 980 3,000
TOTALS	\$316,116	\$84,298	\$21,074	TOTALS	78,795 \$472,105	8,756 \$ 52,457

Budget Explanations and Modifications: During the second year of project operation, the budget was modified on March 13, 1975 - when \$325 was transferred from Category E (Consumable Supplies) to Category B, (Equipment) to purchase an additional office desk and chair.

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the methods by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime by Baltimore youth.

During 1971-1972, approximately 400 boys were committed to juvenile institutions because of Impact offenses; at the same time, the Baltimore City Juvenile Court waived jurisdiction and transferred over 300 such youngsters for prosecution as adult offenders. The applicant cited a study by the John Howard Association which commented critically on the increasing reliance upon both waiver and institutionalization. The Association predicted that if the Department of Juvenile Services expanded its community-based programs while strengthening institutional programs for the few youth requiring secure custody, the waiver and institutionalization rates could be cut in half within a decade. The applicant has cited the excessive costs and unsatisfactory treatment effectiveness in support of the above-stated position. Based on the Association's recommendations, and in conjunction with the Mayor's Coordinating Council and Governor's Commission staffs, the Department of Juvenile Services planned this Baltimore Community Treatment Project to match probation officer to youth using differential diagnosis and treatment methods. Another essential component is the small caseload size. Approximately 200 fifteen-to-eighteen year old juvenile Impact offenders were to be selected. These would be adjudicated delinquents as a result of Impact offenses. The youth were to remain in the program for two years when project staff would make recommendations to the court for final disposition of the cases. Fifteen probation officers and supervisory staff were to be trained in various treatment methods and classification techniques and provided with the necessary technical assistance and monitoring to insure the integrity of the project.

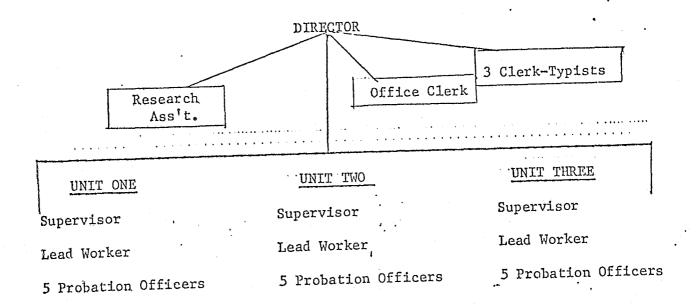
On December 12, 1974, the Governor's Commission notified the Department of Juvenile Services that their second year request for the Impact funds for the "Community Treatment (Baltimore City Intensive Probation)" project had been approved in the amount of \$746,717 for a two-year period subject to review after 12 months. The Acceptance of Grant Award and Conditions was signed by the Director of the Department of Juvenile Services on January 27, 1975 and the project was considered fully implemented at that time.

At the time of the Commission award, the award was reduced by \$338,340 because additional justification was needed to consider funds for travel, office supplies, medical expenses, group activities, cash assistance, clothing and consultant fees. On December 12, 1974, a supplemental award was made to the Department of Juvenile Services in the amount of \$243,000. The supplemental award request would coincide with the initial amount producing a total Federal award of \$989,717.

The project staff was to consist of 27 persons, including a director, three clerk typists, one office clerk, three counseling supervisors, three lead workers, fifteen probation officers, and a research assistant. The staff was to be

organized as illustrated in Chart I.

CHART I



At the time of project implementation, all staff positions were filled with the exception of the research assistant. This position was subsequently disapproved by the Board of Public Works.

Staff training is conducted at two levels. Outside consultants, who were familiar with the policies and practices of the California Department of Youth Authority's Community Treatment Program, provided training before the program was implemented and will also offer periodic refresher courses for staff. In addition, counseling supervisors have provided additional inhouse training for new counseling staff.

All special grant conditions were complied with by the grantee.

The intake and screening process developed by project staff is structured to provide experimental and control groups for evaluation purposes. Eligibility standards were developed in order to protect the public from the undue risk associated with community-based treatment of older, aggressive delinquents, and to use intensive treatment to deter youth with a high potential for institutional placement to the extent possible. Eligibility criteria for the program are as follows:

- 1. Male resident of Baltimore City, 14.5-18 years of age.
- 2. Charged with an Impact offense: Burglary, Robbery, Assault, and Larceny. In addition, in the juvenile system, the person-to-person crime of "purse snatching" is identified as a separate category, but is included here as a form of robbery. Also, in the juvenile system burglary and breaking and entering are combined into a single category. These charges are treated as equal for intake purposes.

- 3. Within the jurisdiction of the Baltimore City Juvenile Court.
- 4. May have been detained prior to adjudication under order of the Department's Intake Consultants (Police Detention), or the Juvenile Court (Court Detention).
- 5. Found to have committed an Impact-type offense at the Adjudication Hearing.

Ineligible to participate in the program are those juveniles who:

- 1. Are found to have committed intentional homicide; or
- 2. Are found to have committed forcible rape; or
- 3. Are found to have committed any offense involving the use of a gun; or
- 4. Are found to have committed an assault causing hospitalization of the victim; or
- 5. Are found to have sold narcotics in addition to having committed an Impact offense; or
- 6. Are evidencing severe mental problems necessitating referral to the Mental Hygiene or Mental Retardation Administration; or
- 7. Are under a commitment order to a departmental institution at the time of the offense; or
- 8. Are habitual drug users.

Initially, the Court Assignment Office forwards to the project staff the names of all youth who appear to meet the project's initial criteria. The project then identifies all the youths who can be seen within three days. The names of the remaining youth are returned to the Assignment Office where they are retained for the control group. In this way, there is minimal delay in service, and no youth is deprived of service because of unnecessary "red tape." Within three days all youth are seen. Some small number either reject the project or are rejected by the project as ineligible. The reason is noted for those who do not come into the project and they are assigned to the control group.

A youth who comes into the project must agree to a term of probation which may be longer than he would otherwise receive. No youth are encouraged to participate in the project if he or his parents object, because both parties are an integral part of the treatment process. Those who reject the project as well as those rejected constitute, according to the grantee, a small but important subgroup in the controls.

Project intake is designed to obtain a random selection of youth for experimental and control groups. The control group consists of a large number of youth not seen by the project at all and two smaller subgroups of youth that did not meet the program's admission criteria.

For all control group youth, a card file is maintained. It contains the following information: name, address, birthdate, docket number, offense, and control group category. This information will be used at a later date, in order to obtain follow-up data for evaluation purposes from the Department of Juvenile Services.

At full capacity, approximately 200 youth would be in intensive supervision in the experimental group. Data supplied by the applicant indicated that as of July, 1975, there were 195 project participants. Once intake is completed and the project reaches its 200 client capacity, then the number will remain a stable figure. It will only change if a client has been terminated from the project and another client can be picked up. Statistics maintained by the applicant as of July, 1975, show the experimental group is composed of the following Impact offenders:

Impact Category	Number of Clients in Project
Purse snatching Assault Burglary-Breaking and Entering Robbery Arson, shoplifting and arson	13 65 87 27 3
	TOTAL 195

Subsequent to intake, the client is contacted and an appointment is made for the client to come to one of the three units for a taped interview to determine the Interpersonal Maturity Level ("I" Level).

The "I Level" classification theory was utilized by the Community Treatment Program in California as a means of classifying offenders relative to treatment planning, goal setting, and program organization. The theoretical formulation is based upon a sequence of personality (or character) integrations in normal childhood development. This system focuses upon the ways in which the individual is able to perceive himself and the world, especially in terms of emotions and motivations. According to the theory, seven successive stages of interpersonal maturity characterize psychological development. They range from the least mature, which resemble the interpersonal reactions of a newborn infant, to an ideal of social maturity which is seldom or never reached in our present culture. Each of the seven stages, or levels, is defined by a crucial interpersonal problem which must be solved before further progress toward maturity can occur. Seven levels have been identified, but only levels 2 through 4 describe the juvenile delinquent population. Associated with these working levels are nine subtypes with a specific behavior pattern and treatment plan. (See Table II).

TABLE II

"I Level" Delinquent Subtypes and Code Names

···C	ODE NAME		DELINQUENT SUBTYPES
12	As Ap		Asocial, Aggressive Asocial, Passive
13	Cfm Cfc Mp	,	Conformist, Immature Conformist, Cultural Manipulator
1 ₄	Na Nx Se Ci		Neurotic, Acting-Out Neurotic, Anxious Situational Emotional Reaction Cultural Identifier

Two project staff members trained as diagnosticians, conduct the taped interview with the youth and make a final diagnosis as to the "I Level." A probation officer whose sensitivity, talents and interests are compatible is "matched" to a youth, and a two-year treatment strategy plan is developed to reflect the youth's overall level of maturity, response to others, self-image, and other unique features of his personal life situation. In addition, the diagnosticians will also develop the control list.

As originally outlined in the proposal, the differential treatment techniques used by this project were based upon the determination of an Interpersonal Maturity Level ("I Level"), matching the youth with a worker whose personal style is amenable to working with the behavior associated with a given "I Level", and then developing an individualized treatment plan. The matching of workers to specific "I Levels" and subtypes is based on the California experience which found that when worker style and youth style were compatible, extraneous factors which interfered with attaining treatment goals could be eliminated.

A plan modifying the matched worker requirement component of the project had to be implemented due to State personnel regulations. According to the applicant, this modification strengthens the experimental design in that it permits comparison of matched and unmatched workers. It is anticipated that the evaluation research design will reflect a test of the independent effects of worker matching and diagnostic grouping.

Subsequent to the development of a differential treatment plan for the client, a variety of differential treatment techniques such as group home placement, employment, individual, group and family counseling, recreation activities, and tutoring are employed by the probation officer to achieve specific client objectives. Additional services such as clothing, medical, eye, and dental examinations are offered to all clients. Cultural and recreational activities such as sports, dances, outings and plays have been developed in order to offer the youth a variety of experiences.

The probation officer remains on call 24 hours, and is available to his probationers and contacts his clients at such times whenever and wherever necessary. In addition, he insures that his probationers observe the conditions of their probation, and report violations. If additional services are needed outside the program, he refers his clients to the appropriate community agencies.

The "I Level" classification system was not designed to screen out youth with serious emotional problems; however, a few youths with severe problems have come into the program, and their difficulties became apparent as they demanded a great deal of the staff's time. Occasionally, a youth has become involved in a situation that required the efforts of more than one staff member, or a quick response that required the skill of a senior staff person. To handle these situations a "critical incident file" was created so that the Project Director would immediately know of and review situations that threatened to cause undue stress for a youth, or divert too much staff time from the main project mission. One immediate result of this has been the creation of procedures for diagnosing and screening out youth who manifest apparently psychotic behavior. The result has been an increase in staff time available for the main treatment objective.

As previously mentioned, the Baltimore Community Treatment project is a replication of the Intensive Probation Project developed by the California Youth Authority; however, the Baltimore City project does not have the wealth of resources that were available in California. The Community Treatment Project has had to independently develop procedures as well as supportive services to accomplish these ends. The Port of Baltimore Sea School was originally designed and funded as the career component of the project. As of July, 1975, 14 of their clients are enrolled in the Sea School, a non-residential academic and vocational program. Contact is made by the probation officer with the staff of Sea School to follow his client's progress in the program. It is anticipated that some of the youths will be phased out of the program in the near future.

Additionally, a residential facility was made available through purchase of care funds under the High Impact grant for those youth who needed facilities outside their homes. Eleven youths from the Community Treatment Project have been referred to this facility during the past grant year. (See Past Progress Report on Residential Facilities.) It was envisioned that this project would have utilized this program of residential placement more frequently.

The original proposal, as approved, contemplated a substantial monitoring-evaluation effort. The Program-Research Consultant spent considerable time preparing an RFP and helping the project organize its recordkeeping so that it could cooperate with a monitoring-evaluation effort. The additional position of research assistant that was approved in the second year would have provided the evaluation and monitoring effort that was needed; however, this new positions was subsequently disapproved by the Board of Public Works. According to the applicant, the project does not have the capability for a formal evaluation. It has the capability to do limited data collection and analysis for reports necessary to account for project activities. In addition, no funds are available to permit follow-up through either record or computer check. The project has compiled a control group list of Impact offenders and these were youth who were in courts for Impact offenses at the time of project intake; however, the project does not have the resources to complete a follow-up on the control group at this time. A decision is still pending on the evaluation component.

IV. ANALYSIS

The Community-Based Intensive Probation Project was developed to achieve the following objectives:

Objective I: Reduce the rate of recidivism among Impact offenders.

Objective II: Reduce the institutional population.

Objective III: Decrease the cost of treatment resources for adjudged delinquents.

The anticipated reduction in the incidence of recidivism in Objective 1 is based on the probability that youths displaying anti-social behavior will eventually commit crimes, and that through community-based intensive counseling, the probability can be reduced. The aspect of the program that is anticipated to have some effect on the attainment of this objective is the close relationship between the client and his probation officer. Due to the small caseloads of 12-15 clients, the officer is able to intensify and personalize his relationship with his client. Statistics on the number and type of contacts between officer and client are maintained on a monthly basis.

Data supplied by the applicant indicates that each worker averages approximately 5.95 in person (individual and family) contacts with the client per month. An overall monthly average of 7.24 contacts are initiated by staff with or for the youth. (See Tables III and IV). During the next year, the project's goal is to increase the average number of individual and family contacts to at least eight per month.

TABLE III

TOTAL CONTACTS AND CASELOAD ^a							
MONTH	IN-PERSON	<u>FAMILY</u> e	COLLATERAL*	TOTAL CONTACTS	TOTAL CASELOAD		
October	352	319	160	831	103		
November	408	319	150	877	109		
December	479	316	156	951	145		
January	661	383	166	1210	184		
February ^b	714	407	281	1402	213		
March ^c	596	347	212	1155	207		
April	768	478	289	1535	205		
May	909	517	290	1716	198		
Juned	734	456	288	1478	195		

Does not include diagnostic interviews.

b. Intake completed.

*Other than staff i.e. employers, teachers, counselors.

c. Staff training.

d. Staff begin vacations.

famil contacts.

TABLE IV

AVERAGE MONTHLY TIGNIFICANT CONTACTS

MONTH	IN-PERSON	FAMILY	SUB-TOTAL	COLLATERAL*	TOTAL
October	3.42	3.10	6.51	1.55	8.07
November	3.74	2.93	6.67	1.38	8.05
December	3.30	2.18	5.48	1.08	6.56
January	3.59	2.08	5.68	.90	6.58
February	3.35	1.91	5.26	1.32	6.58
March	2.88	1.68	4.56	1.02	5.58
April	3.75	2.33	6.08	1.41	7.49
Мау	4.59	2.61	7.20	1.46	8.67
June	3.76	2.34	6.10	1.48	7.58

Sub-total equals significant contact with youth and family.

Total equals significant contact with youth and collateral. (Not including families).

*Other than staff i.e. employers, teachers, counselors.

It should be noted that statistics provided by the Probation Department indicated that probation officers with caseloads of approximately 50 clients and providing intensive counseling services, are averaging 1.9 in person client contacts per month. In the Intensive Probation Project, clients are clearly receiving more intensified counseling services. However, the grantee states that frequency of client contact is based upon the client's individual needs and treatment objectives.

According to the applicant, the aforementioned statistics do not reflect short telephone contacts, a visit initiated by the youth at the office or informal encounters in the street. The project probation officers remain on call seven days a week, 24-hours a day in the event that a crisis should arise involving his client. When a youth's problem is a result of a family situation or a situation outside the family structure, relatives and peer group associates are involved in the counseling sessions.

An on-site visit conducted by Commission staff indicated that extensive records are being maintained on client progress. Demographic data, educational history, family structure, employment background, health evaluations, delinquency history and treatment objectives are the kinds of data that are included in each youth's record.

Statistics supplied by the applicant reflect that a total of 418 Impact Offenders have been processed through intake for the period October, 1974 through July, 1975. Of the 418 youths, 223 comprise the control group and 195 are actively participating in the program.

A recidivist, as defined by the applicant, is an Impact Offender order the supervision of the project who is rearrested on a new charge and has returned to court on that charge. According to the grantee, of the 217 youths that have been serviced by the project through August 22, 1975, 22 youths have been rearrested and have returned to court. Of these 22 youths whose cases have gone back to court, 20 were committed to juvenile institutions and two were waived to adult court where they received probation. These cases were closed by the project. Data on the total number of youths rearrested during the same time period is not available.

The above mentioned data represents a 10.1% arrest rate for only youths that have been rearrested on a new charge <u>and</u> have returned to court on that charge, and a committment rate to juvenile institutions as a result of court dispositions of 9.21%.

Additional data supplied by the applicant for June and July indicates that there were 42 rearrests for this time period with an average caseload of 195 clients. This represents a 10.7% monthly rearrest rate for the months of June and July. It should be noted that these figures represent only those youths that have been rearrested on a new charge but no disposition has been made by the court. However, once a disposition is made by the court on these new charges the recidivism rate and the committment rate will probably increase.

Objective II (reduce institutional population), is measured by the project's villingness to receive at intake juveniles who are adjudged delinquent and could be sent to an institution. The probation project is to provide community-based treatment and services for the youth during a period of court-ordered probation, in an attempt to prevent institutionalization. The Department of Juvenile Services states that 714 delinquents and 65 CINS were committed to Maryland training schools in fiscal 1974; however, 805 delinquents and eight CINS were committed in fiscal 1975.

As previously mentioned, 20 of the project's participants were committed to institutions during the past two years. It is not possible to conclusively state whether the project has had any effect on the institutional commitment rate at this time although these commitments constitute 9.2% of the total number of clients receiving services through the project.

Senate Bill #1064 which became effective in January, 1974, appears to have some impact on CINS commitments. The bill states that Children in Need of Supervision (runaway, truant and ungovernable youth) cannot be committed to State institutions. It is possible that the new law has resulted in an increased number of delinquent commitments in cases that previously were labelled CINS.

Information obtained from the Baltimore City Police Department stated that during the first six months of 1974, 53.4% of all persons arrested by the Baltimore City Police Department for index offenses were under 18 year of age. Juveniles comprise 5.2% of all robbery arrest, 62.3% of all burglary arrests, 63.7% of all auto theft arrests and 57.2% of all larceny arrests during this time. It was also reported that during the first six months of 1975, 51.2% of all persons arrested for index offenses were under 18 year of age.

During this same period, juveniles comprised 20.7% of all murder arrests, 26% of all rape arrests, 50% of all robbery arrests, 61% of all burglary arrests, 54% of all larceny arrests, and 60% of all auto theft arrests.

As the data indicates, the percentage of juveniles committing crimes for the same time period in 1974 and 1975 has decreased by 2.2%. However, it is difficult to conclusively state that this project has had any decrease on the percentage of juveniles committing crime in Baltimore City. Other uncontrollable variables such as the population and crime displacement should be taken into consideration.

With respect to Objective III, data received from the Department of Juvenile Services states that it costs approximately \$11,000 to \$12,000 to institutionalize a youth for one year. These costs include shelter and food. In comparison, the Community Treatment Project provided services for 217 youths over a two-year period, at a cost of \$4,262.55 per client. While this program appears to be less expensive than committment to training schools there are two factors which tend to offset this advantage. The first is that a person committed to a training school would only remain there a short time before being transferred to the regular aftercare program. Regular aftercare is much less expensive than the Community Treatment Project. Secondly, persons in the Community Treatment Project may also be enrolled in other community programs such as group homes or the Sea School which significantly increase the costs for that child.

Data supplied by the applicant for the month of July indicated that approximately 80% of the project clients were receiving services by agencies outside the project. (See Table VI).

TABLE VI PROJECT PARTICIPANTS RECEIVING SERVICES FROM OUTSIDE AGENCIES

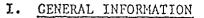
	ACTIVITY	NUMB	ER OF	CLIENTS
Α.	Purchase of Service		1	
В.	Sea School		14	
С.	Neighborhood Youth Corps		8	
D.	Hospitalization		1	
Ε.	Group Home		3	(1 overnight)
F.	Job Corps		6	
G.	Youth Service Center		9	
Н.	Employed		54	
I.	School	•	72	
		TOTAL	168	· · · · · ·

Recreational and cultural activities have been developed by staff in order to offer the youth a wide spectrum of experiences. During the summer, picnics, team sports, and outings were sponsored by the program.

In summary, this project has made some progress towards accomplishing its objectives. The project appears to be a viable alternative for Baltimore City High Impact offenders. Intensified counseling and community resources are being provided by project staff.

Finally, although an audit has not been completed on this project for the second year, when the audit is completed, the report recommendations should be implemented by the grantee.

PAST PROGRESS



Project Title: Diversion of Impact Offenders

Applicant: Department of Juvenile Services

Implementing Agency: Department of Juvenile Services

Project Director: Ms. Jean Adams

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: March 9, 1973

Date of Award: October 4, 1974

Grant Period: June 15, 1973 to September 30, 1974

. Grant Period: October 1, 1974 to September 30, 1975

Approved
First Year's Budget:

Approved
Second Year's Budget:

огу	Federal Share	Matching Share	_In-Kind	Category	Federal Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental Other	\$ 22,342 139,302 494	\$ 340 35,037 250 228	\$.13,491	Personnel Equipment Consultants Travel Consumables Rental Other	\$362,160	\$ 32,631 1,200 1,583 2,700 456 1,674
TOTALS	\$162,138	\$36,955	\$ 16,491	TOTĀLS	\$362,160	\$ 40,244

Budget Explanations and Modifications: During the second year of project operation the following modifications were approved by the Commission:

- a. March 21, 1975 \$6,700 was transferred from personnel to absorb the costs of consultants and unanticipated equipment need (i.e. typewriter, secretarial desk.) The typewriter and desk were in-kind contributions by the Baltimore Urban League through January, 1975.
- b. July 9, 1975, funds allocated for staff training were reallocated to each individual project's budget with the stipulation that the training be provided by one consultant group to all project staff.
- c. August 13, 1975, \$800 were transferred from contractual to personnel to absorb salary raises in the two state positions.

Approved Expansion from the First to Second Year: Funds were requested for the second year in order to sub-contract with another community group in Southwest Baltimore. The contract was awarded to COIL (Communities Organized to Improve Life) following the competitive bid process, and recently approved by the Commission.

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

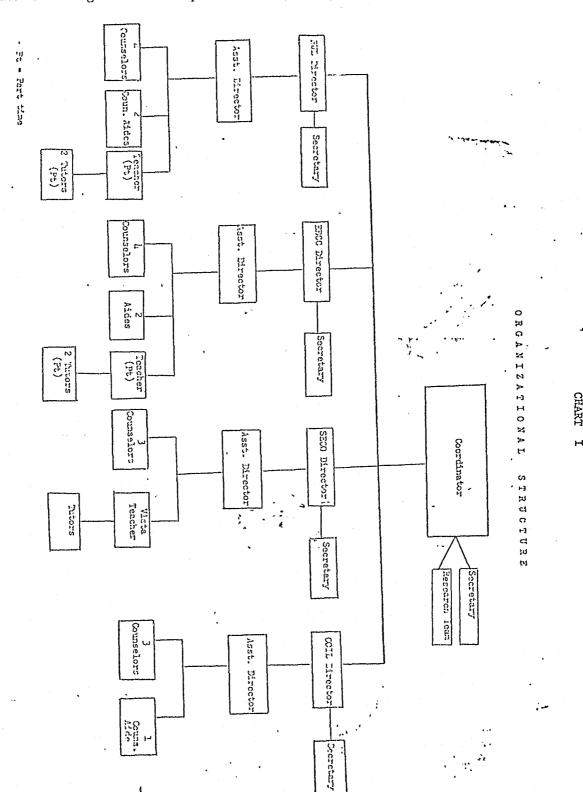
The Department of Juvenile Services' first year application for this project noted that the Baltimore City Juvenile Court handled 5,728 cases involving Impact offenses in fiscal year 1972. Of the 5,728 cases, 41.1% (2,353) involved youthful offenders under the age of fourteen years. Most of the youthful Impact offenders (1,594) were sent through the court process and handled formally. The intent of this program was to provide a constructive alternative to the court process; it was hoped that the youths diverted from the court would not become entrenched in a criminal career. Further investigation indicated that the Central West, Northwest and Central Southeast areas of Baltimore contained the greatest concentration of juvenile Impact offenses. Figures, upon which these conclusions were based, were gathered by a private consultant contracted by the Department of Juvenile Services with the use of High Impact funds. The consultant also helped in the planning and early implementation stage of this, and other, Department of Juvenile Services Impact Programs. Following the planning which led to the formulation of the "Prevention of Youth Crime" portion of the Baltimore City High Impact Plan, the Department of Juvenile Services coordinated with Commission and the Mayor's Coordinating Council staff to develop this grant proposal. Technical assistance was provided by the staff of the Pre-Trial Intervention Impact project, a diversion project which is currently operating in its fourth year under State funding.

The Diversion of Impact Offenders Project was originally funded in 1973 in the amount of 162,138. The Commission approved the second and third year grant on October 3, 1974 with an award to the Department of Juvenile Services in the amount of 749,996. Notification of acceptance of grant award and conditions was received by the Commission on November 15, 1974 and the project was considered fully implemented at that time.

During the project's first year of operation, while the three sub-contract groups were operating in the southeast, central west and east areas of the city, it was determined that a significant number of 10-14 year old impact offenders resided within the southwest sector of Baltimore City. Of the 4,777 adjudicated impact offenders referred to Paltimore City's Juvenile Services Administration in 1974, 1.890 were residents of Southwest Baltimore.

Therefore, the grant application submitted for the second and third year of funding requested funds to implement a fourth diversion group in Southwest Baltimore. The contract has recently been approved by the Governor's Commission and the Juvenile Services Administration.

Second year federal funds were utilized to provide the applicant with a project coordinator, secretary, research analyst and the personnel of the 4 community groups (East Baltimore Community Corporation (EBCC), Southeast Community Corporation (SECO), Baltimore Urban League (BUL), Communities Organized to Improve Life (COIL), as outlined in Chart I.



The project coordinator has sole responsibility for intake and evaluation for the project as well as primary responsibility for training and agency coordination. The person employed in this position holds a Bachelor of Arts degree as well as a Masters of Social Work degree.

Project director positions are filled by individuals whose qualifications match the job descriptions outlined in the application (a minimum of a college degree and several years experience"). The directors are responsible for hiring and directing their staffs and are directly accountable to the Project Coordinator. With the exception of the COIL project, all project directors were hired in June of 1973.

Although specific educational levels are not identified for program counselors, the application outlines broad qualifications such as familiarity with 10-14 year olds and their communities. The qualifications of the counselors at each community agency are outlined below:

East Baltimore Community Corporation (EBCC): One counselor earned a bachelor's degree in Social Work and has experience in counseling. A second counselor graduated from high school, attended junior college and has lived in East Baltimore. The third counselor, also from East Baltimore, attended college for three years and has several years of counseling experience. The fourth counseling position, previously held by a college graduate, is presently vacant due to a resignation but is scheduled to be filled in August, 1975. To date, according to the Project Coordinator, this position has not yet been filled.

Baltimore Urban League (BUL): Two counselors have college degrees. One is attending a community college and another is attending Bay College. All four counselors have previous experience.

Southeast Community Organization (SECO): One counselor is one course credit short of receiving a B.A. degree and has extensive counseling experience in the Southeast Area. The second counselor has an eleventh grade education, about four years experience working with children in her neighborhood, experience as a school aide and has served as a volunteer for several community projects. The third counselor has attended junior college for one year, has worked as a leader of youth activities and is also a Southeast resident.

Communities Organized to Improve Life (COIL): The contract was recently approved and the project has not become fully operational. In short, although several of the counselors lack the technical credentials of a college education, their previous counseling and ommunity experience generally seem to qualify them for this type of community-based program.

The qualifications of the part-time tutors and teachers are outlined below:

Two part-time teachers: EBCC and BUL

Part-time teachers are certified and teaching regular classes in the Baltimore City school system.

Four part-time tutors: EBCC and BUL

Part-time tutors are high school graduates and college students possessing basic educational skills.

Training funds were originally incorportated in the Juvenile Services Administration budget for the purpose of assuring uniformity and relevancy of all training activities. Due to discrepancies between the hourly rates employed by State Government in contrast to federal grant regulations, and due to delayed contract approval, training proposals were not implemented. To avoid further delays, training funds have been transferred from the JSA segment of the budget to each sub-contractor. These funds will be used individually, though a single trainer will be contracted to train each project's staff.

To mitigate the effects of postponed training, each sub-contractor was encouraged to send staff members to a one-week training program sponsored by the Juvenile Services Administration. All staff members of EBCC (with the exception of the project director) attended—as did the project coordinator and two counselors from BUL. SECO declined the invitation because this was not a mandatory training program, however, another training session is scheduled for November and this is mandatory for all project staff.

Staff were trained according to the <u>Helping Model</u> developed by Juvenile Services Administration trainers. Instruction in interviewing, counseling techniques, problem identification and action planning were the focal points. This training was an adequate prelude to more intensive-action oriented training. A follow-up training program, designed to reinforce techniques learned and to introduce alternative methodologies, will be offered during the next six months.

All special conditions were resolved by the Commission staff and the grantee.

IV. PROJECT OPERATION

The major goals of the project are:

- 1. To divert approximately 120, 10-14 year old Impact offenders out of the juvenile justice system into community-operated social services programs with the hope that the youth would avoid the negative reinforcing effect and detrimental impact of the formal court process. (This objective was modified so that the project could serve 210, 10-14 year olds. The breakdown of projected service per project is BUL-60, EBCC-60, SECO-45, and COIL-45 at 90 day intervals.) In addition, the Northwest Baltimore Corporation (NWBC) which was operating a youth service bureau under a block grant, offered to service approximately 30 10-14 year old diverted Impact offenders from their area of the city. As of December, 1974, NWBC is no longer providing this courtesy service to the project;
- 2. To prevent the repetition of Impact offenses by youthful offenders;
- 3. To improve the total family's ability to deal more constructively with its own problems;
- 4. To remove concrete obstacles effecting the family's ability to cope, for example, dealing with physical and financial problems that affect the well being of the family, to teach families and communities how to deal with existing agencies and to utilize and recruit appropriate services from them:
- 5. To improve the social skills of the youth by improving parent youth communication, youth-social communications; and
- 6. To reintegrate the youth and the youth's parents into the community life through involvement with concerned citizen volunteer staff personnel.

Initially, the project was designed to serve 10-14 year old impact offenders who reside within specifically defined geographic areas of Baltimore City. However, during the first year of project operation, referrals fall short of the numbers originally projected. An administrative decision by the project director was made to increase the number of impact related offenses that the project accepts. Currently the project classifies larceny, burglary, breaking and entering, shoplifing, assault and robbery, assault with a deadly weapon, assault, purse snatching, intent to use a deadly weapon and aggravated assault as impact related offenses.

The sole source of potential participants is Juvenile Services intake. Recently a new referral procedure has been implemented at Department of Juvenile Services intake, which requires all intake consultants to channel police complaints to the overall program coordinator. In order for the project to be used as a viable resource by Juvenile Services, it has become necessary for the project to accept for participation all appropriate delinquency charges that can be diverted from the court, however the impact offender has priority for acceptance into the project. Non-impact offenders are only accepted when there is a vacancy that cannot be filled with an impact offender. Excluded from the delinquency charges that the project will accept are false alarms, drug charges and sex offenses, which require a different type of service.

The coordinator of the Diversion project, working closely with the Department of Juvenile Services Court Intake staff, makes the initial determination as to who will be referred to the Diversion project on the basis of age, offense and residency requirements. The Coordinator screens out, from a Court-provided list, youths with pending charges, youths charged with non-related impact offenses, youths who refuse to participate, are severely retarded, are out of the boundaries serviced by the Community groups, who have had prior charges, or were arrested with other children meeting the above criterion. First time, 10-14 year old Impact offenders residing in the target areas are identified as potential clients for the program. Once. referrals are intercepted by the project coordinator, they are screened to determine eligibility according to residency, nature of offense, age and prior arrest record. Screening at the coordinator's level is performed within a 24-hour period. Following this initial screening, referrals are forwarded to the appropriate community group. At this point, a second screening process in undertaken to determine the willingness of the candidate and the youth's parents to participate in the project, and the above mentioned screening criteria are double checked. This second screening process takes place within a maximum six-day period. If a candidate fails to meet project criteria, the referral is returned to intake as a project rejection.

During the first year of funding, 908 youth were referred to the project for participation. Of these, 613 failed to meet project criteria because of the nature of offense, residency and age requirements, pending/prior charges, or refusal to participate. A total of 295 cases were accepted for participation.

In contrast, 844 referrals were made during the first 10 months of the second funding year, and only 362 were screened-out. This was due to more lenient guidelines regarding the nature of offense and also to revised referral procedures. All delinquency offenses are considered for participation—with the exception of drug offenses, false alarms, and sex offenses (except where special requests are made by intake consultants). From October, 1974, to July, 1975, a total of 482 youth have been accepted to participate in the program, however, it was envisioned that the project would service 210 youths every 90 days or approximately 630 youths over the 10 month period. (See Chart II)

CHART II
PROJECT REFERRALS

	9/73-9/74	10/74-7/75	Total
# Referred	First Year (12 mos.) 908	Second Year (10 mos.) 844	1752
# Coordinator Screen-Outs	509	220	729
# Community Screen-Outs	104	142	246
# Accepted for Participation	295	482	777

If the youth and his or her parents indicates a willingness to participate in the program, a contract is signed by all participants and the youth enters the project. A treatment plan is established with the agreement of the counselor, parents and youth. At the end of 45 days, a progress report is written setting down the steps taken toward achieving the goals of the treatment plan and describing future plans. At the end of 90 days, the youth's total social situation is evaluated and a recommendation made to the Court to drop or not drop charges. At the same time, a decision is made whether to terminate services or to continue on a voluntary basis for up to 135 days.

According to the applicant, of the 777 youth who participated actively in the project from 9/73 to 7/75, only 53 (or 6.82%) have been rearrested. The rate of rearrest for the second year of operation is significantly lower than that of the previous year. That is, a larger number of youth (482) were served over a shorter time period; yet the number of rearrests is only 21 as compared to 32 out of 295 in the first year. (See Chart III).

CONTINUED

3 OF 5

CHART III

REDIVISION DATA FOR DIVERSION OF IMPACT OFFENDERS

Re-Arrest		% Total	Total # Active Participants
First Year	32	10.84%	295
Second Year	21	4.35%	482
Total	53	6.82%	777

According to the applicant, the lower recidivism rate can be attributed to the improved skills of project staff in addition to a more comprehensive program that now provides tutorial services on a regular basic.

The project staff has continued to place emphasis on counselling, providing various activities and making appropriate referrals in order to achieve project goals.

The overall program services available in each community group are as follows:

East Baltimore Community Corporation (EBCC)

Of the three groups EBCC appears to have the most effective traditional counseling program. Individual counseling sessions based on the treatment plan are held at least 3 times a week. Group counseling sessions are held once each week. Emphasis is also placed on family counseling.

During individual counseling sessions, a participant is helped to be goal-directed by listing the responsibilities he needs to master within the 90-day service period. This list becomes in effect a practical treatment plan against which the participant and counselor are able to measure progress.

All clinical services are supported by cultural/social programming activities that are designed to help participants identify and develop interests and to use the skills learned through counseling in a natural setting.

Special activities are planned one month in advance by counselor aides

who are assisted by mental health student interns. These activities include:

-	No.	
<u>Activity</u>	Participants Enrol.	Led Frequency
Baltimore Summer Corps Boys' Karate Club Girls' Self Defense Club Girls' Dance Class Girls' Basketball Bowling Roller Skating Commercial Movies Capital Center Events Tour of Baltimore for all New Participants MAPDP Work Experience Program Clifton Library (Educational	75 28 20 20 12 35 41 25 (Appro 25 (Appro	
Movies) Drama Class	15	twice/week

Most of the above activities are organized and chaperoned by counselor aides, student interns, and volunteers. Activities such as movies or special events are sponsored by the Police Department and Fire Department who donate tickets.

Though EBCC does not have Saturday working hours, each participant is enrolled in week-end activities within the community. This maintains structured activities through the entire week, which is consistant with the project's overall objective to redirect behavior in organized/constructive directions.

The applicant states that in view of the age range of project participants, family life is a determining factor in successful program completion. Supportive services such as health care, housing, and counseling are provided to family members when the need is indicated. Counselors refer parents to resources within the community and also involve them as chaperons on special trips. EBCC has also organized a parents' club, which meets monthly and hears speakers on topics such as drug abuse, health care and school suspension services. Parents have also sponsored fund raisers for the purpose of acquiring recreational equipment for the project.

Southeast Community Organization (SECO)

Clinical services at SECO include family counseling, individual counseling, and group counseling. Family counseling sessions, which are conducted twice each week, emphasize parent effectiveness and are directed toward teaching parents coping techniques.

Group counseling emphasizes peer group cooperation and youth have demonstrated an ability to identify and resolve conflicts surfaced through group interaction.

Individual counseling sessions, held from three (3) to five (5) times per week, are geared toward identifying individual areas of concern, promoting positive self-images, and identifying interests.

Special programming activities serve as the "proving ground", where participants can experiment with the coping and communication skills they learn in clinical sessions. During special activities, participants experiment with self-imposed expectations which counselors help them reinforce.

Among the special activities offered at the SECO Youth Diversion Project are:

	No.	
Activity	Participants Enrolled	Frequency
Baseball League	15	once/week
Baltimore Summer Corps	15	during summer
Horseback Riding	5	once/week
Bowling Club	3	once/week
Work Experience Program	4	10-12 hrs/week
Movies	5	once/week
Concerts	5	sporadic

Team sports are organized on the neighborhood level. The Canton Fort View Recreation Center and local merchants are donating equipment and the registration fee for membership in the Little League. The Baltimore Summer Corps provides summer employment for passicipants, while the Work Experience Program provides part-time employment during winter and spring to a small number of participants who are required to attend school regularly.

Parents are also encouraged to become involved with the Youth Diversion Project beyond the scope of family counseling. A Mothers Committee and Committee on Recreation allow parents to contribute to the project's success while also allowing them a means to ventilate their concerns.

Baltimore Urban League (BUL)

At the Baltimore Urban League project participants are involved in individual counseling sessions twice per week. A group discussion session, composed

of all project participants, is also held twice weekly. These group sessions are means oriented. That is, a speaker may provide the group with information, a socio-drama may be presented, and activities such as kite-making may be taught to the entire group. The appropriate activity for the topic presented focuses the group's energies on specific goals; participants then break into small groups where the topic is further explored and related to everyday occurrences.

This approach to group counseling is advantageous for two reasons. First, considering the size of BUL caseloads and the volume of police complaints referred from DJS each month, holding a means-oriented collective group and subsequent small group counseling sessions makes clinical services more manageable. Second, means-oriented sessions provide a concrete way of showing participants the consequences of certain types of behavior. Considering that participants are not experientially equipped to verbalize abstract concepts such as aggression and hostility, which is required in traditional counseling techniques, it is imperative that concepts be illustrated behaviorally or through the presentation of themes.

Cultural and social programming activities are provided at the Lafayette Square Multi-Purpose Center and the Druid Hill YMCA. The facilities act as satellite office space. Programming activities include:

Activities	Ro. Of Participants	Frequency
MATDP Work Experience Program Girls! Club Rowling	lı 12 All Participants	10 hrs/veek once/week winter-during school holidays
Roller Skating	All Participants	summer-twice/week winter-during school helidays summer-twice/week
Career Day Rasketball Team Film Sessions Special Trips (i.e., Mashington, D.C.,	All Participants 14 All Participants All Participants	once/90 days once/week Spoundic during achool holidays
Circus, etc.) Youth Right's Pay		once/four rouths

The BUL basketball team is registered with the Bureau of Recreation in the midget division and receives supplemental aid from the project's advisory board. Career day is held for the purpose of allowing participants to meet individuals from a variety of professions and to learn about the work world. Representatives from law firms, the fire department, the police department, carpenters, plumbers, and others explain the nature of their professions, educational and vocational requirements; and answer any questions that participants might raise. This activity is designed to expose participants to various types of work and to stimulate interest in fields that are open to them. Youth Rights Day is presented by the University of Maryland Juvenile Law Clinic. Speakers discuss the law and youth, and the rights of juveniles.

Finally, all these community groups attempt to impact on the identified goals by utilizing and coordinating with community resources. Each project has independently established a relationship with the Mayor's Office of Manpower Resources which provided summer employment for approximately 100 participants through the Baltimore Summer Corp., and which provides transportation and clothing allotments through the Youth Service System. Independent relationships have also been established with local schools and regional superintendents for the purpose of assuring satisfactory school progress, attendance, and behavior. In addition, the project has cooperative relationships with the Maryland Association of Pre-Trial Diversion Programs, Inc., which provided employment for 12 participants during the first two quarters of the present funding year through funds provided under a contract with the Mayor's Office of Manpower Resources.

As previously noted, the project was directed toward a population of approximately 120, 10-14 year old Impact offenders residing in the target areas covered by the three community groups. The breakdown of the actual population served is indicated in Chart IV and V.

As indicated in Attachment A, 482 clients have been served by the community groups. In addition, NWBC served 23 youths from October to December, 1974; however, this service is no longer provided to the diversion project.

During the initial year of funding, Commission staff and project staff designed an evaluation component for the project. The component is based upon a controlled experimental design which will determine the probability that pretrial diversionary services will deter future delinquent behavior. The research analyst position that was denied by the Board of Public Works during the second year was designed in order to assist in the evaluation efforts. Presently, the project is evaluated solely by the coordinator in regular quarterly reports. More rigorous evaluation, to entail use of control groups and an already developed research design, will be undertaken once the consultant research contract is approved.

VI. ANALYSIS.

In order to effectively analyze the Diversion of Impact Offenders project, it is necessary to summarize project activities of each of the community groups.

East Baltimore Community Corp.: Of the three groups, EBCC appears to have the most effective traditional counseling program. Individual counseling sessions based on the treatment plan are held at least three times a week. Group counseling sessions are held on designated days once per week. Emphasis is also placed on family counseling. During individual counseling sessions, a participant is helped to be goal-directed by listing the responsibilities he needs to master in a 90-day service period.

All clinical services are supported by cultural/social programming activities—that are designed to help participants identify and develop interests and to use the skills learned through counseling in a natural setting.

In addition, special activities are planned once a month in advance by counselor aids. Supportive services such as health care, housing, and counseling are provided to parents to resources within the community and involve parents as chaperons on special trips. EBCC has also organized a parents' club, which meets monthly and hears speakers on topics such as drug abuse, health care, and school suspension services. Parents have also sponsored fund raisers for the purpose of acquiring recreational equipment for the project.

Since October, 1974, EBCC has provided services for 201 clients. 181 of those clients have completed the 90-day participation period and were successfully terminated (charges dropped based on EBCC's recommendations to the court). There were 7 unsuccessful terminations. The remaining clients are in the various stages of the 90-day participation. Five rearrests have been reported on those 188 terminated.

Baltimore Urban League: At the BUL, servicing Central West Baltimore, project participants are invovled in individual counseling sessions twice per week. A group discussion session, composed of all project participants, is also held twice weekly. These collective group sessions are means oriented. That is a speaker may provide groups with information, a socio-drama may be presented, and activities such as kite-making may be taught to the entire group. The activity for topic presented acts as the means to group interaction and group discussion. Once the larger group meeting ends, participants break into small groups where the topic is further explored and themes or interactive modes are related to every day occurrences.

Cultural and social programming activities—an offshoot of clinical counseling services—are provided at the Lafayette Square Multi-Purpose Center and the Druid Hill YMCA.

Since October, the project has accepted 187 clients. Of the 187, 151 have completed the 90-day participation period. Of the 151, 149 were successfully terminated, and two unsuccessfully terminated. Among the successful terminations, five have been rearrested. It should be noted that this project has had personnel problems resulting in staff turnover and low staff morale. A complaint was filed regarding unfair employment practices. This issue is currently being resolved.

Southeast Community Corporation: Clinical services at SECO include family counseling, individual counseling, and group counseling. Family counseling sessions, which are conducted twice each week, emphasize parent effectiveness and are directed toward teaching parents coping techniques.

Individual counseling sessions, held from three (3) to five (5) times per week, are geared toward identifying individual areas of concern, promoting positive self-images, and identifying interests.

Special programming activities serve as the "proving ground", where participants can experiment with the coping and communication skills they learn in clinical sessions. During special activities, participants experiment with self-imposed expectations, which counselors help them reinforce.

Since October, 1975, there have been 71 clients serviced by the SECO project. Of the 71 cleints, 37 have successfully completed the 90-day participation period and two unsuccessfully. Eleven rearrests have been made during participation.

In computing the cost of services per client, Baltimore Urban League's and East Baltimore Community Corporation's client cost was substantially lower than the other group, because of the larger number of youths serviced. It cost \$469.35 for services for 187 clients at BUL, \$442.98 for 201 clients participating in EBCC's program, and \$906.47 per client for 71 clients at SECO.

As previously mentioned, project referrals fell short of those numbers originally projected. The cost of client services for the SECO project would have been lower if they had received the number of referrals they had anticipated (SECO-45 every 90 days). However, BUL and EBCC reached project intake goal (60 youths every 90 days).

The overall objective of the Diversion Project is to prevent the recocurrence of delinquent behavior among project participants by providing needed services that are readily accessible within the community. Data supplied by the applicant seems to indicate that the project is successfully diverting youth from the criminal justice system. Of the 777 youths who have actively participated in the project during its two years of operation, only 53 or 6.82% were rearrested.

In summary, this project appears to be making progress in reaching its stated objectives. However, the project has not serviced the number of youth projected resulting in a higher than projected cost per client for the SECO sub-contract group. Additionally, the project appears to be a viable alternative for youthful impact offenders diverted from the criminal justice system.

An interim audit report was performed by Commission staff for project expenditures through July 31, 1975. At this point, no financial or accounting problems were identified.



POPULATION CHARACTERISTICS OF DIVERSION PROJECT

OCTOBER 1974 to JULY 1975

	Total Court	Referrals		Sex		Race		Under			Age			Over	Number
Community Group	Impact*	Non-Impact	M	F	B	W	0	.10	10	11	12	13	14	14	Rearrests
SECO	64	7	59	12	40	30	1	3	2	8	13	14	19	12	11
BUL	187	0	177	10	184	3	_	9	19	15	35	48	55	6	5
EBCC	200	1	166	35	199	2	_	_	16	_26	28	58	73_		5
NWBC*	20	3	18	5	22	1	-	-	2	5	5	11		-	0
TOTAL	471	11	420	62	445	36	1	12	39	54	81	131	147	18	21
						[[<u> </u>		1					[]	

^{*}Services provided through October, 1974 to December, 1975. Courtesy Services through NWBC are no longer provided.

Attachment B

Project Recidivism Data And Client Service Costs

Community Group	Number Of Clients Serviced Oct. 74-July 75	Number Of Rearrests	Rearrest of of the Total # of Clients Served	Budget (10 Mos.)	Cost Per Client For 90 Days
EBCC	201	5	2.48%	\$89,040	\$442.98
BUL	187	5	2.67%	\$87,770	\$469.35
SECO	71	11	15.4%	\$64,360	\$906.47

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Residential Facilities Project

Applicant: Juvenile Services Administration

Implementing Agency: Juvenile Services Administration

Project Director: Evelyn Slaught

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: March 19, 1973

Grant Period: July, 1974 - September 30, 1974.

Approved

First Year's Eudget:

Date of Award: October 4, 1974

Grant Period: October 1, 1974 - September 30, 1976

Approved

Second Year's Budget:

ry	Federal Share	Matching Share	· 	Category	Federal. Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental Other	\$52,000	\$3,500	•	Personnel Equipment Consultants Travel Consumables Rental Other	\$105,000	\$11,666
· TOTALS	\$52,000	\$3,500	•	TOTALS	\$105,000	\$11,666

Budget Explanations and Modifications: The first year award was subsequently reduced to \$16,900 in federal funds due to lenghtly delays in implementing the Community Treatment Project which was initially to be the sole source of referrals for this project.

PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

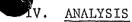
The Department of Juvenile Services used this opportunity to develop in conjunction with the City a program which breaks from the traditional approach of juvenile services. The program developed, entitled "Community Treatment (Baltimore City Intensive Probation) Project," replicated a California Treatment project which provided intensive supervision and matched juvenile impact offenders with certain treatment programs, probation officers, and residential facilities. It is the latter service which is addressed in this project. It was hoped that, through the use of special Purchase of Care Impact funds, a variety of residential facilities would be provided to the target population; which facilities were considered essential to the overall goals of this program.

On March 19, 1973, the Governor's Commission awarded a grant in the amount of \$52,500 to the Department of Juvenile Services to implement the "Residential Facilities" Project. The Acceptance of Grant Award and Conditions was not returned to the Commission until June 25, 1973 due to delayed resolution of certain administrative restrictions. The main problems encountered were obtaining the Governor's approval to accept the grant and Board of Public Works approval to establish positions for the Community Treatment Project, which initially was to be the sole source of referrals for this project.

This project as designed was totally dependent upon the Intensive Probation project for referrals. Due to extended delays in the implementation of that program (See Past Progress Report, "Community Treatment Baltimore City Intensive Probation Project), funds from the Residential Facilities grant were not utilized until July, 1974. As a result of the delays, the federal award was adjusted to \$16,900.

The second grant award was made on October 4, 1975. All special conditions attached to the second year were resolved.

Federal funds for this project were to be utilized exclusively for contracts with private vendors of residential services.



There were three objectives established for this project. They are as follows:

Objective I: To provide appropriate residential placements for Impact Offenders.

Objective II: To provide appropriate matching, screening and training for the vendors of residential care.

Objective III: To determine the success of this project in terms of attitudinal change and recidivistic behavior of Impact youth served.

Due to the very limited activity of this program it is not possible to make any real analysis of its success in meeting its stated objectives. During the first year of this grant, four youth were placed using grant funds. The histories of these clients is as follows:

- The first client, arrested for assault, was placed in a shelter care home for two weeks and was then placed in the Youth Development Center. Subsequently, he was re-arrested for having possession of a gun, and was placed at the Maryland Training School for Boys.
- 2. The second client, arrested for assault, was placed in the Youth Hostel (a temporary residential facility) for three days, was then placed in a shelter-care home for five days, was re-arrested for possessing a gun and was placed at the Maryland Training School for Boys.
- 3. The third client, also arrested for assault was placed in the Youth Development Center for two days before absconding. This youth was terminated from the project shortly therafter.
- 4. The fourth client was originally arrested for breaking and entering, had been referred to Crownsville State Hospital.

During the second grant year the project served a total of 11 youths. A brief history on each follows. The offense listed should be interpreted as the incident that resulted in the youth being referred to the Intensive Probation Project; it does <u>not</u> include all offenses. (Most youth have been adjudicated delinquent on more than one charge.)

1. Client was referred for assault and breaking and entering, and was placed in shelter care for 10 days. He was subsequently arrested for two unauthorized use charges and driving while intoxicated.

- 2. Client was referred for assault and was placed in a foster home for a five month period. While in a foster home his probation was violated and he was committed to a training school.
- 3. Client was referred for purse snatching and was placed in a group home for 10 days before being terminated for behavior problems. Has not been re-arrested since his release on 7/24/75.
- 4. Client was referred for assault and placed at the YMCA group and shelter home for a one month period which terminated for unknown reasons on 9/4/75.
- 5. Client was referred for two assault charges, breaking and entering and purse snatching and was placed in foster care for a one week period before being committed to the Maryland Training School for a violation.
- 6. Client was referred for assault and robbery and was placed in the YMCA group and shelter home for a one month period terminating 5/20/75. There have reportedly been no new charges since being terminated from the program.
- 7. Client was referred for breaking and entering and was placed at Oak Hill House on 6/11/78. Client is still residing there.
- 8. Client was referred for breaking and entering and was placed at Oak Hill House on 9/18/75. Client is still residing there.
- 9. Client was referred for breaking and entering and was placed at Oak Hill House on 8/22/75. Client is still residing there.
- 10. Client was referred for breaking and entering and was placed at the YMCA group and shelter home for a 6 month period terminating 5/7/75. Has since been arrested for possesion of a hand gun which has not yet been disposed of by the Court.
- 11. Client was referred for breaking and entering and was placed at the YMCA on 7/18/75. Client is still residing there.

The limited use of this project is due primarily to the fact that youth are not being referred by the Intensive Probation project since these residential services were not needed. The past two years would appear to indicate that this project has not been fully utilized. In response to this rather obvious point, the Juvenile Services Administration requested that they be permitted to modify

the program to accept referrals from all probation caseloads rather than limiting referrals just to referrals to the Intensive Probation project. Approval was granted by Commission staff to use \$50,000 in grant funds for youth who have been adjudicated delinquent for an impact offense and are on probation. Additionally, the Juvenile Services Administration was required to employ a part-time coordinator for the program. Funds under this grant cannot be used for placement outside the State of Maryland or for facilities that have received Commission funding. This latter stipulation is required by federal supplanting regulations. Whether project activity will increase as a result of this modification is uncertain.

An additional concern regarding this project is that some youth are being placed at Oak Hill House in Hagerstown, Maryland. This placement does not appear to be in keeping community-based treatment concept that was to be used for the Community Treatment (Intensive Probation) project.

PAST PROGRESS

GENERAL INFORMATION

Expansion and Optimization of Helicopter Patrol Project Title:

Coverage to Facilitate Conclusive Evaluation

Date of Award:

Grant Period:

Approved

Second Year's Budget:

Applicant: Baltimore City

Baltimore City Police Department Implementing Agency:

Frank Battaglia, Deputy Police Commissioner Project Director:

AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND II.

First Year

Second Year

November 8, 1974

September 30, 1974 to September 30, 1975

Date of Award: October 26, 1972

: Period: July 15, 1973 to September 30, 1974/

Approved

First Year's Budget: Matching Federal'

Category	Share	Share
Personnel Equipment Consultants Travel	\$ 105,900 99,200	\$ 77,265
Consumables Rental Other	• •	
TOTALS	\$ 205,100	\$ 77,265

Matching Federal Share Share Category 8,400 Personnel \$ 4,750 2,667 Equipment 94,850 Consultants Travel Consumables Rental .Other \$ 99,600 \$ 11,067 TOTALS

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which was entitled "Intensive Community Patrol by Police." This project, submitted as a component of the Intensive Community Patrol Program Area, was aimed at expanding and evaluating the existing helicopter force of the City Police Department. The applicant proposed to purchase two additional helicopters for assignment to a continuous 16 hour airborne patrol program over a defined high crime area in Baltimore City.

On October 20, 1972 the City of Baltimore was awarded approximately \$205,000 for the first year operation of this project. On July 15, 1973 this project became operational and operated until September 30, 1974. The second year of this project started on October 1, 1974 and will end on September 30, 1975.

The objective of this project was to contribute to the Impact Program's overall goal of a reduction of street crime and burglaries by 5% in two years and 20% in five years. There were several specific objectives established by the grantee for the first and second year operation of the helicopter project. These objectives were:

- \underline{A} : To determine the effect that helicopters have in reducing Impact Crime when utilized in a patrol mode.
- $\underline{\mathtt{B}}$: To determine what crimes other than Impact Crimes are decreased by the helicopters unit's operation.
- C: To determine the extent and nature of the operational benefit of helicopter patrol in terms of detection, apprehension and prevention.
- D: To determine the best operational mode in terms of air/ground co-ordination.
- \underline{E} : To maintain two helicopters simultaneously air-borne sixteen hours per day.
- F: To measure the comparison between operational cost of the helicopters and their operational benefits.

 \underline{G} : To determine the difference in incidence of Impact Crime in subdivisions of the target area which had Impact or Innovative Foot Officers.

H: To indicate other variables outside the police department which could account for changes in the crime rate.

The grantee's method of achieving these objectives consisted of 16 continuous hours of helicopter patrol each day. During this time, the helicopter personnel would assist ground units with patrol activities and the apprehension of suspects. The grantee selected a test and control area to evaluate this project. The test area consisted of 9.2 square miles of Baltimore City, encompassing 12% of the land area of the city and 25% of the City's population. The control area of this project consisted of all the area in the city outside the test area.

IV. ANALYSIS

The information submitted by the grantee on this project relates to the Department's entire helicopter fleet (5 aircraft of which 4 are used primarily for patrol). Therefore, this evaluation relates to the entire Departmental helicopter program and not just the two federally funded aircraft.

Concerning objective one, the grantee measured the amount of impact crime in the test and control area for a two year period. Table one is a summary of that analysis. The information in this table indicates that total City-wide index crime increased 6.8% in the period July 1974 to July 1975, and impact crime increased 10.3% in the control area during the same time period. However, information in table 1 also indicates that Impact Crime in the helicopter test area increased only .4% during the period of examination.

As noted earlier, the helicopter project became operational in July 1973. Prior to that period the Police Department had a total of 3 helicopters for patrol. Table 2 is a comparison of the total index crimes and percent change in the helicopter test and control areas before and after this project became operational. As noted from the information in this table, crime increased 21% in the test area from 1972 to 1975, and crime increased 34% in the control area \cdot during the same time period. This information appears to indicate that the helicopter personnel had some effect in reducing the rate of increase of Impact Crimes in the test area, but two considerations suggest caution. First, the control area was adjacent to the test area, and crime spillover could have accounted for some of the 10.3% increase in crime in the control area. a number of other projects were operating in the helicopter test area during the time periods examined (e.g. Innovative Foot Patrolmen and Impact Street Lighting), and because of deployment pattern the grantee, could not control for these variables in the analysis. Therefore, a decrease in crime in the helicopter test area can not be attributed specifically to any one police project.

. TABLE 1

. : HELICOPTER IMPACT PROGRAM

ACCUMULATIVE COMPARISON OF INDEX CRIMES

JULY 1974 - JULY 1975 VS JULY 1973 - JULY 1974

,	Hel	icopter [rest A:	rea		Control Area	
	1974	1975		DIFF.	1974	1975	DIFF.
Homicide	165	157	- 8	(- 4.8%)	155	166 + 11	(+ 7.1%)
Rape '	319	.270	- 49	(-15.4%)	218	263 + 45	(+20.6%)
Robbery	5054	4997	- 57	(- 1.1%)	5115	6119 +1004	(+19.6%)
Agg. Assault	3261	3289	+ 28	(+ 0.9%)	3425	3799 +374	(+10.9%)
Burglary	6788	6941	+153	(+ 2.3%)	12145		(+ 6.0%)
ceny	8221	8990	÷769	(+ 9.4%) .	22584	• •	(+10.0%)
Auto Theft	3000	2985	- 15	(- 0.5%)	6648	6651 + 3	(+ 0.1%)
Violent						ntanteneran and, this on any array array and any any array and any array are any any array and any array are a	
Crimes	8799	8713	- 86	(- 1.0%)	891,3	10347 +1434	(+16.1%)
Property Crimes	18009	18916	+907	· (+ 5.0%)	41377	44362 +2985	(+ 7.2%)
Impact Crimes	15587	15654	+ 70	(+ 0.4%)	21058	23217 +2159	(+10.3%)
TOTAL					<u> </u>		
INDEX CRIMES	2 6808	27629	+821	(+ 3.1%)	50290	54709 +441	(+ 8.8%)
				(Jul 74 - J (Jul 73 - J		77098 82338	••••
	· *Differ	ence			•	+ 5240 (+ (5.8%)

TABLE 2

TOTAL INDEX CRIME FOR HELICOPTER TEST AND CONTROL AREAS 1972-1975

YEAR	TEST AREA	CONTROL AREA
1972	22,823	40,794
1973	24,316	45,913
1974	26,808	50,290
1975	27,629	54,709

PERCENTAGE CHANGE IN TOTAL INDEX CRIME FOR HELICOPTER TEST AND CONTROL AREAS 1972-1975

TEST AREA	CONTROL AREA	_
+ 6.5%	+12.5%	
+10.2%	+ 9.5%	
+ 3.1%	+ 8.8%	
+21%	. +34%	
	+ 6.5% +10.2% + 3.1%	+ 6.5% +12.5% +10.2% + 9.5% + 3.1% + 8.8%

Objective B states that the grantee will try to determine what crimes other than Impact Crimes are decreased by the helicopter's operation. A comparison of the property crime rate for the test and control area is displayed in Table one and indicates that in the helicopter test area, property crimes increased 5% during the period July, 1974 - July,1975 over the period July, 1973 - July, 1974, while in the control area, this category of crime increased 16% during the same time period in the control area. However, for the reasons noted earlier in an analysis of objective A, it is difficult to definitively attribute the reduction in these offenses exclusively to the helicopter patrol.

Objective C of this project states that the grantee will attempt to determine the extent and nature of the operational benefit of helicopter patrol in terms of detection, apprehension and prevention. In order to measure this objective, the grantee monitored the number of arrests made by ground units in conjunction with helicopters personnel in the first two years of this grant's operation.

In defining arrest assistance, two definitions were developed by the grantee. One standard of measurement is the extent to which the helicopter was "decisive" in effecting the apprehension: The helicopter unit was credited with an arrest when the facts of the incident indicated that ground units could not have been able to effectuate a particular arrest without direct assistance from the helicopter personnel. The other contingency was a situation where helicopter personnel provided assistance in the apprehension of the suspects, but the arrest could possibly have been made without the use of the helicopter. In this type of case, the helicopter unit would only be credited with an arrest assistance.

Prior to the implementation of this grantee, the three Departmental helicopters assisted in a total of 289 arrests, in the period July 1972 to July 1973. The grantee indicated that all of these arrests could not have been made without the assistance of the helicopters. This total means that the average number of arrest per helicopter during this time was 96. The grantee reported that in the first year of operation the helicopters assisted in a total of 440 arrests. The grantee noted that 289 of these arrests could not have been made without the assistance of the helicopters. In the second year of operation, the grantee noted that the helicopters assisted in 482 arrests, of which 362 could not been made without the assistance of the helicopters. This indicates that each helicopter averaged 58 arrests during the first year of operation, and 72 arrests during the second year of operation. Therefore the average number of arrests per helicopter decreased 33% from the time prior to this project's implementation and the second year of the prjects operation. During the period July 1972 to July 1973 before this project was operational, the total number of calls answered by the helicopters was 5,778, or about 1,926 calls per helicopter. In the first year of the projects operation the average number of calls answered per helicopter was 2,002. In the second year of this project's operation, each helicopter average 2,590 calls for service. During the period of July 1973 to July 1975 helicopter personnel responded to a total 22,963 calls for service, seven hundred and eleven (711) of which were initiated by the helicopter crew while on patrol. The grantee did not specifically indicate how many of these calls for service were related to impact crimes or how many were related to traffic or rescue incidents. However, the grantee did indicate that the standard procedure is for the helicopter to respond only to serious criminal incidents.

The fourth objective of this project was to determine the best operational methodology for the helicopter unit, in terms of air-ground coordination. In the first and second year of operation, the helicopter worked in conjunction with Police mobile and foot personnel to patrol the target area. Commercially dense sections of the target area had both mobile units and foot patrolmen assigned to augment the helicopter, while more dispersed areas were patrolled just by helicopter and mobile personnel. The grantee did not submit any information relating to this objective.

The grantee did not meet this fourth objective that is to evaluate the best method of air-ground coordination. The evaluation submitted on this project by the grantee lacked both quantitative and qualitative analyses as to which combination of air and ground patrol constitute the best method for suppressing Impact Crimes.

The fifth objective of this program was to maintain two helicopters simultaneously airborne for 16 hours per day.

For a short period after the implementation of the Helicopter Impact Program, the Department experimented with the airborne deployment of two helicopters 16 hours a day. However, according to the grantee, because of scheduled and unscheduled maintenance this 16 hour deployment was not always possible. Another factor contributing to the failure of the grantee to achieve the hours flying time per day for two helicopters was the fact that each working pilot was only able to fly 6 hours per day, instead of 8 hours originally anticipated. The reason given by the grantee for the 6 hour limit was increased fatigue from airborne duty.

Therfore the applicant established a new objective of maintaining one helicopter airborne for 16 hours per day. In relation to this objective in the first year of operation, of a possible 5,824 flight hours (one helicopter at 16 hours/day) during the period July 1973-July 1974, 4,189.7 actual flight hours were recorded. During a 12 month period of the second year of operation (July 1974-July 1975) 3,874.8 of actual flight hours were recorded by the helicopter unit. The total flight hours are based on the operation of one helicopter flying every day for a 16 hour period. The difference of 1,634.3 and 1949.2 hours was attributed to weather or other conditions which necessitated grounding the aircraft. Poor weather conditions resulted in 1,434 hours of downtime in the first year and 1,468 hours of downtime in the second year of the project's operation. The remaining downtime in both years resulted from mechancial problems

and standby alerts. Therefore, the grantee did not achieve the objective of having one aircraft airborne 16 hours a day: Prior to this project, the grantee averaged 7 hours of flight time per day. In the first year of operation the grantee averaged 12 hours of flight time per day and in the second year of operation, an average of 11 hours of flight time per day was achieved.

The sixth objective of this project was to measure the comparison between the operational cost of the helicopters and the helicopter's overall benefits.

To measure this, the grantee compared the operational cost of the helicopters with the total value of property recovered for two years of operation. Between July, 1973 and July, 1975 the operational cost of the helicopters was \$199,699 (excluding the salaries of pilots). The total value of property recovered in this same time period was \$314,342. Table 3 is an analysis of the value of property recovered by the helicopters and the corresponding number and type of incidents of crime. Three problems exist with this type of evaluation: One is the fact that the helicopter personnel can only assist in the recovery of property, whereas the actual pickup of persons and property is made by ground units. The second problem concerns the type of property recovered. As Table 3 indicates, out of a total value of \$314,342, \$136,292 was attributed to narcotics. It is questionable whether narcotics can be considered property recovered in terms of dollar savings, The third problem is that the cost figures supplied by the grantee did not take into account the salary of the pilots. The total salary cost of the helicopter program for a two year period is approximately \$288,000. This increases the total operational cost of the helicopter program to \$487,699 fo: a two year period. This information indicates that the operational cost of the helicopter program is greater than the total amount of property recovered (\$314,342) by ground units with the help of the aircraft.

The seventh objective of this project was to determine the difference in the incidence of impact crime in sections of the helicopter target area which had additional foot patrolmen assigned to prevention patrol. Within the helicopter test area there are twenty Innovative Footposts (an Innovative Footpost contains a patrolmen funded to the Police Department under a separate impact grant.) There are also a number of Innovative Footposts in the helicopter control area. In comparing October 1973 - March to October 1974 - March 1975, the grantee noted that index crime in the Innovative Footpatrol area inside the helicopter test area increased 1% while the Innovative Footpatrol areas in the control area increased an average of 27.5% in the same time period. There are also 10 Civilians Impact Posts (posts staffed by police officers relieved of clerical duty by civilians under a separate Impact project) in the helicopter test area.

TABLE 3

HELICOPTER IMPACT PROGRAM

ANALYSIS OF ARREST ASSISTANCE SUMMARY

15 JULY 1973 - JULY 1975

Offense	Number of Incidents	Value of Recovered Property
Rape Homicide (Cash recovered from Recovered Property Assault & Robbery Burglary (Commercial) Burglary (Residential) Aggravated Assault Larceny Auto Theft Auto Tampering Assault on Police Deadly Weapon Narcotics Violation (Estimated Value) Malicious Burning Malicious Destruction Mentally Disturbed Person Escapee Driving While Intoxicated Trespassing	lncidents 2 offender) 6 3 58 92 31 7 48 55 9 2 20 Street 24 1 14 1 11 2 51	N/A 20,627.26 298.50 10,660.70 24,739.53 9,558.35 N/A 10,315.47 101,850.00 N/A
Traffic Violations Disorderly Conduct Rogue and Vagabond Assault Vice	7 20 4 15 2	N/A N/A N/A N/A
Total	485	314, 341. 93

During the period February 1, 1974 to June 30, 1974 and February 1, 1975 to June 30, 1975, crime decreased an average of 39% in these posts in the helicopter test area.

However, no figures were supplied by the grantee on those sections of the helicopter target area receiving only helicopter and normal police patrols. This type of information would have been helpful in attributing crime decreases to specific modes of patrol.

The grantee also reported that during the two years of the helicopter grant's operation, the Department's Tactical Section was also assigned to the helicopter test and control areas to combat specific crime problems. The grantee defines the Tactical Section as "a semiautonomous patrol component whose primary mission is actuating crime reduction in fluctuating target areas within the city." While the assignment of this section may be necessary in the suppression of crime, it makes an effective evaluation of the helicopter program difficult because a reduction in crime in the target area could have been the result of the Tactical Section and not the helicopter unit. The grantee has no way of knowing whether this did in fact occur, because different patrol variables were not isolated in the project's evaluation design.

The last objective of the program was to indicate other variables outside the Baltimore City Police Department which could account for changes in the crime rate. The grantee reported that in the first six months of 1974, 53.4% of all persons arrested by the Baltimore City Police Department for index offenses were under 18 years of age.

Juveniles comprised 5.2% of all robbery arrests, 62.3% of all burglary arrests, 63.7% of all auto theft arrests and 57.2% of all larceny arrests during this time. The grantee also reported that during the first six months of 1975, 51.2% of all persons arrested for index offenses were under 18 years of age. During this same period, juveniles comprised 20.7% of all murder arrests, 26% of all rape arrests, 50% of all larceny arrests, and 60% of all auto theft arrests.

It should be noted that the number of juveniles committing crime is not really an outside variable that affects crime. Instead, it is the factor which is trying to be controlled. The disposition of juvenile cases is an uncontrollable variable in this project; however, the Police Department did not submit information on juvenile dispositions. The number of juveniles rearrested for crimes may indicate that certain aspects of crime reduction are not under the control of the Police Department. Other uncontrollable variables relating to this project could be an increase in population in the target area, or an increase in unemployment in Baltimore City. The Police Department did not submit any information concerning these variables. Therefore, the grantee did not achieve this last objective.

The automated procedures for inmate location and court schedule updates has, therefore, had to be supplemented by the use of manual procedures. The daily printing by the on-line system of a jail list of inmates (including a designation of inmate status, e.g., awaiting Supreme Bench trial and sentencing) has enabled improvements in the processing of Supreme Bench Court incarcerated defendants. The Supreme Bench Court Assignment Office states that the daily automated jail list has enabled the implemenation of new control procedures. These procedures enable the court to monitor and systematically address the need for priority processing of incarcerated. defendants. these procedures were implemented in March, 1975, the jail population chargeable to the Supreme Bench was approximately 800 defendants of which only 55% were scheduled for trial. As of August 1, 1975, jail inmates chargeable to the Supreme Bench totaled 675 with 75.4% of these defendants scheduled for trial. It should also be noted that as of March, 1975, the 800 jail inmates represented approximately 37% of the total Supreme Bench defendants awaiting disposition while, in August, 1975, the 675 jail inmates represented less than 24% of the total defendants awaiting disposition. While this decrease in the percentage of incarcerated defendants awaiting trial may reflect charges in bail setting procedures, it would appear to also reflect an increase in the priority placed on processing incarcerated defendants relative to those defendants out on bail or released on own recognizance.

Attachment III summarizes the status of the jail inmate population including the duration of stay of the population as of the end of the first week of September. Attachment IV shows a sample of the computer printout of daily jail cases scheduled for court. Thus, the On-Line Jail System is providing the data base with which decisions affecting the more timely delivery of inmates to the court can be made.

In meeting the third objectives, the jail system provides accurate and timely inmate record access by allowing on-line inquiry of inmate status via the inmate's unique identification number or name. In addition, an inquiry can be made as to the location of an individual in any jail cell. Once the individual housed in the jail cell is known, an additional inquiry can be made to obtain detailed inmate related information. The combination of the detailed inmate record and the ability to access that record by name, identification number, and cell location provides a flexible record keeping and inmate information retrieval system.

The grantee has made some progress in meeting the fourth and fifth project objectives. The inmate oriented data base maintained by the jail system currently provides detailed statistical data on inmate intake and releases as well as the number of active and inactive defendants processed by the jail as of any given point in time. In addition, the system keeps an accounting of all jail cells that are occupied, vacant, and in need of repair. By providing this kind of a data base, the City Jail now has the potential to obtain meaningful information necessary for improved budget and resources allocation decisions as well as improved projection of inmate population. In addition, reports such as the weekly generated inmate aging report (Attachment V, listing each inmate by status and duration

In summary, the grantee has provided an abundance of statistics on the operation of the helicopter patrol in its two years of operation. On the surface, the statistics point to a decrease in certain kinds of criminal activity. However, because of an inability to properly control for other patrol variables in the test and control areas, and because helicopters and crew can only assist ground units in making arrests and recovering property, crime reduction in this test area cannot be attributed solely to the helicopter operation.

Finally, an interim audit was conducted on this project in August, 1974. The results of this audit indicated that there appeared to be no financial problems with the project at that time. To date, a second year audit has not been completed on this project; however, any recommendations of a second year audit when available, should be implemented by the grantee if subsequent funding is approved.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Intensive Community Patrol by Police (64 Foot Patrolmen)

Applicant:

Baltimore City

Implementing Agency: Baltimore Police Department

Project Director: Lieutenant Colonel Bishop L. Robinson, Chief of Patrol

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: October 26, 1972 and December 13, 1973

Date of Award: November 14, 1974

Grant Period: 17 Months - April 1, 1973 to Sept. 30, 1974

Grant Period: 12 months - October 1, 1974 to Sept. 30, 1975

Approved
First Year's Budget:

Approved
Second Year's Budget:

Category	Federal'	Matching Share		Category	Federal Share	Matching Share
rsonnel Equipment Consultants Travel Consumables Rental Other	\$912,863 78,680	\$ 77,419 6,688 86,400		Personnel Equipment Consultants Travel Consumables Rental Other	\$885,560	\$93,895 4,500
TOTALS	\$990,943	\$170,507	•	TOTALS	\$885,560	\$98,395

Budget Explanation and Modifications

This project was initially awarded by the Governor's Commission on October 26, 1972 for a six month period. Because of the difficulties in hiring new patrolmen to replace the veteran patrolmen who would be assigned to the impact program, certain delays took place requiring an extension of the project for another seven months. In addition, the next year of funding was shortened. The termination date was adjusted to September 30, 1974 to enable this project to coincide with the refunding date of all programs funded under the Baltimore City Impact Program.

On November 14, 1974, the grantee was awarded Federal funds for operation of the program for the remaining nineteen months out of the total allowable funding period of thirty-six months.

The first year approved budget actually includes the first two funding periods amounting to \$990,943 in Federal funds, and \$170,507 in local match funds. The second year budget, \$983,955 (885,560 and \$98,395 in Federal and local match funds, respectively), indicates the funds allocated for the first twelve months of the remaining nineteen months. \$885,560 in Federal funds and \$93,895 in local cash (\$979,455 in total) represent the salaries and fringe benefits of the 64 recruit policemen hired to replace veteran policemen assigned to the impact program. \$4,500 in local funds in the Equipment category represents allowance for uniform maintenance.

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce major crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault, and burglary. The plan identified seven major program areas, one of which referred to "Intensive Community Patrol by Police." This project was proposed as one part of that program area. The purpose of this project was to deploy foot patrolmen, in addition to the normal mobilized patrol, to reduce the selected Impact crime in neighborhoods with high crime rates. Specifically, funds were requested to support 64 foot patrolmen in the Central, Northern, Northeastern, Western, Southern, Southwestern and Eastern Police Districts.

The request for funding of the Intensive Community Patrol by Police grant was considered and approved at the October 3, 1974 Commission meeting and the official award in the amount of \$1,518,273 in Federal funds and \$3,360 in State funds to cover the final nineteen months of funding was made on November 14, 1974. On November 29, 1974, the Mayor of the City of Baltimore accepted the grant award and special conditions.

There were eleven special conditions attached to the grant. Chief among these were the following: that the award represented the final nineteen months of funding, that the grantee implement the recommendations of the financial audit report; that accurate time and attendance records be maintained on the foot patrol; and that the award would be subject to review by the Commission at the end of one year. To date, all conditions have been met. The grantee also met the LEAA Special Conditions for Impact grants.

Hiring of the 64 police officers began in February, 1973. However, because of the difficulty of filling the positions, the first officers were not deployed until May, 1973. Table I shows when the first 45 officers were deployed.

TABLE I

Month	Number	of.	Officers	Deployed
May, 1973 July, 1973 August, 1973 October, 1973 August, 1974 September, 1974			12 6 5 2 16 4	
Total			45	

The remaining mincteen positions were filled by the deployment of foot patrol officers to the Southern, Eastern, Northern, Western, and Southwestern Police Districts with complete deployment occurring by February, 1975. The Tactical Section's four officers were deployed within the Central District in October, 1974. The Eastern District's four foot officers were assigned in December, 1974. Two positions were filled in the Western District, and six footpost positions were filled in the Southern District. The Northern District filled the remaining position in January, 1975, and the Southwestern District filled its last two footpost positions in February, 1975.

Table II shows the number of patrolmen assigned to footposts in each Police District.

TABLE II

	Police Districts	Number	of	Foot	Patrolmen	Assigned
-	Southern Southwestern Western Central*	•			15 8 4	
	Northeastern Northern Eastern	•			12 6 4	
	Tota1			·	64	

According to the grantee foot posts were selected in each District based on historical Impact Crime Data. The footposts were areas with a relatively high incidence of reported crimes. In addition, according to the grantee,

^{*}includes four footpatrolmen in the tactical section of the Central District.

those areas which consistently proved resistant to crime reduction efforts were assigned preference as part of the final selection of footposts for the deployment of policemen.

Peak periods of criminal activity were determined within each individual footpost. Based on these peak periods, operational time frames were established to insure optimum coverage during the peak periods of criminal activity within the selected footposts. The off days of the patrolmen were scheduled to assure maximum manpower availability during the peak days of the week.

Appendix I shows the footposts covered by the footpatrol by each Police District and the hours and days when the specific footposts are patrolled.

The patrolmen would walk their assigned footposts during the specific hours, answer dispatched and on-site calls for service, and make any necessary arrests. The purpose of the footpatrol, however, was to concentrate on reducing the impact crimes (i.e., murder, forcible rape, robbery, aggravated assault, and burglary).

IV. ANALYSIS

There are some difficulties in evaluating the effectiveness of the program. The footposts have been located throughout seven different police districts in the City. As a result, there are several small scattered target areas. This makes it difficult to assess one target area since it is possible for one target area to influence activities in another. This influence is difficult to measure.

Another difficulty in evaluating the project is that there are other Baltimore City High Impact Programs being funded simultaneously. Some of these other impact programs (i.e., Target Hardening - Street Lighting, Civilians in Supportive Services, and High Impact Helicopter) have target areas that overlap the target areas of the Intensive Community Police Patrol. This overlapping again makes it difficult to isolate the influence of any one impact program on the target areas.

Even though this program has been operational for 29 months, data has been submitted for only two ten-month periods. The two periods were October 1, 1973 through July 31, 1974, and October 1, 1974 through July 31, 1975. The absence of complete data further complicates the task of evaluating the value and effectiveness of this program.

The objective of this program, as stated in the original grant application, was the reduction of impact crimes in the designated footpost target areas. The Mayor's Coordinating Council on Criminal Justice, in cooperation with Commission staff, established evaluation criteria to be used to assess the effectiveness of the project in achieving the stated objective. The following analysis includes the specific evaluation criteria and an assessment of the results of the program based on these criteria.

1. Incidents of Impact Crime by Target Area during the operating period, compared to a similar period before the implementation of the program.

		Number of I	mpact Crimes			
Police District	Footpost	10/1/73- 7/31/74	10/1/74- 7/31/75	Increase or Decrease	% Change	
Central		206	195	-11	- 5.3	
	171, 173	142	109	-33	-23.2	
	174, 176	55	77	+22	+40.0	
	2093, 2094	9	9	0	0	
Southern		126	104	-22	-17.5	
	971, 974	12	8	- 4	-33.3	
	972, 973	44	42	- 2	- 4.6	
	963, 965	32	36	+ 4	+12.5	
	966	2	0	- 2	-100.0	
	967	7	5	- 2	-28.6	
	968	19	9	-10	-52.6	
	969	10	4	- 6	-60.0	
Southweste	rn	104	98	- 6	- 5.8	
	872	6	6	0	0	
	885, 886	62	54	- 8	-12.9	
	887, 889	36	38	+ 2	+ 5.6	
Western		90	104	+14	+15.6	
	781	12	23	+11	+91.7	
	783	78	81	+ 3	+ 3.9	
Eastern		98	116	+1.8	+18.4	
	376, 377	98	116	+18	+18.4	
Northeaste	ern	68	72	+ 4	+ 5.9	
	469	23	40	+17	+73.9	
	471, 474	32	1.4	-18	-56.3	
	475, 476	1.3	18	+ 5	+38.5	
Northern		30	40	+10	+33.3	
	577, 578	23	4 3 5	-1-12	+52.2	
	579	7	5	- 2	-28.6	
Total		722	729	+ 7	+ 1.0	

The data supplied by the grantee makes it difficult to evaluate this criteria. As was previously mentioned, the data supplied covered the October 1 through July 31, 1973-1974 and 1974-1975 periods. Although the program was not fully operational throughout most of these periods (e.g., only 35 officers were deployed during October 1, 1973 through July 31, 1974) some activity was occurring. Further, no data was supplied for a similar period prior to project implementation.

Table III compares the total impact crime for each police district and footpost target area for the two reporting periods.

Table III indicates that on the whole, the impact crimes in the footpost target areas increased by 1%. The most significant percentage increase occured in the Northern District, 33.3%. The Southern District on the whole witnessed the largest percentage decrease of reported impact crimes, i.e., 17.5%.

Unfortunately, since the data does not cover a sufficient length of time and there is no provision for making comparisons before and after implementation of the project, concrete conclusions cannot be drawn from this data.

Table IV shows the total impact crimes by police district of reporting areas adjacent to the footpost target areas.

TABLE IV

Areas Adjacent to Footposts

•	Number of I	mpact Crimes		
Police	10/1/73 -	10/1/74	Increase or	%
District	7/31/74	7/31./75	Decrease	Change
Central	916	1028	+112	+12.2
Southern	1779	1735	- 44	- 2.5
Southwestern	1056	1076	+ 20	+ 1.9
Western	1146	1079	- 67	- 5.8
Eastern	526	570	+ 44	+ 8.4
Northeastern	787	737	- 50	- 6.4
Northern	409	373	- 36	- 8.8
Total	6619	6598	- 21	3'

slightly. The data lacks the necessary breakdown by specific areas adjacent to each footpost to permit a detailed comparison with Table III. It should also be noted that impact programs may be operating in the areas adjacent to the footposts. It is therefore possible for a displacement of impact crimes to occur in areas beyond those adjacent to the footposts.

Table V compares the percentage of change in impact crime in the foot-posts and adjacent areas by police district for the same periods.

TABLE V

Police District	Percentage Change Footposts	in Impact Crimes Adjacent Areas
Central Southern Southwestern Western Eastern Northeastern Northern	- 5.3 -17.5 - 5.8 +15.6 +18.4 + 5.9 +33.3	+12.2 - 2.5 + 1.9 - 5.8 + 8.4 - 6.4 - 8.8

Available data does not indicate that the impact crimes are being displaced from the footpost target areas to the areas adjacent to the footposts. In five of the police districts (i.e., Central, Southwestern, Western, Northeastern, and Northern) the impact crimes decreased in the footposts and increased (not necessarily in proportional amounts, however) in the areas adjacent to the footposts. In the Southern Police District the impact crimes decreased in the footposts and the areas adjacent to those footposts. Conversely, the impact crimes increased in both the footposts and adjacent areas in the Eastern Police District.

Table VI compares the total number of reported impact crimes city-wide with the total number of reported impact crimes in the police district target areas by crime type for the comparabl ten month periods of October 1, 1973 to July 31, 1974 and October 1, 1974 to July 31, 1975.

TABLE VI

		CI	TY WIDE		ALL FOOTP	OSTS IN TH	IS PROJECT	,
Type of Crime	10/1/73- 7/31/74	10/1/74- 7/31/75	Increase or Decrease	% Change	10/1/73 - 7/1/74	10/1/74- 7/31/75	Increase or Decrease	% Change
Murder	241	241	+ 1	+ .4	1.0	3	- 7	-70.0
Forcible Rape	384	377	~ 7	- 1.8	8.	7	- 1	-12.5
Robbery	7,741	8,416	+675	+ 8.7	269	284	+ 15	+ 5.5
Aggravated Assault	4,970	5,897	+927	+18.6	144	141	- 3	- 2.1
Burglary	14,635	14,282	- 353	- 2.4	291	294	+ 3	+ 1.0
Total	27,971	29,214	+1,243	+ 4.4	722	729	+ 7	+ 1.0

The number of reported impact crimes City-wide have increased by 4.4% while the impact crimes in the footposts increased by only 1%. This could indicate that the footpatrol has had an impact on reducing the rate of increase of reported impact crimes. There is not enough data to clearly substantiate this conclusion, however.

TABLE VII

Comparison of the Average Reported Impact Crimes per Month During a 6-month Period Prior to Implementation and a 10-month Period After Implementation

Police	1/1/73 -	Average	10/1/74	Average
District	7/31/73	per month	7/31/75	per month
Central Northeastern Western Southern Southwestern	959	159.9	195	19.5
	47	12.3	72	7.2
	130	21.7	104	10.4
	390	65.0	104	10.4
	31	5.2	98	9.8
Total	1557	259.5	573	57.3

The comparison in Table VII shows the average number of Impact crimes reported during a six-month period prior to implementation of the project and a ten-month period after project implementation in five of the seven police districts which had impact footposts. There was no data available for the Eastern and Northern Districts. From the data shown it can be seen that the average number of reported Impact crimes per month have decreased markedly during the period the project has been in operation. More data is needed, however, for longer comparable periods of time (i.e., before and after project implementation) before a full assessment can be made on the effectiveness of this aspect of the Impact footpatrol.

2. The number and type of arrests (impact crimes) made by the footpatrol program.

TABLE VIII

Impact Crime Arrest Data October 1, 1974 to July 31, 1975

Police	Number of Foot Pat- rolmen	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Arrests	Other Arrests	Average No. of Arrests per Pat- rolman per Week
Central	15		. 1	5	7	6	19	119	•21
Eastern	4			2		3	5	8	•08
Northeastern	12			3	1	5	9	152	•31
Northern	6			1		4	5	56	• 24
Western	4					6	6	21	.16
Southwestern	8		1	7		3	11	126	.40
Southern	15			19	.1	14	34	231	.49
Total	64	0	2	37	9	41	89	763	

^{*}Not all positions of foot patrolmen were filled by October 1, 1974. Full deployment of the 64 foot patrolmen was completed in February, 1975.

Of the total impact arrests made during this period by the foot patrolmen, 46.1% were arrests for burglary and 41.6% of the arrests were for robbery. It is interesting to note that of the total arrests made by the foot patrolmen, 10.5% accounted for arrests for impact crimes. The remaining portion of arrests were for other crimes.

The footposts in the Southern District had the largest average number of arrests per patrolman week, .49, followed by the footposts in the Southeastern District which had .40 arrests per patrolman. Both of these districts had a reduction in impact crimes in the footpost areas during the period.

3. An analysis of calls for service by crime category (impact crimes) and by method of call for service (i.e., dispatched or on-view)

Summary tables have been compiled for calls for service for each police district by crime category. This information is presented by each police district from October 1, 1974 to July 31, 1975.

A. Central District (15 patrolmen)

CRIME CATEGORY

Type of Call Fo Service	r	Murder	Rape	Robberr	Aggravated Assault	Burglary	Total Impact Calls For Service	Other Calls For Service
Dispate	hed	1.	1	54		55	111	841
On-View		3		9		11	23	290
Total		4	1	63		66	134	1131

For the footposts in the Central District, 1,265 calls for service were recorded. Nine hundred fifty-two or 75% were dispatched. The remaining 25% were on-view calls for service. Of the total calls for service, only 10.6% respectively and burglary calls for service contributed virtually an equal portion of the total impact calls for service, 47% and 49%, respectively.

B. Eastern District (4 patrolmen)

CRIME CATEGORY

Type of Call For Service	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Calls For Scrvice	Other Calls For Service
Dispatched		*****	12	3	7	0.0	
On-View			3		1.	22	86
Total			15	3	8	26	39 125

For the footposts in the Eastern District, 151 calls for service were recorded. One hundred eight or 71.5% were dispatched calls for service. Of the total calls for service, 17.2% were impact calls for service. Robbery represented 57.8% of the total impact calls for service.

C. Northeastern District (12 patrolmen)

CRIME CATEGORY

Type of Call For Service	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Calls For Service	Other Calls For Service
Dispatched			27		39	66	1051
On-View			5		8	1.3	484
Total			32		47	79	1535

For the footposts in Northeastern District, 1,614 calls for service were recorded. Of these calls for service, 69.2% were dispatched and the remaining 30.7% were on-view. 4.9% of the total calls for service were impact calls for service. Burglary represented 59.5% of the total impact calls for service.

D. Northern District (6 patrolmen)

CRIME CATEGORY

Type of Call For Service	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Calls For Service	Other Calls For Service
Dispatched			10			10	550
On-View			1		1	2	87
Total	. *		11		1.	12	637

There were a total of 649 calls for service in the footposts of the Northern District. Of these calls for service, 86.3% were dispatched, the remaining calls for service were on-view. The impact calls for service (includes dispatched and on-view) represented only 1.8% of the total calls for service. Robbery was 91.7% of the impact calls for service.

E. Western District (4 patrolmen)

CRIME CATEGORY

Type of Call For Service	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Calls For Service	Other Calls For Service
Dispatched			10	66	4	20	92
On-View							28
Total			10	6	4	20	120

The footposts in the Western police district had a total of 140 calls for service. The impact calls for service represented 14.3% of the total calls for service, all of which were dispatched.

F. Southwestern District (8 patrolmen)

CRIME CATEGORY

ype of Call For Service	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Calls For Service	Other Calls For Service
Dispatched			14		23	37	412
On-View			10		4	14	335
Total	·		24		27	51	747

There were 798 total calls for service in the Southwestern district. 56.3% of these calls for service were dispatched, the remaining percent were on-view calls for service. Of the total calls for service, 6.4% were impact calls for service. Robbery and burglary contributed to 47% and 53%, respectively, to the total calls for service.

G. Southern District (15 patrolmen) CRIME CATEGORY

Type of call For Service	Murder	Rape	Robbery	Aggravated Assault	Burglary	Total Impact Calls For Service	Other Calls For Service
Dispatched	Y.	4	34		53	92	1024
On-V:Lew		,	12		19	31	555
Total	1	4	46		72	123	1579

The Southern District footposts received a total of 1,702 calls for service. 65.5% of the total calls for service were dispatched. The total impact calls for service consisted of 7.2% of the total calls for service. Burglary represented the largest portion of impact calls for service, 58.5%.

Of the total calls for service received by the foot patrolmen, 7% of those calls for service were for impact crimes. Burglary contributed the greatest portion to the impact calls for service with 50.6%. Robbery represented 45.2% of the impact calls for service. Data is lacking indicating the portion of calls for service which were cleared by on-view arrests by the foot patrolmen. Therefore, it is difficult to draw any conclusions about the effectiveness of the foot patrolmen program from the data supplied.

Table IX compares the workloads of the footpatrol in relation to Impact calls for service and total calls for service. In addition, the table shows the number of different footposts covered by the footpatrolmen. It is difficult to make a full assessment of the data because the data should be collected over a longer period of time during full deployment of the 64 foot patrolmen. The data seems to suggest, however, that Impact crime has decreased in those Police Districts (i.e., Central, Southern, Southwestern) that had the largest number of foot patrolmen and the largest number of foot posts covered with the exception of the Northeastern District. The Northeastern District, although it experienced an increase in impact crime, it experienced less of an increase than any of the other districts.

The number of impact calls for service, 445, was considerably less than the total number of reported Impact crimes in the footposts, 729. This is largely attributable to the fact that the foot patrolmen were not in operation 24 hours per day. The Impact crimes recorded were also reported during those times when there was not a foot patrolman on the Impact footpost, and to a lesser extent when the foot patrolman were responding to another call for service. Those calls for service were answered by other patrolmen.

4. An indication of other types of programs (block and high impact) that have been operational in the same target areas as the foot patrolmen.

The Mayor's Coordinating Council on Criminal Justice and the Commission staffs asked for this information to determine if the effectiveness of the Impact foot patrolmen project can be isolated from the operation of the other programs functioning within the same target areas. There are two other impact programs which overlap target areas: the Impact helicopter patrol and the Impact street lighting programs.

In addition, the Civilians in Supportive Services program operates in target areas adjacent to the footpost target areas. This could influence data collected on the adjacent footpost target areas.

TABLE IX

Comparison of Calls for Service in Footposts Per Foot Patrolman by Police District* (October 1, 1974 through July 31, 1975)

Police District	Number of Different Footposts Covered	Number of Patrolmen	Number of Reported Impact Crimes	Total Impact Calls For Service	Average Number of Impact Calls for Service per Patrolman week	Total Calls for Service	· · · · · · · · · · · · · · · · · · ·	
Central	8	15	195	134	.21	1,265	1.9	-5.3
Southern	11	15	104	123	.19	1,702	2.6	-17.5
Southwestern	5	. 8	98	51	.15	798	2.3	-5.8
Western	2	4	104	20	.12	140	.81	+15.6
Eastern	2	4	116	26	.15	151	.87	+18.4
Northeastern	7	12	72	79	.15	1,614	3.1	+ 5.9
Northern	3	6	40	12	.05	649	2.5	+33.3
							·	

^{*} Not all the positions of foot patrolmen were filled by October 1, 1974. Full deployment of the 64 foot patrolmen was completed in February, 1975.

^{**} The change in reported Impact crimes was noted between periods of October 1, 1973 to July 31, 1974, compared to October 1, 1974 to July 31, 1975.

Table X compares average monthly arrest and calls for service data for this Impact project (64 Foot Patrol) and another Impact project that replaces police foot patrolmen with civilians in supportive services (44 Foot Patrol). With the 44 Foot Patrol project, if an arrest is required, then a patrolman is summoned to make the arrest.

TABLE X

Project	Number of Individuals Patrolling	Total Calls for Service*	Average Calls per Service per Man-Month	Total Arrests*	Average Arrests per Man-Month
44 Foot Patrol	44	2,625	11.9	497	2.3
64 Foot Patrol	64	6,319	9.8	852	1.3

During the periods recorded, the civilian patrol had slightly higher average calls for service per man-month and average arrests per man-month than the 64 foot patrol project. This could be attributed to a number of variables including characteristics of deployment and volume of crime. Before any significant conclusions can be made, this data should be collected and compared over a longer period of time.

Based on this, it is difficult to isolate the effectiveness of each program, especially its impact on the incidence of crime.

In summary, it is difficult to assess the effectiveness of this program. The current deployment of foot patrol officers throughout Baltimore City tends to impede evaluation of this program particularly in certain small areas. In addition, the results in the specific target areas do not noticeably illustrate a pattern of continued increase or decrease in crime. The results of this program do not clearly indicate that this method of patrol is any more effective than other methods that could be deployed. The goal of the impact program is to reduce impact crimes in specific target areas. It is difficult to determine whether any method of police patrol can actually impact upon a reduction of specific crimes. Although the number of reported impact crimes have increased in the project's footposts by 1%, the increase was less than the City-wide increase of impact crimes, 4.4%. There are many external variables that influence crime rates. Nevertheless, some target

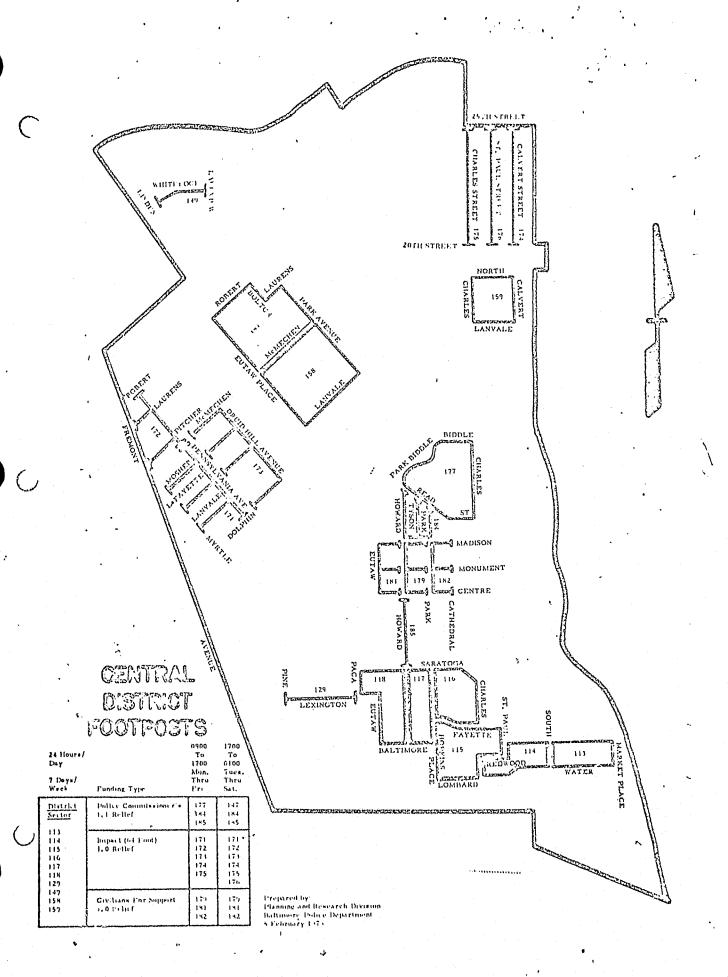
*The data is for different periods of time. The civilian patrol project data includes a five-month period, Feb. 1, 1975 through June 30, 1975 whereas the police patrol project covers a ten-month period, October 1, 1974 through July 31, 1975. In addition, not all 64 foot patrolmen were deployed until February, 1975.

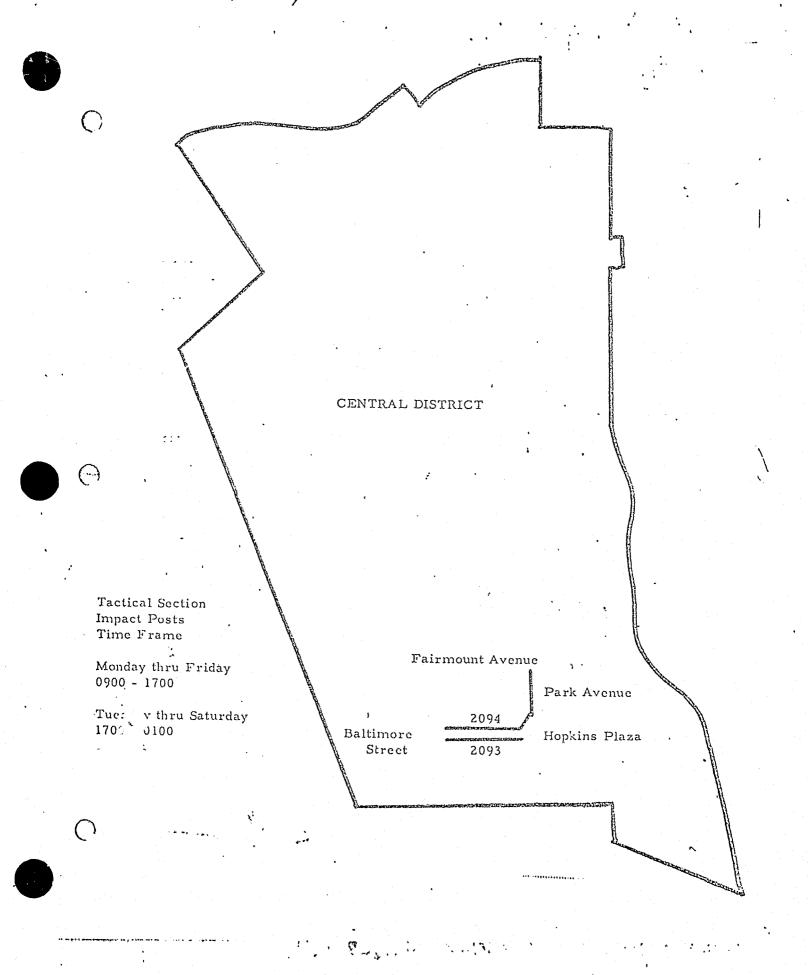
areas did experience a reduction of crime and the increase in impact crime in all impact foot posts was less than the City-wide increase. A more sophisticated evaluation should be completed to determine the causes for this variation.

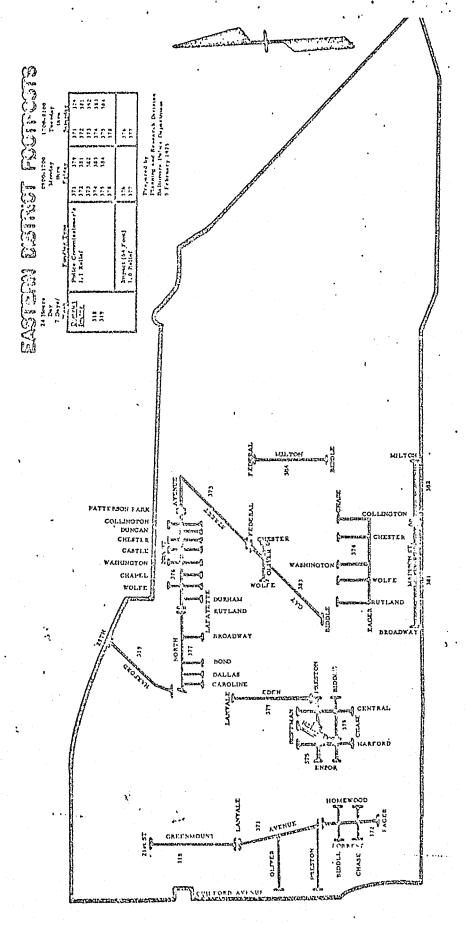
An audit has not been conducted on this project's second year activities. However, it is expected that one should be completed in the next several months. When the audit is completed, the final report recommendations should be implemented by the grantee if subsequent funding is granted.

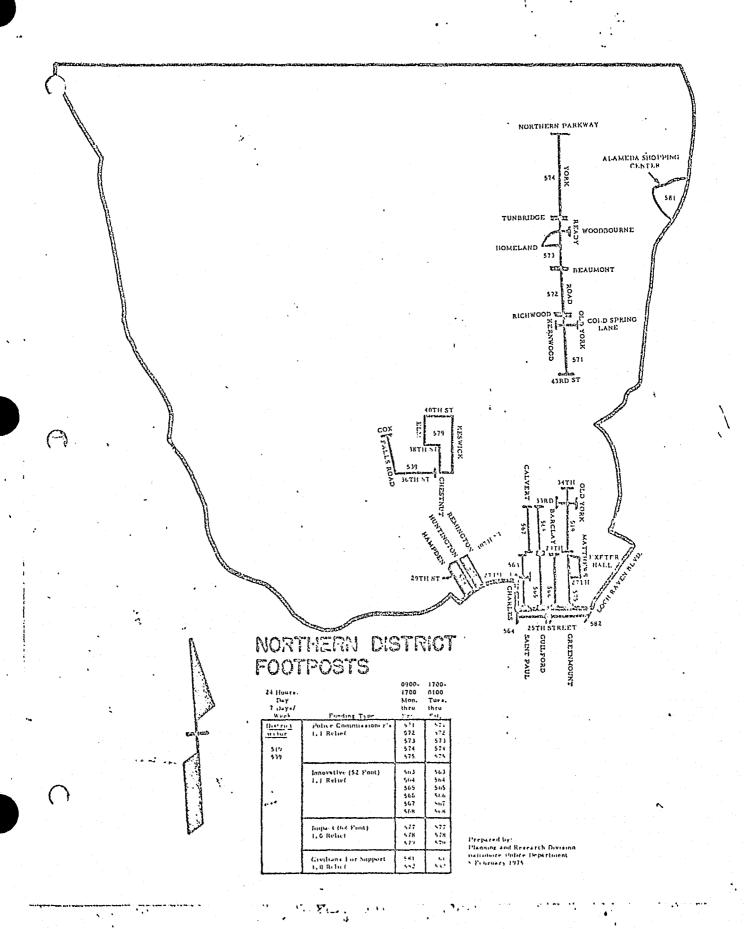
APPENDIX

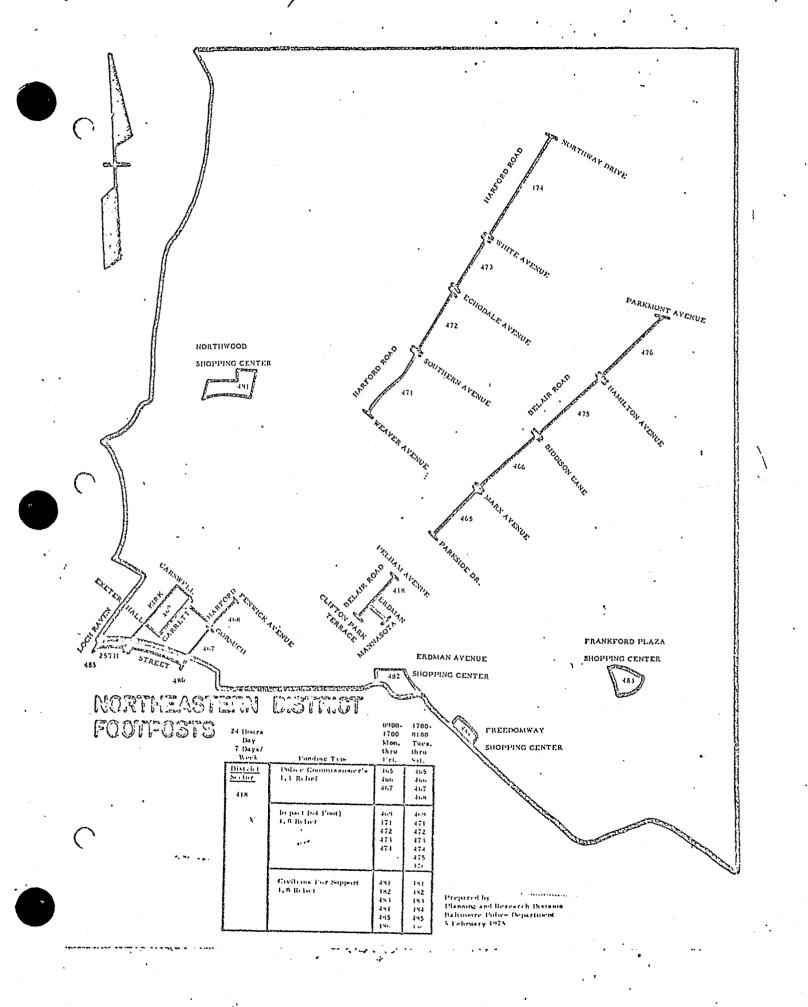
DESIGNATED FOOTPOSTS IN EACH POLICE DISTRICT AND THE TIME AND DAYS THE FOOT PATROLMEN ARE DEPLOYED.

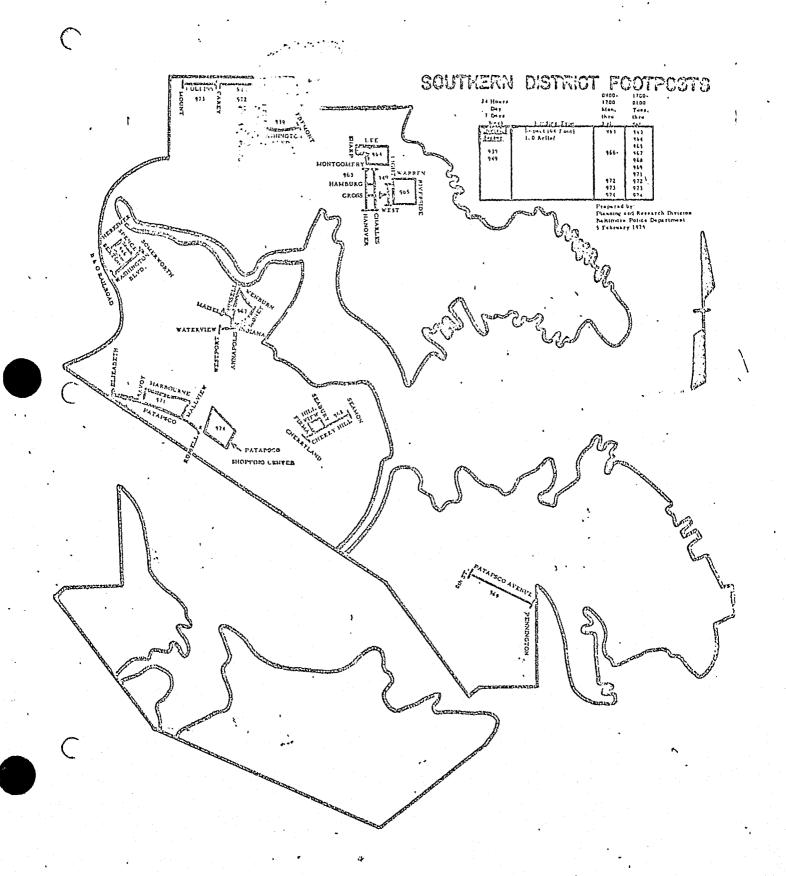












PAST PROGRESS

GENERAL INFORMATION

Project Title: Civilian Community Relations Specialists

Applicant: Baltimore City

Implementing Agency: Baltimore City Police Department

Project Director: James H. Watkins, Director of Community Relations

AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND II.

First Year

Second Year

cate of Award: October 26, 1972

____rant Period: June 5, 1973 to September 30, 1974

Approved First Year's Budget: Date of Award: November 13, 1974

......

Grant Period: September 30, 1974 to September 30, 197

Approved Second Year's Budget: ..

	Federal Share	Matching Share	Category	Federal Share	Matching Share
rersonnel rquipment ronsultants ravel ronsumables	\$26,928	\$7,847 ⁻ 1,129	Personnel Equipment Consultants Travel Consumables	\$27;389	\$ 3;043
==ental " ==ther			Rental Other		
TOTALS	\$26,928	\$8,976	TOTALS	\$27,389	\$ 3,043

II. PROJECT DEVELOPMENT AND IMPLEMENTATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which was entitled "Intensive Community Patrol by Police." This project was aimed at improving police community relations within the City of Baltimore. The applicant proposed to improve relations by hiring two civilian police-community relations specialists to work with the Department's Community Relations Section.

The first year award for this project was made on October 26, 1972, and the project became operational on June 5, 1973, when one of the civilian specialists was hired. The first year grant operated from June 5, 1973, to September 30, 1974. On October 3, 1974 the Commission approved a second year request for this project.

The objectives established for this program were:

- 1. To maintain good communication and cooperation between the Baltimore Police Department and the community;
- 2. To decrease the potential for repeated occurrences of impact crimes through an increase in the number of "in progress" calls to police as a result of concentrated community contact by the specialists; and
- 3. To reduce the number of assaults on police officers within the geographic areas under the influence of the specialists.

To achieve these objectives, the civilian specialists were to work within the Community Relations Section of the Baltimore City Police Department. They were to serve with the Department's representatives at various community functions and meetings. They were also responsible for initiating, participating and guiding new programs and activities in the area of community relations. The specialists were also to work in areas of the City in which there was a high incidence of assaults on police. The purpose of assigning the specialists to this type of problem was to decrease the community's apprehension about the increase in the number of city police officers and to increase two way communication between the police and citizens of Baltimore City.

IV. ANALYSIS

The grantee indicated that the community relations specialists funded under this project have been assigned various community relations activities throughout Baltimore City in the two years that this grant has been operational.

A factor that influenced this project's impact on the crime rate in Baltimore City was the fact that for a considerable amount of time there was only one civilian Community Relations Specialist assigned to full time duty: Because of injuries sustained in a shooting incident, one specialist funded under this program was absent from work during the period May 1974 to February 1975. The individual returned to work on a part-time basis for two months and was assigned back to full-time duty in March 1975. The total of only one person assigned to this project during the period May 1974 to February 1975 could have hampered the effectiveness of this grant.

Concerning objective one, the grantee indicated that over 10,000 individuals have been contacted by the specialists through various civic and religious groups in the first two years of the grants operation. The grantee also indicated that during the first two years of the grants operation, the specialists assigned to this project attended an average of 15 meetings per month designed to inform the community of the activities of the Police Department. A partial list of groups contacted by the community relations specialist included: The Women's Civic League, Concerned Neighbors of Gwynn Oaks, Northwest Corporation, and the Southwest Women's Coalition. Appendix I to this report gives a complete listing of groups contacted by the specialists.

The grantee has indicated that the specialists have received approximately 80 requests to address citizens at various meetings in the two years that this grant has been operational. Included were a number of requests designed to reduce tension between the police and/or specific groups of citizens. One such example cited by the grantee was a situation where two different groups of young people were involved in violent confrontations that resulted in the death of two persons. The grantee reported that the efforts of the specialists in meeting with these young people resulted in an easing of tensions between the two groups, and a lower level of violent activity in that Section of the City.

The second objective of this grant was to decrease the potential for repeated occurrences of Impact Crimes through an increase in the number of "in progress" calls to police as a result of concentrated community contact by the community relations specialists. Concerning this objective in the first two years of the grant's operation, the community relations specialists informed the community through various speaking engagements, of the importance and value of communicating information on crime to the police. The grantee indicated that this effort on the part of the community relations specialists resulted in an increase in "inprogress calls" in four target areas that the specialists were assigned to. These four areas were: (1) the county line, Liberty Heights Avenue, Gwynn Oak Avenue to California Boulevard; (2) North Avenue to Baker Street, Braddish Avenue to Poplar Grove Street; (3) the total area in Highlandtown; and

(4) the Flag and Perkins Homes areas.

Statistics on "in progress" calls for service for a two year period in these areas are provided in table I.

TABLE I
"In Progress" Calls for Service
August, 1973 through January, 1975

Target Area	August, 1973 through January, 1974	August, 1974 throug January, 1975	h Change
T	69	138	+69
ĪI	59	62	+03
III	69 ^	74	+05
IV	61	90	+29
TOTAL	258	364	+106

The information in table I indicates that "in progress calls" increased 41% in August 1974 - January 1975 over the same time period in 1973-1974. However, because other variables that may have influenced this change were not controlled, and because a control area was not used in the evaluation, it is difficult to clearly attribute any increase of "in progress" calls to the police from citizens to the Community Relations Specialists. Also, the community relations specialists worked in the target areas during both time periods, so a before and after comparision of "in progress" calls is also not possible.

The specialists assigned to this project also impacted the second objective by providing citizens with information designed to reduce crime. Subjects included self defense for women, self defense for the visually handicapped, and citizen patrols of neighborhood streets. The community relations specialists funded under this project also developed specific programs relating to crime prevention. Among these programs were: A businessmen's Crime Prevention Program, a Burglary Prevention Program, a Block Parent Program, and a Operation Identification Program.

These specific programs can be defined as follows:

Business Crime Prevention Program: This is a program to inform businessmen of specific techniques which they can employ in their places of business to prevent incidents of crime from occurring.

Burglary Prevention Program: This program is aimed at citizens and businessmen, and focuses on techniques to prevent burglaries from occurring to an individual's home or business.

<u>Block Parent Program</u>: This program is aimed at increased neighborhood security. Citizens patrol neighborhoods and report incidents of suspicious persons or events to the police.

Operation Identification Program: This program is aimed at reducing burglary. Citizens are urged to engrave valuables with an identification number to allow police to trace this property in the event that it is stolen.

It should be noted that the specialists funded under this program designed the Businessman's Crime Prevention Program, and the other programs among citizen groups.

As indicated earlier, the third objective of this grant was to reduce the number of assaults on police officers within specific geographical areas that the specialists were assigned to. These geographic areas were the same as those used in achieving objective number 2. The grantee hypothesized that explaining the function of the Police Department to Baltimore City citizens, would create a better relationship between police and citizens and would lead to a reduction in assaults on police officers. To measure this possible effect, the grantee monitored the number of assaults on police officers in the target areas over a two year period. The results of this comparison appear in Table II.

TABLE II

Assaults on Police Officers for the Areas Worked by the Community Relations Specialists January, 1974 to July, 1974 January, 1975 to July, 1975

January, 1974 to July, 1974	January, 1975 to July, 1975	Change
1	0	-1
8	3	-1 -5
0	6	no change
		· · · · · · · · · · · · · · · · · · ·

The information in Table 2 indicates that assaults on police officers decreased 41% in the first six months of 1975 over the same period in 1974. However, because the project staff was involved in the target area during both time periods and because the grantee did not control this experiment adequately, it cannot be clearly established that this decrease was the result of the activities of the community relations specialists.

The grantee maintained that a breakdown of the overall workload of the community relations specialists indicated that approximately 65% of their time was spent in organizing and addressing various community groups on the subject of crime prevention. The grantee also indicated that an additional 15% of the specialists time was devoted to talking with residents of public housing on the activities of the police, while the remaining 15% of the community relations specialists time was devoted to working with city residents to prevent specific criminal acts.

In summary, it appears that a considerable amount of community relations activities have been accomplished by the community relations specialists funded under this project in the two years that this grants been operational. However, it is difficult to assign responsibility for a decrease in assaults on police officers, or in an increase of "in progress" calls for service received by the police to the efforts of the specialists. The difficulty in attributing success to this program was the result of an inadequate evaluation design.

Finally, an interim audit was conducted on this project in August 1974. The results of this audit indicated that there appeared to be no financial problems with the project at that time. To date, a second year audit has not been completed on this project, however, any recommendations of a second year audit when available, should be implemented by the grantee if subsequent funding is approved.

Appendix I

GROUPS AND ORGANIZATIONS CONTACTED BY THE COMMUNITY RELATIONS SPECIALISTS IN THE FIRST TWO YEARS OF THE GRANTS OPERATION

- 1. Special Services Baltimore City Health Department
- 2. Commission on the Aging
- 3. Urban Services Agency
- 4. Baltimore City Public Schools
- 5. Housing and Community Development
- 6. Insurance Women of Baltimore
- 7. Baltimore County Public School Teachers
- 8. Adult Education Division Baltimore City Public Schools
- 9. Maryland School for the Blind
- 10. WCAO
- 11. Boy Scouts of America
- 12. Salvation Army
- 13. C & P Telephone Company
- 14. Urban League
- 15. Maryland Conference of Social Concern
- 16. Social Security
- 17. N.C.C.J.
- 18. Inner City Community Mental Health
- 19. Housing and Community Development
- 20. Information and Referral
- 21. S. C. A. T.
- 22. Waxter Center
- 23. Mayor's Office
- 24. ·NENA Northeast Neighbors Association
- 25. Alpha Kappa Alpha Sorority
- 26. Calvert Adult Education Center
- 27. Women's Civic League
- 28. Woman Power, Inc.
- 29. P.T.A. School #5
- 30. Project Impact
- 31. Reservoir Hill PAC
- 32. Tuscany Canterbury Improvement Association
- 33. Flag Homes Tenants Council
- 34. Women Together
- 35. Senior Citizens Groups City Wide
- 36. S. T. E. P., Inc.
- 37. Woodhaven Area Neighborhood Organization
- 38. Boarman Avenue Neighborhood Association
- 39. O'Donnel Heights Housing Project
- 40. Clarement Housing Project
- 41. Cherry Hill Housing Project
- 42. Murphy Homes Project
- 43. Freedom Project

PAST PROGRESS

GENERAL INFORMATION

Project Title: Civilian Employees for Supportive Services

Applicant: Baltimore City

Implementing Agency: Baltimore City Police Department

Project Director: Bishop L. Robinson

AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND II.

Second Year First Year

Date of Award: October 21, 1972

Grant Period: Feb. 14, 1973 to Sept. 30, 1974

Approved _

First Year's Budget:

Category	Federal Share	Matching . Share
Personnel	\$442,845	\$86,736
Equipment		55,392
Consultants Travel		22,022
Consumables		
Rental Other	promote promot	5,727
TOTALS	\$442,845	\$147,855

TTT.	PROJECT	DEVELOPMENT	AND OPERATION	

Date of Award: Grant Period:

Approved " Second Year's Budget:

Category	Federal Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental	\$459,861	\$51,096
Other TOTALS	\$459,861	\$51,096

In the Spring of 1972, the Law Enforcement Assistance Administration

selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972 the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The plan identified seven major program areas, one of which was entitled: "Intensive Community Patrol by Police." This project was designed to increase community police patrol by using civilians to perform supportive police functions that were currently being performed by sworn personnel. The applicant anticipated that the use of civilians in such positions as radio technicians, automobile dispatchers and police report reviewers would allow the Department to reassign sworn officers to high crime areas of the City, thereby reducing impact offenses in these areas. The applicant requested funding for this project as part of the Baltimore City Impact program.

This grant was awarded by the Governor's Commission on October 26, 1972, and the acceptance of the Statement of Grant Award and Special Conditions was signed by the Mayor of Baltimore on October 30, 1972. The project commenced on February 14, 1973, but by May 31, 1973, only four civilians had been hired for the program. The hiring of civilians to perform the auxiliary supportive police functions continued to occur slowly in the first year of operation. As of September 1, 1974, only 38 civilians (of the 49 originally requested) had been hired under this grant. A first year evaluation was completed on this project in September, 1974. It was noted during the course of this evaluation that none of the patrolmen replaced by civilians in the first year of operation were assigned to police patrol duties in high crime areas of the City as originally stated.

In December, 1974, the Commission staff completed an audit of the first year activities of the Civilian for Supportive Services grant. The audit indicated that although 42 civilians were hired as of December, 1974, to perform non-police functions within the Police Department, the police officers that were displaced as a result of these civilians were not assigned to high crime areas of the City as originally intended. The disposition of the 42 civilians hired can be summarized as follows:

- -1. Five (5) civilians displaced sworn police officers who ultimately resigned or retired thereby creating a sworn vacancy;
- 2. one (1) civilian replaced a sworn officer who has been placed on medical leave;
- 3. twelve (12) civilians displaced sworn officers who were ultimately redeployed within the police department, but not assigned to foot patrol in High Impact areas;
- 4. twelve (12) civilians were hired to fill previously vacant sworn positions;
- 5. four (4) civilians were promoted from existing civilian ranks thereby creating civilian vacancies; and
- 6. eight (8) civilians were hired as trainees and given on-the-job training on a one-to-one basis with a sworn officer. Consequently, the civilians did not displace sworn officers during the grant period.

The Commission staff and LEAA agreed to allow project costs relating to the 18 civilians hired who displaced sworn police officers and therefore did not result in a cost savings to the City. This allowability was contingent on the following conditions:

- 1. that this recommendation receives LEAA approval since it is not in agreement with the Discretionary Grant Award and its conditions; and
- 2. that the allowability of the 18 civilians be contingent upon the grantee's commitment to assign sworn police officers at the City's expense to foot patrol posts in High Impact target areas in sufficient quantity during the remaining High Impact project period to equal the police foot patrol service that should have resulted when the 18 civilians were hired.

On June 4, 1975, LEAA notified the City of additional conditions that must be met relating to the resolvement of the audit and continued operation of this project. Concerning the resolvement of the audit, LEAA allowed additional salary costs for eight civilians who were trainees during the project. This resulted in a total of 24 civilian position that were approved by LEAA. Among the conditions that LEAA placed on this project for continued operation were:

- 1. that the City develop a deployment plan for the use of the Impact Officers and submit this plan to the Governor's Commission for approval by July 1, 1975; and
- 2. that an evaluation component must be developed and submitted to the Governor's Commission staff by August 1, 1975, for their approval.

Concerning these conditions, the Commission staff received a copy of an evaluation plan submitted by the City Police Department on August 1, 1975. A copy of this document was forwarded to LEAA for review and comments on August 8, 1975. The document submitted by the City contained an evaluation and deployment design for the project, and also detailed the 1974 and 1975 crime changes in specific high crime areas of the City.

The specific objectives for this grant in the first and second years of operation were to:

- 1. improve the efficiency of specific Departmental Supportive
- 2. reduce the number of Impact crimes in specific target areas of the City;
- 3. determine the extent of impact crime displacement as a result of this project; and
- 4. establish a positive rapport with citizens in target areas by greater exposure of police officers.

To achieve these objectives, the grantee proposed to hire qualified civilians to perform non-police functions in the Department, thereby displacing sworn personnel currently employed in auxiliary supportive police positions. The police officers thus displaced were to be redeployed on foot patrol in designated target areas.

IV. ANALYSIS

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Concerning the first objective of this grant, after two years of operation 44 positions previously held by sworn personnel have been assigned to civilian personnel. Table I is a summary of the type of jobs that have been filled by civilians under this grant.

TABLE I

POSITIONS FILLED IN THE BALTIMORE CITY
POLICE DEPARTMENT BY CIVILIANS

February, 19	73 - August, 1975
Auxiliary Positions	Number of Civilian Employees
Police Report Reviewers	14 :
Central Records Supervisors	12
Head Records Clerk	1
Radio Maintenance Technicians	11
Automotive Dispatchers	6
Total	44

The following job descriptions were submitted by the grantee.

Police Report Reviewers

The Police Report Reviewer reviews police reports for accuracy, completeness, legibility, clarity, and proper criminal classification; classifies reports based on federal standards as defined in the Uniform Crime Reporting System; and instructs police personnel in the proper completion of reports.

Concerning this position, the grantee indicated that the civilians 'assigned to this job reviewed over 70,000 police reports each month. The grantees also indicated that the sixth month training program provided each reviewer prior to assuming their duties during the second year of the grant operation "has enabled them to meet or exceed the past performance of sworn personnel in the Staff Review Section."

Central Records Supervisors

The Criminal History Records Section Supervisor has as a primary responsibility the supervision and training of personnel responsible for filing police reports and index cards; receiving and answering inquiries for information from police officers in the field; operating computer equipment to obtain information on criminals from the National Crime Information Center; and providing police personnel and the public with information from criminal record files.

Concerning this position, the grantee indicated that the civilian supervisors had responsibility for filing and answering requests for approximately 145,000 arrest records.

Head Records Clerk

The Head Clerk of the Warrant Section is responsible for files, records and supervision of the Warrant Section; clerical unit; and trains new employees; and checks the accuracy of all work performed within the Warrant Section. The grantee reported that Warrant Section personnel processes approximately 2,000 outstanding warrants and summonses each month.

Radio Maintenance Section

The Radio Maintenance Technician installs, disassembles, and reassembles two-way radio communication systems; tests equipment and determines causes of faulty operations; and maintains equipment in conformance with regulations of the Federal Communications Commission.

The grantee maintained that the duties assigned to the technicians in the first and second year of the grant's operation also include the installation and repair of electronic sirens and the installation of new radio equipment purchased by the Department. The grantee also indicated that "with the advent of the hiring of experienced, trained technicians, the Department had at it's disposal a pool of expertise far above that of previously assigned sworn personnel."

Automotive Dispatchers

4. . *

The Automotive Dispatchers supervise the operation of the motor pool; assign cars to employees; and coordinates and maintains the flow of service work to and from the Department's repair shop.

The grantee indicated that there are about 200 requests per 24 hour period for use of motor pool vehicles. The grantee further indicated that the automotive dispatchers "continue in a smooth and efficient manner, to monitor a motor pool fleet of in excess of 900 vehicles."

However, it should be noted that the grantee provided no specific evaluative information on any of the civilian positions noted above. No data on the opinions of police personnel in charge of civilians was supplied to support qualitative statements made about the past performance of the civilians hired under this grant. Information from a civilian employee evaluation and comparison with the performance ratings of sworn personnel in similar positions would have been a valuable aid in determining this grant's effectiveness. Specific measures of effectiveness such as the amount of communication and cooperation between sworn and non-sworn personnel, and the number of errors noted in reviewers' reports could have been used to help determine the effectiveness of the civilians. From the information supplied by the grantee on the civilians hired to replace sworn officers in this grant, there is no way of clearly evaluating the use of civilian personnel in these positions.

The second objective of this project was to reduce the number of Impact crimes in specific target areas that were staffed with police officers displaced by civilians hired under this grant. Concerning this objective, as of June 4, 1975, 44 patrol officers displaced by civilians were assigned to foot patrol posts. The grantee selected commercial sections of the City as target areas for this project. The target areas included the Reisterstown Road Plaza section of the Northwestern District; the Northwood, Erdman, Frankford and Freedomway Shopping Centers of the Northeastern District; and commercial areas in the Northern, Southwestern, Central and Southeastern Districts.

Table 2 is a summary total of impact crimes for the City of Baltimore for a two-year period and Table 3 is a summary total of impact crime for the project target areas.

TABLE 2
Summarv Total of Impact Crime for Baltimore Citv

February to June, 1974 and February to June, 1975						
		Amount of	Percent of			
		Increase or	Increase or			
1974	1975	Decrease	Decrease			
118	111	- 7	-5.9			
182	189	+7	+3.8			
3639	3597	-42	-1.2			
			come at alliabar			
2593	2661	+68	+2.6			
6867	6518	-349	-5.1			
13399	13076	-323	-2.4			
	1974 118 182 3639 2593	1974 1975 118 111 182 189 3639 3597 2593 2661 6867 6518	Amount of Increase or Decrease 118			

TABLE 3

Summary Total of Impact Crime For Civilian Support Target Areas

February 1, 1974 - June 30, 1974 February 1, 1975 - June 30, 1975

Type of Crime	1974		1975	1 ,	% of Increase
1, pc of of the	17/4		13/3	or Decrease	or Decrease
Murder - Total Forcible Rape - Total Robbery - Total Aggravated Assault Total Burglary - Total	2 1 54 9 68	•	1 54 15 30	-2 - - +6 -38	- 100 - - +66.7 -55.9
Grand Total	134		100	-34	-25.3

As noted from these tables, impact crime City-wide decreased 2.4% in the two periods examined while in the same time period impact crime in civilian support service target areas decreased 25%. This would seem to indicate that this grant had some effect on the decreasing crime rate in these areas; however, because of other activity operating in these target areas, it is difficult to conclusively determine the impact of the project. For example, the grantee reported that some of the civilian supportive services target areas were included in the helicopter test area.

However, there are a number of civilian supportive services posts in the Northwestern District that are not included in the helicopter test area. Crime statistics for these areas indicated that there was a 25% decrease in impact crime in the first six months of 1975 over the first six months in 1974.

Specific data for each district in which patrolmen were deployed is contained in Table 4.

TABLE 4
Summary of Activity by District

	Number of Civilian	Impact	: Crime	
District	Footposts	FebJune	FebJune	Percent Change
		1974	1975	
		•		ne og skeider
Central	3	14	10	-28.6
Southeastern	4	23	27	+17.4
Northeastern	6	16	14	-12.5
Northern	2	17	-8	-52.9
Northwestern	9	46	33	-25.0
Southwestern	1	18	8	-55.6
TOTAL	25	134	100 •	-25.3

The third objective of this project was to determine the extent of Impact crime displacement that occurred as a result of this project. To achieve this objective, the grantee measured the change in Impact crimes in areas adjacent to the civilian supportive services target areas. Table 4 is an analysis of the changes in Impact crimes for all districts adjacent to the target areas of this grant.

TABLE 5

Crime Change in All Districts
Adjacent to the Civilian Services Target Areas

February 1 - June 30, 1974 February 1 - June 30, 1975

Type of Crime	1974	1975	Amount of Increase or Decrease	Percent of Increase or Decrease
Murder - Total Forcible Rape - Total Robbery - Total Aggravated Assault - Total Burglary - Total	15 36 654 301 1078	9 25 603 316 947	-6 -11 -51 +15 -15	-40.0 -30.6 - 7.8 + 5.0 -12.2
Grand Total	2084	1900	-184	- 8.8

According to the information in this table, Impact crime decreased 8.8% in the area adjacent to the civilian supportive services target areas. This may indicate that there was no crime spillover associated with this grant. However, this cannot be fully determined because in some instances civilian services target areas were adjacent to the target areas for another Impact project which provided footpatrolmen to high crime areas.

Another factor to consider in examining crime in both the target and adjacent areas is the historical trend of crime in these areas. It may be that crime was beginning to decrease in these areas for known or unknown reasons prior to the implementation of this grant. No information is available to evaluate this possibility. A comprehensive evaluation of the civilian supportive services target areas should include an analysis of a historical crime trend over a number of years for the target area, plus a comparison of the target area crime rate to a similar control area crime rate.

The fourth objective of this grant was to establish a positive rapport with citizens in the civilian supportive services target areas by exhibiting greater police presence. To measure progress toward achieving this objective, the grantee recorded all activity of footpatrolmen funded under this grant. Table 5 is a summary of that activity.

TABLE 6

Summary of Activity for Footpatrolmen Assigned under this Grant February 1, 1975 - June 30, 1975

Number Per Patrolman Per Month	Number/Per Patrolmen	Type of Activity
3.6 8.4 2.2 661	18 42 11 3,304	Calls for Service (Initiated by Patrolman) Calls for Service (Dispatched) Arrests Security Checks (includes bank, businesses, residences, school checks, and night references.)
552	2,758	Contacts (includes contact with businessmen and citizens)
103	513	Field Interviews (includes cab checks and car stops)

As noted by the information in this Table, the footpatrolmen funded under this grant made a number of community contacts during the first six months of 1975. The total monthly average per patrolman for arrests and calls for service for this project was 2 and 12 respectively. It should be noted that these figures are higher than the arrest and calls for service monthly average per patrolman for another impact program (64 footpatrolmen). The total monthly arrest average per patrolman for the 64 footpatrolmen was 1.3, and calls for service answered was 10.

In summary, the major objectives of this grant can be broken down into two components: the first component was to increase the efficiency of certain supportive services by assigning civilians to non-police functions within the Department. Concerning this component, no definite conclusions can be drawn concerning the improved efficiency of these services because of a lack of evaluative information. The second component of the grant was to decrease impact crime in certain highly commercial sections of the City by assigning to them patrolmen who would otherwise have been performing supportive services. Concerning this component, again no definite conclusions can be drawn because of weaknesses in the evaluation design. However, crime did decrease. It can be said, however, that this project placed additional sworn trained police officers on the street and put unsworn civilian personnel in positions which did not require police training. Thus an underutilization of police training and expertise was impacted upon. Further analysis is needed to determine the overall impact of using civilians in these positions. For instance, this may make it different to find duties officers within the Department who are no longer suited for street patrol duties.

Finally, a first year audit was concluded on this project, and after a number of meetings between LEAA and City officials, a number of specific problems noted earlier were resolved. To date, a second year audit has not been completed; however, any recommendations of this audit when they become available, should be implemented by the grantee if subsequent funding is approved.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: High Impact Courts

Applicant: Baltimore City

Implementing Agency: Supreme Bench of Baltimore City

. Project Director: Chief Judge of the Supreme Bench

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: June 26, 1973

June 1, 1973 - September 30, 1974

Fir

Date of Award:	November	8,	1974

October 1, 1974 - September 30, 1975

Approved Second Year's Budget:

est Year's Budget:		•	Second Tear of De
regry	Federal' Share	Matching Share	Category

irst Year's Budget:					Federal	Matching
	Federal' Share	Matching Share		Category	Share	Share
nel Equipment Consultants Fravel Consumables Rental Other	\$395,204 41,563 61,850 3,000 10,000 12,500 119,490	17,950 46,000 82,491	(in-kind)	Personnel Equipment Consultants Travel Consumables Rental Other	\$434,907 995 16,334 3,000 5,800 11,115 90,035 \$562,186	46,000 16,465 \$62,465
TOTALS	\$643,607	\$225,441	•	2021111	, 420-3	•

Budget Modifications and Explanations

No budget modifications were received on this project during the second year.

III. PROJECT DEVELOPMENT AND OPERATIONS

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assualt, and burglary. The plan identified seven major program areas, one of which relates to courts programs. The purpose of the courts program in the Impact Plan was to add two courts for the express purpose of handling impact and impact related offenders. The tie between this "Court Component" of the Impact Plan and the overall impact goal "to reduce crime" was based upon the premise that speedier trials would have a direct effect on the reduction of crime in that the more closely the punishment follows the crime the greater opportunity exists for the deterrence of criminal activity.

The grant applications submitted to the Governor's Commission for the courts component included four separate proposals. These four proposals formed the core of the court programming for the Impact Program in Baltimore according to the applicant. They include the establishment of the two criminal courts (submitted by the Supreme Bench); the provision of public defenders to the courts (submitted by the Office of the Public Defender); the provision of court clerks to the two courts (submitted by the Office of the Comptroller); and the provision of pre-sentence investigative and probation supervisory services to the courts (submitted by the Department of Public Safety and Correctional Services). It should be noted that although some consideration was given to making these self contained model courts, court officials decided not to pursue this concept. As a result, these courts became part of a pool of court rooms available for Impact cases. result of this decision was to make the two new courts very difficult to This report is limited to an analysis of the first component listed above, the establishment of the High Impact Courts. This application was submitted to the Commission in May, 1973.

Of all the applications received, this project represents the largest in terms of providing support personnel to the Impact Courts. Thirty-two individual positions are included in this project's overall budget. This involves salaries for secretaries (2), bailiffs (2), court reporters (2), security guards (4), assignment personnel (3), jail guards (2), deputy sheriffs (2), jury assembly clerk (1), prosecuting attorneys (8), special agents (4) and legal stenographers (2).

Generally, the procedure for identifying impact offenders in Baltimore City is initiated in the Baltimore City State's Attorney's Office. Cases are processed either as an indictment or an information. A code placement is then given to mark these alternatives. Impact indictments are numbered five and the impact informations are given the number six. This procedure helps in identifying impact cases once they are processed for trial so that all agencies should have no difficulties in realizing impact cases when they are being handled.

Out of all the impact cases marked and identified only 20% to 30% are scheduled in Parts I and II (the High Impact Courts). (Note: This is based on an estimate given by the Criminal Assignment Office.) The remainder of impact cases are scheduled in three other criminal courts

along with other non-impact cases. Of this 20% to 30% impact cases scheduled, a lesser amount are actually heard in the Impact Courts due to either postponements (which required recycling--28 days), transferrals of cases (these are sent to other courts when dockets are completed early) or cases not heard (this simply means those cases which were not reached on any given day). Additionally, it is also important to note that impact courts may be the recipient of non-impact cases when dockets are "split" in other courts. This means that cases have not been reached in other courts and are transfered into the Impact Courts for trial if court time is available. (Note: Because of the way cases are moved to other courts and because of the way cases are assigned to personnel, prosecutors, public defenders and clerks may be involved with the disposition of cases in other than Impact courts.)

Eight objectives were established for the High Impact Courts during their three years of expected operation. Measuring the effectiveness of these goals was given primarily to the Mayor's Coordinating Council on Criminal Justice (MCCD). As a result two major reports have been developed. The first developed by a consultant was entitled Phase I Evaluation Report. This included all designated impact and impact crime category defendants indicted or charged between September 1, 1973 and March 31, 1974 and whose cases which had been disposed of by these two courts as of June 1, 1974. Approximately 504 defendants were studied in this report. The second evaluation report involved 400 impact defendants who were charged between April 1, 1974 and December 30, 1974 and whose cases were closed as of March 31, 1975. This report is referred to as the Phase II Study of the Impact Courts and was developed by the staff of the Mayor's Coordinating Council on Criminal Justice.

IV. ANALYSIS

Listed below are the eight objectives established for this project and a synopsis of results obtained during the Phase I and Phase II studies. It is important to note that not all eight objectives were analyzed in Phase II. Specifically objectives 5, 6, and 8 were excluded. MCCCJ staff has indicated that these three goals will be reported on in a further follow-up study. This study should be completed within the next few months.

Objective A: Give priority to scheduling and conducting trials of defendants detained in Baltimore City Jail. Priority should be given to defendants who have been incarcerated the longest while awaiting trial and sentencing.

Phase I Evaluation Report found little difference in the time it takes to dispose a "jail" impact case as opposed to a "bail" impact case. In fact, it took approximately 1.2 days longer for an impact defendant who was awaiting disposition in the Baltimore City Jail. The Phase II Report found a reversal in this pattern and showed that jail cases were being disposed approximately two weeks quicker than bail cases. (See Table I.)

Both Phase I and Phase II Reports recognized that most agencies in the Criminal Justice System were not giving priority toward jail cases at every stage of the case processing from arrest to disposition. The Phase II Report indicated that the time intervals are shorted for bail cases than jail cases in the filing of charging papers, defense counsel filing appearances and completion of pre-sentence reports. This suggests that prosecutors, public defenders and probation agents are perhaps not supporting

this objective as a high priority. An exception to this appears to be in the Criminal Assignment Office where all jail cases are automatically given the greatest consideration. Here it was noticed that this office set trial dates two and one-half weeks faster for jail cases than non-jail cases.

Data since March, 1975 when Phase II ended, seems to substantiate that jail cases are given a greater priority, for example, on March 1, 1975 according to the Criminal Assignment Office, there were 2,173 defendants awaiting trial. Of these, 1,373 were considered in a non-jail status and 800 were in detention. The latter category represented 36.8% of the overall population awaiting trial. On August 1, 1975, the jail population awaiting trial had been reduced to 675 defendants or 23.6% of the overall population (Note: At this point in time there were 2,858 overall defendants awaiting trial and 2,183 defendants in a non-jail status. Thus the conclusion can be made that either open jail cases are still being prioritized or that a greater number of defendants are being placed on a bail status).

Objective B: The average time for arrest to disposition shall be ninety (90) days for all Impact offenders.

While the Phase I Report stated that the average time from arrest to disposition was 172 days, or 82 days more than the objective, the Phase II study showed that processing of Impact defendants consumed 212 days, thus representing more than 122 days beyond the objective. Additionally, it was reported that increases occurred in every category of case processing except filing of counsel and completion of pre-sentence reports. (See Table 2.) The largest increase in terms of time, occurred between filing of counsel and actual trial date. Possible reasons suggested by the MCCJ staff for deficiencies in this area were postponements and the scheduling problems of individual attorneys.

Another possible theory which could explain part of the failure to meet this objective is that unusual or lengthy proceedings such as insanity pleas, bench warrants, and extensive pre-trial motions may significantly increase the average elapsed time from arrest to disposition. Table 3 indicates that while these proceedings do, in fact, consume more time than the ordinary case, they do not comprise a significant number of the cases examined. It is also shown that if the cases involving insanity pleas, bench warrants, and complicated pre-trial motions were eliminated, the average time from time from arrest to disposition would only be reduced by a few days.

An additional point that should be taken into consideration in analyzing this objective is the amount of time it took to dispose an impact case prior to institution of this grant program. While statistical "match-up" used were not exactly the same, a survey of impact offenders in 1972 showed an average arrest through disposition time of 271.3 days. This represents a difference in the Phase I findings of approximately 100 days and the Phase II results by about 60 days.

Volume of cases is a third factor which should be reviewed in determining the effect of the Impact Courts. As can be seen from the Table 4 between August, 1974 and July, 1975, 8,354 new defendants came into the Supreme Bench for processing. During the same period in time, only 7,530 defendants went out of the court system, thus a delicit amount of 824 defendants were

received which could not be handled for this time period.

While this initially may appear that all courts were not effectively producing in terms of disposing cases, it should be pointed out that in previous years the courts have never handled the number of cases it has during the past year. An example of this can be seen from data collected for a JUSSIM Model in Baltimore City where it has been reported that 6,011 new defendants came into the system in fiscal year 1974 and 6,006 were disposed. In the year preceeding this time period (the year prior to the Impact Courts) approximately 5,000 defendants came into the system. (Note: It is not known how many cases were disposed during this period.) Thus, it is important to point out that it may be possible that all criminal courts may be reaching their saturation point. This may be seen from a review of the last five months statistics in Table 4 where it is shown that over 700 criminal cases are being disposed monthly.

TABLE 4

Input/Output Flow of Defendants
In the Criminal Courts of the Supreme Bench

Defendants

01d New New Set For Defendants Out Balance Defendants In Balance Trial (1294)August 1974 2034 +. 9 527 2056 645 1904 (1327)September 1974 2056 +493 October 1974 1904 + 1907 (1118)727 724 November 1974 1907 + 572 597 1882 (978)December 1974 1882 +565 410 2037 (1122)2143 January 1975 2037 +608 502 (1178)470 2121 February 1975 2143 .+ 492 (1265)700 2173 (1251)March 1975 2121 +752 2173 +1027 2490 (1533)April 1975 710 810 2445 (1470)2490 +765 May 1975 . 692 2646 (1739)June 1975 2445 + 893 July 1975 2646 + 933 721 2858 (2038)

Source: Criminal Assignment Office, Supreme Bench of Baltimore City

8354

Total

Objective C: Defense counsel shall be appointed, on the average, within seven (7) days of the filing of the Grand Jury indictment or criminal information.

Phase I information on this objective indicated that the overall time from filing of charges to appearance of counsel was about 35 days which represented an average of about 30.8 days for private attorneys and 39.0 days for staff attorneys. The Phase II Report showed improvement over the first year results by reducing the time it takes for appearance to 26 days. The public defender's appearance time during Phase II was about 25 days and private counsel took about 27 days.

was the public defenders were allowed to enter their appearance with a duty attorney. This had the effect of reducing time delays to the extent that staff counsel could enter their appearances earlier, sometimes within three to four days after charges had been filed. Difficulties still exist in meeting this objective and it is felt that much of the fault lies with the defendant himself. Often after several arraignments, the defendant is still undecided about his selection of counsel. The court is then put in the uncomfortable situation where it must force a decision. Frequently, the defendant ends up with the same public defender he could have had two to three weeks beforehand. (See Past Progress Report on the High Impact Courts - Public Defender Project for more details.)

Objective D: Within seven (7) days of the filing of appearance by defen e counsel, the Criminal Assignment Office shall designate the trial date.

Phase I analyzed 68 designated Impact defendants whose cases were set for trial during April, May, and June, of 1974. It was indicated that by disregarding cases with serious delays (postponements, insanity pleas) it was concluded that "the Criminal Assignment Office was approaching fulfillment of the objective's specifications." This was shown by the fact that 67% of the defendants in June of 1974 had their trial date set within 15 days of appearance of an attorney (as compared to 21% in April, 1974).

Phase II Evaluation Report evidenced 32 days for the time it took the Criminal Assignment Office to set a trial date for Impact defendants. was about twice as long as reported in the previous year. Several reasons have been suggested in the Criminal Assignment Office as to why these delays have occurred. First is the problem with the availability of counsel. Some defense attorneys according to this office, have such large workloads that it is almost impossible to predict their availability. Additionally, cases scheduled in the U.S. Federal District Court have a greater priority over the cases scheduled at the Supreme Bench. This means that if a conflict occurs, another trial date has to be designated. The Criminal Assignment Office has also pointed out that often Impact cases involve multiple defendants meaning in some instances that several attorneys are involved. This in turn, takes more coordination in determining the date that trial can be set. At a minimum, however, it appears that significant problems exist within this time period and a closer evaluation should be conducted toward analyzing reasons for these delays.

Objective E: The postponement rate (number of trials) shall not exceed 10% and shall not exceed one postponement per trial. (Postponement is defined as any change irrespective of how long it is or when it occurs in the trial date once it has been set by the Criminal Assignment Office.)

This objective, when studied in Phase I, was not being achieved. Then it was indicated that the rate of postponements in the Impact Courts was 20%. This compared with a rate of 18.6% in the Criminal Court of Baltimore City in 1973. It was further indicated that 83% of impact postponements were requested within five days of trials; 58% occurring on the scheduled day of trial. Particularly distressing were the reasons for postponement in Impact cases. In 14% of the postponements the defense attorney was in

another court; in another 14% the case postponed had been scheduled but could not be reached during the court activity of that day; and in 23% of the postponements the state witness was not available, not served, or there was illness or death in his family. Additionally, it should be noted that in 52.9% of the postponements the defendant was being detained in jail or at the Division of Corrections. Unfortunately this study did not break down the postponement rate by type of counsel (public defender vs. private counsel). As to the second year of this objective Phase I reported only 17 cases had been postponed more than once.

Phase II did not include a detailed evaluation of this objective in detail as of this report, however, it has been pointed out that an initial survey of overall impact postponements has shown a rate of about 35%. If substantiated, this could mean an increase over Phase I findings by 15% and a sizeable increase over the intended objective which was 10% for all cases. Further explanations are needed as to why postponements are increasing and the reasons for them being granted. (Note: A recent conversation with the Deputy Commissioner for the Criminal Assignment Office indicated that the overall criminal courts in July of this year experienced a postponement rate of about 24%. Thus a great disparity appears to exist between overall cases and impact cases;)

Objective F: Court Sessions will begin at 10 a.m. Cases will follow immediately one after another.

This objective also was evaluated in Phase I but not in Phase II. Esentially what was discovered last year was that the courts were not meeting this goal. An example of this was in May of 1974 where it was shown that the Impact Courts (Part 1 and II) were in session approximately 162.78 hours out of a possible 220 "available" hours. A recent telephone conversation with the Deputy Commissioner in the Criminal Assignment Office indicated that out of the total available hours for Criminal Courts Parts I and II for the month of May, 1975 (205 available hours) approximately 200.25 hours were considered utilized by "in-court" sessions. This suggests improvement over that which was experienced during the Phase I study, however, further analysis should be conducted on this point to verify the level of achievement under this objective.

Objective G: The pre-sentence report will be completed by the Division of Parole and Probation within fourteen days after request is received.

The project director of the High Impact Courts-Probation Project has submitted information that all requests were fulfilled on the average of 14 days after being received. This was in the second year of this grant as opposed to a 12 day average that was achieved in the first year. It is important to note that this time element is measured between the time the request was received by the Probation Department and the time the report was forwarded-back to the trial judge. (See Past Progress Report on the High Impact Courts-Probation Department Project for more details.)

Objective H: To increase the number of Impact cases brought to trial when compared to number of Impact cases brought to trial before the Impact Courts went into operation.

In order to measure this objective, the Phase I Evaluation Report concentrated its analysis on the activity of all courts two months prior to the implementation of this program (April and May, 1973). Results were then subsequently compared to court activity for the same two months during the program's operation (April-May, 1974). The report concluded that the total trial and filing caseload had increased after the program was implemented. In 1973, there were 341 total trials compared to 1974 when 412 trials were conducted. Filings increased also from 1,555 filings closed in 1973 to 1,630 filings closed in 1974.

As for the same time periods in 1975, it appears that the courts are disposing of more cases than previously. (See discussion on case volume under Objective B.) The more important consideration in this objective is whether or not more impact cases have been disposed (percentages) as a result of this project. This determination has not been truly evaluated in either the Phase I or the Phase II Reports.

In general, a need for the Impact Courts can be seen despite the many difficulties the project has encountered over the last two years in meeting its objectives. The courts have functioned as part of a pool of courtrooms and have achieved effectiveness similar to the other courts. As can be seen from the information in Table 5, the trend toward more open cases awaiting trial seems to be as great of greater than it was prior to the implementation of these courts. Thus a greater dependence for the operation of these courts is realized. Additionally, it should be pointed out that both courts together try approximately 250 to 275 serious criminal cases yearly. (This amounts to approximately \$4,000 a case when all four Impact grants are considered, Probation, Clerks, Public Defender, and Courts Project.) Most of these, as indic ed elsewhere are jury trials which in some instances could take several weeks to complete. (Note: Because of the amount of time it takes to dispose these cases, only a small percentage of the criminal caseloads (5%) are handled by these courts.)

TABLE 5
TREND IN OPEN CASES CHARGING DOCUMENTS AND DEFENDANTS
BALTIMORE CITY SUPREME BENCH

JULI	Y 1973 - AUGUST 1975	
HINOH ,	CHARGING DOCUMENTS	DEFENDANTS
July 1973	6,337	3,413
September 1973	5,322	3,066
November 1973	4,160	2,359
January 1974	3,784	2,042
April 1974	3,613	2,011
June 1974	3,092	1,720
November 1974	3,056	1,720
June 1975	4,545	2,673
August 1975	5,532	2,858

It is equally apparent that more must be done if the Impact Courts are to succeed. Regular meetings should be conducted by agency personnel to discuss mutual problems. Further evaluation needs to be conducted by the Supreme Bench, the Administrative Office of the Courts and all agencies so that those problems can be documented. (Note: An example of this is in the State's Attorney's Office where they have received 14 positions under this grant in the last two years, and as yet little has been done to examine connections, the rate of nol processes or stets, requests for postponements or need for all of the positions authorized. Finally, a strong commitment must be given toward processing all impact cases almost immediately upon receipt by the respective agencies.

With regard to financial review, this project was audited once in the first year and no exceptions were found. Any recommendations from subsequent second and third year audits should be incorporated into any future funding.

Table 1

Title: Arrest to Disposition

Variable: Location

,					
Benchmarks	Jai1 N=217	Bail N=120	ROR N=39	Other N=21	
Arrest to Filing with Supreme Bench	33.78	36.90	54.84	42.65	
Filing with Supreme Bench to Filing of Charging Papers	27.02	26.46	31.36	56.14	
Filing of Charging Papers to Filing of Counsel	26.42 ⊁	24.68	18.73	28.33	
Filing of Counsel to Trial Date	104.10	118.69	96.10	127.85	
Trial Date (date of Pre-Sentence Repo Request) to Filing of Pre-Senten Report		16.50	17.83	15,33	••
Filing of Pre-Sentence Report to Disposition	18.22	21.75	4.66	17.00	
Sub-Total Filing with Supreme Bench to Disposition	174.91	182.35	153.51	207.91	
TOTAL contest to Disposition	206.91	219.95	207.46	252.00	
100					

Table 2

ţ

Title: Phase I and Phase II Comparison - Arrest to Disposition

Variable: All Defendants

,			
Benchmarks	Phase I N=473	Phase II N=400	
Arrest to Preliminary Hearing	17.40	19.76	remain region de constitución de la constitución de constituci
Preliminary Hearing to Filing with Supreme Bench	14.00	18.29	
Arrest to Filing with Supreme Bench	31.50	38.05	
Filing with Supreme Bench to Filing of Charging Papers	22.70	28.87	
Filing of Charging Papers to Filing of Counsel .	35.00	26.22	
Filing of Counsel to Trial Date	71.70	107.03	
Pre-Sentence Report Request to Filing of Pre-Sentence Report	19.90	19.11	
Filing of Pre-Sentence Report to Disposition	18.00	18.40	
Sub-Teal Filing with Supreme Bench to Disposition	139.80	174.56	
TOTAL Arrest to Disposition	172.00	211.70	nga pagagang nga pa

Title: Arrest to Disposition

Variable: Insanity Pleas, Bench Warrants, Motions

	· •
Proceeding	Average time in days Arrest to Disposition
Insanity Plea N=6	284.00
Bench Warrant N=7	252.43
Motions (other than discovery inspection) N=107	and 226.50
Minor Motions (only discovery inspection) or No Motions N=277	

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: On-Line Jail System

Applicant: Baltimore City

Implementing Agency: Baltimore City Jail

Project Director: Charles Frederick, Director of Administration

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Date of Award: March 22, 1974

nt Period: 3/22/74 - 9/30/74

Approved

First Year's Budget:

Category	Federal 'Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental Other.	\$78,101 \$78,101 o \$66,135 (July 1	\$8,678
raj ascea - s.	0 4003 232 (0017)	49 42747

Second Year

Date of Award: November 8, 1974

Grant Period: 10/1/74 - 9/30/75

Approved
Second Year's Budget:

Category	Federal Share	Matching Share
Personnel Equipment Consultants	\$102,775 79,212	\$11,420 7,845 1,390
Travel Consumables Rental	8,859	550
.Other TOTALS	\$190,846	\$21,205

Budget Explanation and Modifications:

This project received a total federal award in the amount of \$369,573 for a project period of twenty-four (24) months on November 8, 1975. The original award called for a budget breakdown of \$190,846 for the first twelve months and \$178,727 for the second twelve month period. On June 6, 1975 the project director requested budget modifications and shifts that would enable:

- Funds originally earmarked for two computer operators (who could not be hired) to be used in part for overtime for existing personnel to enable the City data center to serve the jail on a seven day twenty-four hour basis.
- 2. An increase in the two programmer positions for the remainder of the grant from 50% of their time to 100%.
- 3. The provision of backup communications lines and modems.*

The requested modified budgets had a federal share of \$177,408 for the first 12 months and \$192,165 for the second 12 months or a total of \$369,573. The request was reviewed by the Commission staff and approved on June 24, 1975.

Approved Expansion from First to Second Year:

Program expansion during the second year consisted of the addition of four data entry technicians to the project personnel. The data entry technicians are responsible for entering inmate data into the computerized jail information system. Increased equipment rental costs and the rental of some additional equipment also contributed to an increase in project costs in the second year.

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a lligh Impact Program designed to fight violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The plan identified seven major program areas, one of which relates to classification and treatment of offenders.

^{*}Modems are devices that can convert the binary output from the computer to a form that can be transmitted over communication (e.g., telephone) lines and vice-versa.

The development of this project was originally referenced in Chapter 8 of the Baltimore City Impact Plan relating to an automated jail inventory and control system for the City Jail as part of an overall classification and treatment system.

The Baltimore City Jail currently houses approximately 1,400-1,600 persons most of which are either awaiting trial or sentencing or awaiting transfer to the Division of Correction. Of the total inmates, over 75% are awaiting trial. The number of individuals passing through the jail each year (i.e., 15,000-20,000 people per year) results in a massive record-keeping problem. Controlling the status and location of each inmate, date of court appearance, and date of release has become so complicated that accuracy of information has suffered. Key record keeping problems identified by the applicant in the original grant request were: (1) inability to produce comprehensive data for research on impact offenders; (2) inability to locate inmate records by any numbering system or alias due to alphabetical filing; (3) inability to retrieve historical records of former inmates; (4) difficulty in providing prisoners to the courts in a timely fashion; (5) lack of population data for forecasting and budgeting of supplies, equipment, and manpower; and (6) unwarranted detention of prisoners and incorrect release of inmates.

On December 28, 1973, the City of Baltimore submitted an initial grant request for federal funds for an On-Line Jail System that would provide a computerized record of each inmate in the Baltimore City Jail. The system would have the ability to update data on events such as court appearances, discharge and transfer. The applicant wanted a system that would be supported by an IBM 370/145 computer at the Bureau of Management Information Systems and linked to on-line communication terminals at the City Jail. Funds were requested as part of the Baltimore City High Impact program.

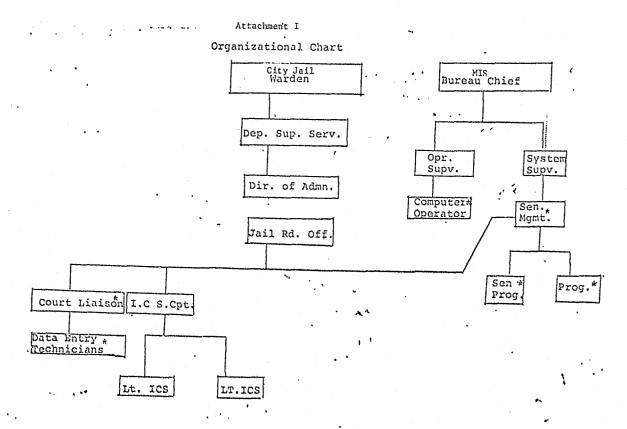
On March 22, 1974, an initial grant award of \$78,101 was made by the Governor's Commission on Law Enforcement and the Administration of Justice under the High Impact Program to the City of Baltimore for implementation of an on-line computer system at the Baltimore City Jail. The award was accepted on March 28, 1974 by the grantee. This award was adjusted to \$66,135 on July 1, 1974 to account for partial first year funding through September 1974.

On November 8, 1974, a 24 month award effective October 1, 1974 in the amount of \$369,573 was made by the Governor's Commission on Law Enforcement and the Administration of Justice for second and third year funding of the on-line jail information system. Third year funding, however, would be contingent upon a review of the project after completion of second year funding. The award was accepted on November 15, 1974, by the grantee.

The originally proposed project commencement date was May 1, 1974, with full implementation of the project scheduled for September, 1974. Delays in the delivery of equipment (e.g., terminals, modems), the completion of the computer programming effort, and to a lessor extent, the hiring of additional jail personnel resulted in a delay of the actual project implementation date to January of 1975.

Staff positions originally federally funded under this grant included: a Senior Management Analyst, two Computer Operators, a Senior Programmer, a Programmer, a Court Liasion Officer and four Data Entry Technicians.

Attachment I shows the organization chart of the joint responsibilities of the Baltimore City Jail and the City Bureau of Management Information Systems (MIS) in the implementation and maintenance of the on-line jail system. All Bureau of Management Information Systems personnel were assigned to the project with the exception of the two computer operators. The inability to hire qualified personnel to fill these positions for weekend work, resulted in a program modification (approved by Commission staff) to allow existing personnel to provide the necessary services on an overtime basis. The court liason officer and the four data entry technicians were hired in August of 1974, and received in-house training in the operation of the system and necessary data entry procedures from the project director and senior management analyst.



^{*} Commission funded positions

A number of specific special conditions were attrached to the second and third year funding award. Among the more critical special conditions were: (1) that the grantee submit a revised budget reflecting programmatic changes approved by the Commission; (2) that a detailed project evaluation design be submitted within 90 days of project implementation; (3) that utilization rates be maintained for all terminals, disks, tape drives, and batch equipment; (4) that the project conform to all LEAA security and privacy regulations, comprehensive data plan guidelines, and the Commission's Information System Master Plan; (5) that the project not participate in the development of criminal histories files unitl a State plan for these files is dveloped; and (6) that the project maintain the data needed for State and LEAA data systems to the extent possible.

The grantee submitted revised budgets properly reflecting the programmatic changes on May 12, 1975. While the grantee did not submit a detailed project evaluation design, a draft evaluation design for the project was completed by the Commission staff in conjunction with the staff of the Mayor's Coordinating Council on Criminal Justice in November of 1974. In compliance with the special conditions on utilization rates, the jail maintains statistics on the number of daily data entries made on each terminal. In addition, the Bureau of Management Information Systems states that the one disk drive module and the one tape drive funded under the grant are used on an active hourly basis twenty-four (24) hours a day seven (7) days a week. In addition, the batch processing to generate daily computer reports is averaging two (2) hours per day, seven (7) days The project appears to be largely consistent with the Commission's Information System Master Plan. Some project modifications are anticipated, however, in order for the project to comply with recently promulgated LEAA security and privacy regulations for criminal history record information. Finally, the project has not contributed to the development of criminal history files outside of the jail and the project is collecting data elements needed for the State-wide level criminal justice information system.

The principal accomplishment of second year funding has been the implementation and operation of an on-line inmate record keeping and inmate control system to serve the Baltimore City Jail. The information system consists of seven on-line terminals located in the City Jail which are linked to an IBM 370/145 computer located at the City Bureau of Management Information Systems. Three of the jail terminals are located in the Jail Records Office and are used to (1) initiate an inmate record when the individuals commitment papers are received by the jail(2) make updates to inmate records and (3) make inquiries as to the status of an inmate or the occupancy of a jail cell or section. Two jail terminals are located in the Inmate Control Section and are used to post updates reflecting changes in an inmate's location or status and to make inquiries on an inmate's location or status. Finally, terminals for inquiry purposes only are maintained in both the Jail's Reception, Diagnostic, Classification, and Treatment Center and in the Visiting Area. A terminal is also located in the City Bureau of Management Information Systems. This terminal is only used for overall system control and cannot inquire about an inmate's record. utilization of the jail terminals for the week of September 16, 1975 is

summarized below:

Terminal Location	Average # of Daily Entries per Terminal	# of Terminals	Total # of Average Daily Entries
Records Management	1246	3	3738
Inmate Control	596	2	1191
Reception, Diagnostic Classification, & Treatment	, 182	1	182
Visiting Area	166	1	166
*		Total # of Dail Entries (all Terminals)	y 5277

The actual data base that maintains the inmate record information is stored on the City's computer. Each record maintained on the online jail system represents a single inmate either active (i.e, currently housed in the City Jail) or inactive (i.e., detained in the City Jail at sometime in the past but not currently being detained). Each inmate record is supported by a unique identification number (i.e., Baltimore City fingerprint based identification number).

The inmate oriented data base includes the following principal groupings of data:

- A Record Inmate Intake identification #, name, complaint number, status (e.g., awaiting trial, sub-curia, awaiting transfer Division of Correction), charge, file date, close date
- B Record Inmate Bond Data identification #, bail type, bail date, bail judge, bail amount, arrest #
- C Record Additional Inmate Charge Description(s) identification
 #, charge(s), arrest #(s)
- D Record Inmate Description and Cell Location Data identification #, race, sex, birth date, religion, education, occupation, program, section, cell, status
- E Record Inmate Classification Data (all data maintained in the form of coded information, actual codes are maintained only by the classification unit) includes marital status, family, employment, military, and education information; information on any physical, psychological, drug, alcohol, family, legal, job, or jail problems

F,G,H,I - Records - inmate detainer, writ, institution, medical alert information

<u>J - Record - Inmate Identification</u> - name, identification #, arrest #, location, commitment date, visits

M - Record - Inmate Address - name, address

<u>S - Record - Inmate Court Events - name</u>, identification #, calendar date, part, room #, court division, record type and sequence, reason, disposition, future calendar date

The On-Line Jail System is also designed to interact with the Supreme Bench System. The jail system information with regard to inmate location (includes release) found on the "J-Record" is used to update the Supreme Bench defendant location information. In turn, the Supreme Bench information on trial date and courtroom location is used to update the jail's "S-Record" on scheduled inmate court events. This update is done on a daily basis and is performed by matching the jail and Supreme Bench records based on the inmates identification number) which is contained on each agency's respective automated file. As will be discussed later in the "Analysis" section of this Past Progress Report, this record updating procedure is not without its difficulties.

The principal document used to initiate or reopen an inmate's record is the commitment papers which contain most of the data elements necessary to complete the inmate's A, B, C, portions of D, J, and M record information. In addition, information derived from the jails diagnostic and classification center provides the additional data needed to complete the D and E records.* This data is entered via the three terminals located at the Jail Records Office. As stated previously, changes in defendant location or status can be entered via both the terminals maintained in the Jail Records Office and the Inmate Control Section.

In addition to the on-line query as to an inmate's status via any of the jail's seven terminals, daily, weekly, and monthly batch programs are also created. Attachment II shows a listing of the principal records generated. The inmate related batch reports are of two principal types (1) inmate exception reports (i.e., listing of inmates based on certain inmate case characterstics such as duration of time in jail, court trial date scheduled) and (2) summary inmate statistical reports (e.g., daily intake and releases, inmate charges, sex, race, and age breakdown). In addition batch reports are generated on the utilization, availability, and status of cells in the jail. These reports are designed to assist in meeting day-to-day operational needs of the jail as well as to assist in making improved administrative/managerial decisions.

^{*} It should be noted that the E-Record information is only now being completed and entered onto the on-line system.

The only programmatic modification requested during the course of second year funding was directly related to the budget modification described previously. On June 6, 1975 the project director requested a budget modification that involved (1) deleting the hiring of two computer operators to be replaced by existing personnel working overtime and (2) the increase in the two programmers from 50% to 100% of their time. Based on the inability to hire qualified computer operators to work on the weekend shifts and the need for additional programming support for the batch report preparation these programmatic modifications were approved by the Commission staff on June 24, 1975.

It can be anticipated that with the completion of second and third year funding the existing computer programming staff support for this project, can be greatly reduced (i.e., from two programmers to no more than one full-time programmer). In addition, the Senior Management Analyst that is currently assigned to the project 100% of his time could be reduced to less than 50% of his time.

The project has made significant efforts to coordinate its activities with other miminal justice agencies. The jail employs a court liason officer to monitor all inmate court appearances and to work with court personnel to resolve any problems with inmate court related data. In addition, the jail works with both the Sheriff's Office and the Baltimore City Police Department to improve the completeness and accuracy of inmate identification and commitment data. In particular, procedures have been established with the City Police for recording the fingerprints and identification of all inmates who are committed to the jail but do not proceed to the jail directly from police arrest. Through this procedure, these individuals can be assigned a unique identification number. The applicant has also contacted the Department of Public Safety and Correctional Services Data Center staff to insure that the system is reasonably compatible with the State-wide level criminal justice information system.

IV. ANALYSIS

Six program objectives were listed by the grantee for this project.

- 1. To provide a computerized record of each inmate in the Baltimore City Jail including updated information on defendant location and scheduled court appearances.
- 2. To provide more timely delivery of inmates to the courts.
- 3. To provide a more accurate filing system to avoid errors in inmate releases and the ability to locate inmates by a standard numbering system.

- 4. To provide inmate population data which would assist in projecting jail population, budget preparation, personnel allocation, and supplies and equipment forecasting.
- 5. To provide data for jail research activities.
- 6. To provide for retrieval of historical records of former inmates.

As described in the previous section of this Past Progress Report, in meeting the first project objective, the grantee has successfully initiated a computerized record for each inmate housed in the City Jail. This record includes data on the inmate's identification and arrest charges, bond status, movement and location, diagnostic and classification, and court appearances and dispositions (where the disposition impacts on the inmate's jail status).

In order to achieve the second objective, the On-Line Jail System and the Supreme Bench Information System were designed to interact to provide updated information on inmate location and scheduled court appearances. These updates are intended to be done automatically by matching defendant (i.e., inmate) records maintained on each agency's respective file. The matching of defendant records is based on the unique police identification number. Several problems have limited the utility of this automated update procedure:

- Identification information is entered independently on the two agency systems and any failure to enter data or entry of incorrect data on one or the other of the two systems makes the determination of a unique match via the automatic procedure impossible.
- 2. The principal index on the jail system is the identification number while the Supreme Bench system's principal index is the defendant's name (an anticipated upgrade of this system would change the principal index from name to identification number). This requires the jail system to search the Supreme Bench system (and vice versa) by name and then by identification number, thus, decreasing the likelihood of a "hit" so that common defendant records can be updated.
- 3. The jail system is "offender" based (i.e., each record represents a single defendant) while the Supreme Bench system is "harge" based (i.e., each record represents a single charge against an individual). Since a single individual on the Supreme Bench system may have multiple charge records each of the charge records needs to be updated by the jail record

of stay in the jail) provides the necessary information for identifying problem areas that can then be addressed through administrative action. The On-Line System also provides the potential for initiating jail research through the inclusion of certain coded diagnostic and classification related data elements (see description of "E-Record, Inmate Classification Data" described in the previous section of this Past Progress Report).

In meeting with the sixth program objective, the On-Line Jail System as currently configured maintains a historical record of all the transactions relating to a given inmate, both active and past. This includes both the inmates's identification related data elements as well as the data elements associated with current and past arrest charges, bond data, court appearances, and dispositions. Modifications to this historical record will no doubt be necessitated by the recently promulgated federal security and privacy rules and regulations. In particular these regulations require that where criminal history record information is maintained on an automated system, that the computer facility be dedicated solely to criminal justice purposes and be under the management control of a criminal justice agency. The On-Line Jail System currently contains criminal history record information but is not maintained on a dedicated computer facility. A full discussion of this issue will be made in the analysis of the third year grant application.

The inmate data base su orted by the On-Line Jail System should provide with the entry of E-kecord, (i.e., diagnostic and classification) inmate information the ability to quickly identify those characteristics of the inmate necessary for improved inmate screening, diagnosis, and classification. This is consistent with the Commission's goal of providing technical (as well as planning) assistance for comprehensive systems for screening, diagnosis, and classification. The On-Line Jail System should provide a technical tool which in part can be used by the Jail's Reception, Diagnostic, Classification and Treatment Center (funded under another high impact grant) for the retrieval of more timely inmate information and for minimizing duplication in the collection of this information (particularly where the inmate repeatedly returns to the jail.)

In addition to assisting in meeting the above Commission objective, the On-Line Jail System provides the kind of offender based record information that is necessary to not only meet agency and defendant in process information needs, but also the information needs required to support the development of a State-wide level criminal justice information system. The On-Line System is maintaining the necessary unique identification, detention, and location related data elements that could contribute to the State-wide level data base for criminal history record; current offender status, and offender based transaction statistics. This is consistent with the Commission's objective of establishing a State-wide criminal justice information and statistics system in accord with the State-wide plan adopted by the Commission.

The principal project strength lies in the creation and maintenance of an automated inmate based record that provides timely access to information on the jail population and the status of inmates as they await further processing by the criminal justice system. The basic design and data base appears quite adequate for meeting the jail's information needs.

The principal weakness of the project, like most information systems, lies in the ability to assure the entry of complete and accurate information and the entry of all necessary updates to that information. Since much of the critical data for the inmate record requires the entry of data elements over which the jail has no direct control (e.g., police identification number, scheduled court date), the jail must continually work at maintaining interagency cooperation necessary to assure the receipt of accuarte and complete information from these agencies. The grantee should take steps to validate the accuracy of all critical data elements and to establish data entry procedures that minimize the entry of incomplete and inaccurate information. Efforts should also be directed at the use of the system's data base by jail administrators for improved jail operation and management as well as planning and evaluation of jail activities.

An audit has not been/conducted on this project's second year activities. However, it is expected that one should be completed within the next month. When the audit is completed, the final report recommendations should be implemented by the grantee if subsequent funding is granted.

ATTACHMENT II - DAILY, WEEKLY, AND MONTHLY BATCH REPORTS

I. DAILY PROGRAMS

- A. ALPHABETICAL REPORT LISTING
 - 1. All Active Inmate Cases in the File.
 - 2. Active Inmates awaiting transfer to Division of Correction.
- B. DISPOSITION AND TRIAL DATA EXCEPTION REPORT

Lists by Case Number, Ages on File Date and Calendar Date, Prints Exceptions Only.

- C. DAILY VACANCY AND INACTIVE REPORTS
 - 1. Prints Detail of Vacant and Inactive Cells Calculating Elapsed Days.
 - 2. Summarizes by Section.
- D. STATISTICAL CONTROL -(DATE CARD)

Summarizes: Charge (Active and Other)
Intake and Release
Race (Active and Other)

E. INMATE JAIL CASES SCHEDULED FOR COURT FOR TRIAL DATE (DATE CARD)

Summarizes by Courtroom Location (i.e., Part Codes).

F. SECTION/CELL REPORT

Prints Detail From the Section/Cell Record, Summarized by Sections.

G. ASSIGNED INMATE I.D. 's (DATE CARD)

Prints Inmate I.D.'s Assigned to Supreme Bench for Given Date.

H. PRINT AUDIT TRAIL

Prints Detailed Audit Trail of Transactions Entered During the Day.

I. BAIL AND COURT STATISTICS

Prints Inmate Bail Statistics Summarized by Dollar Amount and Court Statistics by: Supreme Bench, District Court, Writs.

J. INTAKE AND RELEASE BY STATUS (DATE CARD)

Summarizes Inmate Intake and Release by Status for the Given Date.

ATTACHMENT II (continued)

II. WEEKLY PROGRAMS

- A. INMATE AGING REPORT
 - 1. Prints Detail Alphabetical, By Status, Aging Days in Jail.
 - 2. Also Prints Inmate Control Report Which Summarizes by Status and Days.
- B. SECTION CELL CROSS MATCH

Prints Mismatches of Section/Cell Records Vs. DØ1Ø Records.

C. NUMERICAL LISTING

Detail Print of Active Inmate Cases, by Case Number.

- D. ACTIVE BAIL REPORT
 - 1. Prints Detail and Summerizes by Specific Amount Ranges, By Status.
 - 2. Also Prints Control Sheet.
- E. ACTIVE DETAINERS AND WRITS

Prints Active Inmate Detainers and Writs, Also Includes Information about Detainers and Writs

III. MONTHLY PROGRAMS

A. INMATE INTAKE AND RELEASE BY STATUS

Summarizes Intake and Release by Status for a Given Month.

- B. INMATE STATISTIC REPORT BY RACE
- C. INMATE STATISTIC REPORT BY SEX
- D. INMATE STATISTIC REPORT BY AGE
- E. INMATE STATISTIC REPORT BY MARITAL STATUS
- F. INMATE STATISTIC REPORT BY EMPLOYMENT HISTORY

ATTACHMENT III - Inmates Status and Duration of Incarceration for all Active Inmates as of the End of the First Week of September, 1975, Baltimore City Jail

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INMATE STATUS

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al Inmates:	Supreme Bench Awaiting Trial	District Court Awaiting Trial	Federal	Juvenile Waived	Sentenced To Jail	Sub-Curia	Division of Correction	Total
30 days	12.0%	81.8%	41.6%	21.1%	51.8%	13.9%	15.9%	36.5%
rs.	18.2%	13.6%	22.0%	15.8%	25.9%	6.9%	19.8%	17.1%
'S	15.4%	2.6%	7.7%	7.9%.	5.9%	1.4%	5.7%	8.9%
ys	52.1%	1.8%	28.6%	55.3%	16.5%	76.4%	57.4%	36.2%
days	2.4%	• 2%	0%	0%	0%	1.4%	1.2%	1.3%
ates	676	455	91	38	85	72	176	1593
pital	31 ′,	5	0	0	0	1	0	. 37
apees	11	0	0	0	0	0	1	12
					,			
	718	460	91	38	85	73	177	1642
1	43.7%	28.0%	5.5%	2.3%	5.2%	4.4%	10.8%	100%
					•			
			-		-		•	•

Attachment IV

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	BAL	TIMO	R E	CITY	AIL	J 08	CODE	JLSD5006		PAGE NO.	8
	DAILY J	AIL CAS	ES SCH	EDULED FOR	COURT			· · · · · · · · · · · · · · · · · · ·		•	
		TRIAL	DATE	09-08-75			-			;	•
CASE	NUMBER	PART	ROOM	REASON	INMATE	DESCRIPTI	ION	SECTION	CELL		
		P02	215	JT				c	084		
	Inmate		215	JT	Imate	Name	: :	F	075		
	Identificat Number	¹⁰¹ 902	215	JT			<u> </u>	F	075		T
· ·	• •	TOTAL OF	COURT	CASES FO	R PART	POZ ARE	3				•
										•	

WEEKLY INMATE SING REPORT JAIL COMMIT DEFENDANT NAME BIRTH RACE SEX DAYS DATE DATE STAT HOME ADDRESS CASE NUMBER CHARGE DATE FIRST LAST 3 09-05-75 00-00-00 CHAB 12-21-52 MUR 07-24-27 B M 46 07-24-75 09-09-75 BEE 01-19-58 B M 138 04-23-75 C9-17-75 A AER 08-28-56 109 05-22-75 1C-03-75 MUR 05-20-58 B 223 01-28-75 12-04-75 RDW 10-15-55 B M 33 08-06-75 C9-22-75 A BUR 08-09-55 41 67-29-75 05-19-75 OTHER 04-28-58 В JM 07-21-75 00-00-00 FTA 08-17-57 B M 170 03-22-75 C8-22-75 A ROB 05-20-57 11 08-28-75 CC-00-00 Unique Inmate Identifying Information FTA 12-04-51 57 07-13-75 07-02-75 VOP 01-04-36 B 24 08-15-75 00-00-00 VOP 01-31-49 181 03-11-75 06-10-75 BEE 07-04-55 66 07-04-75 09-12-75 ASR 11-18-53 8 M 202 02-18-75 C9-15-75 MUR 01-11-48 В F 282 11-30-74 11-14-75 UU 09-21-46 В М 76 06-24-75 07-21-75 MUR 10-23-57 115 05-16-75 11-21-75 BUR 11-16-53 В 30 08-C9-75 08-29-75 A ROB 01-19-56 В 41 07-29-75 C6-19-75 289 11-23-74 10-30-751 A DC 12-23-42 AER 02-13-38 39 07-31-75 C8-21-75 115 C5-16-75 11-21-75 ARDW 11-27-60 M 02-21-48 584 02-01-74 03-12-75 ASLT М 472 05-24-74 08-12-75 BUR 10-06-54 08-06-75 09-02-75 BEE 05-06-46 B M 33

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Reception, Classification, Diagnostic and Treatment System

Applicant: Baltimore City

Implementing Agency: Baltimore City Jail

Project Director: Calvin Lightfoot

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

Date of Award: 3/22/74

Grant Period: 6/1/74 - 8/31/74

Approved First Year's Budget:

Date of Award: 11/8/74

Grant Period: 10/1/74 - 9/30/76

Approved
Second Year's Budget:

Ca -y	Federal / Share	Matching Share	1.	Category	Federal Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental Other	\$36,200 4,975 0 600 1,500 0 3,200	\$ 0 0 0 0 0 0 0 5,200	•	Personnel Equipment Consultants Travel Consumables Rental	\$ 88,700 8,262 13,520 0 0	\$ 0 4,800 0 - 500 1,500 5,500
TOTALS	\$46,800	\$5,200		TOTALS	\$110,482	\$12,300

Budget Explanations and Modifications: There are several grant modifications requests submitted during the previous two grant years. These are noted as follows:

First Grant Year

Two budget modifications were submitted by the grantee. On September 5,1974 a budget modification was approved to upgrade the position of Director from Civil Service Grade 39, entrance level, to Grade 39, Step 4. This request was made in order to provide an opportunity for the acting director, to assume the director's position without penalyzing him financially. On July 10, 1974 a budget modification was approved allowing for the deletion of one desk, chair, and dictaphone and the addition of 3 file cabinets and 3 air conditioners.

Second Grant Year

On June 16, 1975 a budget modification was approved to utilize \$1,000 of the \$3,500 budgeted for purchase of a copier machine for rental of a Xerox 660 copier and to utilize the remaining \$2,500 for the purpose of lowering ceilings in the medical examination room and the social work office to improve air conditioning of these areas. On March 12, 1975 a budget modification was approved to transfer \$2,000 from the personnel budget category to the consumable category to compensate for the increased cost of paper products.

III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault, and burglary. The Plan identified seven major program areas, one of viich relates to classification and treatment of offenders.

This project was designed to provide a reception, diagnostic, classification and treatment system at the Baltimore City Jail. No formal systematized method for classification and treatment of incoming individuals existed at the City Jail prior to the awarding of this grant. Detainees were housed in available bed and cell space based primarily on their bail amounts. According to the applicant, processing in excess of 20,000 individuals per year, the need for a classification system was readily apparent. A Federal Court decision, known as the "Kaufman Decree" indicated that a comprehensive treatment plan and a specific classification procedure designed to adequately deal with medical, psychological and sociological problems of inmates at intake should be instituted at the City Jail. authorities, in attempting to bring the jail into compliance with the decree, formulated a plan for a reception, classification and diagnostic unit similar in structure to the unit operating in the Maryland State Division of Correction. A major problem in the planning of the grant was the acquisition of suitable physical space that would allow all components of the project to operate in close proximity. It was determined that the entire first floor of the South Building, as well as the receiving area, could be utilized with minimum renovations to meet the needs of the project.

The original scheduled project commencement date was May 1, 1974. However, the program's actual commencement date was June 1, 1974.

The project did not begin on schedule for the following reasons:

(1) renovation difficulties were experienced due to the slow process of submitting work orders, bidding procedures, and the awarding of contracts. Renovations and remodeling of offices and treatment areas were not completed until mid-November, 1974; (2) delivery of equipment was slow, some articles not received until early 1975; (3) difficulties have been experienced in hiring staff. Ten staff positions were funded in the grant, however, only five positions, a director, a senior stenographer, a clerk typist, and 2 part-time physicians, were approved by the Board of Estimates. All

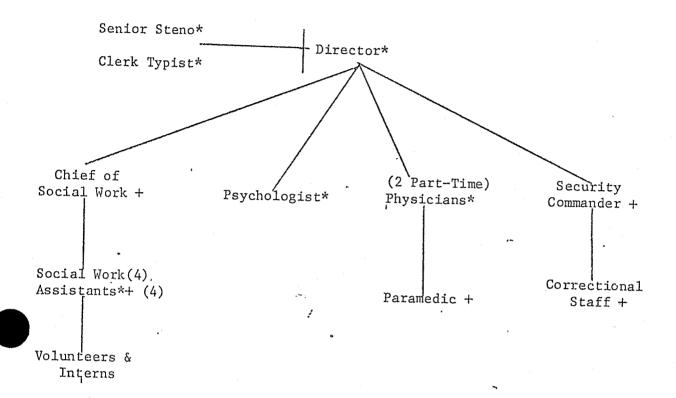
other positions, 4 social workers and a psychologist, were deleted because the Board of Estimates felt that these positions were adequately staffed with existing jail personnel. These five positions were resubmitted with additional justification and were subsequently approved by the Board of Estimates. The program was fully staffed on October 17, 1974 with the hiring of four social work assistants and a psychologist. At present, all staff positions are filled with individuals whose qualifications match the application job descriptions. Table I depicts the staff organization including grant and non-grant personnel. Staff turnover, particularly in the physician and secretary categories has been a continuing problem. The project director indicates that turnover has been due to poor working conditions and salaries for the physicians. Since the project began both physicians positions have turned over and difficulty has been experienced in finding replacements. There are several significant special conditions attached to the second year grant award. The grantee was required to meet with the Division of Correction and the Division of Parole and Probation to establish procedures so that the project could support the development of presentence reports and the activities of the State Classification Center. The grantee has established with the State Reception Center telephone communication concerning problem individuals entering the State system and procedures for the transfer of records. However, due to the question of confidentiality of inmate records, the transfer of records to the State Center was discontinued in June, 1975 pending a decision on this matter from the City Solicitor's office. According to the grantee, medical, social, and psychological staff requested a ruling as to their responsibility to make information which they felt was of a sensitive and confidential nature, available to other agencies. The Warden of the City Jail requested an opinion as to the Jail's responsibility in light of Federal guidelines regarding the confidentiality of records. Additionally, a system for detecting individuals that have outstanding charges and future court appearances has been coordinated with the Supreme Bench of Baltimore City. In conjunction with the Jail-On-Line Computer System, this procedure automatically identifies those individuals who are scheduled to appear in court and relays this information to the Court. This system will help to avoid unnecessary failure to appear charges, longer jail stays and underutilization of court time. Another special condition required the project to be fully staffed and operational to support the activities of the On-Line-Jail System within 45 days of the grant award date. The grantee complied with the condition and continues to provide the necessary intake data to maintain and update the computerized inmate records of the On-Line-System. All other special conditions have been resolved.

The primary function of this project was to receive, process, diagnosis, classify, and refer for appropriate treatment all incoming individuals at the Baltimore City Jail.

All incoming individuals are processed through the following steps in the Reception Center.

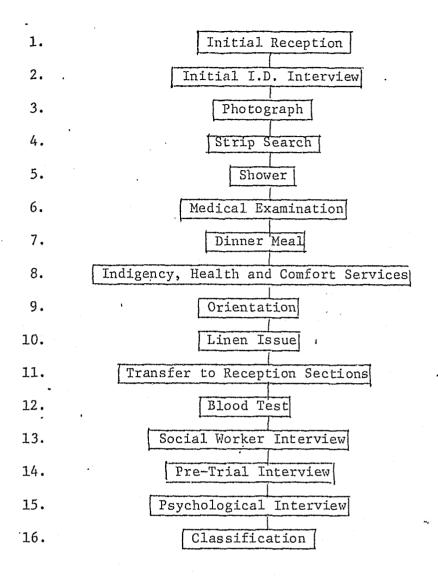
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4 0F 5



^{*} Grant Personnel

⁺ Jail Personnel



The first five steps of the reception process deal with routine processing performed by correctional officers. At the initial reception the inmate is identified with his appropriate commitment papers, valuables are taken and stored, and indigent offenders are identified for future processing. At the identification interview, basic identifying data relating to such items as charge, age and address is gathered on coded forms to be entered into the On-Line Computer Systems and a photograph is taken. The medical examination along with orientation, social and psychological interviews, and classification constitute the main program elements funded under this grant. All individuals are examined within 24 hours of intake by a RDCC physician in order to detect medical problems and to refer cases to the jail hospital or outside medical resources for treatment or further diagnostic work. Prior to grant implementation a nurse screened individuals depending primarily on complaints and information provided by the incoming detainees. Alcoholics, drug addicts, epileptics, and diabetics are referred to the Jail hospital for specific medication routines to be

followed during their jail stay. Venereal diseases are detected through blood tests administered daily by technicians from the City Health Department. This serology test is valuable in detecting communicable diseases and anyone with a positive test result is sent to Baltimore City Hospital for further treatment. A skin test for tuberculosis is also administered to all individuals. The medical examination component of the grant became effective on . November 1, 1974. The indigency health and comfort service provides a tooth brush, tooth paste, pencil, face towel, stamps, envelops and six sheets of paper to all inmates with less than \$1.00 in their possession at intake. The orientation process is conducted by a social worker and custodial officer. A sound-on-slide presentation, lectures, and a question and answer period acquaint new arrivals with institution procedures, policies and available jail resources. Following these steps, an inmate is housed in the 226 bed reception section and is interviewed by a social worker. The social workers deal with problem areas such as information or assistance with legal matters, communication with family members, monetary assistance through social services for families, and other crisis situations resulting from incarceration. Referral to medical, psychological, or social services within the jail may also take place. In addition to intake interview duties, each social worker is assigned to certain jail sections to provide continuing services. Information relating to previous of lenses, family history, employment background, psychological and medical problems is gathered for presentation at the classification hearing and for future entry on to the Jail-On-Line System. The pre-trial interview section coordinates and shares information with the social workers in an effort to identify and release those individuals meeting established release criteria. The social interview process commenced the latter part of October, 1974. The Reception Center Psychologist accepts referrals from medical and social personnel, interprets psychological test data compiled during the social interview, administers and interprets psychological tests, conducts individual and group counseling sessions, and refers inmates to psychiatric consultants for necessary medication. The psychological service was instituted in late October, 1974.

The classification hearing is the sum total of all the preceeding activities. A classification committee consisting of the Director of the RDCC, Chief of Social Work, Staff Psychologist of the RDCC, Security Commander of the RDCC, Baltimore City Jail Security Captain, and Baltimore City Jail Medical Department Representative, reviews all information obtained on the individual, interviews the individual, and places him in an appropriate jail section. The classification sections are listed in the Table II entitled "Classifications - 3/1/75 - 7/30/75.

No programmatic modifications were requested during the preceding grant year.

IV. ANALYSIS

The grantee has listed the following objectives for the past grant year:

Objective I

1. To create a rational system for housing and treatment of pre-trial detainees based on personality traits, past criminal experience or lack of it, age, maturity, physical build, type of crime, and other related factors.

Since the formalization of the classification process on February 1, 1975 the following number of persons have been processed by the Reception Center and its component parts.

TABLE I

·		Feb.	March	April	May	June	July	Totals/Average
	Initial Intake	1170	1221.	1178	1222	1156	1272	7219/1203 ^a
	Average Daily Intake	41.7	39.5	39.2	39	38.5	41	N/a/39.8 ^b
	Sentenced	56	90	152	134	122	128	682/113.6 ^b
	Awaiting Trial	1114	1131	1026	1088	1034	1144	6537/1089,5 ^a
	Average Daily RDCC Population	N/A	n/A	122.4	127	123	142.7	N/A/128.77 ^b
	Marical Interviews	802	1142	987	1306	1240	1270	6747/1124.5 ^a
	Psychological Interviews	101	542	934	921	599	76	3173/528.83 ^a
	Classifications	N/A	732	929	983	841	1000	4483/896.6ª
	Social Work Interviews	1539	975/ ^c 1146	961/ 1953	824/ 1583	1217/ 1777	1117/ 2160	15,268/2544.66ª
	In-Out Releases (24 hrs.)	108	106	93	82	82	85	556/92.66 ^a
	Blood Tests	N/A	N/A	N/A	627	496	376	1499/499.66 ^a
	Indigent Inmates	374	330	529	484	262	446	2425/404。16 ^a
	Jail Orientations	n/a	671	757	807	704	830	3769/753.8 ^a
	Serology Test Results	n/a	n/A	N/A	554/ 58	461/ 35	346/ 34	1361/127 ^a d

Note: a - Monthly Average

b - Daily Average

N/A - Not Available

[`] c - Top figure represents initial intake interviews; bottom fiture represents interviews with on-going caseloads

d - Upper figure indicates negative results; lower figure positive results

The classification team assigns a detainee to a section of the Jail based on material presented at the classification meeting and the detainee interview. Since March 1, 1975, a total of 6049 inmates were initially processed on intake, 4483 or 74% were actually classified according to the following classification criteria. The remaining 26% were in and out releases, released at court within three days or short sentenced individuals released from the center. In addition, 529 individuals were reclassified from original assignments.

TABLE II

Classifications 3/1/75 - 7/30/75

	110 3/1/13 - //	20/72		
Classifications	Total		of Total Classifie	d
Jail Hospital	70		1.56	
First Offender	330		7.36	
Medical Live-in	137	•	3.05	
Federal	258		5.75	
Sentenced	626		13.96	
Homosexual	61		1.36	
Disciplinary	a	•	a	
Juvenile	188		4.19	
Division of Correction	260	••	5.79	
CASH Comm.	2		• 04	
Reception Center	Ъ		Ъ	
Protective Custody	103		2.29	
General Pop.	2,448		54.60	
Aggressive	· · · · · · · · · · · · · · · · · · ·		c	
Passive	С		С	
Reclassified	529		N/A	
		or and the second second		

Note: a The classification team does not assign anyone directly to a disciplinary section. These assignments are made on recommendations and authority of custodial officers.

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b Short sentenced individual often remain in the Reception center until discharge. Data is not presently available on these individuals and those released within three days of intake.

c These classifications will be utilized when sufficient space is available in the jail to segregate and house the appropriate individuals.

All individuals committed as Juveniles, Division of Correction or Federal detainees are not automatically assigned to those classifications. Medical problems, homosexuality, or other major problems may necessitate the assignment of an individual to another classification. Juveniles, while segregated from the rest of the Jail population have internal classification categories within the two Juvenile Jail sections. One section is for general juvenile population while the other section is utilized for protective custody, homosexuals, and special problems. First Offenders are housed in two dormatory sections, one fo. more aggressive individuals and the other for the general population. Homosexuals from all jurisdictions are housed in a spearate section within the Jail. Persons on Protective Custody Tiers do not mingle with the general population and when moving from exercise, meals, etc., move as a group under custodial supervision. Medical Live-In's section has the services of a medical social worker and has close medical personnel supervision. Persons committed to the Divison of Correction and held at the City Jail are considered high-risk individuals subject to strict security. The movement of these individuals is curtailed as much as possible. Short sentenced individuals are housed generally in a dormatory setting. Dormatories are considered a less secure form of housing, with greater living space and advantages such as a TV and exercise area. Classification is not determined solely by the obvious characteristics of an individual, such as juvenile, of Division of Correction status, but by the information gathered in the intake process.

The classification team dealt with 983 individuals in the month of February. Approximately 100 were reclassifications; however, no further breakdown is available for the month.

Prior to February 1, the social, psychological and medical components of the grant were operational, but formal classification was not possible due to jail overcrowding and the necessity to shift considerable portions of the jail population in order to create segregated tiers for specific classifications. Jail overcrowding, partly due to the housing of persons committed to the Division of Corrections, has inhibited the classification process and to date several classification categories cannot be utilized due to lack of adequate housing. Prior to February 1, incoming detainees were placed in available jail space based primarily on the existing bail classification system. Organized statistical reports on project activity began in December, 1974, and resulted in the statistical format (Appendix A) used as a project monthly report. Basic statistics for the December-January period indicate that 2651 individuals were received, 2037 individuals were medically evaluated, 3416 social work interviews were conducted, and 213 were psychologically evaluated.

This project has substantially achieved its objective of establishing an intake and classification process that is based on information of a social, psychological and medical nature. The availability of social work and medical personnel can only ease the fears of incoming detainees and work to alleviate the many physical and social problems that an individual may

bring with him upon incarceration.

Objectives 2, 3, 4, and 5 are closely related to Objective #1 and state:

- 2. To discharge either to the community or to a maintaining correctional system a detainee who has a more positive attitude as to what the future holds for him.
- 3. To reduce to a minimum the anxiety producing factors that occur due to poor institutional housing assignments, lack of adequate treatment programs, and the lack of a service delivery system for those leaving the jail.
- 4. To incorporate whatever services are available to develop a comprehensive referral program aimed at the future treatment and rehabilitation of one who has experienced incarceration.
- 5. To utilize existing agencies in the collection of useful data concerning the detainee, such data being used in the treatment phase of the stay at the Jail.

Objectives two and four are difficult to assess in that no follow-up data is available to determine whether an individual active in a jail treatment program continues to receive similar treatment if and when released to the community. The transfer of Jail records to the State Correctional system has been curtailed pending an opinion from the City Solicitor's Office regarding the confidentiality of this information. Although the social workers may advise the detainee or his family as to appropriate social service resources, it is unknown to what extent the identified resource is utilized. The limited staff and the large intake volume (approximately 20,000 per year) make follow-up difficult. The availability of social, medical, and psychological personnel gives the detainee an opportunity to vent concerns and to receive support and information. Despite overcrowded conditions, there have been no major disturbances at the Jail during the operational period of the Reception Center. The Inmate Council has been involved in the development of the classification process and inmate input continues as an on-going process. A breakdown of problem areas and referrals resulting from the social work interview is contained in the following table.

TABLE III

	Jan.	Feb.	March	April	May	June	July
Medical Referrals	64	64	101	91	130	220	295
Psychological Referrals	40	84	81 ^^	122	79	94	76
Further Social Work							
Referrals	153	33	50	353	219	195	269
Jail Related Problems	145	181	402	457	497	664	579
Legal Problems	398	342	604	1356	1372	1491	1548
Family Counseling	26	151	199	165	197	243	433
Employment		. - .	14	32	38	24	86

A monthly breakdown of the activities of the Center psychologist is illustrated below.

TABLE IV

	Oct- Dec	Jan.	Feb.	March	April	May	June	July
Individuals						-		_
Interviewed/								
Tested	150	78	72	524*	934*	921*	599*	76
Referred to								
Psychiatrist	35	12	5	13	9	10	23	21
In Group Therapy	30	62	18	18	18	12	18	10
In Individual								
Therapy	. 7	2	6	_	-	-		

*Includes the interpretation of 439, 862, 835 and 451 tests administered by Social Work Department

During the month of June, the psychological testing-performed by the social-service department on incoming detainees was discontinued following interpretation from the American Psychological Association that the testing should only be given by an accredited psychologist. The Social Service Staff requested an interpretation of test administration as they felt that they should not be administering a particular psychological test. The staff psychologist continues to administer testing batteries but only on those individuals specifically referred to him.

Summary information relating to medical problems diagnosed by the Reception Center Medical staff and referral information is presented in the following tables.

A voluminous amount of information is being collected by the RDCC. The task of compiling and analyzing this data in order to develop a data profile on incarcerated individuals at City Jail will require the utilization of the computerized On-Line Jail System. Grant objectives 6,7, and 8 relate to information gathering, interpretation, and sharing. These objectives state:

- 6. To make available to participating agencies such information as will further the positive treatment of the detainee upon his leaving the Jail.
- 7. To collect sufficient statistical data as required to aid in the planning of future Jail operations, such as the development of evaluation techniques and research.
- 8. To establish an additional link in the informational chain of the criminal justice system.

TABLE V
Diagnostic Categories

								
	DEC.	JAN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY
Normal Exam	394	382	424	469	363	410	400	456
Venereal Disease	20	11	9	10	95	24	23	49
Alcoholic	164	96	73	79	88	118	95	117
Drug Abuser .	197	143	117	93	78	123	93	95
Epileptic	48	17	26	35	21	9	27	25
Tuberculosis	6	2	0	0	1	. 1	1	1
Diabetic	4	3	8	4	7.	4	2	5
Asthma	20	12	10	11	9	9	6	11
Sick Call Exam.	264	97	32	15	5	20	9	27
Refused Exam	8	13	4	1	30	1	0	0
	L	l		1	1	I		

Referrals by RDCC Physicians

Jail Physician	28	137	64	94	80	118	89	54
Infirmary	11	10	11	15	18	31	25	21
Outside Hospital	12	12	3	4	8	6	4	4
U.S. Public Health	0	1	1	0	0	0	0	Ó
Psychological	9	4	1	0	2	9	4	9

-The records of the RCDD are available to authorized agencies. The Department of Parole and Probation, Department of Social Services, Pre-Trial Release Division, Criminal Assignment Division of the Supreme Bench and the State Reception Center have made use of jail records. Efforts to establish channels to routinely transfer information to these and other criminal justice agencies are continuing.

A large amount of basic information pertaining to commitment data, offense, name, etc., has already been entered into the On-Line System. Final preparations have been completed to allow for more specific information listed in Appendix B to be entered onto the computer system. Delay in processing this information was due to problems encountered in the implementation of the computer system, time consuming coding, and time necessary to work out data problems to insure accuracy of preliminary information entered. This data will be utilized to develop intake profiles and for other research purposes. In addition, data relating to recidivism of the jail population will be obtained from an analysis of manually maintained detention history records. The inmate identification number on the On-Line System will point to the manual file.

It is extremely difficult to evaluate the worth of this program. implementation in a correctional facility of a complex program with new staff, new procedures, and a philosophy aimed at helping the offender, generally meets with a considerable amount of internal resistance. There is no doubt that the project has generated considerable activity and data and has implemented a systematic intake procedure much in need in a facility serving the large population found at the City Jail. Commission staff visits indicate that staff are conscient lous and concerned with the success of the project. In particular the project director has contributed much to the operation of the project and his continuing involvement is seen as a major project strength. The consolidation of intake services including the Bail Review Section in one physical location, the classification and medical processes, the potential for research data relating to the impact offender, and the opportunity for detainees to address problems that if left unattended could promote tension and institutional disorder are seen as benefits of this project. Additional attention should be directed to the analysis of intake data and the entry of data onto the On-Line system. The overcrowded population of the Baltimore City Jail, a factor that the RDCC cannot control, has diminished the space available for classification according to specific criteria. This factor, along with the time necessary to establish the numerous procedures in the Reception process, has contributed to the project's inability to fully meet the objectives of establishing a comprehensive classification and treatment system. Comparing the yearly total cost of the project (\$120,000) with the number of clients served (over 20,000) does not give an accurate cost per client ratio, as other jail resources not paid for by the grant enter into the overall cost of the project. Using project costs only, a figure of \$6.00 per intake is obtained. However, four social workers, and a chief of social work paid by City funds are also integrally involved in the intake process. Approximately \$65,000 in salary expenditures, not attributable to Federal funding, is involved with these personnel. Other costs such as custodial staff, clerical support, and general operating costs for the physical plant enter into the overall cost of the program.

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However, the project does perform a necessary function at a cost that cannot be considered unreasonable.

The Commission objective under which this project is funded addresses the need to provide technical and planning assistance with selected program funding to develop comprehensive pre-trial information gathering, screening, diagnosis, and classification capabilities within the criminal justice system. This program is consistent with that objective.

Finally, an audit has not yet been completed on this project. Recommendations arising from the audit reports should be implemented by the grantee as they become available.

		TENCED AWAITI rage Daily Avera denced Total . Awaiti		ge Daily RDCC Center Count	
NUMBER OF MEDICAL INTERVIEWS	NUMBER OF PSYCHOLOGICAL INTERVIEWS	NUMBER OF CLASSIFICATIONS	NUMBER OF SOCIAL WORK INTERVIEWS	NUMBER OF IN-OUT RELEASES	
TOTAL:	TOTAL	TOTAL	NUMBER OF SOCIA_ NORKERS	NUMBER OF BLOOD TESTS	
Med Ford UP NOTIFIC EXAM VENEREAL BISEASE GONOCOCCI SYPHILIS ALCOHOLIC DRUG ABUSE METHADONE EPILEPSY SICK CALL	Referred To PSYCHIATRIST GROUP TREATMENT Hand Test Referred by S.W.A. Referred by correctional Officers	JAIL MOSPITAL FIRST OFFENDER MEDICAL LIVE-IN FEDERAL SENTENCED HOMOSEXUAL RULE BREAKERS JUVENILES DOC	RECEPTION TOTAL / SECTION TOTAL / MEDICAL MEDICAL PSYCHOLOGICAL PSYCHOLOGICAL SOC. WORK REF. JAIL PROBLEMS FAMILY Problems FAMILY Problems FAMILY Problems FAMILY COUNSELING FAMILY PROBLEMS	NUMBER OF INDIGENCIES NUMBER OF JAIL ORIENTATIONS	
JAIL PHYSICIAN TUBERCULOSIS DIABETIC INFIRMARY REFUSED EXAM OUTSIDE HOSPITAL MERCY CITY U.S.PUBLIC HEALTH PSYCHOLOGICAL ASTHMA U.S. MARSHAL		CASH COMMUNITY RECEPTION CENTER PROTECTIVE CUSTODY GENERAL POPULATION AGGRESSIVE PASSIVE OTHER	JAIL PROBLEMS EAMILY Problems Legal Employment W.D.C. LOCATION OF INTERMIEWS (FECEPTION AND SECTION) TOTAL SOCIAL WORK OFFICE INMATE LIVING UNITS OUTSIDE INSTITUTION TELEPHONE IN SOCIAL WORK OFFICE Group	Syphilis Serology.To (Results of blood test) Negatives Positives Administrative enclisure (proven reg.)	

Form #117 =

DIFECT: OFIL CLASSIFICATION AND RECEPTION CENTER

DATE

APPENDIX B CITY JAIL STATISTICAL CLASSIFICATION FORMAT

GROUP #	DESCRIPTION	CODE USED
A	MARITAL STATUS	01-06
В	PERSONS LIVING WITH	01-05
C	NUMBER OF CHILDREN	. 01-99
D	NUMBER OF DEPENDENTS SUPPORTED	01-99
E	EMPLOYMENT STATUS	01-03
F	CURRENT OR LAST JOB	01-99
G	JOB SKILL	01-99
H	EMPLOYMENT HISTORY	01-04
I	MILITARY STATUS	01-01;
J	BRANCH OF MILITARY	01-06
K	YEARS OF SCHOOL COMPLETED	01-99
L .	EDUCATION LEVEL ATTAINED	01-06
М	SOCIAL SERVICE RECIPIENT	01-06
N.	MEDICAL ASSISTANCE CARD	00-01
,	INITIAL PROBLEMS	•
0	PHYSICAL	00-01.
· 12	PSYCHOLOGICAL	00-01
Q.	DRUG	00-01
R	ALCOHOL	00-01
S	FAMILY	, 00-01
Ţ	LEGAL	00-01
U	JAIL	00-01
٧	JOB	00-01
w .	PREVIOUS PSYCHIATRIC HOSPITALIZATION	00-01
x	PREVIOUS PSYCHOLOGICAL DRUG, ALCOHOL,	TREATMENT CO-Ol
- 47	e se	00.00

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Jail Bail Review - High Impact

Applicant: City of Baltimore

Implementing Agency: Pre-Trial Release Division, Supreme Bench

Project Director: Richard O. Motsay

First Year

Second Year

Date of Award: 3/28/73

Grant Period: 4/5/74 - 8/31/74

Approved

First Year's Budget:

Date of Award: 11/8/74

Grant Period: 10/1/74 - 9/30/75

Approved

Second Year's Budget:

Category	Federal 'Share	Matching Share	Category	Federal Share	Matching Share
Personnel	\$41,946	\$10,965*	. Personnel	\$ 58,988	\$ 6,995
uinment	1,050	0	Equipment	808	808
nsultants	0	. 0	Consultants	0 .	0
Travel	936	0	Travel	250	250
Consumables	1,200	Ö	Consumables	1,200	0 -
Rental	0	0	Rental	0	0
Other	600	4,718*	Other	1,708	0
TOTALS	\$45,732	\$15,683	TOTALS	\$ 62,954	\$ 6,995

(plus \$17,265 in supplemental award) *In-kind

II. PROJECT DEVELOPMENT AND OPERATION

In the spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in High Impact Program designed to reduce violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault, and burglary. The Plan identified seven major-program areas, one of which relates to classification and

treatment of offenders. A budget modification was obtained from LEAA adding the project to the Impact Plan's Jail Program Description.

The applicant stated in the original grant application that although there has been an increase in the workload of the Pre-Trial Release Division since its inception in 1970, statistics indicate that a proportion of defendants (including Impact offenders) have not been interviewed for pre-trial release. Jail statistics for October, 1972 indicated that of a jail population of 1,714, a total of 507 persons, many of whom were Impact offenders, were being detained and had not been interviewed. These individuals had not been interviewed at the district level.

There were cases which were brought before a bail commissioner for the setting of bail during the hours when no district investigator was on duty. Such cases did not receive the benefit of an intensive investigation by Pre-Trial Release staff.

The applicant indicated that many persons with stable backgrounds, charged with High Impact crimes, are financially unable to pay the cost of bail bonds. They are subsequently detained in jail with accompanying loss of liberty and employment which results in a hardship to their families. Another problem exists for persons considered "poor risk" for pre-trial release and whose detention is later extended by reason of delays in determination of indigency and appointment of counsel thus causing a delay in trial date.

In cases where an investigation was completed, a bail at an appropriate level where it could be met by many individuals was generally established. This process did not account for changes in the background of the defendant subsequent to the initial bail hearing and review.

· On January 10, 1973, members of the Jail Board met with representatives of the judiciary, the State's Attorney's Office, the Mayor's Coordinating Council, the Legal Aid Bureau, various correctional and other criminal justice agencies. As a result of this meeting, the recommendations were made that the Pre-Trial Release Division of the Supreme Bench should staff the jail in order to pick up High Impact detainees missed in the Districts; to re-evaluate those already seen to determine if their situation had changed; and to make the appropriate recommendations for continued detention, release on bail, reduction of bail, or release on own recognizance. An application was subsequently made to the Governor's Commission on Law Enforcement and the Administration of Justice for Federal funding under the Baltimore City Impact Program to establish this pre-trial investigative capability in the Baltimore City Jail. Four pre-trial investigators and a supervisor were proposed in order to interview all persons accused of High Impact offenses who have been incarcerated fifteen days or more to determine if they qualify for release on their own recognizance or reduction in bail.

Juveniles held for Criminal Court after Juvenile Court jurisdiction had been waived were also to be interviewed.

The project was implemented on April 5, 1973, as originally scheduled. The following staff were hired under the first year of the grant:

Investigators (4)
Supervisor (1)
Correctional Officer (1) (In-Kind)

All positions were immediately filled using experienced personnel functioning within the Pre-Trial Release Division.

On-the-job training was provided with staff visiting a pre-trial release project in Philadelphia to review program operations. Staff also attended a seminar at the University of Maryland on interview techniques.

In the second year grant application, the grantee requested, in addition to the six staff positions listed above, funding for a clerical assistant. When the project was initially conceived it was proposed by the grantee that the existing clerical staff of the Pre-Trial Release Division would provide the necessary clerical support. According to the grantee, due to the large volume of paper work associated with reports to the courts on Impact cases, the necessity for timely and accurate filing of data on dispositions, rearrests, hearing dates, and the amount of statistical data for a complete evaluation of the program, the additional clerical support was requested. A special condition attached to the second year award stated: that any vacancies and the new position not be filled until the grantee meets with the Commission staff to determine whether this project should be reduced in view of the expansion of regular pre-trial release in the field districts." This condition was a result of concern regarding the large number of staff positions and high cost of operating pre-trial release investigatory services in Baltimore City.

Following a review of staffing patterns in the Jail Bail and Pre-Trial Release Projects, the additional clerical position was not allowed, however, investigatory personnel were approved at the requested level. All other special conditions were resolved.

According to the grantee, the project investigators interview defendants at the Baltimore City Jail focusing mainly on three categories of defendants.

- 1. Those defendants who have never been reviewed by the pre-trial release staff because they were missed at the district level.
- 2. Those defendants for whom substantial changes in their backgrounds have occurred since original consideration.

3. Those defendants for whom a more intensive and thorough investigation is conducted since it appears some factors were overlooked or misinterpreted in the initial interview.

After the interview, the project staff submit the interview form to project headquarters at the Pre-Trial Release Division to determine if the defendant's circumstances would allow a recommendation for release on own recognizance or bail reduction. The project pre-trial investigator verifies the information, formulates his recommendation, and prepares all necessary forms and papers for signature by the defendant and the appropriate court. If the defendant is released, the defendant is given both verbal and written instructions as to participation in the Pre-Trial Release program.

Many of the judges, particularly at the Supreme Bench level, require that the capias be signed by the Assistant State's Attorney assigned to a particular defendant's case. If the Pre-Trial investigator and the Assistant State's Attorney cannot agree on a recommendation for release on recognizance or lowered bail, the case is argued in Court for a final decision.

A directive from the Administrative Judge of the District Courts, has instructed the Pre-Trial Release Division to interview all defendants to determine indigency and to forward this information to the Public Defenders Office. The Jail Bail Staff continues to prepare the paper work and make recommendations to District Court Judges at the special Bail Review hearings conducted every Monday at the City Jail. All individuals appearing at the bail review hearing are interviewed, information is verified, the State's Attorney is conferred with, and recommendations are presented to the Bail Review Judge.

· The objectives of the project as outlined in the original grant application were as follows:

- 1. To expedite the preliminary functions which will assist in the realization of a speedy trial (i.e. following up on indigency affidavits).
- 2. To provide more space at the Baltimore City Jail by reducting population, and thereby increasing the effectiveness of other High Impact Projects. In addition, by keeping the jail population down, the grantee felt that the membership enrolled in these programs would be maintained at more manageable levels.
- 3. To reduce the number of Impact offenses committed by releasing deserving defendants according to a ranking system in which the

highest priority of cases are those in which there is a minimal likelihood of continued criminal activity.

- 4. To release on bail or own recognizance those defendants who have never been seen and would not have been seen due to lack of manpower of the Pre-Trial Release Division, who would now be investigated because of the added manpower under this grant.
- 5. To expedite the dispositions of those defendants for whom guilty verdicts have been entered but who are being held sub-curia pending a formal sentencing by offering material gathered in the Pre-Trial stages of the case by this Division to the Probation Department.
- 6. To begin (on a very small scale) follow-up check of released defendants to ensure that they are complying with the conditions of their release. Included in this group would be not only high Impact R.O.R. cases, but in addition, those cases in which bail reduction recommendations have been made.

The grantee has unilateraly formulated a simplified set of objectives, which incorporate many of the original grant objectives and provide a basis for quantitative measurement. However, these objectives do not specifically address objectives one, two and four as listed above. Little or no data has been maintained by the grantee in support of these objectives. Evaluation of these objectives is not possible due to the lack of data. These objectives are:

- review the reasonability of bails set on all individuals charged with high impact crimes who are incarcerated in the Baltimore City Jail;
- .2. present recommendations to the District Court and Supreme Bench for the reduction in bail or release on own recognizance for those defendants who meet the criteria for such recommendations;
- 3. to maintain a fugitive-recidivate rate for defendants released on own recognizance below five percent.

The grantee proposed the following measures of effectiveness to evaluate the project:

- the percentage of High Impact jailed defendants that are released on their own recognizance;
- 2. the percentage of jailed defendants that are released through bail reductions;

- 3. the ratio of successes to the total number released. (Note, the grantee defines success as a released defendant who appears for trial, complies with the conditions of release and is not rearrested before trial);
- 4. the reduction of jail population in both numbers and percentages.

IV. ANALYSIS

Table I illustrates the number and type of cases processed with resultant court action for the period July, 1974 - June, 1975. Table II illustrates this same data for the first year of project operation April, 1973 - March, 1974 and for the three month period of April - June, 1974. (The project's first year was extended to September, 1974 in order to coincide with the second and third year funding of all Impact Projects at that time.) The time period of July, 1974 to July, 1975 actually crosses grant years, however, for statistical comparison it will be referred to as the second year of project operation.

For the time period July, 1974 - June, 1975 a total of 2,648 cases were processed, of which 1,206 cases (45.5%) were for non-impact offenses. Although more cases were processed than in the first year of operation (1,967 cases) the percentage of non-impact cases handled has increased from 36% to 45.5%.

Although the processing of non-impact offenders was not included in the original goals of the project, the target population was modified by the grantee to include non-Impact offenders at the City Jail.

The immediate handling of a non-Impact offender in this manner was though to save time and avoid pre-trial staff demands at a later date. Additionally, the decision to hold bail review hearings for all defendants in City Jail who had not made bail after their initial bail hearing affected the duties of the Jail Bail Review staff. Approximately 55 bail review cases are heard every Monday. The grantee indicates that although only 15% to 25% of these cases need to be interviewed, the Jail Bail staff must present every case to the Bail Review Judge which often requires the verification of data initially obtained at the District level. This procedure has resulted in a substantial increase in the number of non-impact offenders processed. It has been necessary to assign investigatory staff to weekend duty in order to facilitate the compilation and verification of information on those defendants arrested after the close of the various parts of the District Courts.

Of the total 2,648 cases processed, 488 (18.2%) were subsequently released on their own recognizance; 855 (32%) had bail lowered due to project staff recommendations; 1,102 (41.2%) were rejected or denied; and 299 (11.1%)

had bail set. An analysis of project work activity for the week of June 23, 1975 revealed that 272 total clients were interviewed, 123 High Impact and 149 non-impact cases. This data would indicate that an average of 68 clients were interviewed by work project investigators during this period. It is unknown how many detainees were released on recognizance prior to the implementation of this program or how many would have been released without the involvement of this program. Therefore, it is difficult to establish the effectiveness of the project over the previous number of persons released.

In addition, the number of persons whose bail was lowered and were subsequently released due to the posting of bail is not known. A comparison of the two yearly statistical reporting periods is illustrated in the following chart.

	ROR	BAIL REDUCTION	REJECTED	BAIL SET
4/73-3/74	331 (16.8%)	295 (15%)	1,247 (63.4%)	94 (4.8%)
7/74-6/75	488 (18.2%)	855 (32%)	1,102 (41.2%)	299 (11.1%)

The number of cases processed by the unit has increased considerably over the course of the grant period. Lower staff turnover, and the establishment of procedures with the State's Attorney and Jail personnel for the handling of cases has contributed to the increase in work volume.

A comparison of recidivism data for release on recognizance cases for the two statistical years is illustrated in the following chart.

APRIL, 1973 - MARCH, 1974

	* **				
Rearrested	Prior to Trial				3% of total
Failure to	Comply With Cond	itions of	Release	2 >	ROR cases.
Failure to	Appear for Trial			3)	
Defenda	ant Apprehended -	1			
. Fugiti	ves -	2			

REARRESTED PRIOR TO TRIAL

Original Charge	Subsequent Charge
Robbery	Robbery
Robbery	Robbery
Robbery	Burglary
Larceny	. Assault
Burglary	Assault

JULY 1974 - JUNE 1975

Rearrested Prior to Trial

Failure to Comply with Conditions of Release
Failure to Appear for Trial

Defendant Apprehended - 12

Fugitives - 4

REARRESTED PRIOR TO TRIAL

Original Charge

Assault W/T to Murder Tampering/Traffic Receiving Stolen Goods Burglary, Receiving Stolen Goods

Subsequent Charge

Assault and Robbery, Larceny Malicious Destruction of Property Shoplifting Burglary

ROR cases were required to call or report in on a once a week basis. Failure to report or call in resulted in a check of jail intake records, police arrest records and other services until the individual was located. All ROR cases were followed through until disposition of the original charge. The grantee has maintained a recidivism rate lower than 5% for ROR cases as stated in the modified grant objectives. Recidivism data on individuals released due to reduction in bail is not available. The data relating to failure to appear cases should be evaluated in light of several factors. Failure to appear rates should be measured against those persons who were actually called to appear for trial rather than against the total number released on recognizance. A certain number of cases released on recognizance will not come to trial due to the case being stetted, nolle prossed or dropped for other reasons. Measuring failure to appear rates against total releases on recognizance results in a lower recidivism percentage than if compared with the actual number of persons called to trial. Data on number of people called to trial is not presently available. In addition to cases processed for release or bail reduction, 1,096 indigency forms were completed and forwarded to the Public Defender.

Although a breakdown by offense type for cases processed was kept, no data on releases by type of offense was available. All data was lumped together reflecting Impact, non-Impact offenders, defendants interviewed for the first time, and defendants whose cases were re-evaluated for release. The grantee stated that the time consuming task of keeping this data separate was not possible due to the limited staff resources available.

The availability of comprehensive data has been and continues to be a major problem associated with this project. While only limited statistical information is available, it appears that the grantee has impacted on some

of the project's original objectives. Defendants who have not been previously evaluated by the Pre-Trial Division were interviewed and many had bail reduced. The population of the Baltimore City Jail has remained at or near 1,600 during the operational period of this project. The overcrowded condition of the Jail is partly due to the 200 individuals housed there who have been committed to the State Division of Correction, but due to overcrowded conditions in that system, are housed at the Jail. Although it is unknown how many of the 488 individuals released on recognizance would have been released without the efforts of this program, the program has been involved in screening individuals at the Jail for release in recognizance or lowered bail. This has hopefully avoided a further increase in Jail population.

Project workload and output has increased, however, the percentage of non-impact offenders interviewed has also increased. Caution should be exercised to assign priority to impact offenders, however to comply with the Judiciary's desire to have project staff prepare and present all bail review cases, project staff will continue to process many non-impact offenders in this phase of their duties.

A rudimentary cost analysis of the project may be obtained by dividing the total project cost by the number of cases processed and the number of persons released on recognizance. A total of 1,967 cases were processed during the first year of project implementation. Dividing the figure into the total project costs of \$61,415 results in a per case cost of \$31.22. Cost for approved releases on recognizance (331 cases) would be \$185.54 per case released. A total of 2,648 cases were processed during the period of July, 1974 - June, 1975. Dividing this figure into the total project cost of \$69,949 results in a per case cost of \$26.42. Cost for approved releases on recognizance would be \$143.34 per case released. The project has shown a decrease in cost per case processed and case released on recognizance. The project possibly results in cost savings by reducint the institutional population. It has been estimated by Jail authorities that an average cost of \$14 per day is necessary to support the operation of the Jail for each incarcerated individual.

The project is consistent with the Commission's objective to decrease pre-trial detention in local jails to only those necessary to insure the protection of society or appearance at trial and it appears to be successful in the selection of releasees based on the recidivism data available to date.

An interim audit was performed on August 23, 1974. The total Federal fund expenditures of \$57,571.80 were recorded with one exception relating to equipment purchase. To date, an audit has not been conducted on this project for the second grant year. Any recommendations of the final audit report when completed should be implemented by the grantee during any year of subsequent funding.

JAIL/BAIL REV PROJECT WORKLOAD STATISTICS

Summary Data

Past one Year Progress

·			Cases	Proce	ssed_					Dis	position	as Àll III	
Month	Year	Aslt	Burg	a Homic	Rape	Rob	Other	Total Processed	ROR	Bail Reduction	Bail n Set	Rejocto	Court d Denied
July	1974	30	14	6	12.	18	131 '	211	73	43	Ţŧ	90	. 1
August	21.	32	14	18	17	24	97	207	44	78	17	66	. 2
Sept.	11	. 32	26	10	21	35	119	236	38	110	22	72	1
October	, 'I	20	12	7	15	35	76	165	26	51	15	73	0
Novembe	r "	19	14	13	12	38	89	185	36	65	21	71 :	. 2.
Decembe	r "	; : 30	31	11	11	46	91	220	23	. 59	29 .	118	0
 Jenuary	1975	39	33	10	10	52	101	245	24.	59 .	11	147	4
Februar	y ¹¹	: · 32	25	11	15	28	96	207	38	74	32	61	2
March	"	42	21	10	12	65	135	285	74	86 .	23	100	2
April	11	. 33	. 29	: : 13	16	50	80	223	37	80	28	72	6
May ·	!!	34	16	: 17	11	46	84	208	21	68	12	103	4
June	- 11	35	. 19	: ; 5 _	25	65	107	256	54	82	15	99	6
			•										ı
Totals 12 month	for perio	378	254	131	179	502	1206	2648	488	855	229	1072	30
•				· j - · - · - · - · · •	;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;	ir v erek	Programme and	- Programme of the second second	· · · · · · · · · · · · · · · · · · ·				

JAIL BAIL REVIEW PROJECT YEAR END CUMMULATIVE SUMMARY APRIL 5, 1973 THROUGH MARCH 31, 1974

		1	γ	·	· · · · · · · · · · · · · · · · · · ·	1		,	r	·	T =====	
MONTH/YEAR	ASSAULT	BURGLARY	HOMICIDE	RAPE	ROBBERY	OTHER	FOLDERS PROCESSED	ROR	BAIL REDUCTION	RE JECTED	COURT	BAIL
- APRIL, . 1973	31	22	11	10	34	125		51	63	110	0	9
MAY, 1973	17	9	9 ,	4	4	13	56	5	. 2	48	0	1
JUNE, 1973	30	35	r 28 -	9	57,	57	216	14	3	197	0	2
JULY, 1973	17	18	24	19	59	36	173	29	3	141	0 _	. 0
AUGUST.	20	10	15	22	43	.38	148	32	18	87	11	0
SEPTEMBER, 1973	26	11	. 16	15	41	27	T 36	23	23	82	8	0
OCTOBER 1973	21	17	22	8	19	45	132	24	18	78	5 -	7
NOVEMBER, 1973	20	23	11	12	33	52	151	26	22	92.	- 6	5
DECEMBER 1973	39	17	21	11	53	117	258	4-1	55	147	1	11
JANUARY 1974	16	27	24	5	35	. 82	189	23	32	117	3	14
FEBRUARY,	27	17	9	17	2::		139	31	28	56	1	23
MARCH, 1974	13	15	9	15	18	66	136	29	28	54	3	. 22
R END TOTAL	277	221	199	147	418 -	705	1967	331	295	1209		94

TABLE II

SUMMARY APRIL - JUNE, 1974

	•											
KONIH	ASLT	BURG	номо	RAPE	303	OTHERS	FOLDERS PROCESSED	ROR	BAIL REDUCT.	REJECT.	DENIED	5±
April 1974	23	19	18	8	34	81:	186	<u>3</u> 0	45	83	1.	2
Хау 1 07 <u>1</u> -	26	19	13	11	3/4	86	189	35	30	110	5	c
3uno 1974	19	17	6	10	17	71	140	. 21	28	75	<u>l</u>	:2
Totals	68	55	37 .	29	85	241	515	85	103	268	10	45

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Port of Baltimore Sea School

Applicant: Baltimore City

Implementing Agency: Mayor's Office of Manpower Resources

Project Director: Marion Pines

AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

November 21, 1973 Date of Award:

Grant Period:

12/13/73 - 9/30/74

Date of Award: October 4, 1974

Grant Period: 10/1/74 - 9/30/75

Approved First Year's Budget:

Approved Second Year's Budget:

egory	Federal' Share	Matching Share		Category	Federal Share	Matching Share
Personnel Equipment Consultants Travel Consumables Rental Other	\$81,446 13,000 5,300 1,550 38,700	\$ 200,736 	6	Personnel Equipment Consultants Travel Consumables Rental Other	\$91,845 13,510 27,262 2,436 9,300 17,377	\$14,711
TOTALS	\$139,996	\$200,736	•	TOTALS	\$161,735	\$18,626

Budget Explanations and Modifications: There is presently pending a budget modification request to use \$24,017 originally budgeted for student stipends for various equipment and consumable items. This matter is presently under review by the Commission staff.

II. HISTORY OF PROJECT DEVELOPMENT

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972 the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

Youth between the ages of 15 and 18 accounted for 26% of all arrests in Baltimore City in 1971. According to the Baltimore High Impact Plan, "Nearly half of those arrested for index crimes are under eighteen." In addition, there is a rapid growth of juvenile crime. For example, in comparing arrest trends in Baltimore City for different age groups between 1960 and 1970, the following major trends emerged:

- a. for violent crimes, juvenile arrests increased almost three times faster than adult arrests;
- b. although drug arrests jumped for all age groups during the 1960's, the increase exceeded 3,000% for juveniles under 18.

The applicant indicated that school drop-outs are particularly prone to delinquent behavior because they are not involved in meaningful, organized activities and because they are usually unemployed and need money. Furthermore, the same problems (boredom, altenation, impoverished family life, resentment of authority and discipline, and feelings of purposelessness), and attitudes that prompt leaving school also precipitate delinquency.

The Maryland Sea Service (a non-profit organization) voluntarily operated for five years a weekend and summer program, Port of Baltimore Sea School, with limited private funds. Baltimore City requested LEAA financial assistance in order to expand the scope and size of the program. It was envisioned that the Port of Baltimore Sea School would function as an integrated vocational/academic program, where Impact enrollees would receive education and training in skills required for careers in maritime industries. This project was designed to be sponsored and assisted by the Mayor's Office of Manpower Resources which would be responsible for program development and monitoring. The actual operation would be sugranted to the Maryland Sea Service, Inc. Under an agreement which is presently being worked out, this arrangement will be modified so that the Mayor's Office of Manpower Resources will have direct responsibility for the actual operation of the project. A lease arrangement will be negotiated whereby Sea Service, Inc. will provide the use of their facilities for the project.

Included in the initial grant application was an agreement between the Maryland Sea Service, Incorporated, the Baltimore City Police Department, the fire department, and the United States Coast Guard. The agreement outlined procedures intended to insure that the boats and equipment used in the program are safe, seaworthy, and in compliance with all legal requirements of the fire department, insurance companies and the United States Coast Guard. The equipment was to be inspected annually by the fire department, insurance company

and (upon request) by the U. S. Coast Guard. Reportedly, the fire department has inspected the facility within the last year.

The City of Baltimore was awarded \$139,996 in Federal funds on November 21, 1973. Actual implementation was delayed until December, 1973 due to problems associated with hiring staff and working out contracts. The second grant award for the second and third year of project operation was made by the Commission in the amount of \$348,828 in Federal funds in October, 1974.

The initial staff was hired in accordance with the qualifications as outlined in the grant proposal. Staff consistend of a Program Coordinator, Academic Coordinator, Marine Engineer, Counselor, Shipwright, Work Release Instructor's Assistant and Secretary-Bookkeeper. In February, 1974, a Clerical Assistant was placed in the Sea School from the Mayor's Office of Manpower Resources. The salary was paid by the Office of Manpower Resources. The staff structure was modified during the second grant year to the following:

- 1. <u>Program Coordinator:</u> Has overall responsibility and authority for administration and program development.
- 2. Assistant Coordinator: Has responsibility for student intake, disciplinary matters, and coordinating the academic, vocational, and counseling components of the program.
- 3. <u>Counselor:</u> Provides group and individual counseling and assists in the supervision of students.
- 4. <u>Academic Instructor</u>: Responsible for providing academic instruction to students.
- 5. Shipwright: Conducts maritime woodwork projects as teaching aids for students.
- 6. <u>Vocational Instructor</u> (Small Engines): Conducts vocational classes in small engine repair and develops work projects for students.
- 7. Secretary: Responsible for clerical duties.

All of the above positions are Federally funded with the exception of the shipwright position which is funded with local funds. Three of the positions were filled with ex-offenders.

As of September 17, 1975, the position of Coordinator, Academic Instructor and Vocational Instructor (small engines) were vacant. The positions have been vacant for approximately two months, one week and six weeks respectively. The project staff anticipates filling these positions in the near future.

Also, during the second year of the program, two public service employment positions funded by the Comprehensive Employment and Training Act were assigned to the Sea School. Both positions were for aides to instructors. These positions reportedly make possible a greater degree of supervision of students.

The Port of Baltimore Sea School program is designed to provide academic and vocational skill instruction and an orientation to maritime training. It is anticipated however, that the program will be moving away in the future from providing maritime training to providing more basic vocational and academic instruction. Additionally, the program provides group counseling on a regular

basis.

The program is designed to serve 35 youths, ages 16-18 who have committed an Impact offense and who have shown sufficient interest and aptitude to benefit from the program. The primary source of recruitment for the program is youth on probation supervision for an Impact offense although any youth who has been adjudicated delinquent for an Impact offense is eligible for the program. A youth does not have to be on active probation supervision to be eligible for the program. Initially, the program was designed to take referrals exclusively from the Intensive Probation Project; however, that program was unable to provide an adequate number of referrals hence the intake criteria was modified to include the other referral sources that have been indicated. All prospective referrals to the program are screened by the Office of Manpower Resources. The Manpower Office makes a recommendation to the Sea School on prospective clients based on economic need, past education, general aptitude, interest in the program, and compliance with the Sea School's stated intake criteria. The screening process for all prospective referrals includes personal interviews, a basic reading test and a record check.

Once in the program, youths are placed in one of four groups depending on their fuctional reading level. For instance, those clients in group 1 are essentially functional illiterates while those in group 4 would have appreciably greater reading and matchmatics skills. Throughout the program, youth stay with their respective group. As the program presently operates, each group receives weekly 4-5 hours of academic instruction; 9-11 hours of vocational training and work experience, two hours of group counseling, and five to six hours devoted to maintenance. Until approximately eight weeks ago, two hours of seamanship instruction were provided. This class has been discontinued without notifying Commission staff. Also, a half day a week is provided for swimming at the YMCA and another half day is provided for trips to various facilities in the Baltimore area that are assumed to be of interest to clients in the program. The academic program is designed to place primary emphasis on reading, language, arts and mathematics skills. The majority of students in the program reportedly read at a fifth gra's or lower level.

Review of curriculum materials for both the academic program and vocational program indicated that they were very broad and generally lacking in specificity. The vocational program offers training in engine repair and carpentry. The work experience component of the project involves working on vessels, in various stages of disrepair, on Pier 4 on the Baltimore City Harbor.

A Commission staff visit to Pier 4 indicated that students had been engaged in some activity with the vessels at that site. Specifically, several ships and boats had been repainted or were in the process of being painted. It was apparent that some vessels were having some carpentry work, such as installing new hulls completed. This program is designed to give students an opportunity to use skills learned in the vocational program. The group counseling component of the program stresses job search skills, improving work habits and adjusting successfully with peers, co-workers, and family members. Essentially, the group counseling program offers rather practical advice on coping with basic day-to-day problems.

Students in this program are paid the minimum wage for the hours that they are in attendance. Students are required to "punch in" and "punch out" on a standard work clock. Students may receive compensation for a maximum of 30 hours per week.

Presently, all project activities are located at Pier 4 in the Baltimore City Harbor. Under the proposed program revision, it is anticipated that two sites will be used. One site will be used for academic and vocational training, and the other site for work experience projects.

According to the grantee, the actual length of time needed to successfully complete the program varies for each student. Project staff have indicated that a client is favorably terminated from the program if, in the opinion of project staff, the client would not continue to benefit from the program or if it is felt that a client could benefit from a different training program, or a job. A client may be unfavorably terminated from the program if he is chronically truant, commits a new offense or is generally not progressing satisfactorily in the new program. Project staff state that every effort is made with a youth prior to actually terminating him from the program for disciplinary reasons.

IV. ANALYSIS

The specific goals of the Sea School program are as follows, according to the grantee:

Objective 1: Assure that youth are in regular Sea School attendance.

With reference to this objective, the project staff have provided data on clients' enrollment and attendance.

The number of referrals to the Sea School program through April, 1975 is indicated in the following table:

Sea School Monthly Referrals

(Resulting in Intake)

November, 1974 - April, 1975

	DJS*	DJS Intensive	No Reported Active :	Totals
Month	Probation	Probation	DJS Involvement	· • •
1974				
1974 November	11	e-ri.		11
December	2	• • • • • • • • • • • • • • • • • • •	•••	2
1975	•			. •
January	4.	5	· · · · · · · · · · · · · · · · · · ·	19
February	7	6		13
March	1	3	2	6
April	6	2	••	8
	(2 re-entries)			
	31	16	2	49

^{*}Department of Juvenile Services

As the table indicates, the project has been able to maintain an average of eight referrals a month with the exception of December, 1974. This represents a considerable increase in referrals over the first nine months of project activity when only 19 youth or an average of 2.1 referrals a month were accepted into the program.

Data submitted by the project on the actual number of youth in the program is reflected in the following table.

TABLE II Month Census Data November, 1974-April, 1975

MONTH	NUMBER BEGINNING OF MONTH	NUMBER REFERRALS DURING MONTH	NUMBER REFERRALS REJECTED	NUMBER PROGRAM TERMINATED	NUMBER END OF * MONTH
1974					
November	0	17			11
December	17	2	e us	Cy.	. 13
1075		•	•		•
January	13	9	613	Can	22
February -	. 22	76	3	5	30
Harch .	. 30	9	3	· 7	29
April	29	10	2	4	34
Total	Sentemoning controls	57	8	16	

^{*} Terminated after acceptance into program

As the table indicates, there were, as of April, 1975, 34 youth in the program; this is one less than capacity.

On September 17, 1975, the date of the most recent Commission staff review of this project, there were only 22 youth in the program. However, it appears that the drop in enrollment is a recent occurrance.

The referral source for active clients is indicated in the following chart:

TABLE III

MONTHLY POPULATION BY REFERRAL SOURCE

MONTH	DJS- PROBATION	DJS INTENSIVE PROBATION	NO REPORTED ACTIVE DJS INVOLVEMENT	TOTAL POPULATION END OF MONTH		
1974	•	•				
November	77	ç.		: 11		
Dacember	13	es	C SNo	73		
1975			•			
J anuary	17	5	-	22		
February	19	11	54	30		
rch	17	10	2	29		
April	22 . (64%)*	10 (29%)*	2 (6%)*	30		

As previously indicated, admisssion criteria for the second year envisioned a youth 16 to 18 who has been adjudicated for an Impact offense. For the 34 clients active at the end of April, 1975, five youth were under the age of 16, but all were at least 15. Of the 55 clients referred to the Sea School, 90% have committed at least one Impact offense: (Assault and Robbery - 12, Assault - 19, Robbery - 7, Rape - 1, Breaking and Entering - 10). The remaining 5 referrals committed at least one serious non-Impact delinquency (Arson - 1, Larceny - 4, Deadly Weapon - 1). This data appears to indicate that the project has not been in complete compliance with its stated intake criteria with respect to age requirements.

Data regarding length of time in the program are reflected in the following chart for those 26 clients carried over from March to April, 1975; these data exclude the eight youth enrolled in April, 1975.

TABLE IV

DISTRIBUTION OF LENGTH OF ENROLLMENT TIME OF ACTIVE CLIENTS IN SEA SCHOOL AS OF APRIL 30, 1975

MONTHS .	ACTIVE	IN	PROGRAM
----------	--------	----	---------

•	tioning to the state of the sta						
	1-1.99	2-2.99	3-3.99	4-4.99	5-5.99	6-6.99	Totai
Number of persons in program	4	11	4	1	4	2	26

As previously noted, project staff initially indicated that the anticipated length of stay in the program was ten months. Recent discussions with project staff suggest, however, that there is no established time for completing the program. Students terminate from the program, when in the opinion of staff, a client can no longer benefit from continued participation in the program.

There is some termination data available for the period November, 1974, through August, 1975, with the exception of the month of May, 1975. Inadequate program management control has evidently caused this to occur. For this period of time, 50 clients were terminated. A total of 35 were terminated for absenteeism, two were terminated for drug use, two were terminated by being rearrested (assault and robbery), two were terminated for fighting, one disappeared, and eight were termed favorable terminations. Of the eight youth in the last category, one returned to public school, four, according to project records, are employed and the remaining three youth reportedly completed the program although data on their present status is unavailable.

Data on attendance for students in the program as of September, 17, 1975 was collected by Commission staff. The data is reflected in the

following chart for all students from their day of admission into the program through September 17, 1975.

Attendance Data for all Sea Schools Clients in Program as of 9/17/75

	Date	Days	Days	Total	Percent of Total	Percent of Total
tudent	Admitted	Present	Absent	Days	Days Present	Days Absent
	Admir CCCG	11 CSCIIL	21030110	Days	Days II Counc	Days Hoselle
1	5/18/75	66	18	84	78.6	21.4
2	2/17/75	106	46	152	69.7	30.3
3	9/11/75	5	1	6	83.3	16.6
4	8/22/75	15	4	19	78.9	21.0
5	6/ 2/75	61	12	73	83.6	16.4
6	9/11/75	5	1	6	83.3	16.6
7	8/21/75	21	0	21	100.0	0
8	4/24/75	78	28	106	73.6	26.4.
9	3/10/75	100	33 '	133	75.2	24.8
10	8/21/75	18	1	19	94.7	5.3
11	8/21/75	15 ·	4	19	78.9	21.
12	4/ 9/75	97	8	105	92.4	7.6
13	2/17/75	137	. 15	152	90.1	9.9
1.4	3/24/75	84	17	101	83.2	16.8
15	2/17/75	123	29	152	80.9	19.1
16	2/24/75	107	40	147	72.8	27.2
17	2/17/75	102	50	152	67.1	32.9
18	9/ 9/75	7	.0	7	100.0	0
19	3/ 3/75	116	25	141	82.3	17.7
20	2/17/75	121	31	152	79.6	20.4
21	9/ 8/75	3	4	7	42.8	57.2
22	3/26/75	89	10	99	89.9	10.1
•	•					
•	LATOT	1476	377	1853	79.7	20.3

As the above table indicates, the absenteeism rate was 20.3% for those students enrolled as of September 17, 1975. Given the rather difficult population the project is working with, this would not be an unreasonably high rate of absenteeism if all project enrollees were included. However, as has been noted previously, 35 youth have been terminated from the program for absenteeism and are not included in this data.

Objective II: Improve the educational horizons of each youth involved in the Sea School by upgrading literacy skills

The educational aspect of this program has been briefly described elsewhere in this report. Essentially, the academic program emphasizes the fundamentals of reading and mathematics as most—of the youth in the program are working at a fifth grade level or lower as determined by test scores given to clients upon entering the program. As of September 19, 1975, no post—test data, which would show changes in students reading and mathematics skills levels, had been submitted to Commission staff. In fact, such data may not even exist. It is, therefore, not possible to draw any conclusions about this project's success in meeting this objective.

Objective 3:

Develop in each youth sufficient skills which might lead to occupational positions in related maritime or non-maritime career area, or the placement in skill training program.

The vocational component of this program was supposed to be concentrated primarily on carpentry, engine repair and work projects, has been previously described in this report.

The only data available on this objective for the past grant year indicates that four youth who participated in the program are now employed. As of September 20, 1975, information had not been submitted indicating where these individuals are employed or if they are employed in positions related to skills learned while in the program. It is, therefore, not possible at this time to make any conclusive statements about this project's success in meeting this objective. Data from the first year of project operation indicated that six youth were employed as of September, 1974, with three youth in positions directly related to their training; two others were employed in janatorial positions and another in a construction job. As this data is a year old and apparently there has been no follow-up conducted on these youth, it is not possible to determine if these individuals are still employed.

Objective 4: Develop vocational interests and influence the development and enjoyment of leisure time and hobbies.

As previously noted in this report, all students are supposed to be exposed to training projects which require application of skills learned in both classes. The success of the program in actually developing vocational interests is not clear at this point. The high rate of terminations prior to completing the program would suggest some problem in maintaining student interest in the program. Further analysis of this point is indicated, however. With reference to developing leisure time interests and hobbies, the Sea School has made available YMCA memberships for all clients. Additionally, all students must participate in mandatory swimming lessons as a safety measure because of the students proximity to the water while engaged in work projects.

Objective 5: Divert youth from further involvement in the Juvenile Justice System.

Data available regarding the project's success in meeting this objective is quite limited. Data on clients who terminated through April 30, 1975, showed that two youth were terminated from the program as a result of committing new offenses (assault and robbery). Two other youth were terminated from the program as a result of returning to the use of drugs although it is unclear whether this resulted in additional charges. Due to the limited data available, it is not possible to determine this project's success in meeting this objective.

There are some positive aspects to this program that should be noted. First and most notable is that the project is attempting to provide services to a population that is extremely difficult to work with. As has been noted elsewhere in this report, youth in this program have been adjudicated delinquent on very serious charges. Most youth have, in fact, been adjudicated delinquent on more than one occasion. Also, most youth in the program have minimal or non-existent reading skills and a long history of school failure. Demonstrating success with this client population is clearly a difficult endeavor.

A source of major concern regarding the Sea School program during the past grant year is that of 50 youth terminated from the program, only eight youth could be considered favorable terminations (i.e., completed the program, entered another program, went to work, or returned to school), while 42 youth could be considered unfavorable terminations (i.e., refused to attend, committed new offenses, disciplinary problem within the program, resumed drug usage). Unfortunately, data on the eight that have been classified as favorable terminations is so incomplete that it is not possible to determine the present status of these youth with respect to their present employment or adjustment within the community. Obviously, there is a need for some rather rigorous follow-up on clients who have been in the program. Regular follow-up procedures do not appear to exist. A special condition attached to the past grant award required that data on the original offense, major treatment services received, arrests and dispositions while in the program and upon release be maintained. Clearly, the grantee has not complied with this condition. The high rate of youth terminated from the program also suggests that there may be a need to revise screening procedures to insure that prospective clients do, in fact, have a genuine interest in the program and its goals. Obviously, a large and continuous turnover of students in the program creates a degree of instability which makes it difficult for those students who are truly motivated to make any progress. Also, there does not appear to be any individualized diagnostic or planning process for students entering the program. Immediately upon entering the program a client and staff member should develop realistic short-range and long-range goals. Success in meeting these goals should be reviewed at periodic regularly scheduled meetings. By implementing a system that allows a student to see some progress, it is possible that absenteeism could be reduced appreciably. Establishing some definite goals for each student might also be helpful in making informed decisions regarding the appropriate time for termination from the program. As presently structured, it appears that students have no clear understanding as to when they have completed the program.

Other concerns with this project are that as of the review on September 17, 1975, three of seven staff positions were vacant. While some of these vacancies can possibly be attributed to the proposed change in control of the project from the Sea Service to Baltimore City, it is imperative that all positions be filled as soon as possible. Obviously, the program cannot function as designed with three positions vacant. Also, the project has had continual problems with staff turnover during the past year. Continual changes in staff certainly create a degree of instability that is clearly not desirable.

Another concern is that the project, as of September 17, 1975, had only 22 clients. Data previously presented does indicate, however, that the enrolled population of the project has, since January, 1975, been considerably higher than this, often approaching the capacity of 35. Assuming the absenteeism rate is 20%, which is in fact the rate for the 22 students presently enrolled, it can be assumed that 28 youth would appear on any given day if the project was at capacity. Assuming 22 students enrolled, 18 students would appear assuming the absenteeism rate remains at 20%. In any event, low population results in an under-utilization of project resources and higher costs; efforts should be made by project staff to insure that more youth are placed in the program.

With respect to cost data for this program, assuming the project was operating at capacity of 35 youth, it approximately costs \$5,100 to maintain a child in the program for a year. This figure appears high, especially in light of the rather limited success this project has shown to date in achieving any of its stated objectives.

Finally, an interim audit has recently been conducted by Commission staff. This audit is presently being reviewed.

PAST PROGRESS

I. GENERAL INFORMATION

Project Title: Court Referred Addict Treatment Program (CRAT)

Applicant: Bal imore City

. Implementing Agency: Baltimore City Jail

Project Director: Delano T. Washington

II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

First Year

Second Year

of Award: April 30, 1973

Date of Award: November 8, 1974

: Period: April 30, 1973 - Sept. 30, 1974

Grant Period:

October 1, 1974 through September 30, 1975

Approved s Budget:

Approved*
Second Year's Eudget:

rory	Federal ' Share	Matching Share		Category	Federal Share	Matching Share
onnel	\$225,761	\$ 85,492	4	Personnel	\$286,043	\$ 0
pment	30,758	γ 05,45 <u>2</u> Ω		Equipment	7,407	31,973
ltants	116,450	0	*	Consultants	32,265	3,585
al	5,200	Ô		Travel	11,160	< 1,240 ···
mables	8,182	0		Consumables	16,290	1,810
	0,200	21,840		Rental	0	0
546 17 TQ	3,820	27,066		.Other	8,433	937
TOTALS	\$390,171	\$134,398		TOTALS	\$361,948	\$ 39,945

^{12:} The Commission awarded \$541,700 in federal support in November, 1974 for continued operation of the project through September, 1976.

III. PROJECT DEVELOPMENT AND OPERATION

In the spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to drug abuse prevention.

In the planning stage of this project, the Mayor's Office of Drug Abuse Control noted that while large numbers of drug dependent persons were seeking treatment, others did not seek treatment until a crisis occurred which forced the drug dependant person to be more willing to consider treatment. The Court Referred Addict Treatment Unit (CRAT), was created to capitalize on this opportunity (i.e., intervention at the point of arrest). It was hoped that by intervention at the point of arrest and before tried, crime could be reduced while the defendant was on bail or released on recognizance by providing community-based treatment services for the client's drug abuse problem.

Prior to the existence of CRAT, there was no way to determine which Impact offenders were drug abusers, and no system for referring addict offenders to reatment programs. The aim of the project was to provide Baltimore City with this capability by establishing a central controlling element for drug screening, testing, and referral to appropriate treatment programs for drug abusing High Impact offenders.

Federal funds totaling \$390,171 were awarded to Baltimore City on March 20, and April 30, 1973, for the implementation and operation of the Court Referred Addict Treatment (CRAT) Unit.

The CRAT Unit was initially designed to be one component of an integrated system of dealing with Impact drug abusers. Two other High Impact projects were developed to coordinate closely with the CRAT Unit. These include: (a) the Pretrial Release-High Impact Notic Offenders Project, and (b) the Intensive Supervision Narcotics Offenders Project.

Though federal funds were awarded in support of this project in March and April, 1973, the first client was not referred to the CRAT Unit until late September, 1973. The six month delay in project implementation was due primarily to the following:

- 1. Key staff positions for the CRAT Unit necessary to become operational were not filled until late June, 1973;
- 2. Staff training was not completed until late August, 1973;
- 3. The most appropriate method of testing High Impact arrestees for drug abuse (this testing was to be completed in four identified precincts) was not determined until LEAA technical assistance was completed in late July, 1973;
- 4. Budget concerns were not completely resolved until August, 1973; and
- 5. Special grant conditions relating to the use of existing community-based drug treatment programs were not resolved until September, 1973.

The CRAT Unit became officially operational on September 20, 1973. The staffing pattern for the initial grant year is presented as Attachment A to this report.

The CRAT Unit is a project made up of a variety of components to provide short term centralized diagnostic, referral and tracking services for High Impact drug abusers identified at their respective points of arrest in Baltimore City. All referrals to the CRAT Unit were made at the point of arrest by the Pretrial Release Division of the Supreme Bench of Baltimore City. All referrals made would be released on bail or personal recognizance. Services are designed to be available to those referrals during the period between initial referral to CRAT and court appearance. Thus, the CRAT Unit is a project developed to serve pretrial defendants. It is tied in with the Division of Parole and Probation, specifically in that if the defendant receives probation, as a result of criminal conviction, then the offender is sent to a specialized unit dealing exclusively with drug abusers. At this point, though no specific data is available, it appears that a significant proportion of defendants who receive probation do not get referred to the specialized High Impact Narcotics Offenders project. First, in order to be referred to the special probation project, the defendant would have to be probated from the Supreme Bench Circuit Court rather than the District Court level. There are indications at this point that many defendants who received probation were district court cases. Second, there is no mechanism which insures that all Circuit Court cases eligible for the special probation project actively get referred. More analysis of this problem is needed by the grantee.

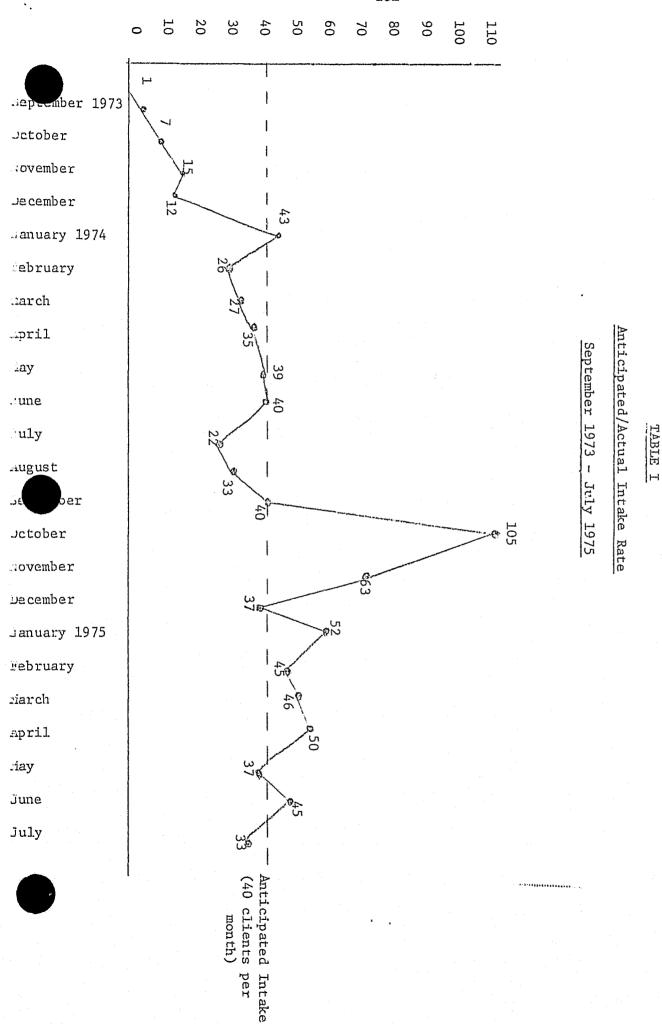
A detailed flow chart depicting the operation of the CRAT Unit from the point of arrest, through screening, referral, and tracking components is presented as Attachment B to this report. Attachment C indicates how the CRAT Unit relates to the drug treatment system in Baltimore City. Each of the components is discussed in detail below:

- A. <u>Intake</u>: The Pretrial Release Division of the Supreme Bench of Baltimore City has the responsibility for making referrals to the CRAT Unit for diagnostic and screening purposes (refer to Past Progress Report CTHI-02-05-BC). Initial intake at the precinct level for subsequent referral to the CRAT Unit is as follows:
 - 1. Arrest: The Baltimore City Police Department arrests persons and transports them to one of the nine district detention centers. Initially, four districts were identified as having a sufficient volume of High Impact drug abusers for referral to the CRAT Unit. These included Western Central, Eastern, and Northwestern. However, for a six-month period during the initial grant year, referrals were accepted from all nine police districts to increase project intake. When the grant began its record year of operation, the project was limited to accepting referrals only from the four identified police districts.
 - 2. Drug Screening: The arrestees in all four identified districts, were interviewed by the Pretrial Release Division of the Supreme Bench. The procedures used by the Pretrial Release Division were the same procedures used to interview all arrestees awaiting preliminary hearings. Beginning with those crimes declared to be High Impact Crimes (murder, rape, burglary, robbery and aggravated assault), the Pretrial Release worker made a discretionary determination as to whether the client had a present drug problem. However, referrals other than impact offenders can be accepted into CRAT if they have a drug problem. Priority is however, given to impact offenders. Based upon the determination of the Pretrial Release Investigator and the admittance of the arrestee that they had a drug problem, the investigator explained the treatment system to the offender. If the arrestee agreed, a urine sample was taken on the spot by the investigator, and subjected to the EMIT (Enzyme Multiplied Immunoassay Technique) urine testing system to determine the presence or absence of opiates. All urine samples collected were sent to the CRAT laboratory for a full screening test to determine the presence of any other Controlled Dangerous Substances.

- 3. <u>Bail Hearing</u>: Based upon the discretionary determination of the Pretrial Investigator, considering extent of drug dependency, results of the EMIT screening and severity of present offense, a recommendation was formulated that was carried to the District Court Judge or Commissioner for determination as to whether the Impact Offender should be released on recognizance or bail with a condition that he report to CRAT Unit. According to the project director, normally if the defendant appears before a District Court Judge, appearance at CRAT is a formal condition of release. However, if the defendant is brought before a Commissioner, appearance at CRAT usually is not a formal condition of release.
- B. CRAT Unit Activity: Basically, the CRAT Unit consists of a Urinalysis Laboratory component and a Diagnostic Unit. The lab is set up to test all referrals to the CRAT Unit at intake and provide data on the type and extent of drug abuse involvement of the client. Attachment A provides running data. This data assists the Diagnostic Unit in making appropriate client referral to a community-based treatment program. The laboratory has also been designed to provide urine testing to other impact projects currently operating. These include: (a) Intensive Supervision of High Impact Narcotic Offenders; (b) Intensive Differentiated Supervision of Impact Parolees and Probationers; (c) Community Residential Facility for Youth; and (d) Confined Addicts Seeking Help (CASH).

A physical and psychological evaluation is performed on each client entering CRAT by the Diagnostic Unit which refers clients to designated community treatment facilities. These facilities are 18 Community-based drug abuse programs throughout Baltimore which are certified by the Maryland Drug Abuse Administration. During the treatment period, a tracking system functions to ensure that each client follows conditions set at arraignment. This system reports drop-outs from treatment or failures to comply with release conditions to the Pretrial Release Division which then handles the individual as if he had violated conditions of bail. When the individual case comes up for trial, the judiciary may take into account cooperation and success in the treatment program, and may determine that the offender should remain in that program as an alternative to prosecution or as an alternative to incarceration subsequent to prosecution. No data is available on referrals who might have fallen in this category.

CRAT Unit personnel, as indicated in Attachment B include: (a) one project director; (b) one administrative section chief; (c) a toxicologist; (d) two laboratory technicians; (e) a nurse; (f) three client monitors; (g) a psychologist; and (h) three messengers. The two part-time physicians are provided through contractual arrangement.



There are a total of 13 full-time personnel and two parttime physicians. After the interview and medical and psychogical
examinations by the CRAT team (consisting of a physician, intake nurse and psychologist), a determination is made as to
the proper community drug treatment program for each individual.
Based upon the assessment, the intake staff will place the
addict offender in a reserved slot in a community treatment
program. Attachment E to this report indicates referrals by
month to community treatment programs for the period
October, 1974 through June, 1975. As indicated in Attachment
E, there appears to have been a total of 260 (549 since the
program inception) referrals from the CRAT Unit to the 18
Drug Abuse Administration certified creatment programs.

C. <u>Case Tracking</u>: As alluded to above, a major function of the CRAT Unit is tracking of individuals from point of intake into the CRAT Unit through final court disposition (refer to Attachment C of this report).

The tracking component is designed to begin at the point when the initial screening by the Pretrial Release Division is completed, and continue through ultimate legal disposition (including sentenced to the City Jail or Division of Correction, or Probation). The intent of this component is to determine the effectiveness of the CRAT screening process (and subsequent referral to a community-based program) and to provide follow-up information on success in treatment for High Impact drug abusers referred through the CRAT Unit.

IV. ANALYSIS

This project, as originally designed, supports the intent of the Commission's five-year objective to increase the number of sentenced offenders and pretrial defendants participating in effective treatment and rehabilitation programs at the community level.

During the initial grant year, the project experienced a problem with a referral rate which was well below that which was originally anticipated. The average monthly intake rate is computed to be 26 per month for the period September, 1973 through September, 1974. From October, 1974, through July, 1975 (a ten month period) the intake rate is computed to be 51 clients per month. This is nearly a 50% increase in the second grant year over the initial year of federal support. Table I summarizes the data. At this point, based on data provided by the grantee, it appears that the low intake problem indicated in the initial year of funding is improving.

A second concern noted during the review of the initial grant year was the small number of total referrals who were impact offenders. For the period January through August 1974, only 53 of the 237 (22%) were impact offenders. During the second grant year (October 1974 through July 1975) a total of 233 of the 513 referrals (about 45%)

were impact offenders. At this point, the project appears to have improved significantly in terms of providing services to impact offenders as originally envisioned. The project seems to be better aimed at the target population originally identified. This is because usually, misdemeanant referrals go to court within a ten to fifteen day period. This is not enough time for the CRAT Unit to assess a clients needs, refer him to a drug program, make sure services are provided by the program or evaluate the value of project activity. Also, given this type of offender, there is more doubt as to whether or not treatment is even necessary.

During the initial grant year, there were other problems noted with the intake process at the police precinct level. These included:

- 1. In many instances, intake forms were not completed by pretrial interviewers prior to the client showing up at the CRAT facility. These forms are necessary to begin the case tracking process and verify information given by the client when interviewed by CRAT staff. The Pretrial Release Division indicated that the interviewers simply did not have time to complete the forms in all cases;
- 2. The EMIT urinalysis machines located in four of the nine police districts were often not used to test arrestees for drug abuse. Once again, time seems to be the major factor. Thus, much of the preliminary urinalysis testing was completed by the CRAT laboratory; and
- 3. In many instances, according to the project director, the EMIT machines in the police districts were broken and could not be used. No explanation for this was offered, since no one wanted to accept the responsibility for the broken machine.

At this point, all three problems appear to be significantly improved. The Commission staff in discussion with the grantee has learned that there seems to be a greater degree of cooperation between the staff of CRAT and the staff of the Pretrial Release Division.

As a result, intake forms are more accurate and are completed by interviewers prior to the clients arrival at CRAT. In addition, the EMIT systems are being utilized more frequently and are kept in working order.

Additionally, the case-tracking component appears to be useful in generating follow-up data on clients. This was a major concern during the initial grant year. At this point, data is being maintained on clients referred to various drug treatment programs (Attachment E), client disposition (Attachment F), and general progress in treatment. General treatment progress of each district is made available to the court at the clients' trial.

It should be pointed out that based on data submitted by the grantee for the period of October 1974 through June 1975, 52% of the total referrals to CRAT were referred to a community-based drug abuse treatment program (250 of 480 clients). The remaining 48% either failed to show at CRAT or were simply placed on urinalysis monitoring by CRAT until their respective trial dates. In addition, it should be noted that a total of 627 of the 853 referrals to CRAT (73.5%) have been disposed of by the court (data through July, 1975).

As previously indicated, attachment F provides summary data on client disposition by type of treatment. Based on the data, it appears that 36% of the clients received probation, 17% have been fined or sentenced, and 20% of the clients were found not guilty or the charges were dismissed. Only 8% had their respective releases rescinded and 6% did not show for trial.

At this point, available data does not indicate whether or not the operation of this project has any effect on increasing the liklihood of a defendant being placed on probation supervision rather than receiving incarceration. Data available indicates a probation rate similar to that generally expected for criminal cases.

No specific rearrest data was available. The grantee has indicated that any figures on rearrests of clients while released on bail or recognizance would be included in the data relating to "release rescinded". This category of clients would include all rearrests or revocation of release for failing to comply with the conditions of release.

A cost analysis was completed for the previous two grant years. Based on the cost of the pretrial referral to CRAT plus CRAT activity, the cost per client at this point is computed to be \$1,559. This figure does not include the cost of the Actual Community Treatment programs. The cost would be even higher if those who were referred but did not show up were not counted. It should be noted however, that CRAT also provides free urine testing to other programs.

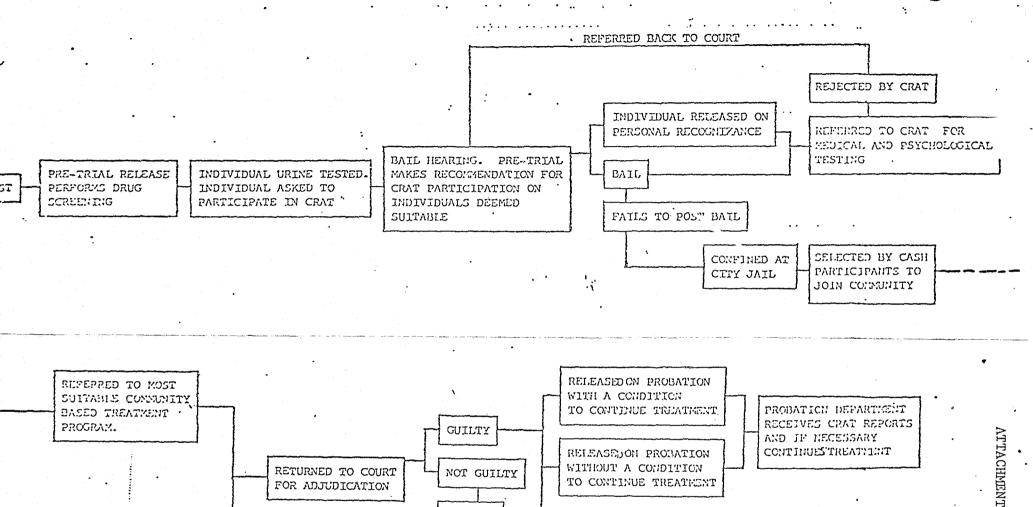
In summary, it appears that the project has shown improvement doing the second grant year over the initial year of operation. Notice corns noted in the first year have either been resolved or significantly improved. However, there are weaknesses in the data yet remaining which need to be resolved. Additionally the overall drug pretrial release program is operating at a high cost.

As intern financial audit has been completed by the Commission staff with no major financial problems indicated.

ATTACHMENT A Urinalysis Summary

Month	 en en e	<u>Total Tests</u>
October, 1974		376
November		366
December		306
January, 1975		373
February		528
March		579
April		720
May		571
June		508
	TOTAL	4,327

COURT REFERRED ADDICT TREATMENT UN ORGANIZATIONAL CHART



RELEASE

CRAT STAFF PERFORMS

MEDICAL AND PSYCHO-LOGICAL TESTING

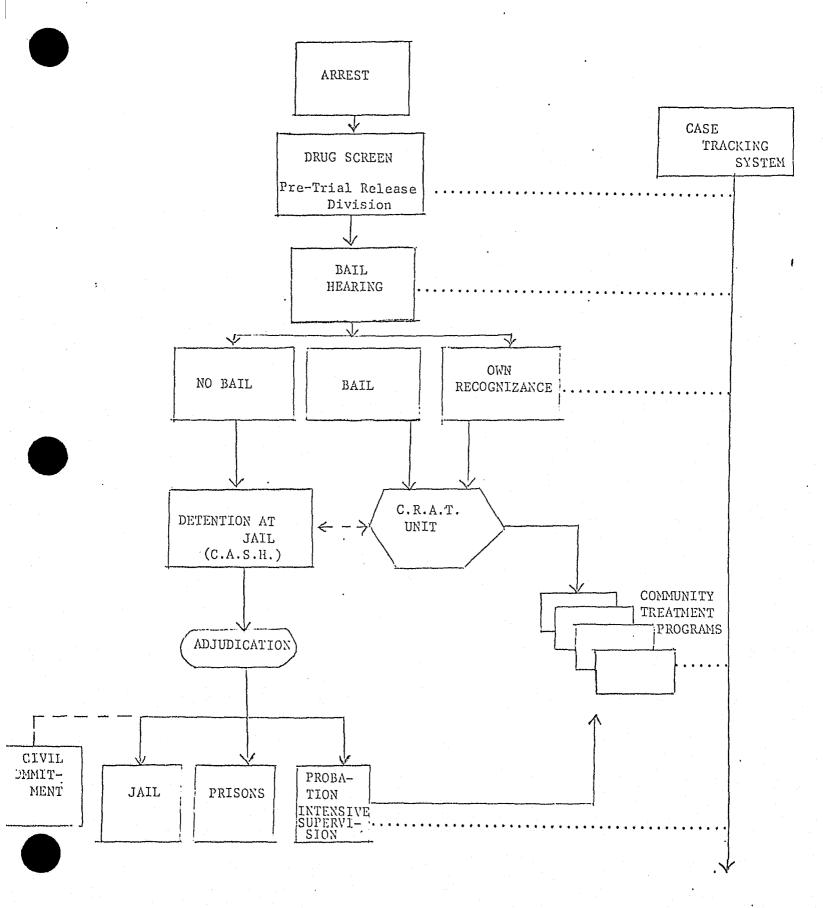
SENTENCEDTO THE DEPARTMENT

OF CORRECTIONS

DEPARTMENT OF CORRECTIONS

COULD CONTINUE TREATMENT

BALTIMORE CITY CRIMINAL JUSTICE DRUG TREATMENT SYSTEM



Altachment B TREATHENT PACILITIES IN FORCERS IN UNIT

Grant Year, October, 1974, to June, 1975

E PROGRAM	ocr. 174	NOV. 174	DEC. 174	CE: (15	355 175	MARCH 175	APRIL (75	JUNE 175	. 61
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ATTACHMENT F
DISPOSITION BY OFFENSE - SEPTEMBER, 1973 THROUGH JUNE 1975

DISPOSITION	IMPACT FELONY	NON-IMPACT FELONY	NON-IMPACT DRUG FELONY	NON-DRUG MISDEMEANOR	DRUG MISDEMEANOR	TOTAL
PROBATION	21	5	17	39	74	156
SENTENCED	13	2	5	23	14	57
ABATED BY DEATH	2	0	1	О	0	3
PROBATION WITHOUT VERDICT	0	0	• 0	5	7	12
STET	8	2	2	10	15	37 20N
DISMISSED	27	2	5	24	15	73
NOT GUILTY	2	0	1	12	9	29
ARTICLE 27, SECTION 292	2	0	1	2	21	26
NOT PROSECUTED	7	0	2	4	13	26
FINED	1	0	0	15	7	23
RECOGNIZANCE RESCINDED	36	2	28	42	49	157
FAILURE TO APPEAR	8	3	2	9	8	30
			1		1	
NUMBER OF CASES	127	16	62	185	237	627

#### PAST PROGRESS

#### I. GENERAL INFORMATION

Project Title: Community Residential Facility for Youth

Applicant: Department of Public Safety and Correctional Services

Implementing Agency: Division of Correction

Project Director: Melvin Dorsey

## II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

Date of Award: October 26, 1972

Grant Period: October 26, 1972 - September 30, 1974

Approved

Date of Award: November 8, 1974

Grant Period: October 2, 1974 - September 30, 1975

Approved

Second Year's Budget:*

Second Year

Approved
First Year's Budget:

	Federal' Share	Matching		Category	Federal Share	Share
Category Personnel Equipment Consultants Travel Consumables Rental	86,144 25,173 6,573 12,544 0 25,481	28,714 8,391 2,197 4,182 0 8,494	ø	Personnel Equipment Consultants Travel Consumables Rental Other	119,771 573 65,758 540 9,828 0 2,700	13,308 64 7,306 60 1,092 0
Other	\$156,310**	\$52,103		TOTALS	\$199,170	\$22,130

*NOTE: A total of \$410,000 was actually awarded by the Commission in November, 1974 for continued operation of the project through September, 1976.

**NOTE: A total of \$178,719 was actually awarded by the Commission. However, a revised budget was submitted with the Federal share of \$156,310 based on significant delays in project implementation and a revised program structure designed to serve fewer clients.

## III. FROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact program designed to fight violent street crime. In July, 1972, the City submitted a Three Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

#### III. Project Development and Operation

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact program designed to fight violent street crime. In July 1972, the City submitted a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

The Community Residential Facility for Youth project was initially developed by staff of the Community Corrections Task Force of the Department of Public Safety and Correctional Services. Initial planning, conducted in the summer of 1972 was based on figures which indicated that about 75% of the population of the Division of Correction was comprised of Baltimore City residents. An equally high percentage are between the ages of 18 and 26 years. In addition, about 40% of the offenders in the custody of the Division were convicted for the commission of a High Impact crime. The Task Force staff felt that the implementation of a residential treatment facility for youthful impact offenders which would serve men in a pre-release status could significantly reduce their rate of re-arrest and subsequent return to prison.

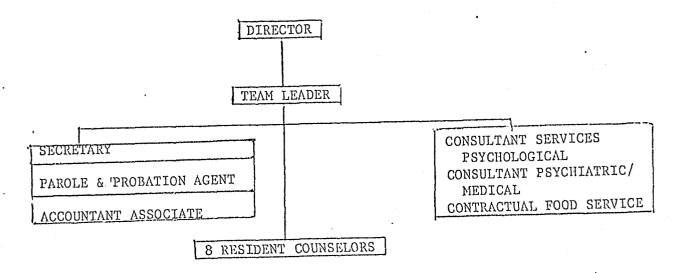
Federal funds were initially awarded in support of this project in October 1972. However, the first resident was not accepted into the facility until March 1974. The major problem associated with the 17 month delay in grant implementation was the inability of the Task Force to obtain a suitable facility in which to operate the project. Numerous sites were identified throughout Baltimore City, with three sites being selected as most appropriate. However, in all three cases, there was strong community resistance coupled with an unwillingness of the Baltimore City government to override that local community resistance.

In December 1973, the Commission staff notified the Department of Public Safety and Correctional Services that the grant would be aborted unless a suitable facility could be obtained. Therefore, in January 1974, the Commissioner of Correction authorized the use of the former Maryland Penitentiary Warden's Residence (O'Brien House) which is adjacent to the institution on East Eager Street in Baltimore. The O'Brien House has a maximum resident capacity of 30 which resulted in some changes in the grant since the initial application envisioned residential services to 72 clients.

Once a suitable facility was obtained, staff were hired and trained. In March 1974, 40 hours of pre-service training was provided by the Community Corrections Task Force to the project staff. Additionally, in June 1974, three hours per week in-service training for staff was begun. The primary emphasis of the training provided was on counseling techniques, operations and management. Some of the on-going—three hour per week training was provided by psychiatric and psychological consultants and volunteer trainers drawn from both the University of Maryland and the Division of Correction.

The staffing pattern for the operation of this project is presented in Table I.

# TABLE I STAFFING PATTERN



Currently, the project is fully operational with the house at capacity, and all services are being provided.

As indicated previously, the service capability of this grant was reduced from 72 beds to 30 beds. As a result, only staff for one treatment team rather than two were hired. Much of the administrative functions were absorbed by the Team Leader and his assistant. Additionally, due to the fewer number of residents to be served, food service at the house was contracted out rather than provided for at the house.

The Community Residential Facility for Youth operates to provide residential treatment services to young, (17-25 years of age) High Impact offenders committed to the Maryland Division of Correction. In order to be eligible for placement at the O'Brien House, an offender must be approximately 6-10 months from parole, mandatory release or expiration of sentence.

Each resident, when accepted, designs with his counselor a treatment program which is aimed at preparing him for release to the community. General goals for each individual's program are to prepare him for securing and holding a job, through education, vocational training or simply aid in securing a job; group and/or individual counseling to prepare him to be better able to handle emotional stress, and the opportunity to acquaint himself with those community agencies which are available to provide support before and after his release from the Division of Correction.

During September, 1974, Mutual Agreement Programming (MAP) began to be implemented in the O'Brien House. This involves an assessment of the strengths and weaknesses of the inmate followed by the design of an individualized program that offers resource utilization in preparing participants for a successful community adjustment following release on parole. Based on this assessment, treatment and training objectives are prescribed, the inmate prepares an individual plan, and contract negotiations involving the inmate, the institutional staff, the MAP coordinator and the Parole Board take place. The contract is a binding document setting out the specific programs which the Division of Correction will provide to the inmate, the inmate's agreement to successfully complete the programs and specific objectives, and a specific parole date contingent upon successful completion of set goals

The contract and the procedures surrounding it are seen as a means of involving each inmate in the process and decision to release, giving him much of the responsibility for his own release, and bringing together the institutional and parole authorities for closer cooperation and coordination.

Of the 98 admissions to the O'Brien house, a total of 46 residents were in MAP. It should be noted that MAP began in the project in October, 1974 (the facility began accepting residents the previous March). Of the 46 men in MAP, seven (15%) are still residents at the facility; 33 (72%) have been paroled to the community and have completed all requirements of their respective MAP contracts; (no rearrests or violations to date); and six (13%) were returned to the institution while still in the facility. An additional six residents in the program are currently negotiating their respective MAP agreements.

An important component of the O'Brien House program is community involvement. The staff and residents are involved in the local community's affairs whenever feasible, both from the standpoint of being a resource for the local community and from the standpoint of fully utilizing the larger community's available services when needed.

During the past grant year, the screening process for selection of residents was a joint effort among the institutional classification counselors, the staff of the Community Corrections Task Force, and O'Brien House staff.

Potential residents are initially identified by the institutional classification counselors. Next, the potential resident is interviewed in a session which includes both Task Force and O'Brien House staff. Specific intake cirteria include: (a) potential residents must be Baltimore City residents; (b) potential residents must be between the ages of 17 and 25 years; and (c) potential residents must have been convicted of an Impact offense. Drug and alcohol abusers are not excluded from the program.

If the potential resident is accepted, he is transferred to the O'Brien House for a three-day orientation period. During those 72 hours, the resident and staff determine whether or not the individual is suited to the program. If not, the resident is returned to the institution without question. Failure to adjust to the program during that three-day period is not held against the individual after his return to the institution. It should be noted that none of those residents accepted were returned to the institution.

All residents accepted into the program are required to either work or participate in a job training program. Additionally, residents may participate in a high school preparation program offered by the house of take college courses if qualified. As of August 31, 1975, there were 17 residents employed full-time and five residents in job training programs. Five residents are unemployed, two of whom are taking college level courses.

Counseling (both group and individual) sessions are held periodically. Regularly scheduled staff counseling services are provided between 1 p.m. and 4 p.m. on the last Wednesday of each month, but individual counseling occurs on an as needed basis. Regularly scheduled consultant psychological, psychiatric and medical services are provided as indicated in Table II.

TABLE II

#### PROFESSIONAL COUNSELING SERVICES

Service	Time
Psychologist	9 a.m. to Noon the first three Thursday of each month
Psychiatric Medical	4 p.m. to 7 p.m. every Thursday 5 p.m. to 6 p.m. every Friday

Table III indicates intake and release figures for the project for the period March 1974 through June 1975.

TABLE III

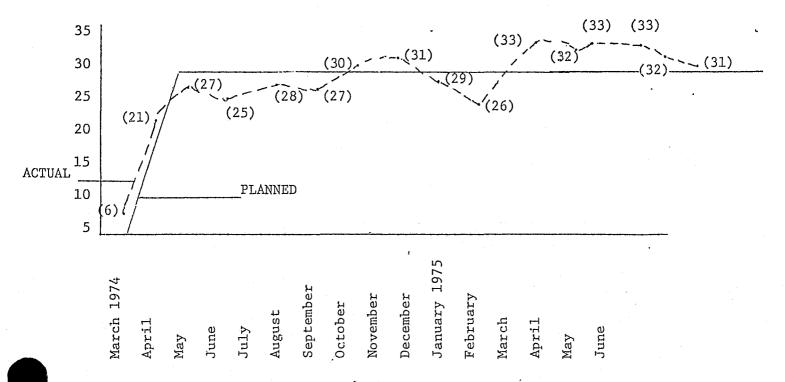
Client Flow - March 1974 - June 1975

Month	Intake	Release	Monthly Population
March 1974	6	ο '	6
April	1.5	Ō	21
May	7	1	27
June	1	3	25
July	7	5	28
August	5	7	27 .
September	6	. 3	30
October	6	5	31 *
November	3	5	29
December	7	10	26
January 1975	10	3	33 *
February	3	4	32 *
March	7	6	33 *
April	6	6	33 *
May	6	7	32 *
June	3	4	31 *
	Principal and interpretate		The consequence and a state of the consequence of t
Total	98	69	444

*NOTE: During these months, the population exceeded 30 clients due to overlap in intake and release. The treatment program itself is aimed at a maximum of 30 clients at any one time.

Based on these figures, the average monthly population for the period March, 1974 through June, 1975 is computed to be about 27.7 clients. Table IV provides a graph to indicate actual versus anticipated intake to the program.

#### TABLE IV INTAKE DATA



Note that since January 1975, the average monthly population has not been less than 31 residents.

#### IV. Analysis

This project is consistent with the Commission's five-year objective to increase the number of sentenced offenders participating in effective treatment and rehabilitation programs at the community level.

Aside from the grant implementation problems noted previously, there appear to be few operational problems at this point.

To date, a total of 69 clients have been released from the project. Table V indicates the mode of release from the project for all clients by month.

# TABLE V RELEASE DATA MARCH 1974 - JUNE 1975

#### Termed Unsatisfactory

Month	Terminated Satisfactory	Unsatisfactory Returned To The Institution	Rearrested	Total
March 197	4 0	0	0	0
Apri1	0	0	0	0
May	0	1	. 0	1
June	2	0	1	3
July	3	2	0	5
August	3	4	0	7
September	2	1	0	3
October	2	3 ,	0	5
November	4	0	1	5
December	5	4	1	10
January 1	975 2	0	1	3
February	3	0	1	4
March	5	1	0	6
April	5	1 .	0	. 6
May	7	· 0	0	7
June	1	3	0	4
Total	44	20	5	69

From this data, it appears that of all clients who were released from the program (69), only five or about 7% were rearrested. The 20 clients terminated as unsatisfactory could not adjust to the program and were returned to the institution. According to the applicant, none of the 44 residents who completed the program have been rearrested to date. All rearrests noted occurred while the client was a resident of the program.

All rearrests are verified through the police department. If a client is rearrested after leaving the program in a satisfactory status (this have not yet happened, and the first client to be so released left in June, 1974), the police notify the Division of Correction. At that point, a staff member goes to the police precinct to obtain a copy of the initial offense report prepared by the police department.

The original offense and subsequent charge for the five clients rearrested to date is indicated in Table VI.

#### TABLE VI REARREST DATA OFFENSE/CHARGES

#### ORIGINAL OFFENSE

- 1. Burglary
- 2. Robbery/Deadly Weapon
- 3. Burglary
- 4. Burglary
- 5. Assault/Robbery

#### SUBSEQUENT CHARGE

Homicide/Robbery - Deadly Weapon Shoplifting

Unauthorized Use Shoplifting

Larceny

A cost analysis completed by the Commission staff on full capacity shows the cost per bed to be just over \$6,500 per year. Based on client turnover and an average of 27 residents at any one time, the cost is computed to be approximately \$3,700 per client per year. The cost per client per year for inmates confined in correctional institutions is estimated by the Division of Correction to be about \$6,500 per year per inmate.

#### PAST PROGRESS

#### I. GENERAL INFORMATION

Project Title: Impact Manpower Services

Applicant: Baltimore City

Implementing Agency: Mayor's Office of Manpower Resources

Project Director: Nathaniel Peacock

#### II. AWARD, IMPLEMENTATION, AND ORGANIZATIONAL BACKGROUND

Date of Award: December 12, 1974

Project Implementation Date: February 26, 1975

Grant Period: February 26, 1975 - September 30, 1975

Approved Budget: (first year)

Category	Federal Share	Matching Share
Personnel Equipment Consultant & Contractual	\$ 162,621	\$ 16,190 3,390
Services Travel	28,080	1,920
Consumables Rental	1,521	1,920
Others	1,190	Anton a decide anti-ancion province
Totals	\$ 193,412	\$ 21,500

Budget Explanations and Modifications: At the time of the Commission award, the grantee's original request for \$495,000 was reduced to \$435,000 in Federal funds because of the reduction in the grant period from 24 months to 21 months. This reduction was in accordance with the requested commencement date of January, 1975 and the required termination date of September 30, 1976. The approved budget reflects the reduction of Federal funds.

A program modification request was approved in order to reduce the number of on-the-job training slots from 52 to 12 and place the enrollees in public service employment positions. This modification was necessitated because of the lack of on-the-job training slots. On the job training slots may be

developed as needed, or may be referred to existing slots. Generally they are utilized for the most difficult to get employed.

#### III. PROJECT DEVELOPMENT AND OPERATION

In the Spring of 1972, the Law Enforcement Assistance Administration selected eight cities, including Baltimore, as target cities to participate in a High Impact Program designed to reduce violent street crime. In July, 1972, the Mayor's Coordinating Council on Criminal Justice completed a Three-Year Action Plan which indicated the method by which the City of Baltimore would impact upon the stranger-to-stranger crimes of homicide, robbery, rape, aggravated assault and burglary. The Plan identified seven major program areas, one of which relates to prevention of youth crime.

According to the applicant, the Correctional system needs a systematic, comprehensive, and innovative approach to employability development of individuals under the supervision of the Correctional System. The applicant states that no such services now exist for the majority of offenders leaving the system, that there is an absence of systematic job preparation of offenders returning to the community, and that there is no central repository of information on the potential job, training, and educational resources available to work releasees. Most significantly, there are few formal channels by which work releasees and parolees can gain access to these resources. This project suggests methods for employability development, information about resources, and access to them. Ultimately, it is believed that when ex-offen as are trained and placed in appropriate jobs, their rate of recidivism is significantly reduced.

In the fall of 1974, the Mayor's Coordinating Council on Criminal Justice requested the assistance of the Mayor's Office of Manpower Resources in developing a program to meet the employment needs of the ex-offender. With the assistance of the Community Corrections Task Force, and other participants in the Criminal Justice system, ideas were presented which inspired the project's design.

On January 14, 1975 the Governor's Commission awarded a Federal grant in the amount of 436,000 for the implementation of a city grant entitled "Impact Manpower Services" project. The acceptance of the grant and onditions was executed by the Mayor of the City of Baltimore on February 10, 975. Originally, the commencement date identified on the grant application was October 1, 1974. However, due to the reduction in the grant period from 24 months to 21 months it was requested that the commencement date be changed to January, 1975, to coincide with the required termination date for all impact projects of September 30, 1976. Problems associated with hiring staff delayed the implementation date until February 26, 1975.

The initial staff was hired in accordance with the qualifications as

outlined in the proposal. The staff consisted of a Project Coordinator, two Workshop Counselors, Job Specialist, Project Analyst, Evaluator and Secretary. A synopsis of duties as outlined by the grantee follows.

- Project Coordinator Oversees the daily operation of the project. Liason with Division of Corrections and Parole and Probation. Responsible for achievement of project goals, final reports and grant applications. Development and maintenance of record keeping system, and the completion of required reports, records, and gathering of project-related data.
- Workshop Counselor (2) Conducts job search skill workshops.
   Counsels ex-offenders to develop a plan for increasing their employability. Maintains records on all workshop participants.
   Assists correctional staff in placement and follow-up of workshop clients.
- 3. Job Specialist Works with Project Director and Workshop Counselors to ascertain job and training needs for ex-offenders. Maintains harmonious relationship between employers and the project. Completes and/or supervises completion of records and reports as required.
- 4. Project Analyst Responsible for ongoing auditing and analysis of contract requirements. Maintains ledgers of balances due and of actual doll 3 spent including funds expended under OJT contracts. Prepares and combines monthly and quarterly reports. Responsible for fiscal and statistical problem solving relating to the project.
- 5. Evaluator Evaluates the project in terms of the accomplishment of stated project goals. Responsible for designing effective evaluative instruments to insure in-depth analysis of the program. Responsible for pre-testing and follow-up data on clients and/or control subjects. Works with project staff in development of report forms and record keeping methods which facilitate data collection and interprets such data.
- 6. Secretary Types correspondence, reports, records, stencils, and proofs same. Answers phones, makes calls to set up appointments and/or gather information. Greets public and coordinates coverage of office.

All positions are currently filled except the Job Placement Specialist who resigned in August. Interviews are in the process of being arranged to hire another person for this position. According to the grantee, a public service employment position for an audio-visual technician to

operate video-tape and other audio visual equipment was added.* This position was filled in April.* Staff training has been conducted at two levels. Inservice training was conducted in conjunction with the Mayor's Office of Manpower Resources. Staff received training in utilizing the various components of the Mayor's Office of Manpower Resources, i.e. public service employment, individual referral, and skill training. In addition, staff attended a seminar on job development at the University of Maryland. Training has also been received in administering reading and math aptitude tests (RAT, WRAT) to clients who are potential referrals to skill training programs. Efforts are being made to have staff trained in other vocational assessment tests for use in evaluating workshop client vocational interests.

All special grant conditions were resolved by the grantee.

The overall objective of this project is to provide job search skills and subsidized training and employment opportunities to High Impact Offenders under the supervision of the Correctional System. In order to accomplish this objective, individual project goals have been set.

#### June to September, 1975 (4 month objective)

- 1. 10 clients per week registered 160 persons
- 2. 145 clients to complete workshop
- 3. 30% of completions returning for possible placement services
- 4. 80% of returnees in three above placed by program staff
- 5. Remaining 70% of completions to find own placements
- 6. After 90 days 50% of those completing the workshop and found jobs to be still working.

#### One Year Objectives (June, 1975 - June, 1976)**

- 1. 10 clinets per week for 50 weeks 500 persons
- 2. 450 clients to complete workshop
- 3. 30% returning for possible placement services 135 persons
- 4. 80% of returnees in the three above placed by program staff
- 5. Remaining 70% of completions to find own placements 315 persons
- 6. After 90 days 50% of those completing the workshop and found jobs completions to be still working.

^{*}For the purposes of this program, a public service employment position is a temporary, one year job created by the Mayor's Office of Manpower Resources to supply needed services in the public sector.

^{**}These were developed to coincide with the June, 1975 start-up date for project referrals.

Following the guidelines of the project, program clients are High Impact Offenders, Baltimore City residents, and between 18 and 26 years of age. The clients are referred to the program through resources such as Community Corrections, Patuxent Quarterway and Halfway Houses, the Community Vocational Rehabilitation and Release Center (CVRCC), and the Maryland Correctional Camp Center (MCCC). At MCCC, clients are separated into two categories: (1) those who have received work release status, and (2) those who are pending parole release.

In addition, the project receives referrals from the community corrections facilities that are a part of the MAP (Mutual Agreement Programming) program in the Division of Corrections. MAP involves an assessment of the needs, strengths, and weaknesses of the inmates followed by the design of an individualized program that offers resource utilization in preparing participants for successful community adjustment following release on parole. Based on the assessment and negotiations between the inmate and the correctional personnel, treatment and training objectives are prescribed. An agreement is made, setting out specific programs with which the Division of Corrections would provide to the inmate, the inmate's agreement to successfully complete the programs and specific objectives, and a specific parole date contingent upon successful completion of set goals.

The Impact Manpover Services Project functions as a resource for the MAP project. Project referrals from the O'Brian House, St. Ambrose Correctional Center and Baltimore City Jail Community Corrections Center are MAP participants.

Referrals to the project's program are made the week prior to desired attendance in the workshop. The project secretary contacts each participating agency to ascertain how many referrals, if any, they would like to make to the job preparation workshops. Names are taken and permission given on an allocated basis to attend the following week's program. Through this means, client intake can be screened and limited to 10 persons per week. The counselors are responsible for conducting a one-week in-depth workshop pertaining to World of Work orientation.

The Job Search Skills workshop is designed to help ex-offenders overcome the lack of adequate job preparation with a series of workshops averaging approximately 20 hours per week. According to the grantee, the hours and length of time for workshops are subject to change according to the needs and size of the group. All workshops are aided and supplemented by testing, role playing, video tapes, and other audio-visual techniques so that each participant can take an active part in assessing the progress they are making.

Attachment I is a detailed outline of the structure and content of the Impact Manpower Workshops.

Upon completion of the workshop, clients are encouraged to find employment using their own resources, with the possibility of being referred to skill training at a later date. After 30 days from the termination date the staff will conduct a 30 day follow-up to determine which clients should be referred back to the program for placement services. According to the applicant, the program has undergone a shift in emphasis from training to job placement. At this time, job placement activities are of a more intense nature. Clients will be eligible for direct job placement or subsidized training opportunities while attending the workshop. This change in emphasis was made without section. Commission staff approval. If placement cannot be accomplished during that week, then the client is encouraged to use his own resources for placement. The job placement specialist must work with the 10 clients in the workshop, persons referred to placement activity after 30-day follow-up, and any backlog of cases in job search. To assist the job placement specialist in determining placement, the workshop counselors have the clients fill out a brief interview form describing employment background and interests. Additionally, the counselors are responsible for determining which clients have successfully completed the workshops. Pre and post attitudinal tests are administered to the project participants. It is anticipated, by the grantee, that during the follow-up process, at least 70% of the clients completing the workshop will have secured their own placements.

There are a variety of resources the job placement specialist may use to assist the client. They include:

- 1. Job Bank makes a direct employment referral as screened by the job bank referral unit.
- 2. Special Marketing Efforts may make referrals to jobs developed by the Mayor's Office on Manpower Resources Marketing Department.
- 3. Skill Training as slots are allocated, referrals are made to skill training, such as carpentry, plumbing, building maintenance, secretarial science, work experience, machine tool operator, welding, clerical training, printing, electricity, sheet metal and others.
- 4. OJT (on-the job-training) slots may be developed as needed or clients are referred to existing on-the job-training slots.

  Generally they are utilized for the most difficult to employ.
- 5. Individual referral may refer to skill training programs and driver's education not contracted by the Mayor's Office on Manpower Resources. Project will pay program costs and provide the client with wages for attendance.

6. Public Service Employment (PSE) - may refer to existing slots or be developed as needed by staff.

According to data supplied by the applicant, there were 54 clients registered in the program from June 9 through August 18, 1975 (see Tables I through III). Five clients were rejected because they did not fit project criteria.

TABLE I
PROJECT REFERRALS ACCORDING TO SOURCE
JUNE 9 TO AUGUST 18, 1975

	SOURCE OF REFERNAL	An annual of the second
*1.	O'Brian House (Community Corrections Center)	8
2.	Maryland Correctional Camp Center (MCCC)	36
<b>*3.</b>	St. Ambrose Correctional Center	3
4.	Patuxent Halfway House	2
<b>*5.</b>	Baltimore City Jail, Community Corrections Center	5
6.	Community Vocational Rehabilitation and Release	
	Center	1.
	TOTAL	54

*MAP participants

TABLE II

PROJECT REFERRALS ACCORDING TO AGE, RACE AND SEX
JUNE 9, 1975 TO AUGUST 18, 1975

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	Male Fema TOTA	ile _	51 <u>3</u> 54							Blac Whit TOT/	e <u>0</u>	
t	*****				·	AC	GE.		د چوزوښت وي. ۱۹۹۰ تا ماهه	maka da maka karan sanaga sa maka		
	<u>18</u>	<u>19</u>	<u>20</u>	21	22	23	24	<u>25</u>	<u>26</u>	<u>27</u>	28	
	0	7	6	5	6	6	6	9	3	3	3	

TABLE TIT
PROJECT REFERRALS BY OFFENSE
JUNE 9, 1975 TO AUGUST 18, 1975

	OFFENSE	NUMBER OF CLIENTS
1	Robbery	1.3
2.	Armed Robbery	1.4
3.	Assault	9
4.	Assault with a deadly weapon	1
5.	Robbery with a deadly weapon	6
6.	Attempted Robbery	1.
7.	Attempted Armed Robbery	1.
8.	Attempted Robbery with a deadly weapon	1
9.	Assault and Attempt to Murder	1
	Assault and Robbery with a deadly weapon	1
	Second degree Murder	1.
	Manslaughter	2
	Assault and Robbery	3
	TOTAL	54

According to the grantee, thirty day follow-ups have been completed on nine of the 43 clients registered in the project through August 18, 1975. Results of these follow-up reports are outlined in the analysis section.

According to the applicant, there have been problems with the referral process from the Community Corrections agencies. The project is not receiving the number of referrals that had been originally anticipated (see Table IV). The project set a goal of registering 10 participants in the workshop each week.

TABLE IV
PROJECT INTAKE BY WEEK
JUNE 9, 1975 TO AUGUST 18, 1975

WEEK OF WORKSHOP	NUMBER OF PARTICIPANTS
June 9	5
23	2
30	2
July 7	no project referrals
14	9
21	. 5
28	1.1.
August 4	8
1.1	11
18	1
TOTAL.	54

Efforts to resolve these problems have resulted in the following explanations:

- 1. Due to the small number of residents in community correction facilities at present, there are not enough eligible clients to maintain reasonable program enrollment levels.
- 2. Agency staffs do not appear to be screening residents in-depth for project referrals.
- 3. Misunderstanding on the part of agency staff as to the project's objectives and emphasis.

Project staff have visited all of the referring agencies and reacquainted their staffs with the goals and method of operation of the Impact Manpower Services Program. According to the project director, referrals have increased and the project is now operating at near capacity levels (see Table V).

TABLE V
PROJECT INTAKE BY WEEK
AUGUST 25 - SEPTEMBER 22, 1975

WEEK OF WORKS	SHOP	NUMBER OF PARTICIPANTS
August 2	5	10
September	2	5
	3	10
1.	5	12
2:	2.	8
	TOTAL	45

Evaluation as outlined by the applicant would include the following:

- 1. Attitudinal pre and post tests are administered to clients at the workshop to ascertain whether any significant changes have occurred in the clients feeling of power to control his upward mobility.
- 2. A thirty-day follow-up form to ascertain if clients are presently employed, in training, in school, incarcerated, or unemployed. This also serves as a basis for referring unemployed clients to appropriate placement activity. (See attachment II).

[&]quot;3." A census activity report form has been developed to expeditiously

report program activity. This includes workshop activity; i.e., registrants, completions, placement activity - i.e., clients returning for placement, status of referrals for employment or training, and follow-up activity and results.

- 4. There will also be a 90 day follow-up on clients. Forms to be used have not as yet been finally developed.
- 5. There is also a program evaluation form to be used by workshop clicats and outside observers to evaluate program content and objectives.

Some components of the evaluation have been instituted by staff. It is anticipated that the evaluation as outlined by the applicant will be completely operational in the near future.

#### IV. ANALYSIS

The Impact Manpower Services Project was designed to achieve the following objectives:

Objective I: To increase the number of sentenced offenders and pretrial defendants participating in effective rehabilitation programs at the community level; and

Objective II: To reduce impact crime among young people by more effective agency efforts outside of Baltimore's traditional penal institutions with those youth most likely to repeat.

With respect to Objective T, the Impact Manpower Services project is designed to provide job search skills and subsidized training and employment opportunities to High Impact Offenders under the supervision of the Correctional System. This includes those inmates in Community Corrections as well as work release. The project encompasses two areas of concern:

(1) World of Work Orientation, and (2) Job Placement.

The Impact Manpower job search skill workshops would assist ex-offenders in overcoming their lack of job preparation by providing an intensive one week orientation to the world of work. Clients are initially admitted into the program by the workshop counselors after screening of their referral forms. The nature of the workshop is explained and clients are trained in the necessary skills to become productive and reliable employees. The workshop agenda includes such sections as: Why Work?, Job Search Preparation, Taking an Inventory of Self, Applying for Employment, Resources for Employment, Taking Employment Tests, Proper Interview Techniques, How to Succeed on the Job, Budgeting, Benefits and Deductions. Clients are counselled in groups and on an individual basis. With the use of video-tape equipment,

clients are able to observe and critique themselves "through the eyes of the employer." Emphasis is now shifting towards increased vocational assessment during the workshop. Counselors will be trained in administering appropriate tests to ascertain client vocational interests, skills, and abilities. Through this means, clients will be able to have a more realistic picture of vocational goals.

To date, the project statistics supplied by the applicant indicate that as of August 18, 1975, there were 54 clients registered in the program. (See Tables I through IV). Five referred clients were rejected by the project because they did not fit project criteria. The number of clients registered in the project falls short of the number of anticipated participants. It was anticipated that approximately 10 offenders would be registered in the workshop each week. Project staff has indicated that problems within the referral process of the agencies have contributed to this low enrollment number. However, actions instituted by project staff have increased the number of referrals considerably. (See Table V).

As of August 9, 1975, 30 day follow-ups were conducted on 9 of the 43 clients registered in the program. At the time that the follow-up was conducted only 9 participants had been terminated from the project for 30 days. Results of follow-ups indicated that:

- a. 2 clients employed
- b. I client in vocational training program
- c. I client pending employment possibility
- d. 1 client pending skill training opportunity
- e. 4 clients unemployed 9 TOTAL

Three of the unemployed clients were referred to job placement activity; the other person was not interested in placement services. To date, one of these clients is pending referral to skill training, one has been referred to direct employment result presently unknown, and the other client is pending an employment referral.

The project director indicated that as of August 18, thirty day follow-ups had been conducted on all the 54 project participants, however, to date this information has not been received by the Commission even though it has an requested. Without this data it cannot be determined if any of the exthe-job training plots funded in the project have been utilized.

From the date that the project has submitted, it is too early to conclusively state if there has been an impact on the first objective.

With regard to Objective II, the project was designed to provide the partitipants with employability development information and access to resources.

Ultimately, it is believed that when the offenders are trained and placed in appropriate jobs, their rate of recidivism will be significantly reduced. Recidivism data supplied by the applicant on the 54 clients indicated that only one of the clients who had originally been charged with armed robbery recidivated on the same charge and is currently in the Baltimore City Jail. Three offenders escaped from the Maryland Correction Camp Center, one from the Patuxent Halfway House, and one offender is being detained at the Maryland House of Corrections for displinary reasons (see Table VI).

TABLE VI 30-DAY FOLLOW-UP DATA ON PROJECT PARTICIPANTS JUNE 9 - AUGUST 18, 1975

ORIGINAL CHARGE	SUESEQUENT CHARGE	DISPOSITION
Armed Robbery Armed Robbery	Armed Robbery	-Baltimore City Jail -Escaped Md. Corr.
Robbery		Camp Center -Escaped Md. Corr. Camp Center
Assault		-Escaped Paturent Halfway House
Robbery	<del></del>	-Detained in Md. House of Corrections for
Armed Robbery		disciplinary reasonsEscaped from the Md. Corr. Camp Center

Again it is too early to draw any conclusions about the project's impact on this objective. It is anticipated that during the second year of project operation a more in-depth evaluation can be conducted.

The project has already established the mechanism to evaluate the impact of the proejet on its objectives. A site visit conducted by Commission staff indicated that extensive records are maintained on each client. Information such as demographic data, employment history, skill training, criminal record, evaluation, vocational interest are contained in each elient's folder. In addition, project staff has developed several evaluation forms so that the project can be evaluated by the clients as well as by people outside the program.

In summary, the project appears to be a worthwhile resource for Baltimore City High Impact offenders under the supervision of the State correctional institutions. The project is providing job search skills, vocational training and employment. At this time no conclusions can be made about the project's impact on its objectives, because of the short

period of time that project has been operational. However it is envisioned that a more extensive evaluation can be completed during the second year of project operation. It should be noted, however, that some of the evaluation procedures such as the 90 day forms should have already been implemented.

Finally, although an audit has not been completed on this project, when the audit is completed the report recommendations should be implemented by the grantee.

#### ATTACHMENT I

#### Impact Mupower Workshop

#### I. Warm-up Session

#### II. Introduction to Job Search Preparation

- deals with participants and staff members involved in a role play showing application for employment, which will be filmed and shown at a later session for comparison.

#### III. Why Work?

- designed to help motivate the participants to actively seek employment, and to show the importance of employment as a means of personal award.

#### IV. The World of Work

#### A. Job Search Preparation

- deals with showing the participant where to find job openings such as public employment agencies, private employment agencies, social agencies, newspaper want-ads, friends, relatives, etc.

# B. Taking a Realistic Inventory of Self When Applying for Employment

- deals with participant's job expectations exceeding those of participant's qualifications.
- deals with the frustrations of applying for a job.

## C. Applying for a Job

- deals with filling out applications, resumes, and letters of application, etc., on individual and group basis. Concerns regarding arrest of conviction record on the application is discussed.
- deals with getting together all needed information such as; social security card, proof of birth, military records, etc.
- tests client on filling out applications.

## D. How to Take an Employment Test

- how to prepare for the test.
- tips on taking tests.
- giving a sample employment type test.

#### E. Preparing for the Interview

- deals with alerting the participant to the negative attitude of interviewers, getting proper rest, personal appearance, and being prepared to answer specific questions. This session will also include concern with smoking, gum chewing, etc.

#### F. Summary

The participants are involved in the total process of applying for a job. This will be filmed on video-tape equipment. Afterward, comparison between the taped video from the warm-up session will be made. Group discussion will follow.

#### V. Now to Succed on the Job

- deals specifically with punctuality, attendance, good working relationships with co-workers, willingness to accept assignment, drug abuse awareness, unwarranted expectations, dealing constructively with criticism of job performance.

#### VI. Budget

- designed to show participants how to manage expenses according to salary.

#### VII. Benefits & Deductions

- designed to acquaint the participant with such items as blue cross, blue shield, credit union, taxes, and other such payroll deductions.

#### VIII. Critique Session

- client comments on workshop agenda, techniques, etc.

#### IX. Awarding of Certificates

# ATTACHTEAT II ONE MONTH CLIENT FOLLOW-UP FORM

(1-7)	Registration Number
(8-13)	Name
	Address
	Counselor or Parole Agent
	Source of information
	Date
(14-19)	Workshop Completion Date
(20)	Completed Yes No (circle one) (1) (2)
(21)	If no, reason: (circle one)
	<pre>1 employed 2 illness 3 refused to attend 4 incarcerated .</pre>

DATA

(22-23) The client is: (circle one)

01 employed
02 in school
03 in job training
04 pending job
05 pending school
06 pending job training
07 military
08 not interested
09 incarcerated
10 other
11 referred to placement activity

, 1.	If	the client is employed:
	a.	Name of employer
	b.	Position
(24-29)	c.	Date employed HONTH DAY YEAR
(30-33)	d.	Starting hourly wage
(34)	e.	Is job a PSE position? Yes No (circle one (1)
(35)	f.	Job obtained through: (circle one)  1 CETA referral 2 Newspaper Ad 3 Employment Agency 4 Personal Contacts 5 Supervising Agency Contact
2.	If	the client is in school:
86-41)	a.	Starting date
(42)	ъ.	Type of school: (circle one)
		1 college 2 high school program 3 vocational school
3.	If	the client is in a training program:  MONTH DAY YEAR
(43-48)	a.	Starting date
	b.	Name of program
(49)	c.	CETA NON-CETA (circle one) (1) (2)
(50-56)		if CETA program, ID number
4.	0t	her

5. Comments

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