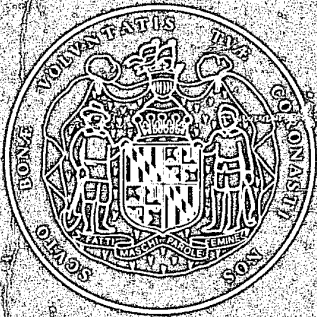


Maryland Governor's Commission on Law Enforcement and the Administration of Justice



54325



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RICHARD C. WERTZ
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aw
FROM: Richard C. Wertz, Executive Director
SUBJECT: 1979 Comprehensive Plan

DATE: October 3, 1978

Enclosed is a copy of Maryland's 1979 Comprehensive Plan, which is a supplement to the 1978 Plan. Since the Law Enforcement Assistance Administration granted multi-year approval for the 1978 Plan, the 1979 Plan is considered a supplementary document and should be read in conjunction with the 1978 Plan.

This Plan Supplement outlines several major problem areas in the State's criminal and juvenile justice system, includes one and five year improvement objectives, and sets out a 1979 action funding program to begin meeting those objectives.

If you have any questions about the Plan, please do not hesitate to contact us.

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Comprehensive Plan 1979

Maryland Governor's Commission on Law Enforcement and the Administration of Justice

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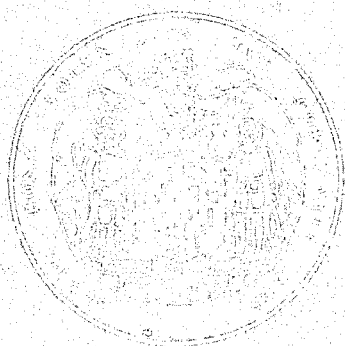
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Introduction

The Maryland Governor's Commission on Law Enforcement and the Administration of Justice was organized by Executive Order in response to the Omnibus Crime Control and Safe Streets Act of 1968 (PL - 90 - 351) and the Juvenile Delinquency Prevention and Control Act of 1968 (PL - 90 - 445). In August, 1973, Congress passed the Crime Control Act of 1973 which amended the Omnibus Crime Control and Safe Streets Act of 1968 and extended Federal assistance to the Commission's activities for three additional years. In 1976, the Act was extended again for another three year period. The Commission has also been designated to coordinate activities and planning related to the "Juvenile Justice and Delinquency Prevention Act of 1977."

Under the provisions of the Crime Control Act, the State of Maryland receives funds from the Federal government which, in turn, are allocated in the form of grants to State agencies and units of local government for the purposes of reducing crime and improving Maryland's law enforcement and criminal justice system. The Crime Control Act also provides funds for the development of State comprehensive law enforcement criminal justice improvement plans and mandates that the allocation of action grant funds to the State by the Federal government be dependent upon the development of adequate comprehensive plans.

The Governor's Commission on Law Enforcement and the Administration of Justice has been assigned the responsibility for preparing the comprehensive improvement plans required by the Crime Control Act, for administering the action grant funds available under the provisions of the Crime Control Act, and for coordinating Federal delinquency prevention and control activities within the State.

The Commission is composed of members appointed by the Governor. The members of the Commission represent all segments of the criminal justice system - police, courts, corrections, and crime prevention - and include local elected officials and community leaders.

The Commission is supported by a staff headed by an Executive Director and composed of personnel with experience in the fields of crime prevention, law enforcement, courts, corrections, juvenile delinquency prevention and treatment, data systems, research and planning, financial administration, and public affairs.

To insure adequate local input for the State's comprehensive planning program, the Governor's Commission has divided the State into five planning regions. Each region is served by a regional planning board composed of elected officials, criminal justice representatives and citizens. Each regional planning board is supported by a staff composed of one or more criminal justice planning coordinators. In addition, jurisdictions with over 250,000 population have criminal justice coordinators, supported with Commission funds, that provide input for the planning process.

The Law Enforcement Assistance Administration granted multi-year approval for Maryland's 1978 Comprehensive Plan. The Comprehensive Plan for Calendar 1979 is therefore an update of the 1978 Plan and should be considered as a supplementary document. Selective updating and revision have taken place based on Federal guidelines and system changes.

The 1979 Plan update (completed in July of 1978) is a product of the Commission, the regional planning boards, units of local government and State agencies. The 1978 Plan and the 1979 Supplement are intended to form the basis for improvements in both the adult and juvenile justice systems. It has been designed to place emphasis on reducing crime and improving the operations of the criminal justice system. This document should be read in conjunction with the 1978 Plan. It is a supplement to that plan and it is not intended to be a complete document.

Chapter II of this Comprehensive Plan Supplement discusses the planning process, the method employed for collecting and analyzing data used in the development of problem descriptions, the setting of objectives and priorities, and the development of the annual action plan.

Chapter III is an update of Existing System Chapter of the 1978 Plan and contains a description of major juvenile justice and related agencies, their activities, resources and capabilities. (See pp. 40-93 and 260-285).

Chapter IV examines the nature and extent of juvenile crime and delinquency in Maryland. (Chapter III, pp. 19-231 of the 1978 Plan should be reviewed for an overall analysis of crime and delinquency in Maryland.)

Chapter V identifies some of the problems confronting Maryland's criminal justice system which have been revised since the 1978 Plan. The problems identified are discussed in terms of their relation to different types of political jurisdictions: State agencies, Baltimore City, urban counties, non-urban counties, large municipalities and small municipalities. All Juvenile Justice Related Problem areas have been updated along with those Problem areas with Juvenile Justice components, the Organized Crime area, and Adult Community Corrections. (See pp. 233-806 of the 1978 Plan for additional information.

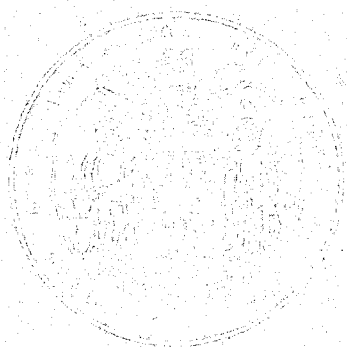
Chapter VI presents the Commission's 1979 funding priorities; one year and five year objectives; and standards and goals changes since submission of the 1978 Plan.

Chapter VII outlines the allocation of grant funds and presents the annual action grants program for 1978.

The Commission believes that the funding available under the provisions of the Crime Control Act and the Juvenile Justice and Delinquency Prevention Act offers the State of Maryland an opportunity to make significant and long delayed changes in its systems of law enforcement and criminal justice. The Commission further believes that the opportunities offered by Federal assistance can be realized only through rational planning in relation to well defined objectives and through effective fund allocation policies. It is felt that the 1978 Maryland Comprehensive Plan and the 1979 Plan Supplement are major steps toward the accomplishment of these goals.

The Introduction Chapter in the 1979 Plan Supplement replaces pages 1 and 2 of the 1978 Plan.

Methodology



II Methodology

SECTION A: THE PLANNING PHILOSOPHY

I. PLANNING: THE GENERAL APPROACH

The philosophy of comprehensive planning adhered to by the Maryland Governor's Commission on Law Enforcement and the Administration of Justice is that planning is similar to research and can be conducted through use of the scientific method. Consistent with this general philosophy, some techniques of research methodology have been used in Maryland's comprehensive planning process to the extent feasible with available resources. More importantly, the technique of defining problems through the use of data and comparing these findings with available standards has also been extensively used. Finally, the Commission has used evaluation reports of existing projects in problem definition and selection of effective program solutions.

II. PLANNING BY TYPE OF JURISDICTION

From a theoretical point of view, a large part of the planning process in Maryland has been centered around the philosophy of planning by type of jurisdiction. Both problems and solutions are discussed within this construct.

For administrative purposes, the Commission has divided the State into five geographic regions. It is clear, however, that within the local areas of each of the regions there are wide variations and dissimilarities in the socio-economic and sub-cultural character, needs, interests, and problems. The requirements of sparsely populated, non-urban counties differ markedly from the municipalities they may contain or the urban counties they border. Large municipalities have problems and needs which differ in degree and kind from smaller towns and cities. These considerations suggest that for the purposes of program planning, local units of government should be grouped by type of jurisdiction. Most program planning should be in accordance with the needs of these types of jurisdictions, rather than by regions which may contain several of these diverse types. However, it is recognized that regional needs must be considered in developing plans.

The Commission has designated six types of jurisdictions for planning purposes: Baltimore City, Urban Counties, Non-Urban Counties, Large Municipalities, Small Municipalities, and State Agencies. (In the Annual Action Plan, non-urban counties and small and large municipalities are grouped under the category of "Others".) The first five types of jurisdictions bring together

into fairly uniform and rational groups those local governments which share common needs, which are alike in demographic distributions and governmental structure, which provide similar and comparable services, and whose problems are sufficiently alike to afford direct comparison and parallel evaluation. A brief statistical profile of the populations of each of the five jurisdictional groups is presented in Table III-1 of Chapter III. A comparison of the crime rates of these same groups is shown in Table IV-78 of Chapter IV of the 1978 Plan. In the discussion that follows, the character of each of these types of jurisdictions will be summarized.

Baltimore City stands apart in two pronounced ways. In social and demographic composition, it is Maryland's most densely populated, most highly urbanized and industrialized area experiencing all of the social problems which this concentration seems to engender. The governmental organization and governmental services and functions are quite distinctive to Baltimore City due to the City's historic development and legal evolution. Baltimore is one of the most densely populated cities on the seaboard with over 11,000 people per square mile.

Baltimore City's crime problem is illustrated by crime rates which are for the most part high for a city of its size on the eastern seaboard. When comparisons are made on a State-wide basis, Baltimore City's crime problems appear to overshadow and outweigh the problems of the rest of the State. Fifty-four and one tenth (54.1) percent of all violent offenses and 25.9% of all property offenses committed within the State are committed within the City's limits. About 21% of the State's population lives in the City.

The urban counties include Baltimore, Anne Arundel, Prince George's, and Montgomery Counties. They exhibit striking similarities despite decided local differences which characterize each separately. Their average density of about 1,000 persons per square mile is 11 times less than Baltimore City's and nearly 10 times more than the third jurisdictional type, the non-urban counties. The population rates of change are high, from an annual increase of 2.6% for Baltimore County to 8.5% for Prince George's County. This indicates continuing development and increasing urbanization. All four counties still contain large areas with pronounced non-urban character, but with an obvious potential for urban growth.

The urban county governments are similar in that each county's influence is dominant in all but a few of its municipal areas. All of the urban counties have active and well organized county police departments. There are no incorporated municipalities in Baltimore County, only one major incorporated municipality in Anne Arundel County, and only eight with greater than 1,000 population in Montgomery County; therefore, the responsibility of providing criminal justice services is clearly with the county governments. Although this is not the case in Prince George's County where there are a substantial number of incorporated cities and towns, the role of the County government is generally predominant.

The violent crime rate in urban counties is higher than that in the non-urban counties. The violent crime rate for urban counties in 1977 was 616.8 while the rate for non-urban counties was 316.2. Property crime rates of the urban counties exceed those of the non-urban counties by almost fifty percent. The total property crime rate in 1976 for the urban counties was 5227.0. The corresponding figure for the non-urban counties was 3319.1. These figures highlight the crime patterns peculiar to the urban areas where robbery and assault are quite frequent and where, because of the opportunities presented by shopping centers and urban residential areas, burglary, housebreaking, theft from buildings, auto theft and larceny from autos are also common.

Approximately 53% of the State's population resides in the four urban counties.¹ All four counties are designated components of the Standard Metropolitan Statistical Areas of either Washington or Baltimore. The population is fairly homogeneous--91% White, and with income well above the State median. There are few areas of pronounced poverty.

There are 19 non-urban counties in Maryland. Although possessing a much wider range of characteristics than the urban counties they are alike in several important ways. They are, generally, sparsely populated. Changes in the counties are usually gradual and evolutionary. Their crime rates are generally low.

¹This includes the populations of the municipalities in urban counties.

The density of the non-urban counties, as a whole, is 117.4 persons per square mile. The highest county density is 254.6 in Harford County and the lowest is 32 in Garrett County.

Unlike the urban counties, the tempo of population change is moderate. Excluding the five non-urban counties nearest Washington and Baltimore, the annual rate of change has indicated less than a 2.0% increase in population per year. In three cases, Dorchester, Somerset, and Allegany Counties, the populations have been declining.

In the five non-urban counties closest to Washington and Baltimore, the annual growth rates are higher than those of the urban counties. The counties and their annual growth rates are Howard (7.1%), Harford (5.0%), Carroll (3.1%), Charles (4.6%), and Calvert (3.1%). The first three are included by the Bureau of the Census in the Baltimore Standard Metropolitan Statistical Area and Charles County is included in the Washington Standard Metropolitan Statistical Area. Despite the high growth rates, it is obvious that these counties are experiencing only the initial onset of urbanization.

Excluding population size, the large and small municipalities are very similar. Many of the services provided to the inhabitants of towns and cities are furnished by county or State agencies. These include educational, vocational, and rehabilitation programs, welfare and mental health services and the operation of the local correctional facilities. All of these services affect the incidence of municipal crime. The crime rates for the more densely populated towns are far higher than the rates of the surrounding county areas. The consideration of these municipalities apart from the urban or non-urban counties wherein they are located allows the proper focus on the types of services these jurisdictions provide, such as prevention and public safety, and on the services needed.

In the State of Maryland, a population of 15,000 appears to be a natural division for the two types of municipalities. This assigns 12 cities to the large municipalities' category with their population representing 6% of the State total. Approximately 3.3% of all violent offenses and 5.5% of all property offenses committed in the State occurred within these cities in 1976.

Seventy incorporated cities and towns with populations less than 15,000 are grouped within the small municipality type of jurisdiction. This category includes 2.8% of the State's population. forty-four of these towns have full-time police departments that report crime statistics to the Maryland State Police.

State agencies are included as a distinct entity because many criminal justice functions in Maryland are performed at the State level. These State level agencies have distinct needs and problems which necessitate their being considered as a specific entity. In addition, it is necessary to analyze and plan for their needs as they have their local or regional offices. An important component of this activity is the coordination of local programs with supportive State projects.

III. AN OVERVIEW OF THE 1979 PLANNING PROCESS

The development of the 1978 Plan and the 1979 Plan Supplement focused on the analysis of crime data on reported offenses and arrests, as provided State-wide for selected jurisdictions through the State's Uniform Crime Reporting (UCR) program. Also, there was continued assessment of the National Advisory Commission's Standards and Goals and their applicability to the Maryland existing system.

Six committees, made up of Commission members and divided by functional area, were formed in 1974 to evaluate the adaptability of the National Advisory Commission's Standards and Goals and of standards and goals promulgated by other committees, councils and commissions to the Maryland criminal justice system. Staff members were assigned to each committee to provide support services. An initial review of the standards was done by Commission staff. This involved analyzing the standards to determine whether they were State or local, applicable or not applicable, priority or non-priority. They were then assigned to one of the committees--Training and Education, Information Systems, Police, Courts, Adult Corrections, or Organized Crime. The committees met during 1974 and 1975 to review, modify, strengthen, and adopt selected standards. Reports were made to the Commission at several meetings since the Standards program's inception. Selected standards were adopted by the Commission and incorporated into applicable chapters of the 1975 and 1976 Plans. Standards tentatively approved by the Commission in 1974 and 1975 were circulated to local criminal justice persons for their review and comment. During 1976, additional work in the area of standards and goals was completed, with significant activity in the area of Courts standards. During 1977 additional standards were reviewed in the area of Police and Corrections. Efforts also began in developing standards in the area of juvenile delinquency prevention and treatment. The Commission's Juvenile Justice Advisory Committee has begun a comparative analysis of The National Advisory Commission's standards and other national organization's standards, and during late 1978 and 1979 will be developing a comprehensive set of Juvenile Justice Standards and Goals relating to the State of Maryland.

In the 1979 Comprehensive Plan Supplement, the Commission's efforts in the area of standards and goals are evident. Applicable standards and goals are included in the problem area descriptions, outlining the steps the Commission feels are necessary to improve the state of the criminal justice system. A section has been developed which details standards and goals established to date and relates these to Commission areas, long range goals and to one and five year objectives. The standards and goals are stated in terms of levels of achievement to be attained within specific time frames. Finally, the standards and goals are tied into projects envisioned by the Commission in its Annual Action Plan.

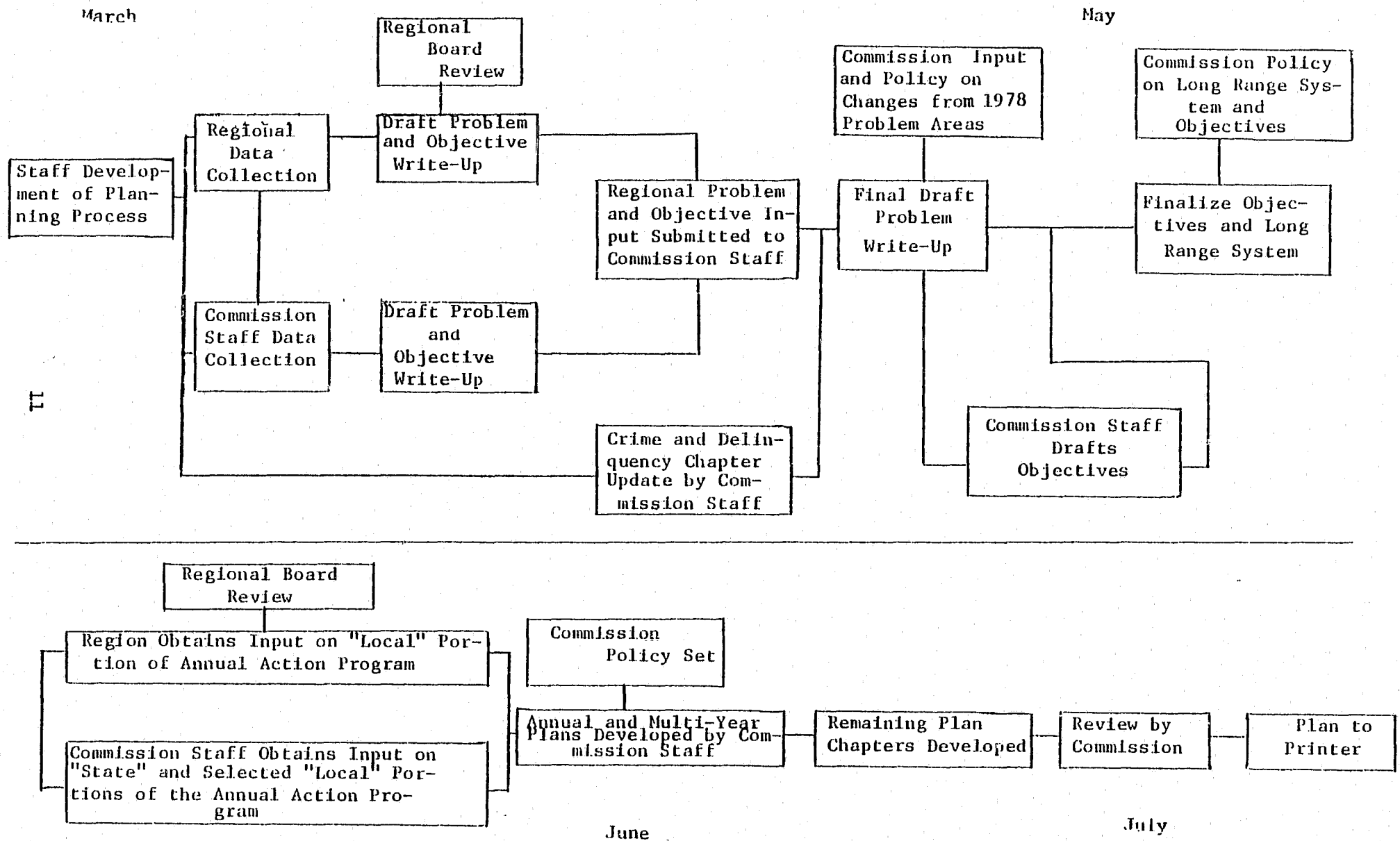
Input from the five regions and relevant State and local government was solicited by staff to identify changes in the nature and scope of the 1978 Plan. Since the 1978 Comprehensive Plan was granted multi-year approval, the 1979 Plan contains only those problem descriptions needing updating since the 1978 Plan was developed and all problem descriptions involving juvenile justice and delinquency prevention matters.

In the 1979 Plan Supplement, continued emphasis was devoted to developing five year objectives that are comprehensive and measurable. Quantifiable objectives enable the Commission to better evaluate the effectiveness of action programs designed to solve the criminal justice problems outlined in the Comprehensive Plan.

The attached flow chart of the 1979 planning process illustrates the step-by-step generation of the Comprehensive Plan. Regional or individual local government input into this process primarily reflects data, suggestions, and other information gathered from local agencies. Commission staff planners solicited and gathered input from State agencies. In this way, the process of updating, revising and modifying was a coordinated effort between the Governor's Commission staff and the five regional planning agencies to acquire information at the State and local levels. Finally, meetings were planned at strategic points during the planning process to insure that all Commission members had the opportunity to establish policies and provide input for the development of the Plan.

MARYLAND GOVERNOR'S COMMISSION ON LAW ENFORCEMENT AND
THE ADMINISTRATION OF JUSTICE

1979 PLANNING PROCESS



SECTION B: IDENTIFICATION OF MAJOR CRIMINAL JUSTICE PROBLEMS

I. INTRODUCTION

Section B describes the process whereby major criminal justice problems were identified. The 1979 Plan Supplement reflects problem descriptions which the Commission decided to revise from the 1978 Plan. All juvenile justice problem areas were included in this revision.

II. DEVELOPMENT OF 1978 PROBLEM DESCRIPTION

The extensive data collection process of previous years yielded problem descriptions which the Commission believed would have practical applicability for several Plan periods. Therefore, the intent of the 1979 process was to only update and appropriately revise those problem descriptions where significant changes had occurred since the 1978 Plan. These include problems relating to Crime Prevention (PRE-1), Police Communications (POL-7), Prosecutorial Services (CT-4), Defense Services (CT-5), Adult Community Rehabilitation (COR-3), Correctional Standards (COR-5), Juvenile Rehabilitation (JD-1 - JD-8), Juvenile Information Systems (RES-2), Program Planning and Evaluation (RES-3), Organized Crime (COP-2), Criminal Justice Facilities (CON-1), Citizen Involvement (CI-1) and Criminal Justice Education (CJE-1).

Commission and regional staffs contacted all agencies cited within the 1978 problem descriptions to obtain the necessary updated information. Tables, footnotes, and data citations were changed accordingly. Some content changes also resulted from the information received from these agencies. Additionally, regional staff input and regional board recommendations were reviewed on all problem descriptions. Also, the Commission's Juvenile Advisory Committee submitted recommendations. The Commission staff evaluated and utilized these regional and special committee recommendations to update and modify the problem descriptions as appropriate. Finally, Commission funding activities and evaluations, and new program development by the Commission and other agencies resulted in some content modifications. Significant changes in problem area definitions were made by the Commission in the areas of juvenile delinquency and corrections.

The 1979 problem descriptions changes were submitted to the Commission for final review and approval. The Commission reviewed staff, regional board, Juvenile Justice Advisory Committee, and State agencies' recommendations. Approval of the problem descriptions changes was obtained from the Commission at a meeting in May, 1978.

SECTION C: SETTING OBJECTIVES

When the problem descriptions were updated and revised, the Commission's objectives were reviewed to insure that they were directed towards solving a manageable portion of each problem over a five year period.

The Commission staff initially re-examined each problem area identified and each Commission objective formulated in the 1978 planning process. In some cases, the Commission objectives were redefined so as to conform to specific criteria for selecting objectives. In most cases, however, the 1978 Plan objectives were kept intact. Additionally, regional recommendations were solicited as to the content and scope of these objectives. Input was also received from the Juvenile Advisory Committee and State agencies.

During the objective-setting process, it was considered imperative that standardized criteria be utilized in selecting and formulating objectives. To this end, Commission staff members attempted to develop criteria which would yield objectives amenable to quantification and evaluation. These criteria were:

1. The objectives selected had to be accomplishable given the current state of the art.
2. The objectives selected had to be governmentally appropriate.
3. The objectives selected, once accomplished, would have to represent significant advances in the criminal justice system.
4. The objectives selected had to be accomplishable within a five-year time period.

The immediate Commission priorities were based on the relative importance of the program goal and the feasibility of implementation in the coming year.

The Commission's Five Year Objectives related to Crime Prevention (PRE-1), Correctional Manpower (COR-1), Treatment and Rehabilitation Services in Adult State Correctional Institutions (COR-4), Juvenile Screening and Diagnostic Capabilities (JD-2), and Administrative and Management of Juvenile Courts (JD-8) were revised during the 1979 Planning Process.

SECTION D: DEVELOPMENT OF THE ANNUAL ACTION PLAN

The development of the Annual Action Plan entailed extensive contacts between Commission staff, regional staff, and local and State-level criminal and juvenile justice agencies. These contacts reflect a desire to collect as much regional planning agency, and local and State criminal justice agency input as possible to make planning and budgetary decisions reflect the needs of those agencies. The tripartite process for obtaining this information consisted of the following:

1. Firm and Carry Forward List. The Commission staff reviewed previously-funded State and local grants that staff expected would come up for refunding during 1979. In connection with this effort, all available materials on each funded project were reviewed. This review process consisted of a determination of project eligibility for refunding, excluding (generally speaking) equipment grants, management/feasibility study grants, other single-year funded grants, and projects that have been funded for three years. Additionally, non-recurring budget items were excluded from portions of eligible grant budgets. Finally, the remaining budget figures for refunding were increased by a fixed percentage to account for cost of living increases. All amounts were compiled by functional (and multi-functional) program areas. These firm and carry forward figures were then segregated by the types of jurisdictions utilized in planning--State-level, Baltimore City, urban counties, and others. The "other" category included large municipalities, small municipalities, and non-urban counties. Detailed worksheets developed and used by Commission staff enabled them to make more concise forecasts of refunding costs.
2. Regional or Local Recommendations. Once firm and carry forward commitments were identified, it was determined that a limited amount of new money would be available from the 1979 allocation of LEAA funds for new program development. The regional staff were instructed to meet with local criminal and juvenile justice agencies to determine which new projects relating to Commission objectives the local agencies were interested in for new funding. The regional staff were also asked to verify the firm and carry forward figures for local refund grants on the worksheets developed by Commission staff. Once the regional planning agency Annual Action Plan was developed, regional board review and approval was obtained. It should be noted that no mini-block plans were received from eligible jurisdictions in the State.

3. State-Level Input. The Commission staff approached the development of the State-level Annual Action Program in a fashion similar to that of the regions. Firm and carry forward figures were confirmed with the appropriate State agency officials and new program development information was solicited. It should be noted that the State did not establish a Judicial Planning Committee and that the Commission Staff worked with the Administrative Office of the Courts on input from the Judicial System.

All local and State input into the 1978 Annual Action Plan was submitted following a newly developed format which provided greater descriptive material. Included on the form were:

1. Project Title
2. Program Area
3. Project Summary (Strategy and Objectives)
4. Potential Impact on Commission Five Year Objectives
5. Budget Summary

This comprehensive information assisted the Commission and Commission staff in its planning and programming activities.

The next step in the formulation of the Annual Action Plan entailed the review by functional area planners of the new and refund projects reflected in the regional and State input for items requested for expansion and for consistency with five year objectives and Commission priorities. Total local and State level requests exceeded new monies available by \$10,600,000. Primary emphasis in the budgetary decision-making process was placed on the consistency of projects with Commission and local priorities.

Based on the material submitted and its consistency with five year objectives and Commission priorities, the Commission staff developed a draft budget. This was reviewed, modified and finalized by the Commission at a June meeting.

This Chapter replaces pages 3 - 18 of the 1978 Comprehensive Plan.

SECTION E: DEFINITION OF CONCEPTS

This section defines concepts used in the Plan which do not have commonly-used definitions among the criminal justice systems of the Nation. Although some of these terms also are defined in other parts of the Plan, a single listing of concepts and definitions was thought to be useful to the reader.

ADJUDICATION. This term refers to one of the five functional areas used to classify the component agencies of the criminal justice system in Maryland. Adjudication includes the functions of the courts, court-related services, bail system, prosecution, and defense.

ADULT REHABILITATION. This functional area encompasses both adult institutional and non-institutional rehabilitation programs for offenders and adult pre-trial detention operations.

AFTERCARE. This concept refers to the provision of supervision and counseling services to adjudicated delinquents committed to an institution for juvenile offenders. Aftercare is similar to its adult counterpart--parole--with the exception that while both involve the provision of services to a person once he has been released from an institution, aftercare services also are provided to the child by his assigned aftercare worker as soon as the juvenile has been committed to the institution.

CHILDREN IN NEED OF ASSISTANCE (CINA). The category CINA includes children who need the assistance of the juvenile court because they are mentally handicapped or are not receiving proper care and attention and whose parents, guardians or custodians are unable or unwilling to give proper care and attention to the children and their problems.

CHILDREN IN NEED OF SUPERVISION (CINS). The category CINS includes those children under 18 years old committing juvenile status offenses such as truancy, running away from home, and ungovernable behavior, which are forms of behavior that would not be considered illegal if committed by an adult.

CRIME PREVENTION. This functional area includes activities which have potential or actual roles in the prevention of crime and delinquency (including CINS).

CRIME RATE. This refers to the absolute number of offenses per 100,000 population, and is calculated by multiplying the number of crimes by 100,000 and then dividing by the population of the geographic area from which that number of crimes was reported.

CRIME SPECIFIC PLANNING. This refers to a goal-setting and evaluation process aimed at developing programs to reduce the incidence of a selected UCR Offense within a specific geographic area of a jurisdiction.

DETECTION, INVESTIGATION, AND APPREHENSION. This functional area encompasses State and local policing agencies, such as local police departments and sheriff's offices.

DETENTION. The temporary care of children or adults who, pending court disposition, require secure custody for the protection of themselves or the community in physically restricting facilities.

FUNCTIONAL AREA. In the 1979 Plan, criminal justice agencies and available resource agencies to the criminal justice system are categorized into five groups, called functional areas. Within each group are included agencies that carry out common functions. These functions are as follows: Crime Prevention; Detection, Investigation, and Apprehension; Adjudication; Adult Rehabilitation; and Juvenile Rehabilitation.

GROUP HOME. This term refers to a community-based residence that has the physical capacity, resources and program to care for a select group usually from eight to 12 children under 18 years of age (when accepted for care) on a 24-hour basis. All children are under the supervision of the Department of Juvenile Services.

JUVENILE DELINQUENT. A child who has committed a delinquent act and requires guidance, treatment, or rehabilitation.

JUVENILE REHABILITATION. This functional area encompasses juvenile detention programs and juvenile residential and non-residential treatment programs for adjudicated delinquents and Children in Need of Supervision.

LARGE MUNICIPALITY. This term refers to any incorporated Maryland town or city with a population of 15,000 and greater. The following municipalities meet these criteria: Annapolis, Bowie, College Park, Cumberland, Frederick, Greenbelt City, Hagerstown, Rockville City, Salisbury, Takoma Park, Hyattsville, and Aberdeen.

LARGE POLICE DEPARTMENT. This term refers to police departments with 100 or more sworn personnel, and represents an operational definition used in the planning process to determine which specific police departments should be administered particular types of data collection instruments.

MEDIUM SIZE POLICE DEPARTMENT. This term refers to police departments with 10 to under 100 sworn personnel, and represents an operational definition used in the planning process to determine which specific police departments should be administered particular types of data collection instruments.

MULTI-FUNCTIONAL AREA PROBLEM. This term refers to one of the eight categories used to group the problem areas discussed in Chapter VI: Problem Descriptions. The other five were the five functional areas. Included in the Multi-Functional Area Problem category are those types of problems which are, at least in part, the result of the current interaction patterns among agencies within different functional areas, and/or those problems whose solution involve modified or new interaction patterns among agencies in more than one functional area.

NON-URBAN COUNTY. This term includes the following 19 counties: Allegany, Calvert, Caroline, Carroll, Cecil, Charles, Dorchester, Frederick, Garrett, Harford, Howard, Kent, Queen Anne's, St. Mary's, Somerset, Talbot, Washington, Wicomico, and Worcester Counties.

ORGANIZED CRIME. This term not only includes the large scale, interstate, national crime syndicate that is often cited, but also the intra-state or even intra-community organization among criminals.

REHABILITATION. See "TREATMENT".

SHELTER HOME. This term refers to a facility used for the short-term residential care of a child, often for the purpose of crisis intervention or emergency placement. The home may care for one child or more depending on the capabilities of the shelter home "parents" and structural limitations. A shelter home may be used in lieu of detention by an Intake Consultant, the Court Services staff, or by the Court itself following any hearing. "Short-term" is defined as overnight to 10 days although in certain instances the maximum may be exceeded. The care given is of a simple nature--room, board and limited supervision from the shelter home "parents" with follow-up by the Court Services Worker assigned.

SMALL MUNICIPALITY. This term refers to any incorporated municipality in Maryland with a population less than 15,000 persons.

SMALL POLICE DEPARTMENT. This term refers to police departments with fewer than 10 sworn personnel, and represents an operational definition used in the planning process to determine which specific police departments should be administered particular types of data collection instruments.

SPECIALIZED FOSTER HOME. This term refers to a treatment alternative for adjudicated delinquents and Children in Need of Supervision which provides non-institutional specialized residential care for individual children exhibiting varying patterns of behavior and/or social problems. This is accomplished in a homelike atmosphere as opposed to an institutional one. Children are selectively placed with trained foster parents.

STANDARDS AND GOALS: This term refers to the guidelines for the establishment of optimum conditions within the criminal justice system.

TREATMENT. In the 1979 Plan, "Treatment" and "Rehabilitation" are used synonymously to refer to the provision of services to adult offenders, delinquents, and Children in Need of Supervision by criminal or juvenile justice correctional programs.

TYPE OF JURISDICTION. In the Comprehensive Plan, within each functional area problems were analyzed and annual and multi-year plans developed in accordance with six "types of jurisdiction"--State agencies, Baltimore City, Urban Counties, Non-Urban Counties, Large Municipalities, and Small Municipalities.

URBAN COUNTY. This term includes the following counties: Anne Arundel, Baltimore, Prince George's and Montgomery Counties.

YOUTH SERVICE BUREAU. This refers to a multi-purpose, community-based center offering services and referral capability to delinquents, Children in Need of Supervision and delinquent-prone youth to enable them to avoid behavior which could result in contact with the juvenile justice system.

III

Existing Systems

INTRODUCTION EXISTING SYSTEMS

This chapter of the Plan divides the components of the existing juvenile justice system into two functional classifications: Crime Prevention and Rehabilitation.

The Crime Prevention category includes agencies such as the Mental Health Administration and the Division of Vocational Rehabilitation which have an actual or potential role both in the prevention of crime and delinquency and the treatment of offenders.

The Juvenile Rehabilitation sections address community-based and residential treatment programs in Maryland for juvenile offenders.

CRIME PREVENTION

I. INTRODUCTION

Several non-criminal justice system agencies are involved in the prevention of crime in Maryland. The agencies and departments discussed in this section are included because of their actual or potential roles in the prevention of crime and delinquency. They also are included because they are instrumental in the provision of supplemental services to juvenile.

In this section, emphasis will be placed on the social service factor of crime prevention. The State Department of Health and Mental Hygiene, for example, contributes to the health and safety of Maryland citizens through local departments. These local health departments, funded through the Department of Health and Mental Hygiene, assist the crime prevention effort by supplying basic human needs and, in conjunction with law enforcement agencies, by operating centers for the treatment and control of drug abuse. The State and local departments of education have the responsibility for the education and training for Maryland youths. Local school systems, in addition to providing trained school guidance counselors to assist young people, offer vocational rehabilitation and employment referral services in conjunction with the State Department of Human Resources and the Division of Vocational Rehabilitation of the State Department of Education. The State of Maryland also offers a number of programs and services aimed at the general welfare of residents.

The concept of community-based programs is taking a larger role in crime prevention efforts in Maryland. These programs deal with the person within the community, giving the person a chance to seek help and remain out of the criminal justice system. The youth services bureau and other diversion programming, are examples of such community-based programs and are discussed later in this report.

Recognizing that to some extent crime is attributable to the lack of basic needs such as food, clothing, shelter, recreation, and education, State agencies in Maryland work to prevent crime by supplying these basic needs.

It is the purpose of prevention, therefore, to guide the normal development of human behavior and to mold this behavior into useful and production patterns which will contribute to the welfare of the individual and society.

II. SOCIAL SERVICE AGENCIES

Introduction

There are several agencies which operate programs to assist those Maryland citizens who are socially and economically disadvantaged. One of these, the Department of Human Resources, has as its major goal the improvement of communications among programs of the Department which effect the total welfare of Maryland citizens. The remaining agencies in this section are responsible for providing social welfare services to citizens, and are part of the Department of Human Resources.

A. Department of Human Resources¹

Chapter 96 of the Act of 1970 created the Department of Employment and Social Security. Chapter 382 of the Act of 1975 changed the name to the Department of Human Resources. The geographical and legal jurisdiction of this Department is the entire State of Maryland. Although headquarter offices are located in Baltimore City, there are offices and branches located throughout the State.

The Department is comprised of the office of the Secretary, Office of Administration, Office of Program Planning and Evaluation, Office of Program Coordination, Social Services Administration, Employment Security Administration, Maryland Office of Economic Opportunity and various related Boards, Commissions and Advisory Councils. The total net expenditures by agency and source of funds is presented in Table III-1.

¹Maryland Department of Budget and Fiscal Planning, Maryland State Budget for Fiscal Year 1978.

TABLE III-1

NET EXPENDITURES BY AGENCIES AND BY SOURCE OF FUNDS
July 1, 1975 - June 30, 1976

	TOTAL EXPENDITURES	SOURCE OF FUNDS			
		FEDERAL	STATE	LOCAL	PRIVATE
TOTAL	\$ 320,565,745	52.38% \$ 167,915,830	40.32% \$ 129,240,425	5.07% \$ 16,241,576	2.23% \$ 7,167,914
Office of the Secretary	281,168	147,083	134,085		
Social Services Administration*	278,615,405	133,828,348	121,377,567	16,241,576	7,167,914
Employment Security Administration**	23,424,183	22,363,346	1,060,837		
Office of Administration	6,884,156	1,598,009	5,286,147		
Office of Program, Planning and Evaluation	9,776,316	9,098,742	677,574		
Office of Program Coordination	1,269,966	612,579	657,387		
Office of Economic Opportunity	314,551	267,723	46,828		

SOURCE: Annual Report, Department of Human Resources, 1976.

NOTE: *Excludes Food Stamps Issued -

**Excludes Unemployment Benefits and Allowances Paid - See Employment Security Administration Section.

The purposes and goals of this organization are to improve communication among the programs of the Department which affect the total welfare of Maryland citizens; to produce a high degree of coordination between the Social Services Administration, the Employment Security Administration, the office of Economic Opportunity and various boards and commissions; and to clearly define lines of communication and responsibility among the component divisions of the Department. In addition, the Department of Human Resources seeks to provide State residents with the full range of services offered by the Department; to increase cooperation between the Department and other agencies such as the Juvenile Services Administration, the Division of Correction, and employment service agencies on a more consolidated basis; and to provide resources such as counseling services, employment referral opportunities, and technical assistance in the areas of employment and social services to organizations and other State agencies in an attempt to solve social problems existing within the State of Maryland. The major components of the Department of Human Resources and their programs that relate to youth and the juvenile and criminal justice system are described below.

1. Social Services Administration²

The Social Services Administration, formerly the State Department of Social Services, was established as a result of Chapter 96, Act of 1970, Laws of Maryland, which became effective September 1, 1970. This Act also brought the Social Services Administration under the direction and control of the Maryland Department of Employment and Social Services whose name was changed effective July 1, 1975 to the Department of Human Resources.

The Social Services Administration is designed to concentrate on improved and intensive social services and counseling to help people help themselves. In conjunction with 24 local departments of social services throughout the State, the purpose of this State agency is to strengthen family life and the life of the community towards obtaining those social factors necessary for

² Ibid., p. 4

TABLE III-2
NET EXPENDITURES FOR THE SOCIAL SERVICES ADMINISTRATION - BY PROGRAM
July 1, 1975 - June 30, 1976

	TOTAL EXPENDITURES	SOURCE OF FUNDS			
		FEDERAL	STATE	LOCAL	PRIVATE
TOTAL	\$278,615,405	48.03% \$133,828,348	43.57% \$121,377,567	5.83% \$16,241,576	2.57% \$7,167,914
Aid to Families with Dependent Children	151,362,255	71,731,326	69,697,657	4,175,192	5,758,080
Emergency Assistance to Families with Children	4,688,181	2,343,932	2,343,932	303	14
Foster Care Payments	16,937,686	3,412,266	9,287,903	3,072,183	1,165,334
General Public Assistance	20,460,219	564,591*	17,014,842	2,847,607	33,179
General Public Assistance to Employables	2,187,047		979,539	1,206,364	1,144
Public Assistance Adults-Aged	192,845		163,845	28,851	149
Public Assistance Adults-Blind	5,421		4,651	770	
Public Assistance-Adults-Disabled	273,527	191	244,483	25,603	3,632
Public Assistance to Families with Dependent Children	646,456		640,443	5,096	917
State and Local Training IV A	786,259	589,695	196,564		
State and Local Training XX	2,333,127	1,749,847	568,071	469	14,740
Social Services - Provided IV A	8,354,884	5,672,230	2,440,603	219,849	22,202
Social Services - Provided XX	27,550,327	20,095,568	6,967,268	396,248	91,243
Social Services-Purchased IV A	3,121,647	2,684,146	437,501		
Social Services-Purchased XX	9,405,354	9,737,295	331,941		
Maintenance Assistance	13,074,917	5,112,373	7,751,047	211,497	
Child Welfare Services	841,465	841,465			
Work Incentive Program	2,254,472	2,029,316	216,312	8,844	
Supplemental Security Income	334,177	334,177			
Title XIX	3,704,264	1,852,131	1,840,277	11,856	
Food Stamp Administration	6,775,598	3,412,409	420,788	2,942,401	
Appalachian Regional Commission	777,877	584,234	142,595		51,048
Child Support Enforcement	935,406	701,225	207,949		26,232
All Other Programs	1,611,994	380,313	143,238	1,088,443	

SOURCE: Department of Human Resources Annual Report.

NOTE: *For Federal Refugee Programs.

healthy individual and community development. The Administration attempts to achieve this purpose by granting financial assistance and social services to those who are in need of them. Since financial assistance alone will not provide the means for helping people become self-sufficient, the Department has been directing its efforts toward expanding and improving services. Net expenditures for the Social Services Administration by program area is outlined in Table III-2. The major program components within the Social Services Administration are as follows:

General Administration. The General Administration of the Social Services Administration governs the direction, supervision, and control of all activities of local departments financed in whole, or in part, by the State. It includes among its activities, the setting of uniform standards of eligibility for public assistance payments and related social services functions. The Fair Hearings Unit is included in this program and provides citizens with a means to appeal decisions of local social services departments.

Public Assistance Payments. This program provides funds for public assistance payments to persons living without sufficient resources to meet necessary expenditures for daily living.

The program also provides for Supplements to the Federal Supplemental Security Income (SSI) recipients whose monthly SSI allowances are less than the assistance paid to recipients of the former Old Age Assistance, Public Assistance to the Needy, Blind, and Aid to Permanently and Totally Disabled federal programs.

The program includes the following payment categories:

1. General Public Assistance - This program provides financial assistance for adults who are ineligible for any other category of assistance and who have a demonstrable need because of unemployment or part-time employment due to a diagnosed mental or physical impairment. This program is funded entirely from State and local funds.
2. General Public Assistance to Employables - This program provides financial assistance to meet the temporary needs of an employable Maryland resident who is not eligible for any

other category of assistance. This is an optional program available only in local subdivisions requesting it. Fifty percent State funds are provided to match local funds up to the maximum allowance, with the option of additional one hundred percent local supplementation.

3. Public Assistance to Adults - This program provides supplements to Federal Supplemental Security Income (SSI) recipients whose monthly SSI allowance is less than the assistance paid to recipients of the former Old Age Assistance, Public Assistance to Need Blind, and Aid to permanently and Totally Disabled federal programs. The program also provides supplements to persons whose allowable needs exceed their Supplemental Security Income and other income. This program is funded from State and local funds.
4. Aid to Families with Dependent Children (AFDC) - This program provides financial assistance to: (a) dependent children and their caretakers who are deprived of support by reason of death, illness or incapacity, or continual absence of a parent; (b) an impoverished family when the father is employable, registered for work, but currently without a job. The Federal government provides 50% of the funds of this program. State and local funds make up the remaining 50% share.
5. Public Assistant to Families with Children - This is a "hold harmless" category of assistance to assure that no family suffered a grant reduction as a result of implementing the Consolidated Standard of Need of July 1, 1975. Additionally in 1979 this program includes children, living with non-legally responsible relatives, who are not eligible for continued Federal financial support. This program is funded from State and local funds.
6. Emergency Assistance to Families with Children - This program provides financial or in-kind assistance to avoid a situation of destitution or lack of adequate living arrangement resulting from situations such as lack of necessary food, fuel or shelter, disaster such as fire or flood, or being stranded away from home. This program is funded from 50% Federal funds and 50% State and local funds.

TABLE III - 3

NET EXPENDITURES FOR AID TO FAMILIES WITH DEPENDENT CHILDREN
BY SOURCES OF FUND AND BY DEPARTMENT

July 1, 1975 - June 30, 1976

Department	Caseload		Total Expenditures
	Monthly Avg. for Year	June, 1976	
Total	212,793	210,444	\$151,362,255
City of Baltimore	131,896	130,062	91,975,396
Total - Counties	80,897	80,082	59,386,859
Allegany	2,091	2,251	1,534,282
Anne Arundel	10,675	10,339	7,676,154
Baltimore	8,970	8,971	6,854,107
Calvert	1,630	1,659	1,126,831
Caroline	1,105	1,146	798,385
Carroll	1,361	1,395	997,406
Cecil	2,075	2,113	1,483,383
Charles	3,200	2,856	2,008,179
Dorchester	1,414	1,455	928,178
Frederick	1,369	1,381	1,030,129
Garrett	884	830	611,778
Harford	4,265	4,307	3,087,416
Howard	584	680	433,536
Kent	444	453	316,070
Montgomery	9,837	9,975	8,658,159
Prince George's	21,922	20,921	15,473,149
Queen Anne's	676	679	484,207
St. Mary's	2,101	2,121	1,424,425
Somerset	648	664	438,125
Talbot	416	454	293,598
Washington	2,287	2,291	1,680,526
Wicomico	2,538	2,641	1,764,871
Worcester	405	500	283,965

¹Payments from parents, social security, etc.

SOURCE: Department of Human Resources Annual Report.

TABLE III -4

NET EXPENDITURES FOR PAYMENTS FOR EMERGENCY ASSISTANCE
FAMILIES WITH CHILDREN BY SOURCE OF FUNDS AND BY DEPARTMENT

July 1, 1975 - June 30, 1976

Department	Caseload		Total Expenditures
	Monthly Avg. for Year	June, 1976	
Total	1,949	1,745	\$4,688,181
City of Baltimore	1,449	1,387	3,597,244
Total - Counties	500	358	1,090,937
Allegany			318
Anne Arundel	72	55	161,280
Baltimore	47	37	95,878
Calvert	10	12	20,554
Caroline	10	4	18,444
Carroll	15	13	35,848
Cecil	4	2	6,174
Charles	23	9	41,854
Dorchester	9	7	16,020
Frederick	4	8	7,448
Garrett	3	5	5,496
Harford	12	6	20,644
Howard	1	-	2,200
Kent	1	1	2,174
Montgomery	24	24	57,757
Prince George's	223	144	534,354
Queen Anne's	2	2	1,190
St. Mary's	12	7	20,592
Somerset	4	5	4,606
Talbot	-	-	764
Washington	-	1	250
Wicomico	22	15	33,086
Worcester	2	5	2,006

SOURCE: Maryland Department of Human Resources, Annual Report,
FY 1976.

TABLE III - 5

NET EXPENDITURES FOR PAYMENTS FOR FOSTER CARE OF
CHILDREN BY SOURCE OF FUNDS AND BY DEPARTMENT

July 1, 1975 - June 30, 1976

Department	Caseload		Total Expenditures
	Monthly Avg. for Year	June, 1976	
Total	8,545	8,625	\$16,937,686
City of Baltimore	4,367	4,456	8,448,143
Total - Counties	4,178	4,169	8,489,543
Allegany	95	108	193,125
Anne Arundel	444	412	837,508
Baltimore	549	553	1,600,649
Calvert	74	76	107,456
Caroline	63	58	103,788
Carroll	130	136	199,127
Cecil	127	115	239,801
Charles	136	127	189,520
Dorchester	90	97	145,255
Frederick	212	217	303,332
Garrett	49	55	59,635
Harford	198	197	325,780
Howard	79	81	146,403
Kent	28	26	40,913
Montgomery	403	419	1,263,170
Prince George's	787	797	1,551,712
Queen Anne's	47	47	70,796
St. Mary's	86	93	122,856
Somerset	118	112	175,723
Talbot	49	50	85,676
Washington	180	175	351,829
Wicomico	173	160	301,985
Worcester	61	58	73,504

¹ Payments from parents, social security, etc.SOURCE: Department of Human Resources, Annual Report, p. 33.

TABLE III - 6

NET EXPENDITURES FOR GENERAL PUBLIC ASSISTANCE
BY SOURCE OF FUNDS AND BY DEPARTMENT

July 1, 1975 - June 30, 1976

Department	Caseload		Total Expenditures
	Monthly Avg. for Year	June, 1976	
Total	15,593	15,936	\$20,460,219
City of Baltimore	11,403	11,607	14,892,453
Total - Counties	4,190	4,329	5,567,766
Allegany	60	67	72,056
Anne Arundel	633	648	791,340
Baltimore	568	574	744,065
Calvert	47	46	51,203
Caroline	83	93	97,979
Carroll	51	47	63,782
Cecil	110	106	127,371
Charles	108	111	111,711
Dorchester	83	90	100,594
Frederick	62	59	65,277
Garrett	34	34	33,906
Harford	227	216	256,022
Howard	18	24	21,607
Kent	24	17	24,960
Montgomery	911	990	1,599,425
Prince George's	765	782	967,926
Queen Anne's	47	52	48,763
St. Mary's	50	55	45,370
Somerset	22	25	19,381
Talbot	15	18	14,078
Washington	55	52	66,967
Wicomico	197	192	220,417
Worcester	20	31	23,566

SOURCE: Maryland Department of Human Resources Annual Report,
p. 33.

TABLE III - 7

NET EXPENDITURES FOR GENERAL PUBLIC ASSISTANCE TO
EMPLOYABLES BY SOURCE OF FUNDS AND BY DEPARTMENT

July 1, 1975 - June 30, 1976

Department	Caseload		Total Expenditures
	Monthly Avg. for Year	June, 1976	
Total	1,445	663	\$2,187,047
City of Baltimore	764		931,138
Total - Counties	681	663	1,255,909
Allegany			
Anne Arundel	79		110,157
Baltimore	64	72	115,191
Calvert			
Caroline			
Carroll			
Cecil			
Charles			
Dorchester	4		3,630
Frederick	45	39	50,260
Garrett			
Harford			
Howard			
Kent			
Montgomery	472	552	965,774
Prince George's			
Queen Anne's			
St. Mary's			
Somerset	3		2,398
Talbot			
Washington			
Wicomico	14		8,499
Worcester			

SOURCE: Department of Human Resources, Annual Report, p. 34.

TABLE III - 8

PUBLIC ASSISTANCE SUPPLEMENTS TO ADULTS

July 1, 1975 - June 30, 1976

Department	Caseload		Total Expenditures
	Monthly Avg. for Year	June, 1976	
Total	121	159	\$192,845
City of Baltimore	45	55	84,264
Total - Counties	76	104	108,581
Allegany			1,345
Anne Arundel	28	32	17,833
Baltimore	9	19	11,176
Calvert			20
Caroline	4	4	6,659
Carroll	2	1	4,974
Cecil			400
Charles			3,055
Dorchester	5	5	6,933
Frederick	1	1	2,865
Garrett			1,200
Harford	2	1	2,363
Howard	2	2	5,760
Kent			
Montgomery	15	29	24,996
Prince George's	4	7	6,653
Queen Anne's			1,490
St. Mary's			1,150
Somerset			30
Talbot	4	3	6,412
Washington			800
Wicomico			1,722
Worcester			745

SOURCE: Maryland Department of Human Resources, Annual Report, p. 34.

7. Foster Care for Children - This program provides for payments to foster family homes, group homes and institutions for neglected or dependent children most of whom are committed to local social services departments. The program provides for subsidy payments to adoptive parents whose income levels meet certain requirements set by rules of the Social Services Administration. For those children who would be AFDC recipients if they remained in their own home, the Federal government funds 50% of the costs.
8. Emergency Assistance - This program provides financial or in-kind assistance to avoid a situation of destitution or lack of adequate living arrangement to individuals and families who have met the technical requirements for Public Assistance to Adults or General Public Assistance, who are not eligible for AFDC or Emergency Assistance to Families with Children. This program is funded from State and local funds.³

Food Stamp Program. The Social Services Administration, with the United States Department of Agriculture, administers the Food Stamp Program. This program is available to any citizen of Maryland living in an area in which the local government has agreed to provide certain local costs for the administration of the program. The Food Stamp Program enables low income households to buy more of a wide selection of quality foods.

Medical Assistance Program. This program in Maryland is administered jointly by the Department of Health and Mental Hygiene and the Social Services Administration in cooperation with local departments of health and social services. Eligibility for medical assistance is determined by local departments of social services.⁴

³Ibid., p.22

⁴Ibid., p. 23

Child Support Enforcement Program. This program is designed to locate absent parents, establish paternity and secure support for dependent children. Local departments are responsible, however, for initiating legal action against absent parents to secure support for dependent children in instances where the client was unable or unwilling or incompetent to take action. The program is coordinated with federal, state and local agencies.⁵

Work Incentive Program. This program is designed to increase the employability of those adults and children 16 years of age and older and out of school, who are receiving Aid to Families with Dependent Children.⁶

Adoption. Adoption is a legal process through which an individual becomes a member of a family other than the family into which he was born. Local departments of social services extend adoption services⁷ to the natural parents, the child, and the adoptive parents.

Day Care. Day care services are provided for children from families who are eligible or may be eligible for public assistance under the Aid to Families with Dependent Children Program. Families eligible for day care services are those who are receiving Aid to Families with Dependent Children. Those possibly eligible are those who might be forced to apply for public assistance if day care services were not made available.⁸

Foster Care. Foster care for children is one of the services administered by local departments of social services. Payments are made through local social services departments. The need for foster care usually results from broken homes and/or the inability to care for a child by one or both parents. Although applications may be received directly from parents, the majority of children receiving foster care are committed by the court as dependent, neglected, or both. Emergency shelter care is provided when needed, as in cases pending or following court action, in instances of abuse or abandonment, or because

⁵ Maryland Department of Human Resources, Annual Report for 1976, Baltimore, 1977, p. 23-24

⁶ Ibid., p. 23

⁷ Maryland Department of Budget and Fiscal Planning, Maryland State Budget, Fiscal 1977, p. 522.

⁸ Annual Report 1976, Baltimore, 1977, p. 18.

of some other crisis when no responsible adult can care for the child. The objective of foster care is to find an alternative to parental care which meets each child's needs.⁹

Protective Service. Protective services are given to help the child who is suspected of or found to be poorly cared for, neglected or abused. Protective service is given in cases where someone other than those responsible for a child's care brings the problem to the local department of social services because the parents cannot or will not ask for help. Services were provided to a total of 7,868 families during fiscal year 1976.

Protective services help parents fulfill their parental duties by recognizing and correcting the conditions detrimental to the child. Action can be taken to obtain substitute care for the child whose parents are unable, even with help, to meet his basic needs. This can be done through protective services, either with the cooperation and consent of the parents or through a court order resulting from a court petition.¹⁰ Counseling services are offered as necessary to those families and children receiving protective services.

Single Parent Services. This program provides, through local departments of social services, counseling, referral and child placement services, to adolescents and young women who are pregnant or who have babies and require assistance.¹¹

Homemaker Service. A homemaker service is available when, for a reason such as illness, childbirth, desertion, death, or pregnancy, the mother is unable to give the care to her family that she usually provides, or when an aged or disabled person needs help at home. The homemaker assists with household and child care duties such as the purchase of food and clothing, laundry service, and house cleaning.¹²

Family Services. This program provides services to families on public assistance and to low income non-public assistance families. Services provided include family counseling, family planning information, health, employment and housing assistance.¹³

⁹ Ibid., p. 15

¹⁰ Ibid., p. 18

¹¹ Maryland Department of Human Resources, Annual Report, 1975, Baltimore, 1976, pp. 19

¹² Ibid., p. 17.

¹³ Ibid., p. 17.

Interaction

Local Agencies. Local police departments and the Social Services Administration exchange information and services in a number of ways. When the police receive child abuse complaints, they contact the local Departments of Social Services directly. The local social services office then investigates the report. This process may or may not involve the Juvenile Services Administration depending on the nature of the case (age, family situation, etc.).

Local health departments inspect Department of Social Services and private foster care facilities. The departments of health work closely with the departments of social services in providing medical care, and family planning services to local departments of social services' clients. Public health nurses often find cases which should be referred to social services departments, and the local departments of social services often have clients who need to be referred to local departments of health. Departments of health provide both diagnostic and treatment services to social services clients needing these services.

In situations where foster care cases are having problems in school (e.g., being disruptive), the local departments of social services will work with the school to effectively deal with the problem. Local schools try to see that public assistance cases take advantage of the school lunch program.

When the local department of social services investigates a complaint of suspected child abuse, it writes a factual report on the suspected abuse and files the report with the State's Attorney and the Central Registry at the Social Services Administration. Although the report might draw conclusions, it is the State's Attorney's Office which has the responsibility for deciding whether to prosecute or not. If the State's Attorney's Office decides to prosecute, the case will be heard in Criminal Court (the local department of social services report includes recommendations). If the Department of Social Services finds that the child is in immediate danger while remaining in his household (e.g., if the parents will not let a representative of the local Department of Social Services in the home, for purposes of investigation, and the police are necessary to help the social worker get in the house), the local Department of Social Services or Social Services Administration can contact the court directly to get immediate custody of the child, without having to go to the State's Attorney's office.

When local departments of social services become aware of cases of neglect, they investigate the situation and, if warranted, refer the case to the juvenile court. Potential cases of neglect might also come to the attention of the court through other sources, such as neighbors or the police. The child might be referred to the local department of social services so that social workers can investigate the case and develop an appropriate treatment program. In other cases, the child may be referred directly to the juvenile court for appropriate action. Table III-9 shows the net expenditures for the Social Services Administration by funding and local departments for fiscal 1976.

State Agencies. When a child whose family is receiving services from a local department of social services evidences severe behavioral problems, a child may be referred to the Juvenile Services Administration intake offices for counseling, referral or, in some instances, formal Court processing if necessary. Also, cases involving foster home placement may come to the attention of Juvenile Services intake.

Almost all cases of foster home placement follow a court order. Placement of children in foster homes and the responsibility for their care in the homes is under the jurisdiction of local departments of social services; this is true whether the youngster is non-delinquent or whether he is on juvenile probation supervision. Even in cases of a youth on probation or aftercare supervision the local department of social services makes its own foster home placement investigation. Probation and aftercare counselors keep in touch with their clients placed in a foster home.

Federal Agencies. The Department of Health, Education and Welfare provides funds to states for blind, disabled and aged persons, and children under foster care and Aid to Families with Dependent Children. The Social and Rehabilitation Service of the Department of Health, Education, and Welfare administers these funds and sets up rules and regulations which specify how the funds may be used by the State. The Department of Human Resources, in turn, uses these federal guidelines and requirements to outline detailed policies for local social services' agencies in their use of Federal money administered by the Social Services Administration. These policies indicate eligibility requirements.

TABLE III-9
NET EXPENDITURES FOR SOCIAL SERVICES ADMINISTRATION BY FUNDING AND LOCAL DEPARTMENT
July 1, 1975 - June 30, 1976

	TOTAL EXPENDITURES	FEDERAL	STATE	LOCAL	PRIVATE
		48.03%	43.57%	5.83%	2.57%
TOTAL	\$ 278,615,405	\$ 133,828,348	\$ 121,377,567	\$ 16,241,576	\$ 7,167,914
City of Baltimore	152,190,952	67,793,004	77,870,224	2,953,998*	3,573,726
Total Counties	106,916,440	48,890,330	41,349,809	13,287,578	3,388,723
Allegany	2,821,064	1,381,551	1,112,706	154,728	172,079
Anne Arundel	12,956,405	6,023,248	5,638,008	883,544	411,605
Baltimore	12,700,680	5,411,236	4,775,576	1,740,706	773,162
Calvert	1,773,080	846,914	772,707	147,696	55,763
Caroline	1,601,036	767,970	723,254	47,302	62,510
Carroll	2,424,223	1,294,816	947,242	201,856	40,309
Cecil	2,808,119	1,343,633	1,200,104	126,478	138,104
Charles	3,209,497	1,558,362	1,373,187	198,267	79,681
Dorchester	1,880,926	892,363	867,008	67,421	54,134
Frederick	2,609,030	1,195,346	1,042,190	260,315	111,179
Garrett	1,106,807	560,453	465,162	64,598	16,594
Harford	4,911,476	2,319,386	2,108,727	295,777	187,586
Howard	1,090,266	530,889	269,232	273,827	16,318
Kent	680,836	330,932	254,817	44,593	50,494
Montgomery	17,867,938	7,071,765	4,461,722	6,089,210	245,241
Prince George's	24,382,556	11,702,494	10,350,978	1,899,290	429,794
Queen Anne's	904,378	416,121	373,674	60,628	53,955
St. Mary's	2,488,573	1,261,015	1,075,075	101,633	50,850
Somerset	1,020,442	487,033	444,700	42,219	46,490
Talbot	676,745	334,375	234,843	72,190	35,337
Washington	3,006,545	1,330,742	1,204,156	241,413	230,234
Wicomico	3,278,422	1,508,066	1,523,164	134,200	112,992
Worcester	657,196	321,620	181,577	139,687	14,312
State Department	19,508,013	17,145,014	2,157,534		205,465

SOURCE: Maryland Department of Human Resources, Annual Report, 1976.

NOTE: *Includes local share of Baltimore City Payroll.

2. Maryland Office of Economic Opportunity

The Maryland Office of Economic Opportunity was created by proclamation of the Governor in October, 1964 and made a part of State government by Chapter 306, Act of 1965. Effective September 1, 1970 the Office of Economic Opportunity was made a part of the Department of Employment and Social Services. The office was established for the purpose of administering the Federal Economic Opportunity Act of 1964. It also has responsibility for administering the Community Services Act of 1974.¹⁴

The office has been given responsibility for the creation of and participation in programs in the following areas: youth and work training, urban and rural community action, urban and rural poverty, employment and investment incentive, and work experience.

In accordance with Article 41, Section 362, the Maryland Office of Economic Opportunity is empowered to provide the Governor with information and advice with respect to the policies and programs of the Office of Economic Opportunity and other anti-poverty programs. It is to give priority to mobilization and coordination of anti-poverty resources, particularly at the State level. The Maryland Office of Economic Opportunity also acts as a special advocate for the poor by providing information and assistance to the State legislature, State planning agencies, and other State agencies, with the objective of enacting and amending legislation and developing programs for the benefit of the poor. In addition, the Maryland Office of Economic Opportunity provides technical assistance to Community Action Agencies and other such grantees for purposes of program implementation. The Maryland Office of Economic Opportunity is responsible for receiving federal and State agency funds for the operation or delegation of operation of programs which further the objectives of the Economic Opportunity Act of 1964 and the Comprehensive Employment and Training Act of 1973 (CETA). However, the Office does not have any direct control over Community Action Agencies in the subdivisions of the State of Maryland. Other responsibilities include participation in research and demonstration programs and service in an advisory capacity to the Federal Office of Economic Opportunity.

¹⁴ Department of Human Resources Annual Report, P. 6.

Community Action Programs. These programs represent the local effort to solve the problems of poverty. They are assisted by the Maryland Office of Economic Opportunity. Community Action Programs enable communities to attack their local poverty problems in a constructive and coordinated manner. The programs, developed and administered by the community, include neighborhood service centers, job training and development, housing services, health centers and legal services.

Federal assistance depends on the community's willingness to mobilize its own resources, develop programs that show promise of eliminating poverty, and enlist poor citizens in developing and carrying out the program. Community Action is a local coalition against poverty. Federal funds to develop and administer Community Action Programs are available to Community Action Agencies. A state, or political subdivision of a state, or a combination of such political subdivisions, or a public or private non-profit agency, or organization designated by such a government entity or entities which has been designated a Community Action Agency may apply for funds. To be recognized by the Federal Office of Economic Opportunity as a Community Action Agency, an agency must be capable of planning, administering, and conducting a Community Action Program. If no such governmental entity for an area desires to participate or is capable of planning, administering, and conducting the program, the Maryland Office of Economic Opportunity may designate a Community Action Agency for that area. In Baltimore City the Community Action program is operated by the Urban Services Agency. This City Agency has been established through a combination of the former Community Action Agency and Model Cities Program. The Urban Services Agency operates prevention and treatment projects in both the juvenile and adult areas of the criminal justice system. Table III-10 outlines the total operating budgets for Community Action Agencies in Maryland for fiscal 1976.

Following is a list of types of programs operated by local community action agencies that relate to juveniles and delinquency prevention.¹⁵

¹⁵Letter from Theodore E. Brown, Jr., Deputy Director, Maryland Department of Employment and Social Services, Office of Economic Opportunity, Baltimore, Maryland, October 18, 1971. Updated information received from Frank Welsh, Executive Director, August, 1974. Update information received from Theodore Brown, July, 1978.

TABLE III-10

MARYLAND OFFICE OF ECONOMIC OPPORTUNITY
TOTAL OPERATING BUDGETS FOR CAAs IN MARYLAND
FOR FY 1976

COMMUNITY ACTION AGENCY	
<u>Allegany County</u>	
Human Resource Development Comm., Inc.	\$ 953,454
<u>Anne Arundel County</u>	
Economic Oppor. Comm., Inc.	2,973,683
<u>Baltimore</u> - Urban Services Agency	20,276,384
<u>Baltimore County</u>	
Human Resource Development Agency, Inc.	676,655
<u>Dorchester County</u>	
Community Development Corp.	643,540
<u>Frederick County</u>	
Community Service Agency	2,313,490
<u>Garrett County</u>	
Community Action Agency, Inc.	822,226
<u>Howard County</u>	
Community Action Council, Inc.	546,753
<u>Kent-Queen Anne-Talbot</u>	
Area Council, Inc.	765,245
<u>Montgomery County</u>	
Community Action Committee	2,806,428
<u>Southern Maryland</u>	
Tri-County Community Action Comm., Inc. (Charles, St. Mary's, Calvert Counties)	1,161,207
<u>Shore-Up, Inc.</u>	
(Wicomico, Worcester, Somerset Counties)	2,347,956
<u>Washington County</u>	
Community Action Council, Inc.	<u>543,569</u>
TOTAL	\$36,800,590

SOURCE: Department of Human Resources Annual Report, p. 55.

Head Start. This program provides learning experiences, social services, and medical and dental examinations for needy children to help them begin their school career on terms more nearly equal to their classmates. These preschool programs are designed to improve the health and physical abilities to children from low-income families, develop their self-confidence and ability to relate to others, and increase their verbal and conceptual skills. The programs also involve parents in activities with their children and provide appropriate social services for the entire family. Head Start is a two-part program: a year-round program (either full or part-time) for preschool children aged three and older; and an eight week summer session for children who will enter elementary school for the first time in the fall.

Head Start Follow Through is designed to sustain the gains that disadvantaged children are able to make in preschool Head Start activities and to conduct research on these efforts.

Parent-child centers involve children and parents from disadvantaged families which have at least one child under age three. Emphasis is placed on reinforcing parental child-rearing skills.

Family Planning . The Maryland Office of Economic Opportunity pioneered in developing a government sponsored family planning program which gives women in poverty areas the opportunity to choose how many children they want and when they want to have them. This program offers a full range of services including outreach, education, medical examination, cancer screening, and the supplying of contraceptive materials upon request.

Foster Grandparents. One of several programs for older people with low incomes, this program trains men and women 60 years of age and over to work as substitute parents for institutionalized, neglected and deprived children. This program has been delegated to Department of Health, Education and Welfare.

Legal Services. The Legal Services Program provides counsel and representation for individual poor people and groups such as tenants associations; works for reform of laws and practices that operate unfairly against the poor; provides preventive law education to low income people in their legal rights and responsibilities; and conducts research into the legal problems of needy citizens.

Neighborhood Health Centers. These centers operate in low income neighborhoods to provide or to make more accessible comprehensive medical, dental, diagnostic and other services. Projects must have the participation of neighborhood residents, who may work as center aides; must have competent medical supervision; and must make maximum use of existing agencies and resources. Programs for narcotics addiction prevention and rehabilitation also are developed within this authority.

Special Summer Programs. The goal of Special Summer Youth Programs is to provide opportunity for low income youths to develop skills, self-respect, and community responsibility by planning, developing, and executing programs based on the needs they indicate should be met. These programs are operated in conjunction with adults who are able to work successfully with young people and who possess the expertise the youngsters may lack. During the summer, participants also earn income to buy necessities for school during the following year.

Comprehensive Work and Training Programs. A comprehensive work and training program which enable low income youths and adults to obtain and hold employment is administered primarily through the Department of Labor under the Comprehensive Employment and Training Act of 1973. Funds are provided to a community prime sponsor who is responsible for planning, administering, and coordinating the program on the local level, with participation of the groups served. The program provides participants with an unbroken sequence of training and supportive service needed to enable them to obtain and hold employment.

Programs may include the following activities.

Neighborhood Youth Corps. This program makes available in-school and summer part-time employment and training for high school students from low income families who need earnings to resume or maintain attendance in school.

Out-of-School. This program offers useful work and training for unemployed or low income persons over 16 to obtain regular competitive employment.

Operation Mainstream. This program provides special work activities for chronically unemployed poor persons who are unable to secure appropriate work and training and aims at improving the neighborhoods where projects are located. Activities may include improving parks and recreational areas, and protecting natural resources.

Interaction

Local Agencies. The Maryland Office of Economic Opportunity maintains a close working relationship with all local human resource agencies. The Office has been instrumental in bringing the Community Action Agency and other Social Service groups together so that thorough and comprehensive project proposals concerning needy persons might be developed with a high degree of community coordination and understanding.

The Office offers technical assistance to the Community Action Agency in program planning and assists in funding.

State Agencies. The Maryland Office of Economic Opportunity maintains a close relationship with all State human resources agencies. It has been instrumental in bringing the experiences of such groups to the attention of Community Action Programs so that thorough and comprehensive project proposals concerning poor citizens may be developed with a high degree of community coordination and understanding.

The Office gives priority to the mobilization and coordination of anti-poverty resources, particularly at the State level. At the discretion of the Governor, the Office provides information and assistance to the State Legislature, the Department of State Planning, and other State agencies with the objective of enacting and amending the legislation and developing programs for the benefit of poor citizens.

Federal Agencies. The Maryland Office of Economic Opportunity coordinates its activities with the Department of Labor, Department of Health, Education and Welfare, the Community Services Administration, and the Office of Economic Opportunity.

3. Employment Security Administration¹⁶

The Employment Security Administration, formerly the Maryland Department of Employment Security, was created to establish and maintain free public employment offices in compliance with the Act of the United States Congress entitled "An Act to Provide for the Establishment of a National Employment System and for Cooperation with the States in the Promotion of Such System, and for Other Purposes" approved June 6, 1933. This article was intended to supplement the Federal Social Security Act and to provide a cushion against unemployment. The State law governing the operation of the Employment Security Administration which is known as the "Unemployment Insurance Law" is to be found in Article 95A of the Annotated Code of Maryland which was last amended by Chapter 96 of the Acts of 1970 at which time the Employment Security Administration was established as a division of the Department of Employment and Social Services. The Department of Employment and Social Services became the Department of Human Resources effective July 1, 1975.

The Employment Security Administration is responsible for the payment of unemployment insurance benefits to eligible individuals based on wages earned in prior work. The administration also provides free employment services, administers job training programs, and promotes job opportunities for disadvantaged youth. The major program activities of the Administration are as follows:

Unemployment Insurance Program: The Unemployment Insurance Program is composed of three major components: Employer Contributions, Benefit Payments and Benefit Appeals. The Employer Contributions component is responsible for the determination of tax rates to be applied to the payrolls of individual employers liable under the Maryland Unemployment Insurance Law.

¹⁶Maryland Manual, 1977-1978 (Annapolis), p. 197.

The Benefit Payments component is responsible for the registration of claimants for unemployment benefits, the determination of monetary and non-monetary eligibility of such claims, the weekly benefit amounts, and the payment of those amounts to eligible claimants.

The Benefit Appeals component is responsible for the review of all appeals by employers or claimants of a determination made by the Benefit Payments component and either affirming or reversing such determination.¹⁷ Table III-11 reflects total unemployment insurance activities for fiscal 1975.

Job Corps: The Maryland State Employment Service is responsible for administering the Job Corps program in all Maryland counties exclusive of Baltimore City. The Employment Security Administration maintains concurrent screening procedures with the United Planning Organization (UPO) in two of the Maryland counties (Montgomery and Prince George's), of the Washington, D. C. Standard Metropolitan Statistical Area (SMSA).¹⁸

National Alliance of Businessmen: The National Alliance of Businessmen is an alliance between private industries and the Department of Labor designed to promote job opportunities for disadvantaged persons. Personnel to staff each local office is on a volunteer basis and loaned for periods of six months to a year. The Department of Labor has loaned employment services personnel to the metropolitan office to handle the referral, recruiting and certification of disadvantaged persons to employers. Working together with volunteers from business, the employment service representative effects the alliance.¹⁹

Employment Service: The objectives of this program are to operate a free Public Employment Service providing priority services to veterans and special services to youth, older workers, agricultural workers, the handicapped and minority groups. Services are provided through offices located in 21 counties and Baltimore City.²⁰ Table III-12 reflects Employment Service Activity for fiscal year 1976.

¹⁷ Maryland Department of Budget and Fiscal Planning, Maryland State Budget for Fiscal Year 1976 (Baltimore, 1977).

¹⁸ Ibid., p. 524.

¹⁹ Ibid., p. 525.

²⁰ Ibid., p. 522.

TABLE III-11

STATE UNEMPLOYMENT INSURANCE ACTIVITIES
FISCAL YEAR 1976

COUNTY	INITIAL CLAIMS			WEEKS CLAIMED	AVG. WKLY. PAYMENT (EXCL. PARTIALS)	AVERAGE DURATION (WEEKS)	CLAIMANTS ^b RECEIVING BENEFITS	CLAIMANTS ^b EXHAUSTING BENEFITS
	TOTAL	ORIGINAL	ADDITIONAL					
STATE OF MARYLAND	306,477	199,316	107,161	2,638,225	\$73.48	16.0	129,798	45,887
BALTIMORE METROPOLITAN AREA ^a	185,518	121,928	63,590	1,514,915	74.87	15.6	74,514	25,451
Allegany County	14,043	6,876	7,167	115,059	71.18	18.4	5,244	2,150
Anne Arundel County	6,996	5,261	1,735	57,642	74.13	17.0	2,206	799
Baltimore City	138,829	96,563	42,266	1,197,340	74.98	15.6	59,009	21,304
Baltimore County	11,934	8,396	3,538	126,351	74.75	17.2	5,639	1,859
Calvert County	2,189	1,603	586	23,623	76.45	16.3	809	287
Caroline County			INCLUDED IN TALBOT COUNTY					
Carroll County	14,547	5,010	9,537	62,933	75.41	13.4	3,748	457
Cecil County	6,733	4,822	1,911	59,595	65.93	14.0	1,814	537
Charles County	2,215	1,723	492	21,259	74.82	17.2	676	258
Dorchester County	7,464	2,906	4,558	36,976	59.21	13.6	2,435	404
Frederick County	8,620	5,304	3,316	55,375	72.51	13.4	3,597	1,006
Garrett County	3,223	2,123	1,100	24,566	74.96	15.9	1,029	264
Harford County	13,212	6,698	6,514	70,649	73.27	14.0	3,912	1,032
Howard County			INCLUDED IN BALTIMORE CITY					
Kent County	3,428	2,478	950	29,790	62.01	15.3	912	230
Montgomery County	12,131	10,299	1,832	236,755	75.13	16.2	6,053	2,426
Prince George's County	15,555	12,427	3,128	183,814	75.95	18.3	7,165	3,939
Queen Anne's County	1,619	924	695	15,073	58.82	16.6	619	91
St. Mary's County	2,101	1,723	378	20,584	70.64	17.5	601	345
Somerset County	5,738	2,318	3,420	38,688	53.67	19.9	1,594	564
Talbot County	4,694	2,894	1,800	29,571	60.30	13.6	1,503	355
Washington County	20,378	12,205	8,173	140,986	72.57	15.5	7,649	1,930
Wicomico County	7,358	4,439	2,919	50,944	67.54	16.4	2,469	901
Worcester County	3,470	2,324	1,146	40,652	62.43	16.2	1,896	525

SOURCE: Maryland Department of Human Resources, Annual Report, 1976.

NOTE: ^aIncludes Baltimore City, Anne Arundel, Baltimore, Carroll, Harford and Howard Counties.^bCounty figures will not add to State total which includes out of state beneficiaries and exhaustees.

TABLE III-12

TOTAL EMPLOYMENT SERVICE ACTIVITIES
FISCAL YEAR 1976

COUNTY	NEW APPLICATIONS AND RENEWALS ^a	INDIVIDUALS COUNSELED ^a	INDIVIDUALS TESTED ^a	INDIVIDUALS ENROLLED IN TRAINING ^a	NUMBER OF INDIVIDUALS PLACED NON- AGRICULTURAL
STATE OF MARYLAND	237,477	9,192	7,245	1,532	28,262
BALTIMORE METROPOLITAN AREA ^b	143,001	5,385	5,652	661	12,386
Allegany County	12,028	941	316	162	1,238
Anne Arundel County	9,713	1,103	122	143	1,037
Baltimore City	104,449	3,649	4,982	331	7,465
Baltimore County	14,472	347	203	117	1,325
Calvert County	4,184	81	53	16	754
Caroline County		INCLUDED UNDER TALBOT COUNTY			
Carroll County	5,094	221	27	13	1,178
Cecil County	6,849	462	28	28	1,051
Charles County	3,174	667	229	123	494
Dorchester County	4,404	149	73	92	1,413
Frederick County	6,173	102	4	7	956
Garrett County	2,828	19	13	26	278
Harford County	9,273	65	318	57	1,381
Howard County		INCLUDED UNDER BALTIMORE CITY			
Kent County	3,355	60	15	14	1,155
Montgomery County	12,187	186	39	7	585
Prince George's County	16,964	192	135	224	1,441
Queen Anne's County		INCLUDED UNDER KENT COUNTY			
St. Mary's County		INCLUDED UNDER CALVERT COUNTY			
Somerset County	2,756	149	27	20	1,012
Talbot County	5,216	306	237	20	1,479
Washington County	9,344	138	153	18	816
Wicomico County	6,336	372	262	104	1,602
Worcester County	6,613	68	31	29	1,868

SOURCE: Department of Human Resources, Annual Report.

NOTE: ^aGeographic breakdown will add to a higher figure than the State total. The State total is an unduplicated count of all applicants who may have registered in more than one office.^bIncludes Baltimore City and Anne Arundel, Baltimore, Carroll, Harford and Howard Counties.

Grants - Food Stamps: Amendments to the Food and Nutrition Act added a requirement that all employable members of households register for employment with the State Employment Service and that the Employment Service report any refusal of employment by registered Food Stamp applicants. Additional funds are granted to the State Employment Service to support the additional workload and services (registration, counseling, referral to training, referral to training, referral to employment and reporting) generated by this "work registration" requirement.²¹

Work Incentive Program (WIN): This program is designed to enable men, women, and out-of-school youths who are dependent upon public assistance under the category of Aid to Families with Dependent Children (AFDC) to enter into productive employment. WIN provides the manpower and supportive services necessary to achieve this goal and places individuals in employment positions when appropriate and refers to manpower development programs.²²

Comprehensive Employment and Training Act: The Federal Comprehensive Employment and Training Act of 1973 provides a new and up-to-date charter for manpower programs. It decentralizes and decategorizes numerous programs authorized under the Manpower Development Training Act and under Title I of the Economic Opportunity Act. This is the first piece of legislation to incorporate the essential principles of revenue sharing.

The most recent law largely eliminates the numerous categorical programs authorized under earlier legislation. Rather than continuing to operate manpower programs project by project through separate sponsors, the Secretary of Labor will now make block grants to local and state prime sponsors who will plan and operate manpower programs to meet local needs.

The Employment Security Administration contracts with prime sponsors to provide various manpower services throughout the State and is the prime sponsor for the Migrant and Seasonal Farmworkers Program under the Act.²³

²¹Ibid., p. 521

²²Department of Human Resources, Annual Report, 1976, p. 19.

²³Maryland Department of Budget and Fiscal Planning, Maryland State Budget for Fiscal 1978, p. 519.

Interaction

Local Agencies: Local agencies with which the Employment Security Administration cooperates include the local boards of education, Prisoner's Aid, the Neighborhood Youth Corps, the Baltimore Urban League, the Division of Parole and Probation, the Division of Vocational Rehabilitation, Opportunities Industrialization Center, the Job Corps project administered through the Health and Welfare Council in Baltimore City, and the Baltimore City Community Action Agency.

State Agencies: The Employment Security Administration works in conjunction with State agencies, often interchanging services. The Employment Security Administration, in cooperation with the State adult correctional institutions, provides job counseling and job referral services to inmates. Other job counseling and job placement services are available through the State Department of Education which, in turn, sees the Employment Security Administration as a way to keep students in school through location of employment opportunities. A cross-referral and information exchange is utilized by the Employment Security Administration and the Division of Vocational Rehabilitation.

Federal Agencies: The U. S. Department of Labor has the responsibility under federal law to generate national reporting requirements for all programs operated by State Employment Security Agencies. Depending on the particular program, reports include financial statements, goals and objectives, caseloads, and results of programmatic activities on the population served. These reports, which appear at intervals, are prepared by the Research and Analysis Division of Employment Security Administration. The Division must assure accuracy, uniformity and comparability in the statistical data and narrative information in the reports. These reports are utilized by both federal and State administrations to plan and control program operations, evaluate results, conduct research, and furnish pertinent information to the United States Congress, the Maryland Legislature, and others.

III. STATE DEPARTMENT OF EDUCATION

Article 77 of the Annotated Code of Maryland provides for a State Board of Education comprised of seven members and a department directed by a Superintendent to:

1. consider the education needs of the State;
2. have general care and supervision of public education;
3. control and supervise the public schools and educational interests of the State;
4. generally supervise the Maryland School for the Deaf;
5. supervise the activities of the school and public library systems; and
6. supervise the State's program of vocational rehabilitation.

The members of the State Board of Education are appointed by the Governor to serve five-year terms. The State Superintendent of Schools is appointed by the Board for a term of four years.

The State Superintendent of Schools is responsible for administration of the State Department of Education. The State Department of Education is the administrative educational agency at the State level. The State Superintendent of Schools and the professional and clerical staff under his supervision constitute the State Department of Education.²⁴

The State system of schools comprises the public schools in each of the 24 political subdivisions of the State. Each local system is responsible for the development and operation of its school programs in accordance with Article 77 and the bylaws and with the rules and regulations of the State Board of Education. Financial aid, minimum standards, supervision, and counseling, however, are available by the State.

Local boards of education in Maryland are appointed by the Governor except in Allegany, Carroll, Charles, Howard, Prince George's, Montgomery and Washington Counties, where they are elected, and in Baltimore City, where the board is appointed by the Mayor. Total enrollment for the public and non-public schools of Maryland is reflected in Table III-13. Totals withdrawals and reason for withdrawal is reflected in Tables III-14 and III-15.

²⁴Maryland Annotated Code (1969 Replacement Volume) Article 77, Section 2.6.

²⁵Ibid., Article 77, Section 35.

TABLE III - 13

Total Enrollment and Number of Schools: Maryland Public and Nonpublic Schools: September 30, 1977

Local Unit	Number of Pupils						Number of Schools						
	Grand Total	Elementary				Secondary	Grand Total	Prekindergarten and/or Kindergarten Only*	Elementary Only	Secondary Only	Combined		
		Total	Prekindergarten	Kindergarten	Other Elementary						Total	Middle	Other
Total State/	967,648	512,991	18,727	54,465	439,799	454,657	2,068	277	1,142	405	244	89	155
Total Local Units	964,664	512,146	18,703	54,431	439,012	452,518	2,043	277	1,139	397	230	89	141
Allegany	17,174	8,795	212	981	7,602	8,379	45	4	27	9	5	-	5
Anne Arundel	83,605	43,787	1,145	4,955	37,687	39,818	156	23	88	26	19	9	10
Baltimore City	178,875	96,191	3,646	9,473	83,072	82,684	299	26	177	63	33	11	22
Baltimore	139,058	72,089	3,099	7,482	61,508	66,969	287	58	148	58	23	4	19
Calvert	8,050	4,378	56	502	3,820	3,672	19	2	10	3	4	2	2
Caroline	5,206	2,621	4	297	2,320	2,585	12	1	5	5	1	-	1
Carroll	20,775	11,193	137	1,302	9,754	9,582	35	2	19	5	9	7	2
Cecil	14,942	8,142	102	961	7,079	6,800	39	4	20	7	8	4	4
Charles	19,125	10,601	154	1,048	9,399	8,524	39	2	24	6	7	6	1
Dorchester	6,187	3,294	47	372	2,875	2,893	19	1	9	3	6	3	3
Frederick	25,449	13,986	347	1,723	11,916	11,463	56	9	30	11	6	3	3
Garrett	5,849	3,284	-	413	2,871	2,565	17	-	11	2	4	1	3
Harford	36,466	19,208	437	2,244	16,527	17,258	54	6	32	9	7	4	3
Howard	28,512	16,161	1,089	1,774	13,298	12,351	79	19	35	10	15	11	4
Kent	3,484	1,741	-	212	1,529	1,743	10	-	5	1	4	2	2
Montgomery	137,245	73,088	5,182	7,453	60,453	64,157	354	76	190	66	22	2	20
Prince George's	160,245	84,440	2,163	8,715	73,562	75,805	326	36	197	77	16	-	16
Queen Anne's	5,118	2,485	20	295	2,170	2,633	12	1	5	2	4	3	1
St. Mary's	14,816	8,177	112	917	7,148	6,639	40	3	27	5	5	5	-
Somerset	4,194	2,189	62	278	1,849	2,005	20	-	11	5	4	1	3
Talbot	5,347	2,709	25	294	2,390	2,638	16	1	8	3	4	1	3
Washington	24,735	12,942	353	1,517	11,072	11,793	58	1	32	10	15	7	8
Wicomico	13,881	7,612	311	882	6,419	6,269	33	2	20	7	4	-	4
Worcester	6,326	3,033	-	341	2,692	3,293	18	-	9	4	5	3	2

*Schools with prekindergarten only are as follows: Allegany, 3; Anne Arundel, 19; Baltimore City, 14; Baltimore, 36; Calvert, 2; Carroll, 2; Cecil, 3; Charles, 1; Frederick, 7; Harford, 6; Howard, 14; Montgomery, 64; Prince George's, 26; St. Mary's, 1; Talbot, 1; Wicomico, 2; Total 201.

Total State includes enrollments in education programs in Maryland State institutions which are not reflected in local units; the campus school has grade enrollments as follows: Prek, 24; K, 34; 1, 26; 2, 25; 3, 26; 4, 25; 5, 21; 6, 22; elem. spec., 12; total, 215.

SOURCE: Maryland State Department of Education.

TABLE III - 14

Pupil Withdrawals: Cause of Terminations: Maryland Public Schools: September - June 1976-77
Grades PreK.-6

Local Unit	Total		Physical Illness	Physical Disability	Mental Illness	Mental Disability	Employment	Marriage	Military Service	Incompatibility with School*	Court Action*	Economic	Special Cases - Superintendent's Approval			Undetermined	Death
	Including Death	Excluding Death											Expulsion/	Immaturity†	Other		
Total State	1,889	1,831	24	46	1	-	1	-	-	25	7	6	7	1,008	46	660	58
Allegany	18	14	4	-	-	-	-	-	-	1	-	-	-	8	1	-	4
Anne Arundel	39	34	2	-	-	-	-	-	-	-	1	-	-	25	6	-	5
Baltimore City	1,389	1,389	-	45	-	-	-	-	-	10	-	-	-	745	-	589	-
Baltimore	84	73	2	-	-	-	-	-	-	4	2	1	-	7	28	29	11
Calvert	7	6	-	-	-	-	-	-	-	1	-	-	-	5	-	-	1
Caroline	3	3	2	-	-	-	-	-	-	-	-	-	-	1	-	-	-
Carroll	19	17	1	-	-	-	-	-	-	-	-	-	-	9	-	7	2
Cecil	26	24	-	-	1	-	-	-	-	-	1	-	-	6	1	15	2
Charles	9	8	2	-	-	-	-	-	-	-	-	1	-	5	-	-	1
Dorchester	6	6	1	1	-	-	-	-	-	2	-	-	-	2	-	-	-
Frederick	12	10	1	-	-	-	-	-	-	-	-	-	1	7	1	-	2
Garrett	4	3	-	-	-	-	-	-	-	-	-	-	-	3	-	-	1
Harford	23	21	1	-	-	-	-	-	-	-	-	-	-	20	-	-	2
Howard	2	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	1
Kent	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Montgomery	78	71	1	-	-	-	-	-	-	1	1	3	3	39	4	19	7
Prince George's	66	50	1	-	-	-	-	-	-	4	2	1	-	42	-	-	16
Queen Anne's	2	2	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-
St. Mary's	10	10	-	-	-	-	-	-	-	1	-	-	-	6	3	-	-
Somerset	4	3	-	-	-	-	-	-	-	1	-	-	-	2	-	-	1
Talbot	2	2	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-
Washington	79	77	2	-	-	-	-	-	-	-	-	-	-	75	-	-	2
Wicomico	1	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Worcester	6	6	2	-	-	-	-	-	-	-	-	-	3	-	-	1	-

*Incompatibility between school and pupil (16 years of age and over).

†Expulsion for disciplinary reasons (under 16 years of age).

‡Under compulsory attendance age.

TABLE III - 15

Total Pupil Withdrawals: Cause of Terminations: Maryland Public Schools: September - June 1976-77
 Grades 7-12

Local Unit	Total		Physical Illness	Physical Disability	Mental Illness	Mental Disability	Employment	Marriage	Military Service	Incompatibility with School*	Court Action	Economic	Special Cases - Superintendent's Approval			Undetermined	Death
	Including Death	Excluding Death											Expulsion/	Immaturity	Other		
Total State	19,879	19,777	36	144	15	8	885	244	394	15,277	164	61	258	-	401	1,890	102
Allegany	139	134	1	5	-	1	11	13	17	55	15	15	-	-	1	-	5
Anne Arundel	1,606	1,593	2	14	1	-	22	14	26	1,422	6	1	55	-	30	-	13
Baltimore City	9,541	9,541	-	57	-	-	-	33	128	7,539	-	-	-	-	-	1,784	-
Baltimore	1,721	1,707	11	1	4	1	224	54	64	1,229	9	2	67	-	15	26	14
Calvert	105	105	-	2	-	-	3	3	4	76	6	-	3	-	8	-	-
Caroline	126	124	-	5	-	-	22	5	3	63	3	2	8	-	12	1	2
Carroll	398	392	-	1	-	-	35	4	3	229	3	-	-	4	112	5	6
Cecil	333	331	-	5	2	1	-	7	7	234	14	4	-	-	35	22	2
Charles	226	225	1	5	1	-	15	9	6	170	2	2	11	-	3	-	1
Dorchester	132	131	1	7	-	-	7	6	1	99	1	1	5	-	3	-	1
Frederick	336	331	-	1	-	1	18	4	3	211	2	16	39	-	25	11	5
Garrett	115	113	-	1	-	-	5	8	1	96	1	-	1	-	-	-	2
Harford	527	519	1	1	-	-	40	14	19	379	4	1	10	-	50	-	8
Howard	218	213	1	2	-	-	1	-	6	202	1	-	-	-	-	-	5
Kent	86	85	-	-	-	1	1	-	2	77	3	-	-	-	1	-	1
Montgomery	845	837	5	1	4	1	344	18	29	338	42	5	7	-	23	20	8
Prince George's	2,136	2,119	8	7	2	-	114	24	59	1,859	29	4	-	-	13	-	17
Queen Anne's	81	78	-	-	-	-	2	2	-	62	1	1	3	-	7	-	3
St. Mary's	238	236	1	1	-	-	-	4	5	216	2	-	-	-	7	-	2
Somerset	125	124	2	2	-	-	5	3	1	91	4	3	8	-	5	-	1
Talbot	70	70	-	-	-	-	-	3	-	58	3	1	1	-	4	-	-
Washington	380	376	-	4	-	1	15	13	8	293	5	-	1	-	16	20	4
Wicomico	266	265	1	2	-	-	1	1	2	211	2	-	20	-	24	1	1
Worcester	129	128	1	20	1	1	-	2	-	68	6	3	19	-	7	-	1

*Incompatibility between school and pupil (16 years of age and over).

/Expulsion for disciplinary reason (under 16 years of age).

TABLE III - 16

Male Pupils Withdrawals: Cause of Terminations: Maryland Public Schools: September - June 1976-77
Grades 7-12

Local Unit	Total		Physical Illness	Physical Disability	Mental Illness	Mental Disament	Employment	Marriage	Military Service	Incompatibility with School*	Court Action	Economic	Special Cases - Superintendent's Approval			Undetermined	Death
	Including Death	Excluding Death											Expulsion/	Immaturity	Other		
Total State	11,789	11,711	11	35	6	3	621	14	387	9,081	119	22	175	-	231	1,006	78
Allegany	76	73	-	-	-	-	8	1	17	28	10	8	-	-	1	-	3
Anne Arundel	967	956	-	1	1	-	18	1	26	853	5	1	38	-	12	-	11
Baltimore City	5,395	5,395	-	27	-	-	-	2	126	4,292	-	-	-	-	-	948	-
Baltimore	1,069	1,059	1	-	1	-	164	2	62	756	6	-	48	-	5	14	10
Calvert	73	73	-	-	-	-	3	-	4	56	5	-	1	-	4	-	-
Caroline	80	78	-	-	-	-	17	-	3	38	3	-	7	-	9	1	2
Carroll	245	240	-	1	-	-	29	1	3	144	2	-	-	-	59	1	5
Cecil	198	197	-	-	1	-	-	-	7	148	11	-	-	-	22	8	1
Charles	134	133	-	1	1	-	6	2	6	106	2	-	7	-	2	-	1
Dorchester	78	78	-	1	-	-	7	-	1	62	1	1	2	-	3	-	-
Frederick	221	217	-	-	-	1	16	-	3	137	2	7	26	-	19	6	4
Garrett	76	74	-	-	-	-	5	-	1	67	1	-	-	-	-	-	2
Harford	350	343	1	-	-	-	30	1	18	248	4	-	7	-	34	-	7
Howard	138	134	-	1	-	-	1	-	5	127	-	-	-	-	-	-	4
Kent	47	46	-	-	-	-	-	-	2	41	3	-	-	-	-	-	1
Montgomery	535	530	1	-	2	1	223	1	28	215	24	2	6	-	11	14	5
Prince George's	1,359	1,346	3	1	-	-	78	2	59	1,169	23	1	-	-	10	-	13
Queen Anne's	39	38	-	-	-	-	-	-	-	32	-	1	2	-	3	-	1
St. Mary's	147	145	1	-	-	-	-	-	5	133	2	-	-	-	4	-	2
Somerset	88	87	1	-	-	-	4	-	1	68	4	1	4	-	4	-	1
Talbot	41	41	-	-	-	-	-	-	-	37	1	-	1	-	-	-	-
Washington	224	221	-	-	-	-	11	1	8	175	5	-	-	-	8	13	3
Wicomico	136	135	1	-	-	-	1	-	2	193	1	-	10	-	16	1	1
Worcester	73	72	-	2	-	1	-	-	-	44	4	-	15	-	5	-	1

*Incompatibility between school and pupil (16 years of age and over).
/Expulsion for disciplinary reasons (under 16 years of age).

TABLE III - 17

Female Pupils Withdrawals: Cause of Termination: Maryland Public Schools: September - June 1976-77
Grades 7-12

Local Unit	Total		Physical Illness	Physical Disability	Mental Illness	Mental Disability	Employment	Marriage	Military Service	Incompatibility with School*	Court Action	Economic	Special Cases - Superintendent's Approval			Undetermined	Death
	Including Death	Excluding Death											Expulsion/	Immaturity	Other		
Total State	8,090	8,066	25	109	9	5	264	230	7	6,196	45	39	83	-	170	884	24
Allegany	63	61	1	5	-	1	3	12	-	27	5	7	-	-	-	-	2
Anne Arundel	639	637	2	13	-	-	4	13	-	569	1	-	17	-	18	-	2
Baltimore City	4,146	4,146	-	30	-	-	-	31	2	3,247	-	-	-	-	-	836	-
Baltimore	652	648	10	1	1	1	60	52	2	473	3	2	19	-	10	12	4
Calvert	32	32	-	2	-	-	-	3	-	20	1	-	2	-	4	-	-
Caroline	46	46	-	5	-	-	5	5	-	25	-	2	1	-	6	-	-
Carroll	153	152	-	-	-	-	6	3	-	85	1	-	-	-	50	4	1
Cecil	135	134	-	5	1	1	-	7	-	86	3	4	-	-	13	14	1
Charles	92	92	1	4	-	-	9	7	-	64	-	2	4	-	1	-	-
Dorchester	54	53	1	6	-	-	-	6	-	37	-	-	3	-	-	-	1
Frederick	115	114	-	1	-	-	2	4	-	74	-	9	13	-	6	5	1
Garrett	39	39	-	1	-	-	-	8	-	29	-	-	1	-	-	-	-
Harford	177	176	-	1	-	-	10	13	1	131	-	1	3	-	16	-	1
Howard	80	79	1	1	-	-	-	-	1	75	1	-	-	-	-	-	1
Kent	39	39	-	-	-	1	1	-	-	36	-	-	-	-	1	-	-
Montgomery	310	307	2	1	2	-	121	17	1	123	18	3	1	-	12	6	3
Prince George's	777	773	5	6	2	-	36	22	-	690	6	3	-	-	3	-	4
Queen Anne's	42	40	-	-	-	-	2	2	-	30	1	-	1	-	4	-	2
St. Mary's	91	91	-	1	-	-	-	4	-	83	-	-	-	-	3	-	-
Somerset	37	37	1	2	-	-	1	3	-	23	-	2	4	-	1	-	-
Talbot	29	29	-	-	-	-	-	3	-	19	2	1	-	-	4	-	-
Washington	156	155	-	4	-	1	4	12	-	118	-	-	1	-	8	7	1
Wicomico	130	130	-	2	-	-	-	1	-	108	1	-	10	-	8	-	-
Worcester	56	56	1	18	1	-	-	2	-	24	2	3	3	-	2	-	-

*Incompatibility between school and pupil (16 years of age and over).

/Expulsion for disciplinary reasons (under 16 years of age).

Administration Division.

The Division of Administration provides inter-divisional services for the State Department of Education as well as the management of the pupil transportation program and the school food services program. Inter-divisional functions include personnel services, contract administration and State vehicle administration. Purchasing, duplicating and mail services are also provided. The Division of Administration also furnishes statistical reporting, automatic data processing, and other special services to the divisions of the Department, and on occasion, to local school systems, the Federal government, State and local government agencies, institutions of higher learning, professional associations and other interested organizations and individuals.²⁶

Instruction Division.

The purpose of this division is to develop and recommend to the State Department of Education policy and/or guidelines for programs and services in elementary and secondary schools, to include curriculum and adult continuing education in all public schools and State agency educational programs; to conduct evaluations of education programs including the accountability program; to insure the implementation of policies, guidelines, programs, and services through staff development, program audits, and supervision; to conduct conferences of personnel of the county school systems on matters relating to content, needs, and improvements of schools; to prepare and publish pamphlets to stimulate public interest, promote the work of education, and foster professional insight and efficiency in teachers; and to work cooperatively with the State Department of Health and Mental Hygiene.²⁷

Vocational-Technical Education Division.

The Maryland State Board of Education is the sole agency responsible for the administration, supervision, and control of vocational-technical education in the State. This authority is provided by the Public School Laws of Maryland, Article 77, Section 133, the Vocational Education Amendments of 1976, Public Law 94-482 and the Maryland State Plan for the Administration of Vocational-Technical Education Program under the Vocational Education Amendments of 1976.

²⁶ Maryland State Budget, Fiscal 1979, p. III-245.

²⁷ Ibid., p. III-247.

The Division of Vocational and Technical Education is responsible for providing leadership, guidance, and support to each of the local educational agencies in the State including occupational programs in Maryland's community colleges; in the planning, development, implementation and evaluation of comprehensive vocational education facilities, curricula, and services.²⁸

Library Development and Services Division.

This Division is responsible for the development and coordination of library services in the State and for the direction and supervision of school libraries and of public library systems.²⁹

Compensatory, Urban and Supplementary Programs Division.

The Division of Compensatory, Urban and Supplementary Programs is concerned with programs which address the needs of compensatory education, dropout prevention, drug abuse, early childhood education, education of children of migratory workers and pupil services.

Certification and Accreditation Division.

This Division performs specific regulatory functions required of the State Department of Education by Article 77. It certifies teachers for the public, independent, and non-public schools, and the medical and correctional institutions of the State. It also certifies librarians for the public libraries.

The Division of Certification and Accreditation acts on behalf of the State Superintendent of Schools and the State Board of Education in approving any educational program which offers group instruction and for which a fee is charged. It approves non-public elementary (including kindergarten and nursery) schools, secondary schools, colleges, and college-level programs, and teacher education programs. It also approves the awarding of degrees, certificates, and diplomas by all post-secondary and college-level institutions. An important operational activity of this Division is the high school equivalency program.³⁰

Instructional Television Division. This Division leases or produces in-school instructional television series and college credit and in-service series for teachers to be broadcast over the Maryland Educational Television Network.

²⁸ Ibid., p. III-249

²⁹ Ibid., p. III-251

³⁰ Ibid., p. III-254.

In providing these services, the Division works cooperatively with other divisions of the Department, with Maryland School systems, and with the Maryland Center for Public Broadcasting to identify needs, to select or develop Instructional Television series, and to evaluate Instructional Television series and services. The Division helps classroom teachers make effective use of instructional television series by providing schedule booklets and teacher's manuals, utilization workshops, and utilization television programs for Instructional Television series.³¹

Vocational Rehabilitation Division. This Division offers services at district and local offices throughout the State to persons who have congenital, disabling ailments, and permanently disabled from accidents, or have mental, emotional or personality disorders which constitute substantial handicaps to employment. The primary function of this Division is the general supervision of the rehabilitation services offered by the local offices through the State.³²

Placement and Guidance. The primary purpose of this program is to provide the means for administering services necessary to prepare disabled people who have employment handicaps for work they can successfully do. This is done by maintaining six regional offices located at Annapolis, Baltimore, Bladensburg, Hagerstown, Salisbury, and Towson, plus 51 local offices throughout the State. Mental health rehabilitation units are maintained in Crownsville, Eastern Shore, Rosewood, Spring Grove, and Springfield State Hospitals, and rehabilitation units are located in the Maryland Correctional Training Center at Hagerstown and the Correctional Unit in Baltimore. There are 16 cooperative public school-vocational programs in the counties and Baltimore City.³³

Special Education. The purpose of this program is to prescribe basic policy and guidelines for programs and services in the Division of Special Education in public schools, State agencies and non-public school educational programs.³⁴ Special education programs are designed for those students with specific learning disabilities.

³¹Ibid., p. III-257.

³²Ibid.

³³Ibid.

³⁴Ibid., p. III-263.

CONTINUED

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Interaction

Local Agencies. Local departments and boards of education cooperate with local health departments to insure that students needing health care, but whose family cannot afford such care, receive medical services from local health departments. The Special Education Section of the State Department of Education has money, available to local departments or boards of education, for support of home teaching programs. This program employs teachers to tutor youngsters in hospitals or in their homes, when the children are too ill physically to attend school.

Local departments and boards of education can obtain consultation and assistance for establishing curricula from the State Department of Education.

In cooperation with the local school system, the Division of Vocational Rehabilitation has developed a cooperative education-vocational rehabilitation program which is available to students requiring vocational evaluation and training in addition to those programs generally provided in the local school system.

State Agencies. In all counties, but not in Baltimore City, the Employment Security Administration and the Vocational Counseling Program of the State Department of Education issue work permits to school children. The Employment Security Administration conducts General Aptitude Tests in high schools. Public health nurses in elementary schools are paid by and work for the State Social Services Administration and are both a source of referral to Vocational Rehabilitation and a source of services for people in vocational rehabilitation programs.

The State Department of Education, as shown in Table III-18 is involved with the Division of Corrections, Mental Health Administration, Mental Retardation Administration and State Juvenile Services Administration by providing educational programs in selected institutions.

Federal Agencies. The Office of Education of the Department of Health, Education and Welfare provides consultation services and funding to the State Department of Education.

TABLE III - 18

Enrollment in Education Programs in Maryland Institutions: September 30, 1977

Administering Department Institution	Grand Total	Elementary Enrollment by Grade												
		Total Elemen- tary	Pre- kinder- garten	Kinder- garten	Ungraded		1	2	3	4	5	6	7	8
					Special	Other								
Total State	2,769	630	-	-	403	216	1	1	-	3	3	2	1	-
Department of Health and Mental Hygiene	1,720	227	-	-	192	35	-	-	-	-	-	-	-	-
Mental Retardation Administration	587	134	-	-	134	-	-	-	-	-	-	-	-	-
Great Oaks Center	151	44	-	-	44	-	-	-	-	-	-	-	-	-
Holly Center	84	21	-	-	21	-	-	-	-	-	-	-	-	-
Rosewood Center	352	69	-	-	69	-	-	-	-	-	-	-	-	-
Mental Hygiene Administration	142	58	-	-	58	-	-	-	-	-	-	-	-	-
Clifton T. Perkins Hospital	11	-	-	-	-	-	-	-	-	-	-	-	-	-
Regional Institute for Children & Adolescents	79	58	-	-	58	-	-	-	-	-	-	-	-	-
Spring Grove Hospital	24	-	-	-	-	-	-	-	-	-	-	-	-	-
Springfield State Hospital	28	-	-	-	-	-	-	-	-	-	-	-	-	-
Juvenile Services Administration	991	35	-	-	-	35	-	-	-	-	-	-	-	-
Boys' Forestry Camp	182	-	-	-	-	-	-	-	-	-	-	-	-	-
Boys' Village of Maryland	55	-	-	-	-	-	-	-	-	-	-	-	-	-
Maryland Children's Center	77	-	-	-	-	-	-	-	-	-	-	-	-	-
Maryland Training School	350	-	-	-	-	-	-	-	-	-	-	-	-	-
Montrose School	327	35	-	-	-	35	-	-	-	-	-	-	-	-
Dept. of Public Safety & Correctional Services	403	192	-	-	11	170	1	1	-	3	3	2	1	-
Community Rehabilitation & Release Center	15	9	-	-	-	9	-	-	-	-	-	-	-	-
Maryland Correctional Camp Centers	53	28	-	-	-	28	-	-	-	-	-	-	-	-
Maryland Correctional Institution	110	95	-	-	11	84	-	-	-	-	-	-	-	-
Maryland Correctional Institution for Women	13	11	-	-	-	-	1	1	-	3	3	2	1	-
Maryland Correctional Training Center	178	23	-	-	-	23	-	-	-	-	-	-	-	-
Maryland House of Correction	17	16	-	-	-	16	-	-	-	-	-	-	-	-
Maryland Penitentiary	17	10	-	-	-	10	-	-	-	-	-	-	-	-
Other Institutions	646	211	-	-	200	11	-	-	-	-	-	-	-	-
Dept. of Education, Rehabilitation Center	125	-	-	-	-	-	-	-	-	-	-	-	-	-
Md. School for the Deaf - Columbia	93	93	-	-	93	-	-	-	-	-	-	-	-	-
Md. School for the Deaf - Frederick	405	104	-	-	104	-	-	-	-	-	-	-	-	-
Patuxent Institute	20	11	-	-	-	11	-	-	-	-	-	-	-	-
U. of Md. School of Medicine, Psychiatric Institute	3	3	-	-	3	-	-	-	-	-	-	-	-	-

SOURCE: Maryland State Department of Education.

TABLE III - 18 (Continued)

Enrollment in Education Programs in Maryland Institutions: September 30, 1977

Administering Department Institution	Secondary Enrollment by Grade								
	Total Secondary	Ungraded		7	8	9	10	11	12
		Special	Other						
Total State	2,139	893	1,235	1	-	7	2	1	-
Department of Health and Mental Hygiene	1,493	592	901	-	-	-	-	-	-
Mental Retardation Administration	453	453	-	-	-	-	-	-	-
Great Oaks Center	107	107	-	-	-	-	-	-	-
Holly Center	63	63	-	-	-	-	-	-	-
Rosewood Center	283	283	-	-	-	-	-	-	-
Mental Hygiene Administration	84	84	-	-	-	-	-	-	-
Clifton T. Perkins Hospital	11	11	-	-	-	-	-	-	-
Regional Institute for Children & Adolescents	21	21	-	-	-	-	-	-	-
Spring Grove Hospital	24	24	-	-	-	-	-	-	-
Springfield State Hospital	28	28	-	-	-	-	-	-	-
Juvenile Services Administration	956	55	901	-	-	-	-	-	-
Boys' Forestry Camp	182	-	182	-	-	-	-	-	-
Boys' Village of Maryland	55	55	-	-	-	-	-	-	-
Maryland Children's Center	77	-	77	-	-	-	-	-	-
Maryland Training School	350	-	350	-	-	-	-	-	-
Montrose School	292	-	292	-	-	-	-	-	-
Dept. of Public Safety & Correctional Services	211	-	200	1	-	7	2	1	-
Community Rehabilitation & Release Center	6	-	6	-	-	-	-	-	-
Maryland Correctional Camp Centers	25	-	25	-	-	-	-	-	-
Maryland Correctional Institution	15	-	6	-	-	6	2	1	-
Maryland Correctional Institution for Women	2	-	-	1	-	1	-	-	-
Maryland Correctional Training Center	155	-	155	-	-	-	-	-	-
Maryland House of Correction	1	-	1	-	-	-	-	-	-
Maryland Penitentiary	7	-	7	-	-	-	-	-	-
Other Institutions	435	301	134	-	-	-	-	-	-
Dept. of Education, Rehabilitation Center	125	-	125	-	-	-	-	-	-
Md. School for the Deaf - Columbia	-	-	-	-	-	-	-	-	-
Md. School for the Deaf - Frederick	301	301	-	-	-	-	-	-	-
Patuxent Institute	9	-	9	-	-	-	-	-	-
U. of Md. School of Medicine, Psychiatric Institute	-	-	-	-	-	-	-	-	-

IV. HEALTH AGENCIES

A. Department of Mental Health and Hygiene

The Department of Mental Health and Hygiene was created effective July 1, 1969 by Chapter 77, Acts of 1969, to encompass all major departments, boards and commissions with responsibility for providing State financed health, mental hygiene, juvenile and related services. The authority for policy determination and for program execution is vested in the Secretary of Health and Mental Hygiene and in those personnel to whom he delegates responsibility for direction and program management.

The basic objectives of the State Department of Health and Mental Hygiene are:

1. To develop a health program providing protection to Maryland residents against preventable disease, premature loss of life and against environmental pollution.
2. To provide comprehensive health and medical services for the indigent and medically indigent.
3. To provide in-patient and out-patient services for the chronically ill, the mentally ill, the mentally retarded, for persons with tuberculosis and for those with narcotic addiction.
4. To develop programs for the prevention, control and treatment of juvenile delinquency.
5. To advance the health of all residents through the conduct of special studies, research and through the creation of adequate health manpower.³⁵ The actual budget for this Department for fiscal 1976 is reflected in Table III-19.

³⁵Ibid., p. II-19.

TABLE III - 19

BUDGET FOR HEALTH AND MENTAL HYGIENE
FISCAL YEAR 1978

CATEGORY	1978 APPROPRIATION
Total Number of Authorized Positions	13,551
Salaries and Wages	153,668,909
Technical and Special Fees	2,658,560
Operating Expenses	432,830,616
Original General Fund Appropriation	403,853,918
Transfer of General Fund Appropriation	7,500,126
Total General Fund Appropriation	
Less: General Fund Reversion	
Net Total General Fund Expenditure	411,354,044
Add: Special Fund Expenditure	16,145,948
Federal Fund Expenditure	160,943,093
Reimbursable Funds	<u>715,000</u>
Total	589,158,085
Add: Local Fund Expenditure (Unappropriate)	<u>21,165,048</u>
Total Expenditure	<u>610,323,133</u>
<u>Capital Funds</u> Appropriation	12,132,000

SOURCE: Maryland Department of Budget and Fiscal Planning, Maryland State Budget for Fiscal 1979.

Office of the Secretary. The Secretary of the Department of Health and Mental Hygiene is responsible for the establishment of policy in the health services area. The Secretary is appointed by the Governor with the advice and consent of the Senate. Located within the office of the Secretary are:

1. The Office of General Administration which is responsible for assisting the Secretary in formulating policy and coordination of efforts to effect policy.
2. Fiscal Services which is responsible for handling all fiscal transactions for the Department.
3. General Services Office which is responsible for centralized control of support services, dietary services, purchasing, storekeeping, fleet control, capital budget engineering, maintenance, personnel administration, management engineering and audit capability.
4. Data processing which offers data processing services to all agencies, boards and commissions.
5. Maryland Center for Health Statistics which is responsible for the collection, maintenance and analysis of data relevant to the administration and planning of Maryland's health service programs and the collection and maintenance of vital records.
6. Other offices within the Office of the Secretary have primarily fiscal responsibilities and include the office of recoveries and collections and budget services.
7. The Office of Licenses and Certification is responsible for licensing and certifying health institutions in the State.³⁶

1. Local Health and Professional Support Administration
The objective of the Local Health and Professional Support Administration is the development and implementation of services in the local health departments through the provision of coordination and cooperation between the twenty-four local subdivisions and the other program administrations of the State Department of Health and Mental Hygiene. The major role of this

³⁶Ibid., II-11; II-17.

program is to assist the local health departments in achieving their objectives; to supervise the efforts of the Professional Support Services in directing their services toward all professional programs of the Department; and the responsibility for the advanced education and training of professional personnel.³⁷

- b. Preventive Medicine Administration. The Preventive Medicine Administration provides for technical and professional assistance and consultation, as well as some direct services to other administrations under the Secretary of Health and Mental Hygiene and to the subdivisions of the State, primarily to local health departments. Consultation is also given to other health and welfare agencies, voluntary groups and institutions in the State engaged in the provision of health services directed toward the prevention of illness and disability. The staff is representative of many professions which include physicians qualified in the specialties of pediatrics, obstetrics, and epidemiology; public health nurses with special preparation and training in obstetrics and pediatrics; dentists; psychologists; nutritionists; public health veterinarians; social workers; physical therapists; speech pathologists; audiologists; occupational therapists; speech pathologists; audiologists; occupational therapists; public health investigators; and health educators.

Major program activities within this administration are:

- (1) Maternity and child health programs where the emphasis is on the prevention of disability in expectant mothers, and the prevention of disease and handicapping conditions among infants, children and youth;
- (2) crippled children's services;
- (3) veterinary medical services;
- (4) dental health services where the primary emphasis is on the prevention of dental disorder;

³⁷Ibid, II-15-22

- (5) communicable diseases where the primary emphasis is on control of communicable diseases affecting humans in the State;
- (6) hereditary disorders where the emphasis is on the prevention of disease on chronically disabling conditions through early identification, diagnosis, treatment and follow-up;
- (7) non-retarded developmentally disabled where the goal is to develop comprehensive day and residential programs for the non-retarded developmentally disabled;
- (8) industrial and environmental disease where the emphasis is to protect the public from consequences of industrial and environmental contamination.

With few exceptions, the actual provision of preventive medical services at the community level is through the local health departments. Therefore, the Administration has a great responsibility in working with subdivisions promoting the importance of prevention through conscientious, on-going activities in general health education and continuing specialized consultation services.

In promoting these programs, day-to-day cooperation among the medical and nursing professions is essential. In working with appropriate committees of the Medical and Chirurgical Faculty, the Administration is involved in the development of standards of care for hospital, maternity, newborn, and crippled children's services; in promoting a coordinated program for continuing medical education; and numerous other areas of mutual concern in health matters.

Close relations are maintained with other Administrations under the Secretary of Health and Mental Hygiene. In the fields of school health, foster child, and day care, the Administration works closely with the Department of Human Resources and the Department of Education.³⁸

3. Mental Hygiene Administration

Article 59 and portions of Articles 16, 27, 31, and 43 of the Annotated Code of Maryland (1966, 1967, and 1968 Replacement Volumes and Supplements) establish, under the Secretary of Health and Mental Hygiene, the Department of Mental Hygiene, now known as the Mental Hygiene Administration. This Administration is administered by a Commissioner and responsible for the treatment and rehabilitation of the mentally ill.

Under the statutory authority and the policies of the Secretary, the Administration has the following responsibilities: planning, stimulating and developing comprehensive services for the mentally ill; supervision, direction, and control of State facilities for the mentally ill, and State programs for the mentally ill; establishing and reviewing standards of psychiatric care and treatment, and ensuring compliance with the laws of Maryland concerning the mentally ill in all psychiatric facilities and programs within the State; reviewing and approving local plans and budgets for mental health programs and services, and providing leadership and supervision for such local programs; providing expert consultation, advice, and assistance to State agencies and others concerning mental health services; establishing personnel standards and developing, directing, and assisting in the provision of education and manpower development programs for the mental health professions and carrying out programs of basic and clinical research in the field of mental illness.

Major programs with the Mental Hygiene Administration are presented below.³⁹

Services to The Aged: This program provides program consultation to State mental hospitals and to local subdivisions requesting mental health grants for projects for the aged.

³⁹ Ibid. II-109-204.

Alcoholism Programs: The Alcoholism Control Administration is responsible for the provision of consultation in specialized psychiatric program areas and the coordination of special programs with other State and community services.

Services to Adults: This program is primarily responsible for the forensic psychiatry activities of the Mental Health Administration.

Education and Training of Professional Personnel: The Administration provides the majority of trained manpower, both professional and non-professional, for the State mental hospitals. The Administration develops, coordinates, and conducts training programs and inservice programs for the staff of the hospitals.

Community Services: This program provides program supervision and administration for all community-based or community-related mental health programs.

Centrally, all services are supervised and coordinated by the Community Services Division. In the field, four regional mental health directors coordinate the programs for their designated regions and assist local government and advisory committees in the development of local plans, determination of local priorities, and requests for funds. They also provide consultation to agencies, community groups, and institutions. In cooperation with the superintendents of the regional hospitals, the regional mental health directors develop the processes for geographic unification in the hospital centers and unification of the hospital-center units with the community programs. These processes are carried out under the general guidance of the Community Services Division and the Commissioner of Mental Hygiene.

Inner City Community Mental Health Center. In recent years the Mental Hygiene Administration has become increasingly involved at the community level in the solution of minor mental health problems before they become major problems. The program provides mental health services to those in need of such services. The Inner City Community Mental Health Center, operated by the Administration in cooperation with the Institute of Psychiatry and Human Behavior

in the Medical School of the University of Maryland, is an example of the Administration's concern with community mental health.

The Maryland Psychiatric Research Center. The Center, located in Catonsville on the grounds of the Spring Grove Hospital Center in Baltimore County is the Administration's research arm for projects concerned with improvements of patient care, such as clinical studies of effective drug therapy, searches for new drugs, as well as studies in connection with the epidemiology of mental illnesses and the effectiveness of some of the community-based and institutional programs.

Regional Psychiatric Hospitals. The Administration is responsible for four psychiatric institutions: Crownsville, Eastern Shore, Springfield, and Spring Grove, all of which accept patients on a regional basis.

Crownsville Hospital Center. Crownsville, established by Chapter 250, Acts of 1910, Laws of Maryland, was opened to patients in 1911. The hospital is located on 1,712 acres in Anne Arundel County and provides care for mentally ill patients from Anne Arundel, Calvert, Charles, and St. Mary's Counties and the southeast portion of Baltimore City.

The Eastern Shore Hospital Center. This hospital, established by Chapter 187, Acts of 1912, Laws of Maryland, admitted its first patients in 1915. The Eastern Shore Hospital Center is located on 367 acres in Dorchester County and provides care for mentally ill patients who are residents of Caroline, Dorchester, Kent, Queen Anne's, Somerset, Talbot, Wicomico, and Worcester Counties.

The Springfield Hospital Center. Springfield, established by Chapter 231, Acts of 1894, Laws of Maryland, opened for patients in 1896. The hospital is located on 586.54 acres in Carroll County and provides care for mentally ill patients from Allegany, Carroll, Frederick, Garrett, Howard, Montgomery, and Washington Counties, and a portion of northern Baltimore City.

The Spring Grove Hospital Center. Spring Grove, established in 1794, as the Maryland hospital, is located on 205 acres in Baltimore County. The hospital provides care for mentally ill patients from Baltimore, Cecil, Harford, and Prince George's Counties and residents in the northwest and southwest Baltimore metropolitan areas.

Special Purpose Psychiatric Hospitals. In the Mental Hygiene Administration, there are two special purpose psychiatric hospitals. The Regional Institute for Children and Adolescents treats emotionally disturbed children five to 12 years of age and is located in Baltimore County. Referrals to the Institute are accepted from public and private agencies. The Institute provides a smaller program of in-patient care and a larger program of day care. It represents the first step in a plan for regionalized care for children.

Clifton T. Perkins Hospital Center was established by Chapter 814, Acts of 1959, Laws of Maryland, as a maximum-security hospital. The facility is designed to give diagnostic and treatment services to mentally ill persons requiring security greater than available in other mental hospitals. Patients come from all counties in the State. Four types of patients are admitted: pretrial--those patients sent by courts for evaluation, where mental illness is thought to play some role in their criminal behavior; penal transfers--those persons who develop emotional problems which make them dangerous to themselves or to others and consequently are in need of close supervision, intensive treatment, and maximum security, and more intensive care than the psychiatric hospitals can give; and not guilty by reason of insanity--those persons who were found by the court or jury not to have been sane at the time they committed an offense.

Adjudicated juvenile delinquents are not admitted to Perkins. Only adult males and male offenders waived to adult court are admitted. Females of a nature similar to that of males admitted to Perkins are treated in the regional psychiatric hospitals. Juveniles are sent to the Maryland Children's Center. Those males

admitted to Perkins from correctional institutions or regional psychiatric hospitals are returned to the original hospital or institution if and when they become manageable.

The comprehensive medical and psychiatric care given patients at Perkins includes nursing, psychological, social, rehabilitative, dietary, and security services. Both individual and group psychotherapy and use of psychotropic drugs are essential to the program.

Perkins has a community mental health services program which provides outpatient service for the citizens of metropolitan Baltimore. The clinic also provides psychiatric treatment services for individuals placed on probation whose probation is made contingent upon securing outpatient psychiatric services. In accordance with Article 59, Section 7 (revised June 1, 1967), pretrial psychiatric evaluation for those patients, exclusive of capital offenders, referred by the Criminal Court of Baltimore and the circuit courts of surrounding metropolitan counties is provided at Perkins.

The Mental Hygiene Administration is directed by a Commissioner, certified in psychiatry by the American Board of Psychiatry and Neurology, and appointed by the Governor upon the recommendation of the Secretary of the Department of Health and Mental Hygiene. The Commissioner is responsible for discharging the functions assigned by the Secretary of Health and Mental Hygiene and for the administration of the Department. The Secretary of Health and Mental Hygiene appoints, on the recommendation of the Commissioner, Superintendents of Crownsville Hospital Center, Eastern Shore Hospital Center, Springfield Hospital Center, Spring Grove Hospital Center, Clifton T. Perkins Hospital Center, and the Maryland Institute for Children.

Interaction.

Local Agencies. The Mental Hygiene Administration makes available through local health departments grants for the establishment of community mental health centers. Local departments of social services provide some foster home

placement services to patients from Mental Health Administration institutions for mentally ill children.

Because the Maryland Comprehensive Intoxication and Alcoholism Control Law specifies that alcoholics need local services, the Mental Hygiene Administration's Alcoholism Control Administration works with local health departments to promote local programs under the leadership of local health officers. The Alcoholism Control Administration is in the process of initiating and expanding services available to alcoholics and their families through traditional social service agencies and agents: health departments, general and tuberculosis hospitals, public and private social agencies, community action agencies, law enforcement and correctional agencies, missions, practicing physicians, clergymen, nurses, union counselors, and community groups.

State Agencies. The State Department of Health and Mental Hygiene is responsible for licensing Mental Hygiene Administration hospitals. Local offices of Vocational Rehabilitation run vocational rehabilitation units in Mental Hygiene hospitals. These units are responsible for job training, counseling, and aiding patients in job placement upon their release from an institution. The Special Education Division of the State Department of Education provides money and guidance to the academic school program for adolescents conducted in the four regional hospitals.

Federal Agencies. The National Institute of Mental Health (NIMH) makes funds available for the operation of community-based mental health programs. Hospital Improvement Programs to upgrade services on a model hospital basis receive funding from NIMH to test institutional changes that could be of value to other facilities.

Medical Care Programs Administration. This office furnishes direction to the Medical Assistance Policy Administration, the Medical Assistance Operations Administration and to the Medical Assistance Compliance Administration. Through a review and research process this office evaluates the efficiency of medical care and assistance programs. This office also administers funds under Title XIX of the Social Security Act, which provides a broad range of medical services for low income persons and families.⁴⁰

⁴⁰Ibid., II-39.

Laboratories Administration. The Laboratories Administration has responsibilities under Article 43 of the "Annotated Code of Maryland" for laboratory testing free of charge to eligible clients; to assist physicians and health officials in the prevention, diagnosis and control of human disease; to make examinations in connection with the enforcement of pure food and drug laws; to provide scientific substantiation for surveillance of the human environment in order to detect water pollution, air pollution, and other conditions that adversely affect or may affect health; to enforce minimum standards and qualifications for all medical laboratories in Maryland and for water and dairy product laboratories involved in interstate operations.

The Administration operates a total of eight regional laboratories throughout the State for the purpose of providing specialized professional services.⁴¹

Aged and Chronically Ill Services Administration. The Aged and Chronically Ill Services Administration has responsibility for planning, developing, and directing a broad program of health services for adults through consultation, professional assistance and direct services. This administration provides disease control services, treatment services, community based care and institutional care through State facilities to the aged and chronically ill throughout the State of Maryland.

Environmental Health Administration. It is the mission of the Environmental Health Administration to provide those services inherent in the powers of State government needed to afford a secure and healthful environment in which to live, work and play, and further to assure the consumer wholesome and safe food, drugs and retail products. These services provide the public protection from environmental hazards and nuisances associated with drinking water, food, drugs, sewage, solid wastes, hazardous substances, consumer products, radiation, recreational, residential and camp facilities, and atmospheric pollution and noise.

⁴¹Ibid., II-44.

Mental Retardation Administration.⁴² The Mental Retardation Administration carries the responsibility for planning, developing and directing a Statewide, comprehensive system of services for the mentally retarded and their families. The Administration coordinates its activities with those of other government, voluntary and private health, education and welfare agencies in the service delivery system.

The Administration has established two co-equal, inter-related goals; one goal is emphasis on deinstitutionalization, the other is development of community services.

Deinstitutionalization encompasses three inter-related processes: (1) prevention of admission to institutions by finding and developing alternative community methods of care and training; (2) return to the community of all residents who can be prepared through programs of habilitation and training to function adequately in appropriate local settings; and (3) for those who must be institutionalized, establishment and maintenance of a responsive residential environment which protects human and civil rights and which contributes to the expeditious return of the individual to community living.

The Administration's second major goal is to assure that all mentally retarded citizens receive the community-based services they need, when they need them, and in the amount and variety they require.

The major program activities of the Mental Retardation Administration are as follows:

Community Services: This program provides program planning, development and evaluation, supervision and administrative guidance and interagency coordination for community programs in mental retardation, including day care for children, activity programs for adults, community residential programs, other purchase of care and casework services.

⁴²Ibid., II- 187-237.

Community services programs form a basis for implementing the normalization principal for the retarded citizens of Maryland. The leadership role of the Administration in these services consists of specialized programs to the retarded under specific mandates and regulations and maximizing the utilization of generic services that can serve this population. It is the policy of the Department and this Administration that service delivery be adapted to local needs in order to provide a continuum of services for these individuals as close to home as possible.

Continuum-of-care teams coordinate, initiate, and evaluate programs for six designated regions and assist local governments, provider and prospective agencies and committees in the development of plans, priorities and requests for funds. Consultation to public and private agencies and community groups is provided.

State Mental Health Retardation Centers: The Mental Retardation Administration has responsibility for seven institutions for retarded persons.

Rosewood State Hospital is located in Baltimore County and was established by Chapter 183, Acts of 1888, as the Asylum and Training for the Feeble-Minded of the State of Maryland. The hospital adopted its present name by Chapter 89, Acts of 1961. The hospital provides for the care, education, training, and rehabilitation of the mentally retarded from all parts of the State.

The Henryton State Hospital was established by Chapter 464, Acts of 1922, to provide for the care of tuberculous patients. Effective July 1, 1963, by Chapter 110, Acts of 1963, the hospital was transferred to the Mental Health Administration. Located in Carroll County, the hospital carries out a special training and rehabilitation program for severely retarded, ambulatory adults (18 years of age and older). Admission is through Rosewood State Hospital.

The Great Oaks Center is located in Prince George's and Montgomery counties, on property formerly belonging to the University of Maryland. The facility has a bed capacity of 475 residents and is designed to provide intensive medical care, treatment, training, and educational services to non-ambulatory and partially ambulatory mentally retarded patients from Calvert, Charles, Montgomery, Prince George's, and St. Mary's counties.

Under Article 59A, the Mental Retardation Administration has responsibility for planning, directing, stimulating, and developing comprehensive residential services for mentally retarded persons and day programs for those retarded not covered by education. The Administration supervises, directs, and controls State facilities for mentally retarded residents. The Administration establishes and reviews standards of care and treatment for the Department of Health and Mental Hygiene, ensuring compliance with the laws of Maryland concerning mentally retarded persons in all facilities and programs for the Mental Retardation Administration in the State. In addition, the Administration carries out programs of basic and clinical research in the field of mental retardation. The Administration provides professional services and direction to the Department of Health and Mental Hygiene in the areas of medicine, social work, nursing, physical therapy, and research as related to mental retardation.

The Director of the Mental Retardation Administration is appointed by the Secretary of Health and Mental Hygiene and provides assistance to the Secretary in the area of mental retardation, as directed by Article 59A, Section 7, Annotated Code of Maryland. The Mental Retardation Administration is one of the administrations of the Department of Health and Mental Hygiene.

The Mental Retardation Administration initiates, supervises, and evaluates day and developmental services throughout the State. The Administration purchases day and developmental services from local non-profit groups who provide services under standards developed by the Administration.

The State Department of Education cooperates with the Administration by providing educational services to some mentally retarded returning to the community from residential care. The Administration offers to the State law enforcement agencies and other State agencies consultation, evaluation and recommendations for decision making and direct services where and when appropriate.

The Administration receives Federal assistance from the Department of Health, Education, and Welfare in providing services to clients under institutional care and treatment in the form of assistance under Title 19, Crippled Children, Maternal and Child Health, Title 4A, Title 16, and some

federal benefits coming directly to the individual as benefits. Elementary and Secondary Education Act (ESEA) funds are also received.

Drug Abuse Administration.⁴³ Article 43B, Sections 4-5 of the Annotated Code of Maryland (1965 Replacement Volume and Supplement) creates the Drug Abuse Administration in the Department of Health and Mental Hygiene. It is responsible for programs dealing with drug abuse throughout the State.

The Drug Abuse Administration's overall objective of promoting, developing, establishing, and conducting unified programs for treatment and rehabilitation, training, prevention, research and control in the field of drug abuse in cooperation with other similar federal, State, local and private agencies. Major program activities include the following:

Coordination of Treatment Services: This program is aimed at providing comprehensive assistance to local communities in the development of needed services. Types of services offered, most of which are offered by programs receiving funding from the Drug Abuse Administration, include:

- a. Services to Children and Adolescents;
- b. Civil Commitment;
- c. Comprehensive Services:
 - (1) Temporary methadone maintenance programs;
 - (2) detoxification programs;
 - (3) emergency medical care;
 - (4) residential facilities;
 - (5) job placement.
- d. Purchase of Residential and Outpatient Care; and
- e. Integrated Drug Abuse Reporting Project.

Education and Training: This program consists of two projects:

- a. In-Service Training; and
- b. Communication Education Services.

⁴³Ibid., II-103.

This program provides a wide-ranging program of training for professional and para-professional persons whose work involves them with drug abuse. It assists them with in-service training or develops such programs for them under Drug Abuse Administration auspices.

In addition, this program provides valid information and education for the public as a primary tool for drug abuse prevention. It seeks to stimulate community awareness, commitment, and involvement in allaying the underlying people problems, as a necessary requisite to dealing with "the drug problem."

The Drug Abuse Administration contracts with community groups and local units of governments to provide drug abuse services.

Federal funds are received from the National Institute of Drug Abuse and from the Law Enforcement Assistance Administration through the Governor's Commission on Law Enforcement and the Administration of Justice.

Comprehensive Health Planning Agency⁴⁴ The Maryland Comprehensive Health Planning Agency is designated under Article 43, Section 59C as the sole agency for the administration or supervision of the State's health planning functions. It has the statutory responsibility for the development of a coordinated State-wide process of comprehensive health planning. An Advisory Council appointed by the Governor, consisting of representatives of State and local agencies and non-governmental organizations and groups concerned with health, helps guide the health planning process.

Health Services Cost Review Commission.⁴⁵ The Health Services Cost Review Commission operates under Article 43, Sections 568H through 568Y of the "Annotated Code of Maryland." The purpose of the Commission is to cause the public disclosure of the financial status of all hospitals

⁴⁴Ibid., II- 238

⁴⁵Ibid., II- 240

and related institutions rendering health services and concern itself with the resolution of financial problems should threats to solvency be indicated; and to assure all purchasers of institutional health care services, that the costs of said institutions are reasonably related to the total services offered, that rates are set in reasonable relationship to aggregate costs and that rates are set without undue discrimination.

Juvenile Services Administration. The Juvenile Services Administration is discussed in considerable detail under Juvenile Rehabilitation.

V. OTHER JUVENILE DELINQUENCY PREVENTION PROGRAMS

There are a number of community groups operating throughout the State of Maryland that are funded by public and private sources which could be considered delinquency prevention programs. These programs provide a wide range of services ranging from recreational programs to formal counseling programs. Agencies that would fall in this category are the Big Brothers of Maryland, the Young Men's Christian Association (YMCA), Young Women's Christian Association (YWCA), the Baltimore City Street Club Services and others. All these programs are working with youth in their own communities.

Presently the Juvenile Services Administration also funds 17 Youth Services Bureaus throughout the State of Maryland. These are community based programs that provide both prevention and diversion resources. Youth Services Bureaus are discussed in more detail under the Juvenile Rehabilitation section.

JUVENILE REHABILITATION

I. INTRODUCTION

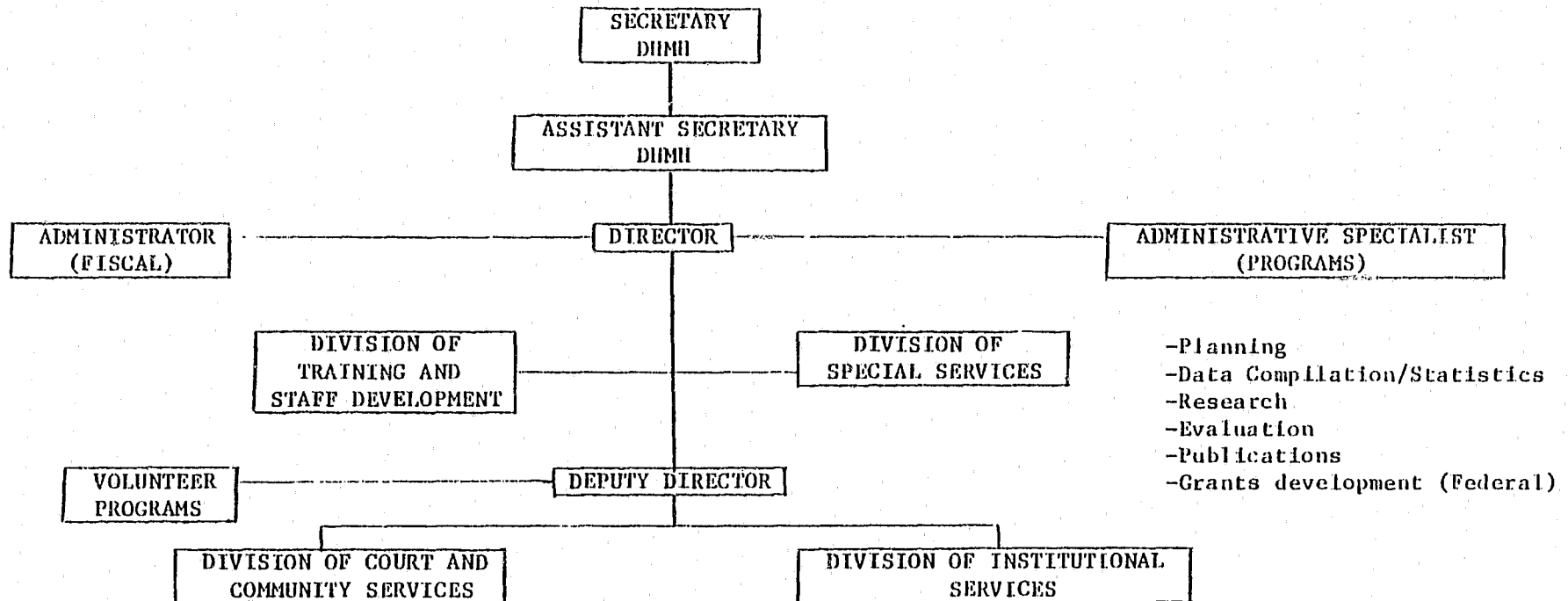
The prevention, treatment and control of juvenile delinquents and juvenile status offenders (Children in Need of Supervision) is a responsibility shared by the State, county, local and private agencies. However, since 1967, the State Juvenile Services Administration has, by law, had responsibility as the central administrative agency to provide most of the services to delinquents and Children in Need of Supervision (CINS). The Administration is organized into two functional operating divisions: (1) The Division of Court and Community Services, which includes Intake, Probation, and Aftercare: This Division is also responsible for the operation of the Administration's group residences, as well as the Administration's Purchase of Services (residential and non-residential) and prevention programs; (2) the Division of Institutional Services which encompasses the operation of the State Training Schools, the Forestry Camps, and Detention Centers (including Maryland Children's Center and Thomas J. S. Waxter Center). These two functional areas are supported by central administrative staff consisting of a Division of Special Services with responsibility for planning, data compilation, research, evaluation, publications and federal grant development, a Division of Training and Staff Development, volunteer programs, and fiscal and personnel services through the State Department of Health and Mental Hygiene. The organization chart for the Juvenile Services Administration shows the current structure of the Administration.

II. STATE JUVENILE SERVICES ADMINISTRATION

A. Organization

On July 1, 1966, the Juvenile Services Administration was established by Article 52A of the Annotated Code of Maryland (1968 Replacement Volume and Supplement) with the responsibility for the administration and supervision of the State's institutions rendering diagnostic, rehabilitative, and detention services for juveniles, the provision of State-wide juvenile probation and court services programs, and the establishment and support of community-based facilities and services for juvenile offenders. Maryland thereby created a single State agency to administer, coordinate, and standardize programs for the prevention and treatment of delinquency. The Administration became operational on July 1, 1967. On July 1, 1969, as a result of a State-wide reorganization, the Administration was placed under the State Department of Health and Mental Hygiene. Authorized expenditures information for the Administration for fiscal 1977 is presented in Figure I.

ORGANIZATION CHART
JUVENILE SERVICES ADMINISTRATION

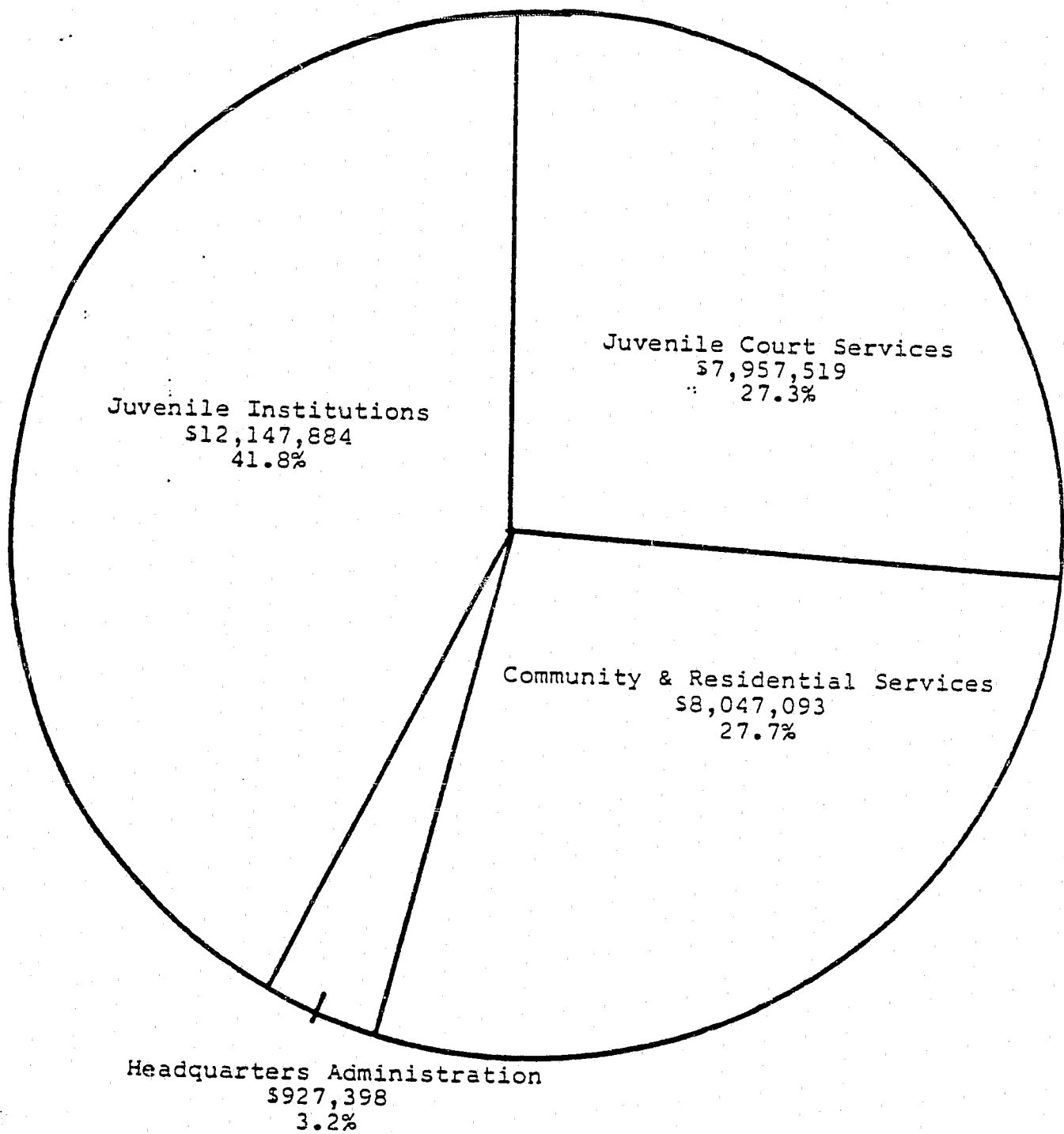


- Regional Court Services
 - Intake
 - Probation/Protective Supervision
 - Aftercare
- Purchased Care (residential)
- State Operated Group Homes & residences
- Prevention programs
- Diversion programs
- Shelter Care
- Interstate Compact
- Youth Service Bureaus
- Non-residential Programs

- Maryland Training School for Boys
- Montrose School
- Boy's Forestry Camps
- Maryland Children's Center
- Waxter Children's Center
- Boys' Village
- 30 Bed Detention Center (proposed)
- Eastern Shore Detention (proposed)
- Western Maryland Detention (proposed)
- High Security Institution (proposed)

*New organization of administration for Juvenile Services Administration within the Department of Health and Mental Hygiene is now pending.

FIGURE I
MARYLAND JUVENILE SERVICES ADMINISTRATION
FISCAL 1978 BUDGET



Total
\$29,079,894

In the State of Maryland, the juvenile justice system has jurisdiction over three broad categories of persons under the age of 18: (1) Delinquents; (2) Children in Need of Assistance; and (3) Children in Need of Supervision. The definitions of these terms as found in the Annotated Code of Maryland (1975 Cumulative Supplement) are listed below:¹

1. Delinquent Child - is a child who has committed a delinquent act and requires guidance, treatment, or rehabilitation. A delinquent act is defined as a act which would be a crime if committed by an adult.
2. Child in Need of Assistance - is a child who needs the assistance of the court because:
 - a. He is mentally handicapped or is not receiving ordinary and proper care and attention; and
 - b. his parents, guardian, or custodian are unable or unwilling to give proper care and attention to the child and his problems. However, a child shall not be deemed to be in need of assistance for the sole reason that he is being furnished non-medical remedial care and treatment recognized by State law.
3. Child in Need of Supervision - is a child who needs guidance, treatment, or rehabilitation, because:
 - a. he is required by law to attend school and is habitually truant; or
 - b. he deports himself so as to injure or endanger himself or others; or
 - c. he is habitually disobedient, ungovernable, and beyond the control of the part of that person; or
 - d. he has committed an offense applicable only to children.

¹ Annotated Code of the State of Maryland, Courts and Judicial Proceedings Article, Title 3, Subtitle 8, Section 3-801.

Referrals on any juvenile may be made to the Juvenile Services Administration's Intake Officer in the county (or Baltimore City) where the offense was alleged to have occurred.

According to procedures established in the Courts and Judicial Proceedings Article of the "Annotated Code of the State of Maryland," the Juvenile Services intake consultant is required to make a preliminary inquiry regarding the complaint to determine whether the court has jurisdiction and whether judicial action is in the best interest of the child or the public. The intake officer may (1) authorize the filing of a petition, (2) deny the filing of a petition, or (3) propose an informal adjustment. An informal adjustment is a strictly voluntary procedure during which the child shall be subject to whatever supervision is deemed appropriate by the intake consultant for a maximum of 90 days. The child may at this point be diverted to other agencies or community-based resources for services if deemed appropriate by the intake consultant. If the filing of a petition is denied the complainant may appeal the decision to the State's Attorney's Office within 15 days of the decision. In non-delinquency matters the matter may be appealed to the Juvenile Services Regional Supervisor.² In some cases, when a petition is filled, the most appropriate decision is to authorize the placement of the child in a detention or shelter care facility. Detention is defined as the temporary care of children, who, pending court disposition, requires secure custody in physically restricting facilities for the protection of themselves or the community. Shelter care means the temporary care of children in physically unrestricting facilities, pending court disposition. By law, no child may ever be detained in a facility used for the detention of adults, unless in a room or a ward entirely separated from adults. Additionally, the law requires that no child shall ever be detained in a facility for the detention of adults or in a facility to which delinquents have been committed. A child alleged to be "in need of assistance" or "in need of supervision" may not be placed in detention, but only in shelter care facilities. Children who are "in need of assistance" or "in need of supervision" may not be given a disposition which results in their confinement in an institution or other facility designed or operated for the benefit of delinquent children.

² Annotated Code of the State of Maryland, Courts and Judicial Proceedings Article, Title 3, Subtitle 8, Section 3-810.

According to laws of the State of Maryland, only the Juvenile Court or intake officer may authorize detention or shelter care. Intake Officers have the authority to detain a child only until the next available day that the court is open. Juvenile Court judges and masters may detain a child prior to an adjudicatory hearing, for a maximum of 30 days.³

If a petition is authorized by an intake consultant, the matter is forwarded to the State's Attorney for an adjudicatory hearing. The adjudicatory hearing is designed to determine the truth of the allegations of a petition. Providing support services to all Juvenile Courts in the State are the clerk's offices, which have responsibility for selecting dockets and notifying defendants, and witnesses. All clerk's offices are under the jurisdiction and control of the court they serve.

The Juvenile Court can either waive jurisdiction to the adult criminal justice system if certain statutory requirements are met, dismiss the petition, continue the case without finding, refer to another agency, warn the youth, place the youth on probation without verdict or sustain the petition and adjudicate the child.⁴

If the child is adjudicated, a dispositional hearing must be held. With respect to disposition, the law requires that children in need of assistance and in need of supervision may not be given a disposition which results in their confinement in an institution or other facility designed or operating for the benefit of delinquents. According to statute:⁵

"5. the overriding consideration in making a disposition is a program of treatment, training, and rehabilitation best suited to the physical, mental, and moral welfare of the child consistent with the public interest. The court may:

1. place the child on probation or under supervision in his own home or in the custody or under the guardianship of a relative or other fit person, upon terms the court deems appropriate;

³ Annotated Code of the State of Maryland, Courts and Judicial Proceedings Article, Title 3, Subtitle 8, Section 3-815.

⁴ Ibid., Section 3-817.

⁵ Ibid., Section 3-820.

2. commit the child to the custody under the guardianship of the Juvenile Services Administration, a local Department of Social Services, the Department of Health and Mental Hygiene, or a public or licensed private agency."

Children in Need of Assistance are generally committed to either a local Department of Social Services or the Department of Health and Mental Hygiene for appropriate casework and/or placement services. Children in Need of Supervision and delinquent youths are generally the responsibility of the Juvenile Services Administration. The Juvenile Services Administration has two functional divisions which provide services to youths as described in detail below, as well as other sections which provide support services to the Administration.

Division of Court and Community Services. This Division, headed by an assistant director is responsible for the provision of services and staff to the various juvenile courts throughout the State. This staff performs all necessary duties for the functioning of the court services program including, but not limited to, intake; probation; aftercare; consultant clinical services for necessary diagnostic, treatment, and consultative services; and related clerical services. From the headquarters level, program specialists are assigned to assist and consult with the regional supervisors in the major program areas and are a direct liaison between headquarters and field staff. The assistant director provides immediate supervision and direction to the regional supervisors.

The Division provides the staff and overhead expenses related to juvenile court and aftercare services for boys and girls referred by the juvenile courts of the State. This staff provides counseling, conducts intake screening of juveniles and predisposition investigations, prepares reports and recommendations for use by judges, supervises probationers, and furnishes aftercare supervision of boys and girls released from institutions. The staff works not only with juveniles, but with their parents and other adults, including school authorities who are familiar with the child. The activities of the court services staff are coordinated closely with both special and technical services provided by the Division and with resources available to juveniles in the community and the institution. The juvenile intake, probation and aftercare services are divided into eight geographic regions which are congruent with the eight judicial circuits in the State. Table III-20 shows the total cases handled by the Juvenile Services Administration for fiscal 1977 and the location of the eight regional offices. Table III-21 shows the offenses committed for fiscal 1977 by case. Table III-22 shows total cases handled and dispositions from 1968-1977.

TABLE III - 20

MANNER OF HANDLING CASES BY COUNTY, REGION AND TYPE OF OFFENSE
FISCAL 1978

	FORMAL				INFORMAL			DISAPPROVED/CLOSED AT INTAKE			
	Delinquent	CINS	CINA	Special Proceedings	Delinquent	CINS	CINA	Delinquent	CINS	CINA	Special Proceedings
Region 1											
Dorchester	84	5	9	1	40	1		54	3		
Somerset	47	1	2					36	14		
Wicomico	185	1	50		9			57			
Worcester	109	5	11		4			531	130		
Region 2											
Caroline	24	3	34		11	2		44	16		
Cecil	140	3	28		23	4	3	287	14		
Kent	57	3	38		5	2		92	6		
Queen Anne's	51	6	14		12	4		63	5		
Talbot	86	4	2		73	5	1	40	13		
Region 3											
Baltimore	1,067	60	153		361	76	4	2,880	361	62	
Harford	365	52	72		55	3		611	79		
Region 4											
Allegany	216	43	71	53	2	2		47	3		
Garrett	95	10	14		10	10		11	11		
Washington	232	12	59		117	14		304	96	9	
Region 5											
Anne Arundel	1,196	230	308		865	37		2,195	204		
Carroll	246	11	32	2	16	3		362	70		
Howard	172	20	41		10			700	40	1	
Region 6											
Frederick	142	8	11		58	8		577	54	2	
Montgomery	458	70	149		361	23	1	1,687	425		
Region 7											
Calvert	121	7	7		129	88	3	12	9	1	
Charles	268	22	51		21			410	177	4	
Prince George's	3,121	283	465		731	82		3,400	694	9	1
St. Mary's	186	11	18		12	2		322	71	1	
Region 8											
Baltimore City	7,647	279	440		1,024	462		7,968	1,018	21	
STATE	16,315	1,149	2,079	56	3,949	828	12	22,690	3,513	110	1

SOURCE: Maryland Department of Health and Mental Hygiene, Juvenile Services Administration: Annual Report Fiscal Year 1977, (Baltimore, Maryland 1978).

TABLE III - 21

TOTAL CASES HANDLED BY THE JUVENILE SERVICES ADMINISTRATION
BY MAJOR REASON AND AGE AT TIME OF REFERRAL - FISCAL 1977

MAJOR REASON	UNDER 10 YEARS	10 YEARS	11 YEARS	12 YEARS	13 YEARS	14 YEARS	15 YEARS	16 YEARS	17 YEARS	18 YEARS	OVER 18 OR UNKNOWN	TOTAL
Arson	41	17	19	47	50	62	84	46	33	6	6	411
Assault	149	131	218	340	664	1,009	1,267	1,316	1,181	110	60	6,445
Auto Theft/Unauth. Use	11	7	15	30	119	255	487	516	505	34	4	1,983
Burglary/B & E	105	115	196	352	594	992	1,253	1,347	1,148	139	22	6,263
Larceny	80	76	128	263	474	676	933	1,032	1,126	104	15	4,907
Robbery	3	6	13	27	65	119	193	183	176	17	4	806
Disorderly Conduct	19	6	34	52	127	252	410	608	649	61	15	2,233
Sex Offense	12	6	18	13	31	44	55	46	57	6	3	291
Vandalism	117	80	154	215	263	371	419	480	395	33	23	2,470
Narcotics Violation	4	3	4	28	88	277	673	1,033	1,301	128	9	3,548
Glue Sniffing	2	3	2	7	25	32	50	45	45	4	1	216
Alcoholic Beverage Viol.		2	2	8	21	66	143	336	388	27	5	1,003
Shoplifting	89	92	162	299	516	750	921	974	992	67	12	4,874
Purse Snatching			3	5	5	20	24	18	30			105
Firearms Violation	2	4	2	19	33	60	134	175	169	19	2	619
Rec/Poss of Stolen Goods	2	2	11	11	47	52	110	109	120	7		471
Trespassing	24	21	28	84	182	261	386	376	356	13	4	1,735
False Fire Alarm	24	7	12	19	22	26	21	22	13	1		167
Violation of Supervision				1	2	6	14	15	9	2		49
Other	103	51	95	190	372	654	962	857	951	90	33	4,358
Total Delinquent	787	629	1,116	2,010	3,700	5,984	8,544	9,454	9,644	868	218	42,954
Runaway	9	9	30	64	217	418	557	466	214	7	3	1,994
Truancy	72	22	49	91	198	308	315	67	24	2	1	1,149
Ungovernable	47	32	43	105	320	458	568	455	302	6	11	2,347
Total CINS	128	63	122	260	735	1,184	1,440	988	540	15	15	5,490
Neglect	227	20	26	20	26	19	22	15	9		1	385
Dependency	513	34	61	57	55	63	76	62	42	1	4	968
Dependency & Neglect	472	27	44	42	44	51	61	44	25		1	811
Mentally Handicapped	13	3	1	4	3	2	5	4	2			37
Total CINA	1,225	84	132	123	128	135	164	125	78	1	6	2,201
Special Proceedings					1			3			53	57
GRANT TOTAL	2,140	776	1,370	2,393	4,564	7,303	10,148	10,570	10,262	884	292	50,702

SOURCE: Juvenile Services Administration; Annual Report Fiscal Year 1977, p. 29.

CABLE III - 22

TOTAL CASES HANDLED BY THE JUVENILE SERVICES ADMINISTRATION BY COUNTY AND REGION
FORMAL, INFORMAL, CHANGE IN DISPOSITION & DISAPPROVED/CLOSED AT INTAKE CASES
1968 - 1977 FISCAL YEARS

	1968*		1969		1970		1971		1972		1973		1974		1975		1976		1977		Percent Change 76-77
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	
Region 1																					
Burcheater	168	.8	170	.7	119	.5	209	.6	199	.5	308	.7	317	.7	300	.5	212	.4	197	.4	- 7.1
Somerset	98	.5	103	.4	94	.4	120	.4	118	.3	148	.4	123	.3	144	.3	152	.3	100	.2	- 34.2
Wicomico	209	1.0	321	1.3	242	.9	233	.7	288	.8	330	.8	437	.9	413	.7	320	.5	302	.6	- 5.6
Worcester	287	1.5	307	1.2	517	2.0	818	2.5	694	1.9	610	1.4	656	1.4	750	1.3	816	1.4	790	1.6	- 3.2
Region 2																					
Caroline	63	.3	128	.5	83	.3	123	.4	129	.3	108	.2	150	.3	206	.4	146	.2	134	.3	- 8.2
Cecil	245	1.2	371	1.5	267	1.0	428	1.3	483	1.3	533	1.3	481	1.0	472	.8	548	.9	502	1.0	- 8.4
Kent	114	.6	116	.4	138	.5	128	.4	139	.4	151	.4	214	.4	210	.4	146	.2	203	.4	+ 39.0
Queen Anne's	91	.5	117	.4	118	.4	245	.7	163	.4	163	.4	181	.4	129	.2	154	.3	155	.3	+ 0.6
Talbot	114	.6	63	.2	115	.4	181	.5	144	.4	175	.4	195	.4	254	.4	233	.4	224	.4	- 3.9
Region 3																					
Baltimore	1,939	9.8	2,929	11.6	3,080	11.7	3,521	10.8	3,709	10.0	4,373	10.4	5,531	11.6	6,838	12.0	5,229	9.0	5,024	9.9	- 3.9
Harford	443	2.2	627	2.5	695	2.6	916	2.8	1,058	2.8	904	2.2	915	1.9	998	1.7	1,005	1.7	1,237	2.4	+ 23.1
Region 4																					
Allegany	553	2.8	346	1.4	327	1.2	422	1.3	380	1.0	464	1.1	516	1.1	560	1.0	458	.8	437	.9	- 4.6
Garrett	94	.5	89	.4	36	.1	120	.4	110	.3	135	.3	108	.2	115	.2	161	.3	161	.3	0.0
Washington	833	4.2	416	1.6	559	2.1	511	1.6	471	1.3	750	1.8	691	1.4	842	1.5	850	1.5	843	1.7	- 0.8
Region 5																					
Anne Arundel	931	4.7	1,261	5.0	1,559	6.0	2,618	8.0	2,408	6.5	2,815	6.7	3,706	7.7	5,296	9.3	5,048	8.7	5,035	9.9	- 0.3
Carroll	130	.7	163	.6	223	.9	372	1.1	231	.6	330	.8	549	1.1	669	1.2	621	1.1	742	1.5	+ 19.5
Howard	226	1.1	546	2.2	486	1.9	301	.9	416	1.1	468	1.1	789	1.6	942	1.6	991	1.7	984	1.9	- 0.7
Region 6																					
Frederick	367	1.9	354	1.4	441	1.7	362	1.1	450	1.2	567	1.4	760	1.6	800	1.4	832	1.4	860	1.7	+ 3.4
Montgomery	2,091	10.6	2,724	10.8	2,590	9.9	2,950	9.0	3,677	9.8	3,031	7.2	3,532	7.4	5,253	9.2	4,399	7.6	3,174	6.3	- 27.0
Region 7																					
Calvert	47	.2	129	.5	134	.5	191	.6	213	.6	248	.6	284	.6	433	.8	310	.5	377	.7	+ 21.6
Charles	115	.6	162	.6	324	1.2	301	1.2	582	1.6	531	1.3	953	2.0	987	1.7	960	1.7	953	1.9	- 0.7
Prince George's	3,268	16.5	5,101	20.2	5,550	21.2	5,977	18.3	6,823	18.3	6,717	16.0	8,592	17.9	9,320	16.3	9,074	15.6	8,786	17.3	- 3.2
St. Mary's	75	.4	218	.9	148	.6	192	.6	281	.8	379	.9	456	1.0	541	.9	501	.9	623	1.2	+ 24.4
Region 8																					
Baltimore City	7,281	36.8	8,509	33.7	8,391	32.0	11,384	34.8	14,076	37.8	17,703	42.2	17,769	37.1	20,690	36.2	24,878	42.9	10,859	37.2	- 24.2
STATE	19,782	100.0	25,270	100.0	26,236	100.0	32,703	100.0	37,242	100.0	41,949	100.0	47,905	100.0	57,162	100.0	58,044	100.0	50,702	100.0	- 12.7

*Includes non-support cases and cases involving adults contributing to the delinquency of a minor.

SOURCE: Juvenile Services Administration Annual Report, Fiscal 1977, p. 15.

Each county has a juvenile court and one or more Juvenile Services Administration Offices. These offices are centrally located in relation to the juvenile court, but in recent years satellite or Branch offices have been established to provide more direct services to the community. The regional supervisor, responsible for the probation, intake, and aftercare functions of a particular region, has his headquarters in one of the local offices. In the rural offices, workers handle caseloads of more than a single functional category. Probation counselors, consequently, may have aftercare or intake cases, and intake workers may have probation or aftercare responsibilities.

This Division is also responsible for the development of needed resources within the community to meet the needs of those children who do not require institutionalization in a State training facility, but who require services and programs outside of their own homes, either residential or non-residential. Purchase of residential care, purchase of non-residential services, development of prevention programs, supervision and direction of State-operated non-residential day programs are included among the responsibilities of this Division. Short-term care and the development and supervision of shelter care facilities are within the scope of this Division. Program specialists are assigned to assist in the development, coordination, and supervision of the above responsibilities. Tables III-23 and III-24 show the number of residential and emergency placements by race and county and sex and county for fiscal 1977.

An emerging phase of the community and residential services program of this Division is the development of a system of group homes for children who should not remain at home, but who do not need a training school setting. The use of community resources is apparent in Table III-25 which shows the number of admissions in the area of community and residential placement for juveniles from 1968-1977. Table III-26 indicates the increase in expenditures for community and residential care. Basically, a group home is a home that has the physical capacity and resources to provide 24 hour care for a selected group of up to 12 children. The number of children in a group home is related to the type of child served, zoning laws, and type of residence. Group homes are single dwellings, in which there is an ongoing "family" life, where the staff can be employed by the Juvenile Services Administration, private vendor, or where a family living in a rented or owned home can provide care for children on a "Purchase of Services" basis with the Juvenile Services Administration. The purpose of a group home is to provide stability of placement in a "family" type setting for children who are unable to adjust to the pattern of living in their own homes, and who cannot accept the close parental relationship of a regular foster home, but who, nonetheless, have the potential to benefit by the experience of group life adapted to their needs,

TABLE 111 - 23
RESIDENTIAL AND EMERGENCY PLACEMENTS BY RACE AND COUNTY
FISCAL 1977

	Private Residential Placements				Emergency Placements				Good Shepherd Center			
	White	Black	Other	Total	White	Black	Other	Total	White	Black	Other	Total
Region 1. Dorchester Somerset Wicomico Worcester	3 1 8 5	 1 3 3		3 2 11 8	2 4 3	 1 1		2 5 4	3			3
Region 2. Caroline Cecil Kent Queen Anne's Talbot	3 14 5 5 10	1 2 4 1 5		4 16 9 6 15	 24 2 3 25	 1 7		 24 3 3 32	 1 1 1			 1 1 1
Region 3. Baltimore Harford	65 24	8 2		73 26	115 9	12		127 9	14 6	1		14 7
Region 4. Allegany Garrett Washington	21 5 15	1		22 5 15	19 6 13			19 6 13	2 4			2 4
Region 5. Anne Arundel Carroll Howard	82 18 20	9	1	91 19 20	184 46 19	8 1		192 46 20	11 3 3			11 3 3
Region 6. Frederick Montgomery	11 107	 17	1	11 125	14 350	2 38	13	16 401	1 15	2		1 17
Region 7. Calvert Charles Prince George's St. Mary's	4 17 140 15	 4 41 2		4 21 181 17	2 48 696 27	12 212 3	9	2 60 917 30	2 12 1	3	1	2 16 1
Region 8. Baltimore City	101	239	3	343	234	476	2	712	9	15		24
Out-of-State									1	3		4
STATE	699	343	5	1,047	1,845	774	24	2,643	90	24	1	115

SOURCE: Maryland Department of Health and Mental Hygiene, Juvenile Services Administration; Annual Report for Fiscal Year 1975
(Baltimore, Maryland, 1978) p. 44.

RESIDENTIAL AND EMERGENCY PLACEMENTS BY SEX AND COUNTY
FISCAL 1977

	Private Residential Placements			Emergency Placements		
	Male	Female	Total	Male	Female	Total
Region 1. Dorchester Somerset Wicomico Worcester	3 2 6 5	 5 3	3 2 11 8	2 1 2	 4 2	2 5 4
Region 2. Caroline Cecil Kent Queen Anne's Talbot	3 15 8 4 8	1 1 1 2 7	4 16 9 6 15	 18 2 13	 6 1 3 19	 24 3 3 32
Region 3. Baltimore Harford	58 23	15 3	73 26	53 3	74 6	127 9
Region 4. Allegany Garrett Washington	15 5 10	7 5	22 5 15	8 2 2	11 4 11	19 6 13
Region 5. Anne Arundel Carroll Howard	59 11 15	32 8 5	91 19 20	115 26 11	77 20 9	192 46 20
Region 6. Frederick Montgomery	10 80	1 45	10 125	10 168	6 233	16 401
Region 7. Calvert Charles Prince George's St. Mary's	4 17 113 12	 4 68 5	4 21 181 17	1 33 439 19	1 27 478 11	2 60 917 30
Region 8. Baltimore City	253	90	343	367	345	712
STATE	739	308	1,047	1,295	1,348	2,643

SOURCE: Maryland Department of Health and Mental Hygiene; Juvenile Services Administration; Annual Report for Fiscal Year, 1977 (Baltimore, Maryland 1978) p. 42.

TABLE III - 25

COMMUNITY RESIDENTIAL PLACEMENTS
NUMBER OF ADMISSIONS
FISCAL 1968 - 1977

Fiscal Year	Shepherd Center	Purchase of Care		State-Owned Group Homes	Maryland Youth Residence Center	Total
		Residential	Emergency			
1968	116					116
1969	105	16				121
1970	88	130		22		240
1971	131	276		46		453
1972	87	601	539	60	36	1,323
1973	85	850	1,068	82	35	2,120
1974	86	1,184	1,987	76	35	3,368
1975	91	1,067	2,794	45	22	4,019
1976	98	1,109	3,012	61	24	4,304
1977	115	1,047	2,643	74	41	3,920

TABLE III - 26

COMMUNITY AND RESIDENTIAL EXPENDITURES
FISCAL 1968 - 1977

Fiscal Year	Good Shepherd Center	Purchase of Care	State-Owned Group Homes	Md. Youth Residence Center	Program Direction	Youth Service Bureaus	Youth Service Center	Total
1968	\$ 292,872							\$ 292,872*
1969	\$ 288,091	\$ 92,151						\$ 380,242
1970	\$ 398,156	\$ 182,959	\$ 70,534					\$ 651,649
1971	\$ 475,629	\$ 740,271	\$ 223,588					\$ 1,439,488
1972	\$ 666,710	\$ 1,389,901	\$ 208,979	\$ 50,160				\$ 2,315,750
1973	\$ 742,802	\$ 1,819,199	\$ 201,154	\$ 254,169	\$ 58,026			\$ 3,075,350
1974	\$ 758,149	\$ 2,825,064	\$ 236,514	\$ 364,168	\$ 76,354			\$ 4,260,249
1975	\$ 809,205	\$ 4,238,650	\$ 238,570	\$ 346,831	\$ 77,240	\$ 436,589		\$ 6,147,085
1976	\$ 868,106	\$ 4,826,722	\$ 254,846	\$ 396,300	\$ 81,834	\$ 790,493	\$ 306,030	\$ 7,524,331
1977	\$ 952,436	\$ 5,045,029	\$ 252,676	\$ 353,059	\$ 67,122	\$ 1,018,418	\$ 316,992	\$ 8,005,732**

* Not included in Operating Budget for 1968.

** This amount excludes \$41,361 which is Direct Administrative Cost related to earning Federal Title XX Funding.

SOURCE: Maryland Department of Health and Mental Hygiene; Juvenile Services Administration, Annual Report for Year 1977 (Baltimore, Maryland 1978), p. 41.

freedom in the community, and schooling, either in the community's regular school, special schools, or selected work situations.

Currently, the Division operates a group home for girls aged 16 and 17 in a purchased house located on approximately one-quarter acre in a residential area of Baltimore City. The rated capacity is eight and the average daily population is approximately seven. The home is run by staff members paid by the Juvenile Services Administration. This includes five youths supervisors who work in shifts, one of whom acts as a supervisor.

In addition to the group home for girls, the Juvenile Services Administration operates two group homes for boys. Each home has a capacity of twelve (12) and is located in Baltimore City. The Administration is planning for additional homes located throughout the State with a concentration in the metropolitan areas. These would be supervised by the Juvenile Services Administration with an average of ten residents each.

The Juvenile Services Administration is also authorized to purchase care from private residential group homes. Care is being purchased from over 60 facilities by the Administration. In addition, "purchase of services" money can be utilized to pay for all or part of the fee within departmentally established rates necessary to provide "purchase of care" in private institutions, such as institutions for the severely emotionally disturbed child.

Child care has been purchased from the Good Shepherd Center which provides services to girls adjudicated Children in Need of Supervision who need a close, personal, but structured setting in an institutional program. The Good Shepherd Center is located in Baltimore County. The Center has a rated capacity of 120 girls. The Center receives girls who are between the ages of 14 and 18. A comprehensive rehabilitation program includes a group living program, a school program and clinical services including social, psychological, and psychiatric services.

"Purchase of Services" money is also available for shelter or emergency care facilities. Emergency care facilities are similar to foster homes. They are for the care of juvenile offenders who do not require secure custody, but who need temporary care outside their own homes pending court or other dispositions. These homes have the capacity for one or two children. Length of care normally does not exceed ten days.

Division of Institutional Services. This Division, administered by an assistant director, is responsible for the immediate supervision and direction of programs within all Division institutions providing treatment or rehabilitative programs. These include the training schools, detention centers, and forestry camps presently in operation, and those in the planning stages. With the superintendents of each facility, the assistant director assists and supervises the development of appropriate programs, budget preparations, and the development of necessary procedural and policy guidelines. Program specialists are assigned to assist and consult with the major program areas within each institution. These program areas are educational, clinical, and group living programs.

Training Schools. The Division operates three (3) institutional programs for delinquent youths, Maryland Training School for Boys, the Montrose School and four forestry camps in Western Maryland. Each school has a Department of Social Services which provides case workers who work with the youths in the training school, maintain contact with the family, work with the Juvenile Courts in securing and furnishing information concerning the boys, and plan for the boy's return to the community. Additionally, some limited psychological and psychiatric services are available; however, the use of in-house staff to provide treatment services is being emphasized.

The institutions presently being utilized in the State of Maryland are summarized below:

Montrose School. The Montrose School presently houses all delinquent girls and younger delinquent boys (generally under 16) and has a capacity of 255 and is located in Baltimore County.

Maryland Training School for Boys. This institution is used to house older delinquents, age 16 to 18, and also has a separate bed detention facility. Total capacity of this institution is 301 youths. The institution is located in Baltimore County.

Forestry Camps. There are four forestry camps for male delinquents 15 1/2 or older. The camps are located in Western Maryland. The forestry camps have a capacity of 140 youths.

Boy's Village. This is a 56 bed facility for detention of male and female delinquents located in Southern Prince George's County.

Waxter's Children Center. This is a detention facility for male and female delinquents located in Prince George's County with a capacity of 40 youth.

Maryland Children's Center. This is a diagnostic and evaluation facility for males and females, who are either alleged or adjudicated delinquents and/or Children in Need of Supervision located in Baltimore County. Total capacity is 122 youths. According to an opinion from the Attorney General of Maryland, this facility is exempt from laws that require Children in Need of Supervision to be separated from delinquents since this facility was deemed to be a residential diagnostic facility and not a detention center. Table III-27 shows State institution admissions for fiscal 1977 for detention centers training schools and forestry camps. Table III-28 shows admissions by county of residence.

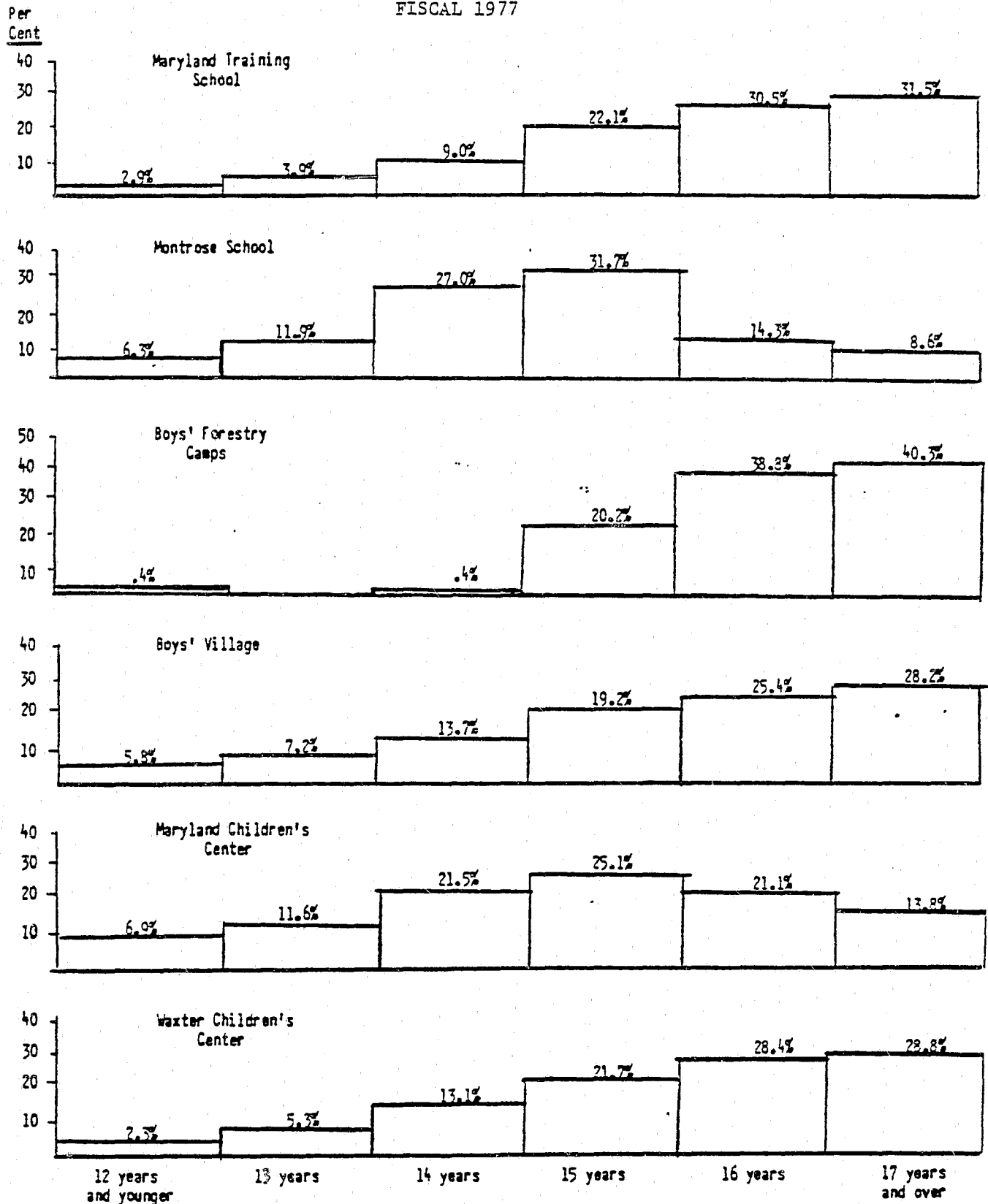
An integral part of the institutional programming is based on the relationship between the Court Services Division aftercare component and the institutional program. The aftercare worker immediately develops a relationship with the youth during the time of commitment and follows the child through commitment providing a link between the child and the community helping to plan solutions to meet the child's problems and needs. As a part of the institutional team, the aftercare worker can provide the necessary information pertinent to the child's community involvement. Such information is needed to determine an appropriate time for release when the child has benefited sufficiently from the institutional program itself.

Division of Special Services. This Division is responsible for the development of long-range objectives of the Department; collection and analysis of data and statistics from other divisions, as well as from other agencies; conducting research activities regarding the effectiveness of present programs and needs for future programs; evaluation of present and proposed programs; developing and updating the Administration's Executive Plan; and the securing of available Federal funds through development, review, and evaluation of proposals submitted for such finding. Also the Division acts as liaison with other agencies and organizations when objectives of such groups have impact on the Administration's policies and programs.

Division of Training and Staff Development. This unit is responsible for the design, implementation, and evaluation of training programs for all levels of staff within all programs of the Administration. In some instances the training programs are contracted out to agencies or individuals outside the Administration, but, the training section is responsible for the coordination of such efforts.

TABLE III - 27

ADMISSIONS TO MARYLAND'S
JUVENILE INSTITUTIONS BY AGE PERCENTS*
FISCAL 1977



*Percents do not add to 100.0 since "Age Unknown" is not included.

SOURCE: Information obtained from the Juvenile Services Administration, Annual Report Fiscal Year 1977, (Baltimore, Maryland, 1978).

TABLE III - 28

ADMISSIONS TO MARYLAND'S JUVENILE INSTITUTIONS
BY COUNTY OF RESIDENCE - FISCAL 1977

	Maryland Training School		Montrose School		Total for Training Schools		Forestry Camp Admissions	Boys' Village Admissions	Maryland Children's Center	Walter Children's Center
	Committed	Detained	Committed	Detained	Committed	Detained				
Region 1. Dorchester Somerset Wicomico Worcester	6 6 9	2 4 13 2	6 7 11	 1	12 13 20	2 4 14 2	 1 2		6 1 7 6	1 1 3 1
Region 2. Caroline Cecil Kent Queen Anne's Talbot	1 15 5 1 7	7 52 6 4 11	5 4 4	3 4 1	1 20 5 5 11	7 55 6 8 12	 11 3 1	 1 1	5 13 2 3 1	 3 4
Region 3. Baltimore Harford	40 19	126 36	32 12	13 2	72 31	139 38	5 2	1 2	60 38	13
Region 4. Allegany Garrett Washington	19 9 12	2 1	5 2 7	1 3	24 11 19	3 4	7 8 12		8 5 26	3 69
Region 5. Anne Arundel Carroll Howard	15 12 1	2 42 5	8 2 2	3 5 2	23 14 3	5 47 7	24 6 4	3	90 10 18	265 78
Region 6. Frederick Montgomery	10 19	1 2	13 27	2 21	23 46	3 23	4 48		10 163	18 434
Region 7. Calvert Charles Prince George's St. Mary's	6 8 52 3	 2 29	10 4 54 7	2 3 82 2	16 12 106 10	2 5 111 2	2 5 57 7	16 71 1,045 51	7 26 257 24	7 3 135 5
Region 8. Baltimore City	441	1,741	367	169	808	1,910	54	6	554	33
Out-of-State	7	25	11	28	18	53	5	259	4	319

Part of the training objective is to stimulate leadership within the various programs in order that local inservice training be carried out on a continuous basis. The Training section also coordinates a course reimbursement program through the Department of Health and Mental Hygiene for those individuals employed by Administrations and interested in pursuing job-related undergraduate or graduate level study.

The sections consist of the following personnel: a Chief of Training and Staff Development; a program specialist, six employee training specialists, three clerical positions, 14 youth supervisors, and one supervisor of group living. The group living categories are used to replace institutional personnel who are in a training status.

Fiscal, Administrative and personnel responsibilities for the Juvenile Services Administration are handled by offices located within the Department of Health and Mental Hygiene.

B. Executive Control.

The first Director of the Juvenile Services Administration was appointed by the Governor from a list of nominees. Successors are selected by the Governor upon the recommendation of the Secretary of Health and Mental Hygiene. Directors of the Administration have unspecified tenure (i.e., permanent status).

Until the 1969 legislative session, the Director was responsible solely to the Governor. The Director of Juvenile Services Administration reports to the Secretary of Health and Mental Hygiene. The Secretary of Health and Mental Hygiene in turn is responsible directly to the Governor as specified in Article 41, Section 201 of the Annotated Code of Maryland (1969 Cumulative Supplement).

C. Interaction.

Local Agencies. Montgomery County is the only county in Maryland which does not handle juveniles through the circuit court structure. In Montgomery County the juvenile court functions within the structure of the District Court of Maryland. The court services staff working with this court are employees of the Juvenile Services Administration as in all other jurisdictions.

Local police are notified of runaways from training schools, detention centers, and forestry camps. Police apprehending juvenile offenders either bring them directly to local intake consultants, detain them and inform the intake consultant of the detention, or send them home to show up at the intake office at a later date. In cases where the juvenile has committed an act which would be considered a crime if committed by an adult, the police investigate the matter. However, they do not investigate cases of truancy, ungovernability, or other acts associated solely with juveniles, although those with juvenile squads deal to some extent with parents and children on these matters.

Intake workers screen out cases of child abuse, referring these cases to local departments of social services and/or state's attorneys. In cases of Children in Need of Assistance, intake workers refer to departments of social services to insure that the best possible plan of action is developed for the child.

Children with dental or medical needs which their parents cannot afford, and who are brought to intake centers are referred to local departments of health. In some cases youths on probation or aftercare or in forestry camps who require dental and medical services, but whose parents are financially unable to pay for those services, may receive free attention from local health departments. Since the forestry camp system has no medical, dental, or nursing staff to serve its population, forestry camps must depend on the local community to provide these services. Residents of the camp system, consequently, receive medical and dental check-ups and care for minor medical and dental problems by visiting the offices of local medical doctors and dentists. Public and private hospitals in the area are used for the treatment of serious medical problems. Some special medical needs of the boys are met by the clinics of local health departments. Local health departments also cooperate with the Juvenile Services Administration through the provision of vaccines and the services of mobile X-ray units. In addition, when epidemics occur at training schools, local health officers are consulted. Local health departments inspect the kitchens and dietary provisions of training schools on a periodic basis, making recommendations where warranted.

Local departments of education help the Juvenile Services Administration screen certified teachers interested in working in training schools, detention centers, or forestry camps. Specialists from these departments are available for consultation on the improvement of training school and detention center education programs.

Training schools have begun to allow low risk children with adequate ability to attend public secondary schools. The public schools involved screen these children to determine whether they will be able to function in public schools.

State Agencies. In Baltimore City and in all counties except Montgomery, circuit courts are responsible for holding juvenile court hearings. Throughout the State, the intake counselors, probation counselors, and aftercare counselors working with these courts are employees of the Juvenile Services Administration.

Institutional personnel inform the State Police of runaways so that the police can aid the institutions in the apprehension of these youths. The State Police contact local Juvenile Services Administration offices to seek authorization to detain juvenile offenders prior to an adjudicatory hearing and to obtain advice on the actions which should be taken for apprehended juveniles temporarily released to their parents.

The State Department of Health and Mental Hygiene has employed a Central Commitment Coordinator to work with problems surrounding a given child's treatment program with respect to various agency responsibilities. The Coordinator works for a committee composed of representatives of Juvenile Services, Mental Retardation Administrators, and the Mental Hygiene Administration which meet monthly to study typical cases of adjudicated youth who have additional non-legal problems, such as health, educational, or vocational problems. The committee's aim is to determine how these departments can provide services systematically to children and families services by more than one department.

An Advisory Board created by law (Article 52A, Annotated Code of Maryland) consisting of 18 persons acts as a consultative advisory body to the Director. Members represent the State Departments of Education, Mental Hygiene, State Police, and Social Services, the judiciary of the State, a voluntary child welfare agency, three members of the public at large, and three youths, one of whom must have been a previous recipient of service.

Federal Agencies. The Juvenile Services Administration has received grants from the Office of Education, in particular, Elementary and Secondary Education Act grants, and Law Enforcement Assistance Administration funds through the Governor's Commission on Law Enforcement and the Administration of Justice.

The federal court system has jurisdiction over a very limited number of juvenile offenders in the State. Where concurrent jurisdiction exists the State is normally retaining jurisdictional authority over the juvenile. During the last year only one instance of detention of a juvenile by Federal authority was necessary and the youth was placed in the hospital ward of the Maryland Penitentiary less than a one week period.⁶

III. YOUTH SERVICES BUREAUS

Throughout the State of Maryland several community-based non-residential juvenile delinquency prevention and treatment programs have been developed. These programs can be classified under the broad category of youth services Bureaus. Seventeen of these bureaus are funded by the Juvenile Services Administration through a grant program that provides 75% of the support for the Bureau's operation. The Juvenile Services Administration has responsibility for monitoring and evaluating these bureaus.

In addition to providing services to potential delinquents, many of these programs offer their services to adjudicated delinquents and Children in Need of Supervision. Youth services Bureaus are often private agencies functioning in high delinquency neighborhoods. They attempt, if possible, to divert children and youth from the juvenile justice system before they get into severe trouble. They mobilize community resources to become more responsive to youths needs by assisting and working with existing programs and initiating new programs as needed. The major theme of a youth services bureau is to unite citizens, youths and professionals at the local community level, as well as local and State government officials for the purpose of helping children.

The youth services bureaus existing within the State are in the early stage of development but are foreseen as a part of Maryland's effort to prevent juvenile delinquency.

Although these bureaus are not operated by the Maryland Juvenile Services Administration, to a degree there is coordination of services between these programs and the Administration.

Table III-29 shows the youth services bureaus supported by Juvenile Services presently in operation in the State and number of cases handled by sex, race and location.

⁶U.S. Probation Office contact July 13, 1978.

TABLE III - 29

TOTAL FORMALLY COUNSELLED CASES SERVED BY YOUTH SERVICES BUREAUS
BY LOCATION, SEX AND RACE
FISCAL 1977

Bureau	Location	Male			Female			Total
		Black	White	Other	Black	White	Other	
Annapolis	Anne Arundel County	221	40		125	34		420
Bowie	Prince George's Co.	18	94	3	15	110	1	241
Carroll County	Carroll County	6	188	1	4	141		340
College Park	Prince George's Co.	13	94	2	10	56	1	176
Dundalk	Baltimore County	5	258	2	6	133	4	408
East Baltimore	Baltimore City	396	11		223	2		632
Glenarden	Prince George's Co.	78			67			145
Greenbelt	Prince George's Co.	18	189		18	163		388
Harundale	Anne Arundel County	2	111		1	60		174
Laurel	Prince George's Co.	9	56	1	9	31	1	107
Lighthouse	Baltimore County	9	72		8	56		145
Listening Post	Montgomery County	2	39	2		15	2	60
North Central	Baltimore City	53	31		19	7		110
Northwest Baltimore	Baltimore City	288	6		203			497
PCA	Baltimore County	1	50	1	1	52		105
Rockville	Montgomery County	45	173	1	35	175		426
Tri-County	Charles County	134	641		72	446		93
	TOTALS	1,298	2,053	13	816	1,478	9	5,667

IV Crime & Delinquency in Maryland

SECTION A: INTRODUCTION

The Crime and Delinquency chapter of the Commission's Comprehensive Plan presents a demographic picture of the State and the nature and extent of crime and delinquency in the State of Maryland. The statistical information contained within this chapter should present a framework in which to understand and interpret the chapter on "Problem Descriptions." Much of this material was used and analyzed in the chapter on problems and was considered in developing plans for programmatic solutions to these problems. For the most part the data included in the 1978 Comprehensive Plan, Crime and Delinquency Chapter, continues to represent an accurate description and assessment of the current situation. Considerable additional information had been developed in the past year, however, regarding the juvenile subsystem, juvenile delinquency, and status offenders. As such, the juvenile related sections of the 1978 Crime and Delinquency chapter of the Commission's Comprehensive Plan have been updated and expanded to incorporate the new information.

Specifically, the following information as it applied to juveniles was included in the Crime and Delinquency chapter of the 1978 Comprehensive Plan:

- 1) Index Crime Clearance Rates (included in Chapter III, Section D, III - pages 91-127);
- 2) Profiles of the juvenile arrest population (included in Chapter III, Section D, V - pages 160-183);
- 3) Juvenile Arrest Rates and Socio-Economic Indicators (included in Chapter III, Section D, VI - pages 184-189); and
- 4) Juvenile justice system processing (included in Chapter III, Section E, VII and VIII - pages 219-232).

This information has been updated to reflect more recent trends. In addition, the following information has been included:

- 1) More detailed information on juvenile system processing including a flow diagram description of the juvenile justice system by county, juvenile activity rates and flows and juvenile justice system resource information;
- 2) historical and current trends in status offender and delinquent processing;

- 3) demographic characteristics of juveniles at points in processing beyond arrest;
- 4) present status of recidivism information in Maryland; and
- 5) detailed juvenile arrest projections by county.

Taken as a whole, the above referenced material should provide a relatively complete picture of current juvenile crime and juvenile offender processing in Maryland.

SECTION B: EXISTING SYSTEM DESCRIPTION

I. FLOW DIAGRAM DESCRIPTION - EXPLANATION

In order to provide a quantitative description of the juvenile justice system a decision has to be made about the system attributes which are to be described. One meaningful way to describe criminal and juvenile justice processing is to look at the manner of offender and client processing over some specified period of time (e.g., a year). For example, the juvenile justice system can be viewed as a group of distinct subsystems each with certain functional roles - detection and referral, detention, adjudication, supervision - related to crime and offender processing. In its simplest form, an offender after entering the juvenile justice system (e.g., upon police referral) proceeds from one point to another and may exit the system at various points along the way (e.g., case closed at intake; released from training school). Therefore, the processing of offenders by the juvenile justice system can be represented by a flow diagram with various stages (represented by blocks) and flow paths (represented by connecting paths between the blocks or exiting paths from a block). The stages would typically represent the offender processing points within the juvenile or criminal justice system (e.g., referral, juvenile court action, sentence) and the flow paths would describe the manner in which offenders flow through or exit the stages.

A flow diagram of the Maryland Juvenile Justice System is presented in Figure 1 and illustrates the processing of all persons either referred to Juvenile Services Administration during the year or active at some point in the juvenile justice system during the year. Within each box and along each of the flow paths are numbers which approximate the volume of offenders (for FY 1977) proceeding through each component or along a specific path in the criminal justice system.

Two types of stages are shown in the flow diagram, rectangular and diamond shaped. The rectangular shape stages represent (1) descriptions of the alternative paths defendants or offenders may take to reach the next stage (e.g., the w/o detention and shelter care flow paths out of Stage 8) or (2) descriptions of decision making points where some defendants or offenders exit the system while others proceed to the next processing point (e.g., the juvenile charged as adult and police to Juvenile Services flow paths out of Stage 7). The diamond shape stages represents the principal points in juvenile justice processing where there is



FIGURE 1

TREATMENT SUBSYSTEM

either a queue of defendants awaiting further action (e.g., the number of defendants awaiting formal handling of their cases) or where there are a number of offenders who are actively being served (e.g., offenders who are actively serving time in training schools/forestry camps). The diamond shape stage represents an inventory of defendants or offenders and describes the number awaiting servicing or actively being served at the beginning of a period (e.g., the beginning of the year), the number of new filings or intake for the period (e.g., the year), the number of terminations or releases during the period (e.g., the year), and the number awaiting servicing or actively being served as of the end of the period (e.g., the end of the year).

II. DESCRIPTION OF THE FISCAL YEAR 1977 JUVENILE OFFENDER FLOW IN MARYLAND.

The Maryland Juvenile Justice System is made up of the Intake Subsystem, the Informal Subsystem, the Formal Subsystem, and the Treatment Subsystem. The system is shown in detail in the Figure 1 flow diagram. A complete explanation of all the stages and flowpaths follows.

A. Intake Subsystem

Flow Description - The Intake Subsystem is shown in the Figure 1 flow diagram and is represented by Stages 2-8 and 13-16. Stages 5-7 describe the arrest of juveniles by law enforcement agencies for FY 1977. Stage 5 shows the total number of reported law enforcement arrests of juveniles for FY 1977 and the flowpaths exiting Stage 5 show the type of law enforcement agency making the arrest. The flowpaths exiting Stage 6 show a breakdown of juvenile arrests as a function of the most serious type of crime for which the juvenile was arrested. The flowpaths out of Stage 7 show the number of law enforcement arrests of juveniles referred to the Juvenile Services Administration Intake (flowpath from Stage 7 to Stage 8), the number of juveniles (i.e., under 18 years of age) charged as adults at the point of arrest, and the number of juvenile arrests receiving some other law enforcement agency dispositions (e.g., released to parents, referred to other agencies).

The flowpath from Stage 1 to Stage 8 represents other police referrals. This describes the situation which occurred in a few jurisdictions where law enforcement reported arrests referred to the Juvenile Services Administration for FY 1977 were less than the number of police referrals that the Juvenile Services Administration statistics indicated were disposed of in FY 1977.

Stages 2 through 4 describe non-police initiated referrals that were disposed of by juvenile services in FY 1977. The flowpaths exiting Stage 2 describe the source of referral and the flowpaths exiting Stage 3 describe the major or most serious type of complaint for which the juvenile was referred.

Stage 8 represents the combined police and non-police referrals for FY 1977. The flowpaths out of Stage 8 indicate whether or not the juvenile was detained and shows those detained either in the Children's Detention Center or in training schools (flowpaths from Stage 8 to Stage 13), those placed in shelter care (flowpath from Stage 8 to Stage 16), and those without detention (flowpath from Stage 8 to Stage 16).

Stages 13, 14, and 15 describe the juvenile detention population. The flowpaths out of Stage 13 show the major complaint for those juveniles detained. Stage 14 is an inventory of the juvenile detention population showing the number of juveniles actively being detained as of the beginning of FY 1977 (flowpath from Stage 10 to Stage 14), the new detention intake for FY 1977 (flowpath from Stage 13 to 14), the discharges from detention for FY 1977 (flowpath from Stage 14 to Stage 15), and the number of juveniles actively detained as of the end of FY 1977 (flowpath from Stage 14 to Stage 15). Stage 15 is intended only to again denote which portion of the total intake (i.e., Stage 16) is composed of persons who were detained.

B. Informal Subsystem

Flow Description - The Informal Subsystem is shown in the Figure 1 flow diagram and is represented by Stages 17-22. The Informal Subsystem represents that portion of the juveniles clients where the decision made at intake is to recommend against formal petitioning and processing of the juvenile by the juvenile courts. Stages 17 and 18 represent that portion of juvenile intake where the complaint(s) against the juveniles are disapproved or closed at intake and no further action or intervention is taken. The flowpaths out of Stage 17 show the number of closed juvenile cases referred by non-police and police sources respectively and the flowpaths out of Stage 18 show the major complaint for which these juveniles were originally referred.

Stages 19-22 represent those juveniles where an informal adjustment of the complaint against the juvenile is made at intake. The flowpaths out of Stage 19 shows the number of these informal juvenile cases referred by non-police and police sources respectively and the flowpaths out of Stage 20 show the major complaint for which these juveniles were originally referred. The flowpaths out of Stage 21 show the disposition of the informal cases and the number who are placed on informal supervision (i.e., flow from Stage 21 to Stage 22). Stage 22 represents the Informal Supervision Inventory and shows the number of informal juveniles handled as of the beginning of FY 1977 (flowpath from Stage 10 to Stage 22), the intake of informal supervised juveniles during FY 1977 (flowpaths from Stage 21 to Stage 22), the number of releases from informal supervision during FY 1977 (exiting flowpath from Stage 22), and the number of informal juveniles handled as of the end of FY 1977 (exiting flowpath from Stage 22).

C. Formal Subsystem

Flow Description - The Formal Subsystem is shown in the Figure 1 flow diagram and is represented by Stages 23-31, 40, and 45. The Formal Subsystem represents that portion of the juvenile clients received at intake, where a petition is subsequently filed. This Subsystem describes the adjudication and disposition process of the juvenile court.

Stage 23 represents the inventory of juvenile cases handled by the court and shows the number of juveniles awaiting court disposition as of the beginning of FY 1977 (flowpath from Stage 10 to Stage 23), the number of formal juvenile clients referred for formal processing for FY 1977 (flowpath from Stage 16 to Stage 23), the number of juvenile clients disposed of formally for FY 1977 (flowpaths from Stage 23 to Stage 24), and the number of juvenile clients awaiting formal disposition as of the end of FY 1977 (flowpath exiting Stage 23). The flowpaths from Stage 23 to Stage 24 show the number of formally disposed clients referred by non-police and police sources and the flowpaths out of Stage 24 show the major complaint (at time of referral) against those juveniles processed formally.

Stage 25 shows the number of juveniles where the petition is subsequently withdrawn as well as the number of juveniles proceeding to adjudication and the type of attorney representation. Stage 26 shows the various findings at the adjudicatory hearing including the number of juveniles where the complaint is sustained

and a disposition is to occur (flowpath from Stage 26 to Stage 27). The flowpaths exiting Stage 27 show for those adjudicated juveniles the major complaint (at time of referral).

The flowpaths out of Stage 28 describe the four major groupings of dispositions: placement on probation or protective supervision (probation for children in need of supervision), commitment to Juvenile Services Administration for placement (includes placement to group homes, purchase of care, training schools), commitment to training school/forestry camp, and all other dispositions. The flowpaths exiting Stages 29, 31, 40, and 45 show the major complaint (at time of referral) for those juveniles within each of the respective dispositional groupings. The flowpaths exiting Stage 30 describe the individual dispositions received within the "all other" disposition grouping.

D. Commitment

Flow Description - The Commitment Subcomponent of the Treatment Subsystem is shown in the Figure 1 flow diagram and is represented by Stages 32-39. This subcomponent represents the processing of juveniles committed to training schools and forestry camps for FY 1977. Stage 32 represents the number of commitments of juveniles to training schools and forestry camps as a result of formal court processing for FY 1977 (includes commitments as a result of new intake and formal adjudication, does not include commitments as a result of returns from other sentences or commitments from other placement). The flowpaths exiting Stage 32 show court commitments (Stage 33) to training school and forestry camps (Stage 36) respectively as well as the small number (estimated) of juveniles pending actual commitment. The "return" flowpaths into Stages 33 and 36 (from Stage 9) represent other commitments resulting, for example, from court ordered returns from other types of treatment, commitments where the original disposition was commitment to Juvenile Services for placement (i.e., the exiting flowpath from Stage 41 entitled "Other Commitment"), and returns from leave.

Stage 33 represents total commitments to training schools for FY 1977 and the flowpaths from Stage 33 to Stage 34 show the major complaint for which the juvenile was committed. Stage 35 is an inventory of training school juvenile processing for FY 1977 and shows the number of juveniles actively under care as of the beginning of FY 1977 (flowpath from Stage 11 to Stage 35), the total commitments (admissions and returns) to training schools for FY 1977 (flowpath from Stage 34 to Stage 35),

the number of transfers to forestry camp and releases to aftercare for FY 1977 (the respective flowpaths from Stage 35 to Stages 36 and 39), and the number actively under care as of the end of FY 1977 (the flowpath exiting Stage 35).

Stage 36 represents total commitments (admissions, returns, and transfers) to Forestry Camps for FY 1977. The flowpaths from Stage 36 to Stage 37 show the major complaint for which the juvenile was committed. Stage 38 is an inventory of forestry camp juvenile processing for FY 1977 and shows the number of juveniles actively under care as of the beginning of FY 1977 (flowpath from Stage 11 to Stage 38) the total commitments (admissions, returns, and transfers) to forestry camps for FY 1977, the number of releases to aftercare for FY 1977 (flowpath from Stage 38 to Stage 39), and the number of juveniles actively undercare as at the end of FY 1977 (exiting flowpath from Stage 38).

Stage 39 represents an inventory of juveniles receiving community based aftercare services (i.e., post commitment, community based supervision) for FY 1977. The admissions or intake to community aftercare is from training school and forestry camp releases (i.e., flowpaths from Stages 35 and 38 to Stage 39). Stage 39 shows the number of active community aftercare cases as of the beginning of FY 1977 (flowpath from Stage 10 to Stage 39), the admissions during the year (from Stages 35 and 36 to Stage 39), releases from aftercare for the FY 1977 (exiting flowpath from Stage 39), and the number of active community aftercare cases as of the end of FY 1977 (exiting flowpath from Stage 39).

E. Placement

Flow Description - The Placement Subcomponent of the Treatment Subsystem is shown in the Figure 1 flow diagram and is represented by Stages 41-44. Stage 41 shows the number of court dispositions where there was a commitment to the Juvenile Services Administration for placement or a court ordered placement to a group home or purchase of care facility. A portion of these commitments actually result in institution commitments (i.e., to training schools and forestry camps) and are represented by the exit flowpath "other commitment" from Stage 42. The remaining juveniles from Stage 41 proceed to Stage 42 for placement in group home or purchase of care facilities.

Stage 42 represents placement intake and includes new court placements (i.e., from State 42) as well as returns. The "returns" flowpath into Stage 42 from Stage 9 represents other placements resulting, for example, from court ordered returns from other types of treatment, transfers, and returns from leave. The flowpaths from Stage 42 to Stage 43 show the number of placements by type (i.e., group home and purchase of care). The purchase of care placements are described by the level of service provided the juvenile: B-basic, I-intermediate, and F-full.

Stage 44 is an inventory of juvenile placements for FY 1977 and shows the number of juveniles actively under care in placement facilities as of the beginning of FY 1977 (flowpath from Stage 10 to Stage 44), the number of admissions to placement during FY 1977 (flowpath from Stage 43 to Stage 44), the number of juveniles released from placement during FY 1977 (exiting flowpath from Stage 44), and the number of juveniles actively under care in placement facilities as of the end of FY 1977 (exiting flowpath from Stage 44).

F. Supervision

Flow Description - The Supervision Subcomponent of the Treatment Subsystem is shown in the Figure I flow diagram and is represented by Stages 46 and 47. This subcomponent represents the processing of juveniles under supervision for FY 1977. Stage 46 represents the number of court dispositions of juveniles to probation and protective supervision (probation for children in need of supervision). Stage 47 is an inventory of supervision processing for FY 1977 and shows the number of juveniles actively under supervision (both on probation and protective supervision) as of the beginning of FY 1977 (flowpaths from Stage 12 to Stage 47), the intake of juveniles during 1977 (flowpath from Stage 46 to 47), the number of releases of juveniles from supervision during FY 1977 (exiting flowpath from Stage 47), and the number of juveniles actively under supervision (both on probation and protective supervision) as of the end of FY 1977.

III. ACTIVITY FLOWS: INDICATORS OF JUVENILE OFFENDER PROCESSING - JURISDICTIONAL COMPARISON

Flow diagrams like those described in the previous section of this report have been developed for Baltimore City and the 23 counties of the State. The flow diagrams for each jurisdiction

describing FY 1977 juvenile justice processing are shown in Section F.

These composite descriptions of offense, offender, and client processing can be used to develop indicators of the volume and manner of juvenile justice processing within the State.

One way of comparing processing across the jurisdictions is to simply to look at the volume of processing at certain points (i.e., the stages and flowpaths) of the flow diagram descriptions. Listed below are some of the "Activity Flows" which can be derived from the flow diagram descriptions for each jurisdiction. For each of the "activity flows" the stage(s) or flowpath(s) which references the processing volume is listed along with the corresponding statewide numerical value for the "activity flow".

Table 1 which follows this listing shows these same "activity flows" for the various jurisdictions (grouped into the twelve District Court districts). In addition to the numerical value for the "activity flow", this value as a percent of the total Statewide volume for the "activity flow" is shown. The "activity flows" for any jurisdiction not specifically shown in Table 1 can be determined by using the respective jurisdiction flow diagrams as shown in Section F.

JUVENILE PROCESSING COMPONENT OF CRIMINAL JUSTICE SYSTEM ACTIVITY FLOWS

(Figure 1 Flow Diagram)

A. Intake Subsystem Activity Flows

1. Total Intake to Juvenile Services Administration - Flow at Stage 8, i.e., 50,342.
2. Non-Police Disposed by Juvenile Services Administration - Flow at Stage 4, i.e., 12,398.
3. Juveniles Detained At Intake - Flow at Stage 13, i.e., 6,651.
4. Juveniles Receiving Emergency Shelter Care at Intake - Flowpath "Shelter Care" from Stage 8 to Stage 16, i.e., 2,642.

B. Informal Subsystem Activity Flows

1. Juvenile Cases Disapproved/Closed at Intake - Flow at Stage 17, i.e., 26,315.
2. Juvenile Cases Handled Informally at Intake - Flow at Stage 19, i.e., 4,789.

C. Formal Subsystem Activity Flows

1. Juvenile Cases Handled Formally - Flow at Stage 24, i.e., 19,662.
2. Juveniles Awaiting Formal Court Disposition End of Year - Flowpath "Pending End of Year" (flowpath exiting Stage 23), i.e., 4,550.
3. Juveniles Processed Formally and Represented by a Public Defender or Panel Attorney - Sum of flowpaths "W/Public Defender" and "Panel Attorney" (flowpaths from Stage 25 to Stage 28), i.e., 10,941.
4. Juveniles Processed Formally and Receiving an Adjudicated Disposition - Flow at Stage 28, i.e., 11,675.
5. Adjudicated Juveniles Committed to Juvenile Institutions/Placement - Sum of flows at Stage 31 and Stage 40, i.e., 1,871.
6. Adjudicated Juveniles Receiving Supervision (Probation/Protective Supervision) - Flow at Stage 45, i.e., 6,703.
7. Adjudicated Juveniles Receiving "Other" Disposition - Flow at Stage 29, i.e., 3101.

D. Treatment Subsystem Activity Flows

1. Total Commitments (Admissions) to Training Schools - Flow at Stage 34, i.e., 1,323.
2. Total Commitments (Admissions) to Forestry Camps - Flow at Stage 36, i.e., 253.
3. Total Admissions to Placement (Group Home/Purchase of Care) Facilities - Flow at Stage 43, i.e., 1,273.

4. Juveniles Active End of Year in Training Schools - Flowpath "Active End of Year" exiting Stage 35, i.e., 838.
5. Juveniles Active End of Year in Forestry Camps - Flowpath "Active End of Year" exiting Stage 38, i.e., 174.
6. Juveniles Active End of Year in Placement Facilities - Flowpath "Active End of Year" exiting Stage 44, i.e., 772.
7. Juveniles Active End of Year on Supervision (Probation/Protective Supervision) - "Active End of Year" exiting Stage 47, i.e., 6, 345.
8. Juveniles Active End of Year on Community Based Aftercare-Flowpath entitled "Active End of Year" exiting Stage 39, i.e., 933.

E. Overall Juvenile Justice Component Activity Flows

1. Total Juveniles Active (Awaiting Formal Disposition, In Institutions, On Supervision) As of Beginning of Year - Flow at Stage 10, i.e., 14,815.
2. Total Juveniles Active Beginning of Year, Returns, Non-Police Referrals, and Police Arrests for the Year- Flow at Stage 1, i.e., 89,676.

IV. ACTIVITY RATES: INDICATORS OF JUVENILE OFFENDER PROCESSING - JURISDICTIONAL COMPARISONS.

Another way of comparing processing across the jurisdictions is to look at the volume of processing at a certain point (i.e., stage and/or flowpath) in the flow description and compare that to the processing at another point in the flow description for the same jurisdiction. These processing comparisons can be thought of as "activity rates" and can be represented in the form of a percentage (percent of Law Enforcement Arrests to total Juvenile Services Administration intake, e.g., 61.6%), or a ratio or proportion (ratio of Active Awaiting Formal Adjudication End of Year (FY 77) to Total Formally Disposed For the Year, e.g., 231).

Using the "activity flow" measures like those described in the previous section, a number of "activity rates" have been defined for the various components and subsystems of the juvenile justice flow descriptions. These "activity rates" are listed below along

TABLE 1

JUVENILE PROCESSING COMPONENT ACTIVITY FLOWS (FY 1977)

JURISDICTIONAL GROUPINGS	A. INTAKE SUBSYSTEM ACTIVITY FLOWS				B. INFORMAL SUBSYSTEM ACTIVITY FLOWS	
	1.Total Intake To Juvenile Services Administration	2.Non-Police Disposed By Juvenile Services Administration	3.Juveniles Detained At Intake	4.Juveniles Receiving Emergency Shelter Care at Intake	1.Juvenile Cases Disapproved/Closed at Intake	2.Juvenile Cases Handled Informally at Intake
1. Baltimore City	18,190 (36.1%)	4,902 (39.5%)	2,498 (37.6%)	712 (26.9%)	9,007 (34.2%)	1,486 (31.0%)
2. Dor.,Somer.,Wic. Worcester	1,353 (2.7%)	137 (1.1%)	49 (0.7%)	11 (0.4%)	816 (3.1%)	54 (1.1%)
3. Caro.,Cecil, Kent,Q. Anne's, Talbot	1,191 (2.4%)	321 (2.6%)	150 (2.3%)	61 (2.3%)	580 (2.2%)	145 (30.0%)
4. Calvert,Charles, St. Mary's	2,034 (4.0%)	216 (1.7%)	231 (3.5%)	92 (3.5%)	1,017 (3.9%)	255 (5.3%)
5. Prince George's	8,793 (17.5%)	4,162 (33.6%)	1,992 (30.0%)	917 (34.7%)	4,104 (15.6%)	813 (17.0%)
6. Montgomery	3,092 (6.1%)	368 (3.0%)	703 (10.6%)	401 (15.2%)	2,112 (8.0%)	385 (8.0%)
7. Anne Arundel	5,233 (10.4%)	857 (6.9%)	414 (6.2%)	192 (7.3%)	2,399 (9.1%)	902 (18.8%)
8. Baltimore Co.	5,065 (10.1%)	205 (1.7%)	227 (3.4%)	127 (4.8%)	3,303 (12.6%)	441 (9.2%)
9. Harford	1,250 (2.5%)	211 (1.7%)	79 (1.2%)	9 (0.3%)	690 (2.6%)	58 (1.2%)
10.Carroll, Howard	1,710 (3.4%)	274 (2.2%)	183 (2.8%)	66 (2.5%)	1,173 (4.5%)	29 (0.6%)
11.Frederick, Wash.	1,745 (3.5%)	405 (3.3%)	102 (1.5%)	29 (1.1%)	1,042 (4.0%)	197 (4.1%)
12.Allegany, Garrett	686 (1.4%)	340 (2.7%)	23 (0.3%)	25 (0.9%)	72 (0.3%)	24 (0.5%)
State-wide	50,342	12,398	6,651	2,642	26,315	4,789

() = % of Column Total

TABLE 1 (Continued)

JUVENILE PROCESSING COMPONENT ACTIVITY FLOWS (FY 1977)

C. Formal Subsystem Activity Flows

JURISDICTIONAL GROUPINGS	1. Juvenile Cases Handled Formally	2. Juveniles Awaiting Formal Court Dispositions End of Year*	3. Juveniles Processed Formally & Rep. by Public Defender or Panel Attorney	4. Juveniles Processed Formally and Receiving an Adjudicated Disposition	5. Adjudicated Juveniles Committed to Juvenile Institutions/Placement	6. Adjudicated Juveniles Receiving Supervision (Probation/Protective Supervision)	7. Adjudicated Juveniles Receiving "Other" Disposition
1. Baltimore City	8,369 (42.6%)	1,062 (23.3%)	7,395 (67.6%)	4,548 (39.0%)	1,010 (54.0%)	3,074 (45.9%)	464 (14.6%)
2. Dor., Somer., Wic. Worcester	498 (2.5%)	105 (2.3%)	224 (2.0%)	317 (2.7%)	49 (2.6%)	195 (2.9%)	73 (2.4%)
3. Caro., Cecil, Kent, Q. Anne's, Talbot	493 (2.5%)	92 (2.0%)	153 (1.4%)	370 (3.2%)	66 (3.5%)	141 (2.1%)	163 (5.3%)
4. Calvert, Charles, St. Mary's	705 (3.6%)	167 (3.7%)	284 (2.6%)	524 (4.5%)	54 (2.9%)	341 (5.1%)	129 (4.2%)
5. Prince George's	3,869 (19.7%)	486 (10.7%)	1,267 (11.6%)	1,988 (17.0%)	202 (10.8%)	1,229 (18.3%)	557 (18.0%)
6. Montgomery	680 (3.5%)	539 (11.8%)	430 (3.9%)	454 (3.9%)	64 (3.4%)	231 (3.4%)	159 (5.1%)
7. Anne Arundel	1,734 (8.8%)	969 (21.3%)	178 (1.6%)	1,194 (10.2%)	76 (4.1%)	371 (5.5%)	747 (24.1%)
8. Baltimore Co.	1,281 (6.5%)	525 (11.5%)	428 (3.9%)	877 (7.5%)	129 (6.9%)	452 (6.7%)	296 (9.5%)
9. Harford	491 (2.5%)	253 (5.6%)	176 (1.6%)	342 (2.9%)	39 (2.1%)	212 (3.2%)	91 (2.9%)
10. Carroll, Howard	527 (2.7%)	143 (3.1%)	190 (1.7%)	310 (2.7%)	42 (2.2%)	179 (2.7%)	89 (2.9%)
11. Frederick, Wash.	467 (2.4%)	146 (3.2%)	134 (1.2%)	336 (2.9%)	71 (3.8%)	111 (1.7%)	154 (5.0%)
12. Allegany, Garrett	548 (2.8%)	63 (1.4%)	82 (0.7%)	415 (3.6%)	69 (3.7%)	167 (2.5%)	179 (5.8%)
State-wide	19,662	4,550	10,941	11,675	1,871	6,703	3,101

() = % of column total

*The number of juveniles pending formal disposition was estimated based on best available data from the Administrative Office of the Courts. This activity flow is only an approximation based on the limited data available.

TABLE I (Continued)
JUVENILE PROCESSING COMPONENT ACTIVITY FLOWS (FY 1977)

D. Treatment Subsystem Activity Flows

JURISDICTIONAL GROUPINGS	1. Total Commitments (Admissions) to Training Schools	2. Total Commitments (Admissions) to Forestry Camps	3. Total Admissions to Placement (Group Home/Purchase of Care) Facilities	4. Juveniles Active End of Year in Training Schools	5. Juveniles Active End of Year in Forestry Camps	6. Juveniles Active End of Year in Placement Facilities	7. Juveniles Active End of Year on Supervision (Probation/Protective Super.)	8. Juveniles Active End of Year on Community Based Aftercare
1. Baltimore City	794 (60.0%)	50 (19.8%)	472 (37.1%)	520 (62.1%)	28 (16.1%)	245 (31.7%)	1,977 (31.2%)	506 (54.2%)
2. Dor., Somer., Wic. Worcester	46 (3.5%)	3 (1.2%)	27 (2.1%)	14 (1.7%)	3 (1.7%)	22 (2.8%)	155 (2.4%)	11 (1.2%)
3. Caro., Cecil, Kent, Q. Anne's, Talbot	48 (3.6%)	15 (5.9%)	53 (4.2%)	31 (3.7%)	9 (5.2%)	41 (5.3%)	202 (3.2%)	49 (5.3%)
4. Calvert, Charles, St. Mary's	40 (3.0%)	14 (5.5%)	46 (3.6%)	24 (2.9%)	7 (4.0%)	29 (3.8%)	258 (4.1%)	63 (6.8%)
5. Prince George's	106 (8.0%)	55 (21.7%)	205 (16.1%)	78 (9.3%)	38 (21.8%)	126 (16.3%)	1,475 (23.2%)	139 (14.9%)
6. Montgomery	49 (3.7%)	47 (18.6%)	142 (11.2%)	31 (3.7%)	28 (16.1%)	85 (11.0%)	619 (9.8%)	37 (4.0%)
7. Anne Arundel	23 (1.7%)	23 (9.1%)	102 (8.0%)	15 (1.8%)	20 (11.5%)	66 (8.5%)	611 (9.6%)	5 (0.5%)
8. Baltimore Co.	80 (6.0%)	5 (2.0%)	87 (6.8%)	49 (5.8%)	2 (1.1%)	65 (8.4%)	286 (4.5%)	54 (5.8%)
9. Harford	32 (2.4%)	2 (0.8%)	33 (2.6%)	16 (1.9%)	1 (0.6%)	23 (3.0%)	220 (3.5%)	22 (2.4%)
10. Carroll, Howard	16 (1.2%)	9 (3.6%)	45 (3.5%)	16 (1.9%)	9 (5.2%)	29 (3.8%)	220 (3.5%)	11 (1.2%)
11. Frederick, Wash.	44 (3.3%)	16 (6.3%)	31 (2.4%)	34 (4.1%)	19 (10.9%)	20 (2.6%)	188 (3.0%)	27 (2.9%)
12. Allegany, Garrett	45 (3.4%)	14 (5.5%)	30 (2.4%)	10 (1.2%)	10 (5.7%)	21 (2.7%)	134 (2.1%)	9 (1.0%)
State-wide	1,323	253	1,273	838	174	772	6,345	933

() = % of Column Total

TABLE I (Continued)
JUVENILE PROCESSING COMPONENT ACTIVITY FLOWS (FY 1977) -

E. Overall Juvenile Justice Component Activity Flows

JURISDICTIONAL GROUPINGS	1. Total Juveniles Active (Awaiting Formal Disposition In Institution, on Supervision) Beg. of Year	2. Total Juveniles Active Beg. of Year, Returns, Non-police Referrals & Police Arrests for the Year
1. Baltimore City	5,152 (34.8%)	31,689 (35.3%)
2. Dor., Somer., Wic. Worcester	366 (2.5%)	2,173 (2.4%)
3. Caro., Cecil, Kent, Q. Anne's, Talbot	491 (3.3%)	2,415 (2.7%)
4. Calvert, Charles, St. Mary's	565 (3.8%)	2,677 (3.0%)
5. Prince George's	2,541 (17.2%)	18,542 (20.7%)
6. Montgomery	1,635 (11.0%)	8,065 (9.0%)
7. Anne Arundel	1,420 (9.6%)	6,751 (7.5%)
8. Baltimore Co.	1,066 (7.2%)	8,738 (9.7%)
9. Harford	517 (3.5%)	2,333 (2.6%)
10. Carroll, Howard	402 (2.7%)	2,509 (2.8%)
11. Frederick, Wash.	465 (3.1%)	2,476 (2.8%)
12. Allegany, Garrett	195 (1.3%)	1,308 (1.5%)
State-wide	14,815	89,676

() = % of Column Total

with a brief explanation of their meaning, how they were calculated using the flow diagram descriptions, and the resulting State-wide calculated numerical value as derived from Figure 1.

Table 2, which follows this listing, shows these same "activity rates" for the various jurisdictions (grouped into the 12 District Court districts). The "activity rates" for any jurisdiction not specifically shown in Table 2 can be determined by using the respective jurisdiction flow diagrams as shown in Section F.

Some caution should be taken in comparing the activity rates of the various jurisdictions. Variation in some rates between the jurisdictions may be the result of factors that are not fully explained by the flow description (e.g., the severity of the crimes against the offender, prior criminal history of the offender population, socio-economic characteristics of the offender population). In addition, the processing rates may be influenced by the fact that the quality of data and data reporting may not always be uniform across the jurisdictions.

JUVENILE PROCESSING COMPONENT OF THE CRIMINAL JUSTICE SYSTEM ACTIVITY RATES (Figure 1 Flow Diagram)

A. Intake Subsystem Activity Rates

1. Percent of Law Enforcement Arrests of Juveniles Referred to Juvenile Services Intake - Indicator of the portion of juveniles which are referred to Juvenile Services intake for processing.
 - a. Calculation - Flowpath entitled "Police to Juvenile Services Intake" (flowpath from Stage 7 to Stage 8) divided by total flow of Stage 7 (juvenile police arrests).
 - b. Calculated Value - $\frac{37,460}{60,826} = 61.6\%$
2. Non-Police Referrals as a Percent of Total Intake - Indicator of the portion of Juvenile Services intake which is non-police initiated.
 - a. Calculation - Flow at Stage 4 ("Non-Police Disposed by Juvenile Services Administration") divided by flow at stage 8 ("Juvenile Services Administration Intake").

$$\text{b. } \frac{\text{Calculated Value}}{50,342} - \frac{12,398}{50,342} = 24.6\%$$

3. Percent of Juvenile Services Intake Detained - Indicator of portion of Juvenile Service intake detained either in juvenile detention or training schools facilities.

- a. Calculation - Flow of Stage 13 ("Detained") divided by flow at Stage 8 ("Juvenile Services Administration Intake").

$$\text{b. } \frac{\text{Calculated Value} - 6,651}{50,342} = 13.2\%$$

4. Ratio of Active Detention Population End of Year (FY 77) to Juveniles Detained During the Year - Indicator of relative ratio of active detentioners to new detentions; also an indicator of approximate length of expected stay in custody (in fraction of a year) for juveniles detained.

- a. Calculation - Flowpath entitled "Active Detention End of Year" (flowpath exiting Stage 14) divided by the flow at Stage 13 ("Detained").

b. $\frac{\text{Calculated Value} - 270}{6,651} = .041$

5. Percent of Juvenile Services Intake Placed in Shelter Care - Indicator of portion of Juvenile Services intake placed in emergency shelter care facilities prior to adjudication or disposition (flowpath from Stage 8 to Stage 16) divided by total flow at Stage 8.

- a. Calculation - Flowpath entitled "Shelter Care" (flowpath from Stage 8 to Stage 16) divided by total flow at Stage 8.

b. $\frac{\text{Calculated Value} = 2,642}{50,342} = 5.2\%$

B. Informal Subsystem Activity Rates

1. Percent of Total Intake Disapproved or Closed - Indicator
of portion of Juvenile Services intake where the complaint
against the juvenile is disapproved or closed at intake and
no further action is taken.

- a. Calculation - Flow at Stage 18 (Disapproved/Closed at Intake") divided by the flow at Stage 16 ("JSA Intake Screening").
 - b. Calculated Value - $\frac{26,315}{50,342} = 52.3\%$
2. Percent of Disapproved/Closed Cases Police Referrals - Indicator of portion of juvenile cases disapproved or closed at intake where the referral source was the police as opposed to a non-police source of referral.
 - a. Calculation - Flowpath entitled "Police" (flowpath from Stage 17 to Stage 18) divided by flow at Stage 17 ("Disapproved/Closed at Intake.")
 - b. Calculated Value - $\frac{20,275}{26,315} = 77.0\%$
3. Percent of Disapproved/Closed Cases Delinquent - Indicator of portion of juvenile cases disapproved or closed at intake where the major complaint against the juvenile was a delinquent act (i.e., robbery, all assaults, burglary, all larceny, all UCR Part II offenses).
 - a. Calculation - Delinquent flowpaths exiting Stage 18 divided by the total flow at Stage 18 (total disapproved/closed).
 - b. Calculated Value - $\frac{22,690}{26,315} = 86.2\%$
4. Percent of Disapproved/Closed Cases CINS - Indicator of portion of juvenile cases disapproved or closed at intake where the major complaint against the juvenile was a CINS (child in need of supervision, e.g., truant, runaway, ungovernable) act.
 - a. Calculation - "CINS" flowpath exiting Stage 18 divided by the total flow at Stage 18 (total disapproved/closed).
 - b. Calculated Value - $\frac{3,513}{26,315} = 13.3\%$
5. Percent of Total Intake Informally Processed - Indicator of portion of Juvenile Services intake where the complaint against the juvenile is informally processed without court interaction.

- a. Calculation - Flow at Stage 19 ("Informal Manner of Handling") divided by flow at Stage 16 ("JSA Intake Screening").
 - b. Calculated Value - $\frac{4,789}{50,342} = 9.5\%$
6. Percent of Informal Cases Police Referrals - Indicator of portion of juvenile cases informally handled at intake where the referral source was the police as opposed to a non-police source of referral.
 - a. Calculation - Flowpath entitled "Police" (flowpath from Stage 19 to Stage 20) divided by flow at Stage 19 (Informal Manner of Handling").
 - b. Calculated Value - $\frac{3,547}{4,789} = 74.1\%$
7. Percent of Informal Cases Delinquent - Indicator of portion of juvenile cases processed informally where the major complaint against the juvenile was a delinquent act (i.e., robbery, all assaults, burglary, all larceny, all UCR Part II Offenses).
 - a. Calculation - Delinquent flowpaths (from Stage 20 to Stage 21) divided by the total flow at Stage 20 (total informal).
 - b. Calculated Value - $\frac{3,949}{4,789} = 82.5\%$
8. Percent of Informal Cases CINS - Indicator of portion of juvenile cases processed informally where the major complaint against the juvenile was a CINS (child in need of supervision, e.g., truant, runaway, ungovernable) act.
 - a. Calculation - "CINS" flowpath from Stage 20 to Stage 21 divided by the total flow at Stage 20 (total informal).
 - b. Calculated Value - $\frac{828}{4,789} = 17.3\%$

C. Formal Subsystem Activity Rates

1. Ratio of Active Awaiting Formal Adjudication End of Year (FY 77) to Total Formally Disposed for the Year - Indicator of relative proportion of juveniles awaiting court action; also an estimation of the portion of a year that would be required to dispose of these juveniles based on the number of juveniles disposed formally during the year.
 - a. Calculation - Flowpath entitled "Pending End of Year" (exiting flowpath from Stage 23) dividing by the flow at Stage 24 (formally disposed).
 - b. Calculated Value - $\frac{4,550}{19,662} = .231$
2. Percent of Total Intake Processed Formally - Indicator of portion of Juvenile Services intake where the complaint against the juvenile is referred for formal court processing.
 - a. Calculation - Flowpaths entitled "Formal Intake" (flowpath from Stage 16 to Stage 23) divided by the total flow at Stage 23 ("JSA Intake Screening").
 - b. Calculated Value - $\frac{19,238}{50,342} = 38.2\%$
3. Percent of Formal Cases Police Referrals - Indicator of portion of juvenile cases formally disposed where the referral source was the police as opposed to a non-police source of referral.
 - a. Calculation - Flowpath entitled "Police" (flowpath from Stage 23 to Stage 24) divided by flow at Stage 24 (formally disposed).
 - b. Calculated Value - $\frac{14,546}{19,662} = 74.0\%$
4. Percent of Formal Cases Delinquent - Indicator of portion of juvenile cases processed formally where the major complaint against the juvenile was a delinquent act (i.e., robbery, all assaults, burglary, all larceny, all UCR Part II offenses).

- a. Calculation - Delinquent flowpaths (from Stage 24 to Stage 25) divided by the total flow at Stage 24 (formally disposed).
 - b. Calculated Value - $\frac{16,315}{19,662} = 83.0\%$
5. Percent of Formal Cases CINS - Indicator of portion of juvenile cases processed formally where the major complaint against the juvenile was a CINS (Child in Need of Supervision - e.g., truant, runaway, ungovernable) act.
 - a. Calculation - "CINS" flowpath from Stage 24 to Stage 25 divided by the total flow at Stage 24 (formally disposed).
 - b. Calculated Value - $\frac{1,149}{19,662} = 5.8\%$
6. Public/Panel Attorney Representation as a Percent of Processed Formally - Indicator of portion of 25 juveniles formally disposed represented by the Office of the Public Defender (includes staff and panel attorneys).
 - a. Calculation - Sum of "w/Public Defender" and "Panel Attorney" Flowpaths (from Stage 25 to Stage 26) divided by total formally disposed (flow at Stage 25).
 - b. Calculated Value - $\frac{10,941}{19,662} = 55.6\%$
7. Percent of Juvenile Court Cases Where Jurisdiction is Waived - Indicator of portion of juvenile court cases where the juvenile court's jurisdiction over the complaint(s) against the juvenile are waived in favor of adult processing.
 - a. Calculation - Flowpath exiting Stage 26 entitled "Jurisdiction Waived" divided by the total flow at Stage 26 ("Juvenile Court Action").
 - b. Calculated Value - $\frac{425}{19,523} = 2.2\%$
8. Percent of Juvenile Court Cases Adjudicated - Indicator of portion of juvenile court cases where the complaint(s) against the juvenile are sustained and an adjudicated disposition follows.

- a. Calculation - Flowpath entitled "Adjudicated" (flow-path from Stage 26 to Stage 27) divided by total flow at Stage 26 ("Juvenile Court Action").
 - b. Calculated Value - $\frac{11,675}{19,523} = 59.8\%$
9. Percent Adjudicated Where Court Sentence is to Training School/Forestry Camp - Indicator of portion of adjudicated juveniles committed to a training school or forestry camp (does not include juveniles committed to juvenile services for placement and subsequently committed to training schools/forestry camps as well as other admissions to training schools, forestry camps, e.g., returns from leave, commitment after hearing).
 - a. Calculation - Flow at Stage 31 ("Commitment Training School/Forestry Camp") divided by flow at Stage 28 ("Adjudicated Disposition").
 - b. Calculated Value - $\frac{802}{11,675} = 6.9\%$
10. Percent Adjudicated Where Court Sentence is Commitment to JSA/Placement - Indicator of portion of adjudicated juveniles committed to Juvenile Services for placement (includes some juveniles subsequently committed to training schools/forestry camps) as well as juveniles committed to group home and purchase of care placements (does not include admissions to placement facilities resulting from returns, e.g., returns from leave, placement after rehearing).
 - a. Calculation - Flow at Stage 40 ("Commitment to JSA/Group Home or Purchase of Care") divided by the flow at Stage 28 ("Adjudicated Disposition").
 - b. Calculated Value - $\frac{1,069}{11,675} = 9.2\%$
11. Percent Adjudicated Where Court Sentence is Supervision - Indicator of portion of adjudicated juveniles placed on probation or protective supervision (probation for CINS).
 - a. Calculation - Flow at Stage 45 ("Protective Supervision/Probation") divided by the flow at Stage 28 ("Adjudicated Disposition").

$$b. \text{ Calculated Value - } \frac{6,703}{11,675} = 57.4\%$$

12. Percent Adjudicated Where Court Sentence is "All Other Dispositions" - Indicator of portion of adjudicated juveniles receiving other dispositions, e.g., restitution/fine, custody awarded, referral other agency, suspended sentence.

a. Calculation - Flow at Stage 29 ("All Other Dispositions") divided by the flow at Stage 28 ("Adjudicated Disposition").

$$b. \text{ Calculated Value - } \frac{3,101}{11,675} = 26.6\%$$

D. Treatment Subsystem Activity Rates

1. Ratio of Active Training School Population End of Year (FY 77) to Total Commitments to Training Schools During The Year - Indicator of relative ratio of active training school commitments to total commitments; also an indicator of approximate length of expected stay (in years) for juveniles admitted to training schools.

a. Calculation - Flowpath "Active End of Year" (flowpath exiting Stage 35) divided by the flowpath "Commitment to Training School" (flowpath from Stage 34 to Stage 35).

$$b. \text{ Calculated Value - } \frac{838}{1,323} = .633$$

2. Ratio of Active Forestry Camp Population End of Year (FY 77) to Total Admissions to Forestry Camp for the Year - Indicator of relative ratio of active forestry camp admissions; also an indicator of approximate length of expected stay (in years) for juveniles admitted to forestry camps.

a. Calculation - Flowpath "Active End of Year" (flowpath exiting Stage 38) divided by the flowpath "Forestry Camp Admissions" (flowpath from Stage 37 to Stage 38).

$$b. \text{ Calculated Value - } \frac{174}{253} = .688$$

3. Ratio of Active Aftercare Inventory End of Year (FY77) to Total Aftercare Admissions for the Year - Indicator of relative ratio of active community aftercare cases under supervision to total community aftercare admissions; also an indicator of approximate length of expected aftercare stay (in years) for juveniles placed on community aftercare.
 - a. Calculation - Flowpath "Active End of Year" (flowpath exiting Stage 39) divided by the aftercare admission flow into Stage 39 (flowpaths from Stage 35 and 38 to Stage 39 respectively.)
 - b. Calculated Value - $\frac{933}{1,369} = .682$

4. Ratio of Active Placements End of Year (FY77) to Total Placement Admissions for the Year - Indicator of relative ratio of the active placement facility population to total admissions to placement facilities; also an indicator of approximate length of expected placement stay (in years) for juveniles admitted to placement (group home, purchase of care) facilities.
 - a. Calculation - Flowpath "Active End of Year" (flowpath exiting Stage 44) divided by the flowpath entitled "Admissions to Placement" (flowpath from Stage 43 to Stage 44).
 - b. Calculated Value - $\frac{772}{1,273} = .606$

5. Ratio of Active Supervision End of Year (FY77) to Total Supervision Intake for the Year - Indicator of relative ratio of active juveniles on probation/protective supervision to total intake to probation/protective supervision; also an indicator of approximate length of expected stay on supervision (in years) for juveniles placed on supervision.
 - a. Calculation - Flowpaths "Active End of Year" (flowpaths exiting Stage 47) divided by the flowpath entitled "Protective Supervision/Probation Intake" (from Stage 46 to Stage 47).
 - b. Calculated Value - $\frac{6,345}{6,703} = .947$

E. Overall Juvenile Justice System Activity Rates

1. Formally Adjudicated Juveniles as a Percent of Total Juveniles Disposed by JSA - Indicator of portion of juveniles formally adjudicated as a percent of total juveniles disposed (i.e., formal, informal, and disapproved/closed at intake) by the Juvenile Services Administration.
 - a. Calculation - Flow at Stage 28 ("Adjudicated Disposition") by the sum of the flows at Stage 18 (disapproved/closed at intake), Stage 20 (informal disposed) and Stage 24 (formally disposed).
 - b. Calculated Value - $\frac{11,675}{50,766} = 23.0\%$
2. Formally Adjudicated Juveniles as a Percent of Total Juvenile Arrests and Referrals - Indicator of portion of juveniles formally adjudicated as a percent of total juvenile arrests by law enforcement agencies and non-police referrals to the Juvenile Services Administration.
 - a. Calculation - Flow at Stage 28 ("Adjudicated Disposition") divided by the sum of the flows at Stage 2 ("Source of Referral Non-Police Disposed by JSA"), the flowpath from Stage 1 to Stage 8 ("Other Police Referrals for the Year"), and Stage 5 ("Juvenile Police Arrests by Arresting Agency").
 - b. Calculated Value - $\frac{11,675}{73,708} = 15.8\%$
3. Proportion of Juveniles Active as of Beginning of Year to Total Juvenile Justice System Processing - Indicator of relative portion of juvenile clients processed who are active in the system; also an indicator of what portion of juveniles are actively awaiting processing or being processed (one might interpret a higher proportion as an indicator of the severity of juvenile processing or severity with which juveniles are being processed).
 - a. Calculation - Flow at Stage 10 ("Juveniles Active as of the Beginning of the Year") divided by flow at Stage 1 ("Juvenile Justice System").
 - b. Calculated Value - $\frac{14,815}{89,676} = .165$

4. Proportion of Active Pending Formal Disposition to Total Juveniles Active as of Beginning of Year - Indicator of portion of active juvenile population represented by juveniles awaiting formal court processing; also an indicator of relative proportion of active population which is awaiting formal disposition versus actively receiving care or treatment.
 - a. Calculation - Flowpath entitled "Active Formal" (flowpath from Stage 10 to Stage 23) divided by the flow at Stage 10 ("Juveniles Active as of Beginning of the Year").
 - b. Calculated Value - $\frac{4,974}{14,315} = .336$

5. Proportion of Active in Institution/Placement to Total Juveniles (Less Pending Disposition) as of the Beginning of Year - Indicator of portion of active juvenile population (less juveniles pending formal court disposition) represented by juveniles active in state training schools, forestry camps, placement facilities, and detention facilities.
 - a. Calculation - Sum of the flow at Stage 11 ("Active Training School/Forestry Camp"), the flowpath "Active Placement" (flowpath from Stage 10 to Stage 44), and the flowpath "Active Detention" (flowpath from Stage 10 to Stage 14) divided by the flow at Stage 10 ("Juveniles Active as of Beginning of the Year"), less the flowpath "Active Formal" (flowpath from Stage 10 to Stage 23).
 - b. Calculated Value - $\frac{1,908}{9,841} = .194^1$

6. Proportion of Active under Supervision/Aftercare to Total Juveniles Active (Less Pending Disposition) as of the Beginning of Year - Indication of proportion of active juvenile population (less juveniles pending formal court disposition) represented by offenders actively on supervision (formal and informal) and on community aftercare.
 - a. Calculation - Sum of flowpath "Informal" (flowpath from Stage 10 to Stage 22), the flowpath "Active Aftercare" (flowpath from Stage 10 to Stage 39), and the

¹Excluding those actively detained, the activity rate would be $1612/9841 = .164$

flow at Stage 12 ("Active Protective Supervision/ Probation") divided by the flow at Stage 10 ("Juveniles Active as of the Beginning of the Year"), less the flowpath "Active Formal" (flowpath from Stage 10 to Stage 23).

b. $\frac{\text{Calculated Value} - 7,933}{9,841} = .806$

CONTINUED

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TABLE 2

JUVENILE PROCESSING COMPONENT ACTIVITY RATES (FY 1977)

A. Intake Subsystem Activity Rates

JURISDICTIONAL GROUPINGS	1. Percent of Law Enforcement Arrests of Juveniles Referred to Juvenile Services Intake*	2. Non-Police Referrals as a Percent of Total-Intake	3. Percent of Juvenile Services Intake Detained	4. Ratio of Active Detention Population End of Year (FY77) to Juveniles Detained During the Year	5. Percent of Juvenile Services Intake Placed in Shelter Care
1. Baltimore City	$\frac{13288}{21121} = 62.9\%$	$\frac{4902}{18190} = 26.9\%$	$\frac{2498}{18190} = 13.7\%$	$\frac{48}{2498} = .019$	$\frac{712}{18190} = 3.9\%$
2. Dor.,Somer.,Wic. Worcester	$\frac{1216}{1641} = 74.1\%$	$\frac{137}{1353} = 10.1\%$	$\frac{49}{1353} = 3.6\%$	$\frac{6}{49} = .122$	$\frac{11}{1353} = 0.8\%$
3. Caro.,Cecil, Kent,Q. Anne's, Talbot	$\frac{817}{1498} = 54.5\%$	$\frac{321}{1191} = 27.0\%$	$\frac{150}{1191} = 12.6\%$	$\frac{18}{150} = .120$	$\frac{61}{1191} = 5.1\%$
4. Calvert,Charles, St. Mary's	$\frac{1789}{1818} = 98.4\%$	$\frac{216}{2034} = 10.6\%$	$\frac{231}{2034} = 11.4\%$	$\frac{24}{231} = .104$	$\frac{92}{2034} = 4.5\%$
5. Prince George's	$\frac{4631}{11682} = 39.6\%$	$\frac{4162}{8793} = 47.3\%$	$\frac{1992}{8793} = 22.7\%$	$\frac{80}{1992} = .040$	$\frac{917}{8793} = 10.4\%$
6. Montgomery	$\frac{2724}{5905} = 46.1\%$	$\frac{368}{3092} = 11.9\%$	$\frac{703}{3092} = 22.7\%$	$\frac{1}{703} = .001$	$\frac{401}{3092} = 13.0\%$
7. Anne Arundel	$\frac{3974}{4011} = 99.1\%$	$\frac{857}{5233} = 16.4\%$	$\frac{414}{5233} = 7.9\%$	$\frac{21}{414} = .051$	$\frac{192}{5233} = 3.7\%$
8. Baltimore Co.	$\frac{4860}{7424} = 65.5\%$	$\frac{205}{5065} = 4.0\%$	$\frac{227}{5065} = 4.5\%$	$\frac{15}{227} = .066$	$\frac{127}{5065} = 2.5\%$
9. Harford	$\frac{1039}{1577} = 65.9\%$	$\frac{211}{1250} = 16.9\%$	$\frac{79}{1250} = 6.3\%$	$\frac{20}{79} = .253$	$\frac{9}{1250} = 0.7\%$
10.Carroll, Howard	$\frac{1436}{1804} = 79.6\%$	$\frac{274}{1710} = 16.0\%$	$\frac{183}{1710} = 10.7\%$	$\frac{17}{183} = .093$	$\frac{66}{1710} = 3.9\%$
11.Frederick, Wash.	$\frac{1340}{1588} = 84.4\%$	$\frac{405}{1745} = 23.2\%$	$\frac{102}{1745} = 5.8\%$	$\frac{19}{102} = .186$	$\frac{29}{1745} = 1.7\%$
12.Allegany, Garrett	$\frac{346}{757} = 45.7\%$	$\frac{340}{686} = 49.6\%$	$\frac{23}{686} = 3.4\%$	$\frac{1}{23} = .043$	$\frac{25}{686} = 3.6\%$
State-wide	$\frac{37460}{60826} = 61.6\%$	$\frac{12398}{50342} = 24.6\%$	$\frac{6651}{50342} = 13.2\%$	$\frac{270}{6651} = .041$	$\frac{2642}{50342} = 5.2\%$

* The number of police arrests of juveniles referred to Juvenile Services intake was estimated.

This activity rate, therefore, is only an approximation based on the limited data currently available.

TABLE 2 (Continued)

JUVENILE PROCESSING COMPONENT ACTIVITY RATES (FY 1977)

B. Informal Subsystem Activity Rates

JURISDICTIONAL GROUPINGS	1. Percent of Total Intake Disapproved or Closed	2. Percent of Disapproved/Closed Cases Police Referrals	3. Percent of Disapproved/Closed Cases Delinquent	4. Percent of Disapproved/Closed Cases CINS	5. Percent of Total Intake Informally Processed	6. Percent of Informal Cases Police Referrals	7. Percent of Informal Cases Delinquent	8. Percent of Informal Cases CINS
1. Baltimore City	$\frac{9007}{18190} = 49.5\%$	$\frac{6222}{9007} = 69.1\%$	$\frac{7968}{9007} = 88.5\%$	$\frac{1018}{9007} = 11.3\%$	$\frac{1486}{18190} = 8.2\%$	$\frac{822}{1486} = 55.3\%$	$\frac{1024}{1486} = 68.9\%$	$\frac{462}{1486} = 31.1\%$
2. Dor., Somer., Wic. Worcester	$\frac{816}{1353} = 60.3\%$	$\frac{775}{816} = 95.0\%$	$\frac{669}{816} = 82.0\%$	$\frac{147}{816} = 18.0\%$	$\frac{54}{1353} = 4.0\%$	$\frac{51}{54} = 94.4\%$	$\frac{53}{54} = 98.1\%$	$\frac{1}{54} = 1.9\%$
3. Caro., Cecil, Kent, Q. Anne's, Talbot	$\frac{580}{1191} = 48.7\%$	$\frac{445}{580} = 76.7\%$	$\frac{526}{580} = 90.7\%$	$\frac{54}{580} = 9.3\%$	$\frac{145}{1191} = 12.2\%$	$\frac{119}{145} = 82.1\%$	$\frac{124}{145} = 85.5\%$	$\frac{17}{145} = 11.7\%$
4. Calvert, Charles, St. Mary's	$\frac{1017}{2034} = 50.0\%$	$\frac{930}{1017} = 91.4\%$	$\frac{753}{1017} = 74.0\%$	$\frac{257}{1017} = 25.2\%$	$\frac{255}{2034} = 12.5\%$	$\frac{223}{255} = 87.5\%$	$\frac{162}{255} = 63.5\%$	$\frac{90}{255} = 35.3\%$
5. Prince George's	$\frac{4104}{8793} = 46.7\%$	$\frac{2010}{4104} = 49.0\%$	$\frac{3400}{4104} = 82.8\%$	$\frac{694}{4104} = 16.9\%$	$\frac{813}{8793} = 9.2\%$	$\frac{459}{813} = 56.5\%$	$\frac{731}{813} = 89.9\%$	$\frac{82}{813} = 10.1\%$
6. Montgomery	$\frac{2112}{3092} = 68.3\%$	$\frac{1928}{2112} = 91.3\%$	$\frac{1687}{2112} = 80.0\%$	$\frac{425}{2112} = 20.1\%$	$\frac{385}{3092} = 12.5\%$	$\frac{374}{385} = 97.1\%$	$\frac{361}{385} = 93.8\%$	$\frac{23}{385} = 6.0\%$
7. Anne Arundel	$\frac{2399}{5233} = 45.8\%$	$\frac{2180}{2399} = 90.9\%$	$\frac{2195}{2399} = 91.5\%$	$\frac{204}{2399} = 8.5\%$	$\frac{902}{5233} = 17.2\%$	$\frac{861}{902} = 95.5\%$	$\frac{865}{902} = 95.9\%$	$\frac{37}{902} = 4.1\%$
8. Baltimore Co.	$\frac{3303}{5065} = 65.2\%$	$\frac{3259}{3303} = 98.7\%$	$\frac{2880}{3303} = 87.2\%$	$\frac{361}{3303} = 10.9\%$	$\frac{441}{5065} = 8.7\%$	$\frac{419}{441} = 95.0\%$	$\frac{361}{441} = 81.9\%$	$\frac{76}{441} = 17.2\%$
9. Harford	$\frac{690}{1250} = 55.2\%$	$\frac{613}{690} = 88.8\%$	$\frac{611}{690} = 88.6\%$	$\frac{79}{690} = 11.4\%$	$\frac{58}{1250} = 4.6\%$	$\frac{54}{58} = 93.1\%$	$\frac{55}{58} = 94.8\%$	$\frac{3}{58} = 5.2\%$
10. Carroll, Howard	$\frac{1173}{1710} = 68.6\%$	$\frac{1033}{1173} = 88.1\%$	$\frac{1062}{1173} = 90.5\%$	$\frac{110}{1173} = 9.4\%$	$\frac{29}{1710} = 1.7\%$	$\frac{24}{29} = 82.8\%$	$\frac{26}{29} = 89.7\%$	$\frac{3}{29} = 10.3\%$
11. Frederick, Wash.	$\frac{1042}{1745} = 59.7\%$	$\frac{842}{1042} = 80.8\%$	$\frac{881}{1042} = 84.5\%$	$\frac{150}{1042} = 14.4\%$	$\frac{197}{1745} = 11.3\%$	$\frac{132}{197} = 67.0\%$	$\frac{173}{197} = 88.8\%$	$\frac{22}{197} = 11.2\%$
12. Allegany, Garrett	$\frac{72}{686} = 10.5\%$	$\frac{38}{72} = 52.8\%$	$\frac{58}{72} = 80.6\%$	$\frac{14}{72} = 19.4\%$	$\frac{24}{686} = 3.5\%$	$\frac{9}{24} = 37.5\%$	$\frac{12}{24} = 50.0\%$	$\frac{12}{24} = 50.0\%$
State-wide	$\frac{26315}{50342} = 52.3\%$	$\frac{20275}{26315} = 77.0\%$	$\frac{22690}{26315} = 86.2\%$	$\frac{3513}{26315} = 13.3\%$	$\frac{4789}{50342} = 9.5\%$	$\frac{3547}{4789} = 74.1\%$	$\frac{3949}{4789} = 82.5\%$	$\frac{828}{4789} = 17.3\%$

TABLE 2 (Continued)

JUVENILE PROCESSING COMPONENT ACTIVITY RATES (FY 1977)

C. Formal Subsystem Activity Rates

JURISDICTIONAL GROUPINGS	1. Ratio Active Awaiting Formal Adjudication End of Year To Total Formally Disposed for the Year*	2. Percent of Total Intake Processed Formally	3. Percent of Formal Cases Police Referrals	4. Percent of Formal Cases Delinquent	5. Percent of Formal Cases CINS	6. Public/Panel Attorney Representation as a Percent of Processed Formally	7. Percent of Juvenile Court Cases Where Jurisdiction is Waived	8. Percent of Juvenile Court Cases Adjudicated
1. Baltimore City	$\frac{1062}{8369} = .127$	$\frac{7697}{18190} = 42.3\%$	$\frac{6916}{8369} = 82.6\%$	$\frac{7647}{8369} = 91.4\%$	$\frac{279}{8369} = 3.3\%$	$\frac{7395}{8369} = 88.4\%$	$\frac{231}{8338} = 2.8\%$	$\frac{4548}{8338} = 54.5\%$
2. Dor., Somer., Wic. Worcester	$\frac{105}{498} = .211$	$\frac{483}{1353} = 35.7\%$	$\frac{405}{498} = 81.3\%$	$\frac{413}{498} = 82.9\%$	$\frac{12}{498} = 2.4\%$	$\frac{224}{498} = 45.0\%$	$\frac{70}{497} = 14.1\%$	$\frac{317}{497} = 63.8\%$
3. Caro., Cecil, Kent, Q. Anne's, Talbot	$\frac{92}{493} = .187$	$\frac{466}{1191} = 39.1\%$	$\frac{333}{493} = 67.5\%$	$\frac{358}{493} = 72.6\%$	$\frac{19}{493} = 3.9\%$	$\frac{153}{493} = 31.0\%$	$\frac{30}{486} = 6.2\%$	$\frac{370}{486} = 76.1\%$
4. Calvert, Charles, St. Mary's	$\frac{167}{705} = .237$	$\frac{762}{2034} = 37.5\%$	$\frac{608}{705} = 86.2\%$	$\frac{587}{705} = 83.3\%$	$\frac{40}{705} = 5.7\%$	$\frac{284}{705} = 40.3\%$	$\frac{13}{680} = 1.9\%$	$\frac{524}{680} = 77.1\%$
5. Prince George's	$\frac{486}{3869} = .126$	$\frac{3876}{8793} = 44.1\%$	$\frac{2155}{3869} = 55.7\%$	$\frac{3121}{3869} = 80.7\%$	$\frac{283}{3869} = 7.3\%$	$\frac{1267}{3869} = 32.7\%$	$\frac{12}{3869} = 0.3\%$	$\frac{1988}{3869} = 51.4\%$
6. Montgomery	$\frac{539}{680} = .793$	$\frac{595}{3092} = 19.2\%$	$\frac{507}{680} = 74.6\%$	$\frac{458}{680} = 67.4\%$	$\frac{70}{680} = 10.3\%$	$\frac{430}{680} = 63.2\%$	$\frac{2}{662} = 0.3\%$	$\frac{454}{662} = 68.6\%$
7. Anne Arundel	$\frac{969}{1734} = .559$	$\frac{1932}{5233} = 36.9\%$	$\frac{1137}{1734} = 65.6\%$	$\frac{1196}{1734} = 69.0\%$	$\frac{230}{1734} = 13.3\%$	$\frac{178}{1734} = 10.3\%$	$\frac{2}{1707} = 0.1\%$	$\frac{1194}{1707} = 69.9\%$
8. Baltimore Co.	$\frac{525}{1281} = .410$	$\frac{1321}{5065} = 26.1\%$	$\frac{1142}{1281} = 89.1\%$	$\frac{1067}{1281} = 83.3\%$	$\frac{60}{1281} = 4.7\%$	$\frac{428}{1281} = 33.4\%$	$\frac{21}{1276} = 1.6\%$	$\frac{877}{1276} = 68.7\%$
9. Harford	$\frac{253}{491} = .515$	$\frac{502}{1250} = 40.2\%$	$\frac{361}{491} = 73.5\%$	$\frac{365}{491} = 74.3\%$	$\frac{52}{491} = 10.6\%$	$\frac{176}{491} = 35.8\%$	$\frac{2}{487} = 0.4\%$	$\frac{342}{487} = 70.2\%$
10. Carroll, Howard	$\frac{143}{527} = .271$	$\frac{508}{1710} = 29.7\%$	$\frac{398}{527} = 75.5\%$	$\frac{418}{527} = 79.3\%$	$\frac{31}{527} = 5.9\%$	$\frac{190}{527} = 36.1\%$	$\frac{5}{526} = 1.0\%$	$\frac{310}{526} = 58.9\%$
11. Frederick, Wash.	$\frac{146}{467} = .313$	$\frac{506}{1745} = 29.0\%$	$\frac{327}{467} = 70.0\%$	$\frac{374}{467} = 80.1\%$	$\frac{20}{467} = 4.3\%$	$\frac{134}{467} = 28.7\%$	$\frac{28}{461} = 6.1\%$	$\frac{336}{461} = 72.9\%$
12. Allegany, Garrett	$\frac{63}{548} = .115$	$\frac{590}{686} = 86.0\%$	$\frac{257}{548} = 46.9\%$	$\frac{311}{548} = 56.8\%$	$\frac{53}{548} = 9.7\%$	$\frac{82}{548} = 15.0\%$	$\frac{9}{534} = 1.7\%$	$\frac{415}{534} = 77.7\%$
State-wide	$\frac{4550}{19662} = .231$	$\frac{19238}{50342} = 38.2\%$	$\frac{14546}{19662} = 74.0\%$	$\frac{16315}{19662} = 83.0\%$	$\frac{1149}{19662} = 5.8\%$	$\frac{10941}{19662} = 55.6\%$	$\frac{425}{19523} = 2.2\%$	$\frac{11675}{19523} = 59.8\%$

*The Juvenile Court inventory of backlogged cases was estimated based on best available data from the Administrative Office of the Courts. This activity rate, therefore, is only an estimate given the quality of data currently available.

TABLE 2 (Continued)
JUVENILE PROCESSING COMPONENT ACTIVITY RATES (FY 1977)

C. FORMAL SUBSYSTEM ACTIVITY RATES (Continued)

JURISDICTIONAL GROUPINGS	9. Percent Adjudicated Where Court Sentence Is To Training School/Forestry Camp	10. Percent Adjudicated Where Court Sentence Is Commitment To JSA/Placement	11. Percent Adjudicated Where Court Sentence Is Supervision	12. Percent Adjudicated Where Court Sentence Is "All Other" dispositions
1. Baltimore City	$\frac{308}{4548} = 6.8\%$	$\frac{702}{4548} = 15.4\%$	$\frac{3074}{4548} = 67.6\%$	$\frac{464}{4548} = 10.2\%$
2. Dor., Somer., Wic. Worcester	$\frac{35}{317} = 11.0\%$	$\frac{14}{317} = 4.4\%$	$\frac{195}{317} = 61.5\%$	$\frac{73}{317} = 23.0\%$
3. Caro., Cecil, Kent, Q. Anne's, Talbot	$\frac{43}{370} = 11.6\%$	$\frac{23}{370} = 6.2\%$	$\frac{141}{370} = 38.1\%$	$\frac{163}{370} = 44.1\%$
4. Calvert, Charles, St. Mary's	$\frac{41}{524} = 7.8\%$	$\frac{13}{524} = 2.5\%$	$\frac{341}{524} = 65.1\%$	$\frac{129}{524} = 24.6\%$
5. Prince George's	$\frac{125}{1988} = 6.3\%$	$\frac{77}{1988} = 3.9\%$	$\frac{1229}{1988} = 61.8\%$	$\frac{557}{1988} = 28.0\%$
6. Montgomery	$\frac{32}{454} = 7.0\%$	$\frac{32}{454} = 7.0\%$	$\frac{231}{454} = 50.9\%$	$\frac{159}{454} = 35.0\%$
7. Anne Arundel	$\frac{0}{1194} = 0.0\%$	$\frac{76}{1194} = 6.4\%$	$\frac{371}{1194} = 31.1\%$	$\frac{747}{1194} = 62.6\%$
8. Baltimore Co.	$\frac{79}{877} = 9.0\%$	$\frac{50}{877} = 5.7\%$	$\frac{452}{877} = 51.5\%$	$\frac{296}{877} = 33.8\%$
9. Harford	$\frac{22}{342} = 6.4\%$	$\frac{17}{342} = 5.0\%$	$\frac{212}{342} = 62.0\%$	$\frac{91}{342} = 26.6\%$
10. Carroll, Howard	$\frac{19}{310} = 6.1\%$	$\frac{23}{310} = 7.4\%$	$\frac{179}{310} = 57.7\%$	$\frac{89}{310} = 28.7\%$
11. Frederick, Wash.	$\frac{51}{336} = 15.2\%$	$\frac{20}{336} = 6.0\%$	$\frac{111}{336} = 33.0\%$	$\frac{154}{336} = 45.8\%$
12. Allegany, Garrett	$\frac{47}{415} = 11.3\%$	$\frac{22}{415} = 5.3\%$	$\frac{167}{415} = 40.2\%$	$\frac{179}{415} = 43.1\%$
State-wide	$\frac{802}{11675} = 6.9\%$	$\frac{1069}{11675} = 9.2\%$	$\frac{6703}{11675} = 57.4\%$	$\frac{3101}{11675} = 26.6\%$

TABLE 2 (Continued)
JUVENILE PROCESSING COMPONENT ACTIVITY RATES (FY 1977)

D. TREATMENT SUBSYSTEM ACTIVITY RATES

JURISDICTIONAL GROUPINGS	1. Ratio of Active Training School Pop. End of Yr. To Total Commitments To Trng. Schools During the Year	2. Ratio of Active Forestry Camp Pop. End of Yr. To Total Admissions To Forestry Camps During the Year	3. Ratio of Active Aftercare Inventory End of Yr. To Total Aftercare Admissions For the Year	4. Ratio of Active Placements End of Yr. To Total Placement Admissions For the Year	5. Ratio of Active Supervision End of Yr. To Total Supervision Intake For the Year
1. Baltimore City	$\frac{520}{794} = .655$	$\frac{28}{50} = .560$	$\frac{506}{776} = .652$	$\frac{245}{472} = .519$	$\frac{1977}{3074} = .643$
2. Dor.,Somer.,Wic. Worcester	$\frac{14}{46} = .304$	$\frac{3}{3} = 1.000$	$\frac{11}{52} = .212$	$\frac{22}{27} = .815$	$\frac{155}{195} = .795$
3. Caro.,Cecil, Kent,Q. Anne's, Talbot	$\frac{31}{48} = .646$	$\frac{9}{15} = .600$	$\frac{49}{46} = 1.065$	$\frac{41}{53} = .774$	$\frac{202}{141} = 1.433$
4. Calvert,Charles, St. Mary's	$\frac{24}{40} = .600$	$\frac{7}{14} = .500$	$\frac{63}{40} = 1.575$	$\frac{29}{46} = .630$	$\frac{258}{341} = .757$
5. Prince George's	$\frac{78}{106} = .736$	$\frac{38}{55} = .691$	$\frac{139}{140} = .993$	$\frac{126}{205} = .615$	$\frac{1475}{1229} = 1.200$
6. Montgomery	$\frac{31}{49} = .633$	$\frac{28}{47} = .596$	$\frac{37}{66} = .561$	$\frac{85}{142} = .599$	$\frac{619}{231} = 2.680$
7. Anne Arundel	$\frac{15}{23} = .652$	$\frac{20}{23} = .870$	$\frac{5}{30} = .167$	$\frac{66}{102} = .647$	$\frac{611}{371} = 1.647$
8. Baltimore Co.	$\frac{49}{80} = .613$	$\frac{2}{5} = .400$	$\frac{54}{83} = .651$	$\frac{65}{87} = .747$	$\frac{286}{452} = .633$
9. Harford	$\frac{16}{32} = .500$	$\frac{1}{2} = .500$	$\frac{22}{30} = .733$	$\frac{23}{33} = .697$	$\frac{220}{212} = 1.038$
10.Carroll, Howard	$\frac{16}{16} = 1.000$	$\frac{9}{9} = 1.000$	$\frac{11}{13} = .846$	$\frac{29}{45} = .644$	$\frac{220}{179} = 1.229$
11.Frederick, Wash.	$\frac{34}{44} = .773$	$\frac{19}{16} = 1.188$	$\frac{27}{42} = .643$	$\frac{20}{31} = .645$	$\frac{188}{111} = 1.694$
12.Allegany, Garrett	$\frac{10}{45} = .222$	$\frac{10}{14} = .714$	$\frac{9}{51} = .176$	$\frac{21}{30} = .700$	$\frac{134}{164} = .802$
State-wide	$\frac{838}{1323} = .633$	$\frac{174}{253} = .688$	$\frac{933}{1369} = .682$	$\frac{772}{1273} = .606$	$\frac{6345}{6703} = .947$

TABLE 2 (Continued)
JUVENILE PROCESSING COMPONENT ACTIVITY RATES (FY 1977)

E. Overall Juvenile Justice System Activity Rates

JURISDICTIONAL GROUPINGS	1. Formally Adjudicated Juveniles as a Percent of Total Juveniles Disposed by JSA	2. Formally Adjudicated Juveniles as a Percent of Total Juvenile Arrests & Referrals	3. Ratio of Juveniles Active as of Beginning of Year to Total Juvenile Justice System Processing	4. Percentage of Active Pending Formal Disposition to Total Juveniles Active as of Beginning of Year	5. Percentage of Active In Institution/Placement to Total Juveniles Active (less pending dis.) at the Beg. of Year	6. Percentage of Active Under Supervision/Aftercare to Total Juveniles Active (less pend. dis.) at Beg. of Year
1. Baltimore City	$\frac{4548}{18862} = 24.1\%$	$\frac{4548}{26023} = 17.5\%$	$\frac{5152}{31689} = .163$	$\frac{1734}{5152} = 33.7\%$	$\frac{793}{3418} = 23.2\%$	$\frac{2625}{3418} = 76.8\%$
2. Dor., Somer., Wic. Worcester	$\frac{317}{1368} = 23.2\%$	$\frac{317}{1778} = 17.8\%$	$\frac{366}{2173} = .168$	$\frac{120}{366} = 32.8\%$	$\frac{59}{246} = 24.0\%$	$\frac{187}{246} = 76.0\%$
3. Caro., Cecil, Kent, Q. Anne's, Talbot	$\frac{370}{1218} = 30.4\%$	$\frac{370}{1872} = 19.8\%$	$\frac{491}{2415} = .203$	$\frac{119}{491} = 24.2\%$	$\frac{71}{372} = 19.1\%$	$\frac{301}{372} = 80.9\%$
4. Calvert, Charles, St. Mary's	$\frac{524}{1977} = 26.5\%$	$\frac{524}{2063} = 25.4\%$	$\frac{565}{2677} = .211$	$\frac{110}{565} = 19.5\%$	$\frac{65}{455} = 14.3\%$	$\frac{390}{455} = 85.7\%$
5. Prince George's	$\frac{1988}{8786} = 22.6\%$	$\frac{1988}{15844} = 12.5\%$	$\frac{2541}{18542} = .137$	$\frac{479}{2541} = 18.9\%$	$\frac{301}{2062} = 14.6\%$	$\frac{1761}{2062} = 85.4\%$
6. Montgomery	$\frac{454}{3177} = 14.3\%$	$\frac{454}{6273} = 7.2\%$	$\frac{1635}{8065} = .203$	$\frac{624}{1635} = 38.2\%$	$\frac{154}{1011} = 15.2\%$	$\frac{857}{1011} = 84.8\%$
7. Anne Arundel	$\frac{1194}{5035} = 23.7\%$	$\frac{1194}{5270} = 22.7\%$	$\frac{1420}{6751} = .210$	$\frac{771}{1420} = 54.3\%$	$\frac{103}{649} = 15.9\%$	$\frac{546}{649} = 84.1\%$
8. Baltimore Co.	$\frac{877}{5025} = 17.5\%$	$\frac{877}{7629} = 11.5\%$	$\frac{1066}{8738} = .122$	$\frac{485}{1066} = 45.5\%$	$\frac{132}{581} = 22.7\%$	$\frac{449}{581} = 77.3\%$
9. Harford	$\frac{342}{1239} = 27.6\%$	$\frac{342}{1788} = 19.1\%$	$\frac{517}{2333} = .222$	$\frac{242}{517} = 46.8\%$	$\frac{52}{275} = 18.9\%$	$\frac{223}{275} = 81.1\%$
10. Carroll, Howard	$\frac{310}{1729} = 17.9\%$	$\frac{310}{2078} = 14.9\%$	$\frac{402}{2509} = .160$	$\frac{162}{402} = 40.3\%$	$\frac{49}{240} = 20.4\%$	$\frac{191}{240} = 79.6\%$
11. Frederick, Wash.	$\frac{336}{1706} = 19.7\%$	$\frac{336}{1993} = 16.9\%$	$\frac{465}{2476} = .188$	$\frac{107}{465} = 23.0\%$	$\frac{77}{358} = 21.5\%$	$\frac{281}{358} = 78.5\%$
12. Allegany, Garrett	$\frac{415}{644} = 64.4\%$	$\frac{415}{1097} = 37.8\%$	$\frac{195}{1308} = .149$	$\frac{21}{195} = 10.8\%$	$\frac{52}{174} = 29.9\%$	$\frac{122}{174} = 70.1\%$
State-wide	$\frac{11675}{50766} = 23.0\%$	$\frac{11675}{73708} = 15.8\%$	$\frac{14815}{89676} = .165$	$\frac{4974}{14815} = 33.6\%$	$\frac{1908}{9841} = 19.4\%$	$\frac{7933}{9841} = 80.6\%$

V. RESOURCES

The following chart (Figure 2) contains a detailed breakdown of current Juvenile Services Administration staff. Since the information contained in the chart includes total staff in each area, no further analysis will be attempted. Additional information is available on the number of intake officers (i.e., 81) as well as budgeted non-supervisory positions for probation and after-care for Fiscal Year 1977 (i.e., 217 such positions).

Assuming the number of intake officers remain constant through Fiscal Year 1990 (i.e., stays at 81 officers) and by projecting the number of referrals to the Juvenile Services Administration, the projected monthly ratio of referrals to intake officers can be calculated through Fiscal Year 1990. The actual Fiscal Year 1977 monthly number of referrals per intake officer as well as the projected ratio (calculated as explained above) follows:

ACTUAL AND PROJECTED NUMBER OF REFERRALS PER INTAKE OFFICER

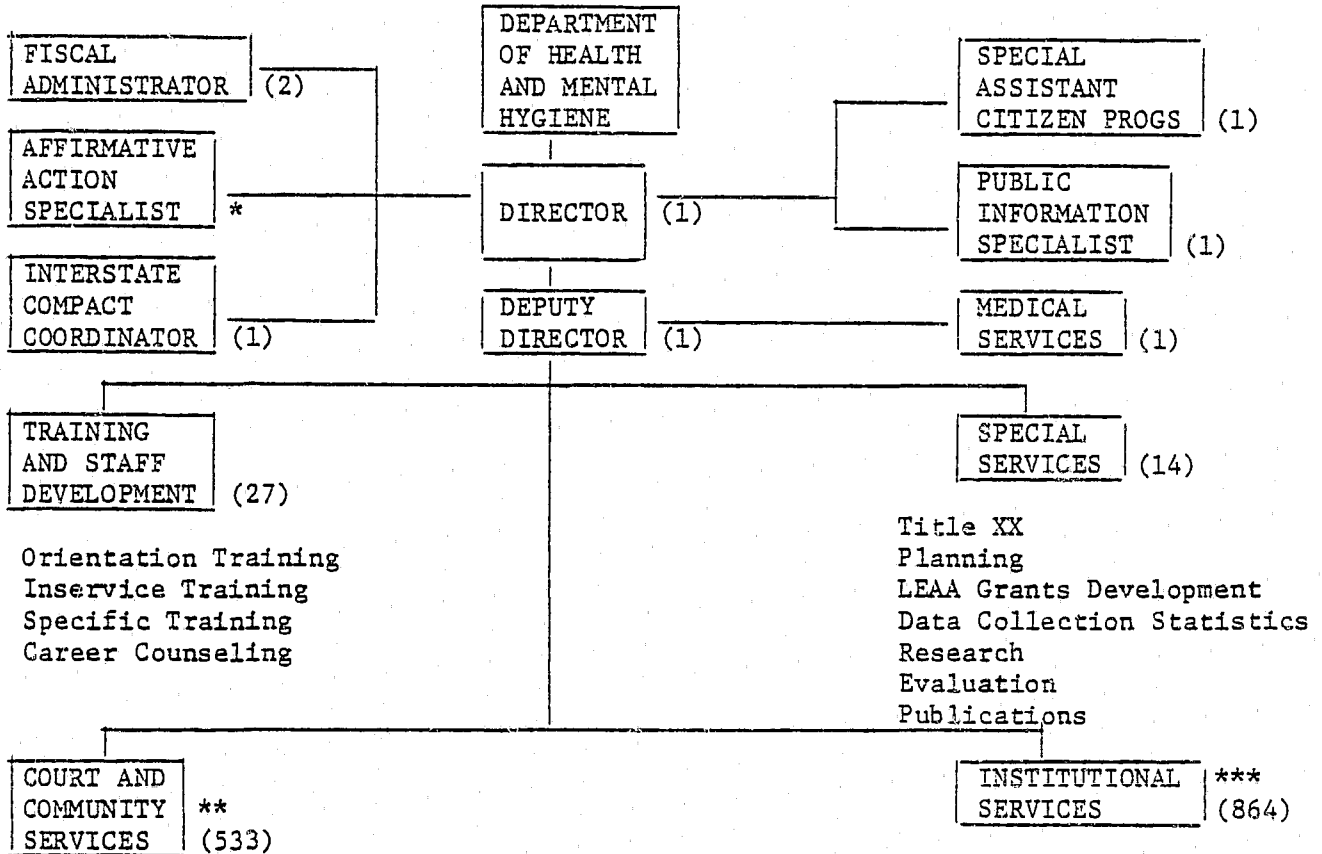
Fiscal Year	No. of Referrals ^a	# of Intake Officers ^b	Monthly Ratio of Referrals to Intake Officer
(Actual) 1977	50702	81	52 to 1
(Projected) 1980	48134	81	50 to 1
(Projected) 1985	46594	81	48 to 1
(Projected) 1990	47240	81	49 to 1

NOTE: ^aThe projected number of referrals were calculated using the juvenile arrest projections (see Section E, II-A) and the actual FY 1977 probability of referral to Juvenile Services Administration.

^bObtained from the Juvenile Services Administration.

FIGURE 2

TABLE OF ORGANIZATION
JUVENILE SERVICES ADMINISTRATION



Regional Court Services, Intake
Probation/Protective Supervision
Aftercare
Purchased Care - Residential
Purchased Services - Non-Residential
Prevention Programs
Youth Services Bureaus
Shelter Care/Foster Care
Community Detention
Day Programs

Maryland Training School for Boys
Montrose School Complex, State
Operated Group Homes & Residences
Youth Centers (formerly Forestry
Camps)
Maryland Children's Center
Thomas J.S. Waxter Children's
Center
Boys' Village
Alfred D. Noyes Children's Center
Hold-Over Facilities

*part-time position.

**an additional 17 non-budgeted positions are not included in this figure.

***an additional 46 non-budgeted positions are not included in this figure.

Total staff - 1,446.

SOURCE: Juvenile Services Administration.

SECTION C: TRENDS IN STATUS OFFENDER (CINS) AS COMPARED TO DELIN- QUENT PROCESSING.

I. HISTORICAL SUMMARY INFORMATION COMPARING CINS AND DELINQUENT JUVENILE PROCESSING.

The information presented in the previous section was intended to serve as a baseline indicator of activity in the Juvenile Justice System, as it occurred in FY 1977. In order to gain some perspective on these current indicators of activity, additional information comparing juvenile offender processing flows from FY 1972 to the present (FY1977) follows.

Table 3 compares the volume of juveniles processed by type of case (i.e., delinquent, CINS, CINA) and manner of handling (i.e., formal, informal, disapproved/closed at intake) from FY 1972 to FY 1977. Table 4 contains somewhat more detailed information for just CINS and delinquent clients as well as a graphical display.

II. COMPARATIVE FLOW DIAGRAM DESCRIPTIONS OF FY 1977, FY 1976 and FY 1975 JUVENILE TRAFFIC

In general, a CINS or Status Offender can be considered a juvenile who is referred to Juvenile Services Administration for truancy, running away, or other "ungovernable" behavior. A delinquent offender is one who violates a State law or municipal ordinance², but has not yet reached his/her 18th birthday. Together (i.e., CINS and delinquents) they provide a measure of the juvenile "offender" population in Maryland. As such, an analysis of trends in system processing of these two juvenile classifications should prove beneficial.

Figures 3-8 constitute a flow diagram description as discussed in Section B (although in a simplified form) of delinquent processing for FY 1977, FY 1976, and FY 1975 (Figures 3, 4, 5) as well as CINS processing for FY 1977, FY 1976, and FY 1975. The descriptions are essentially summary versions of those discussed in Section B intending to highlight only major points of processing following initial Juvenile Services Administration intake.

² In some jurisdictions (e.g., Baltimore City), a curfew law is in effect. Curfew violations are not referred to Juvenile Services Administration as such. In Baltimore City, for example, the parents or relations are fined and the juvenile returned to their care. In general, if the behavior is repeated and the parents so desire, then the juvenile may be referred to Juvenile Services Administration as "ungovernable." The referral source in this instance is then the parent/relation.

TABLE 3

JUVENILES PROCESSED BY
TYPE OF CASE AND MANNER OF HANDLING
FISCAL YEARS 1972 THROUGH 1977

FISCAL YEAR	FORMAL				INFORMAL				DISAPPROVED/CLOSED AT INTAKE				TOTAL	% CHANGE IN TOTAL FROM PREV. YEAR
	DELINQUENT	CINS	CINA	SUB TOTAL	DELINQ.	CINS	CINA	SUB TOTAL	DELINQ.	CINS	CINA	SUB TOTAL		
1977	16,629 (82.7) [32.0]	1,149 (5.8) [2.3]	2,244 (11.4) [4.4]	19,662 [38.7]	3,949 (82.5) [7.8]	828 (17.3) [1.6]	12 (.3) [<.1]	4,789 [9.4]	22,690 (86.2) [44.7]	3,513 (13.3) [6.9]	112 (.4) [.2]	26,315 [51.8]	50,766	-12.5%
1976	19,988 (86.3) [34.4]	1,285 (5.5) [2.2]	1,891 (8.2) [3.3]	23,164 [39.9]	4,377 (85.7) [7.5]	707 (13.8) [1.2]	25 (.5) [<.1]	5,109 [8.8]	25,495 (85.6) [43.9]	4,141 (13.9) [7.1]	135 (.5) [.2]	29,771 [51.3]	50,844	+ 1.5%
1975	17,265 (81.9) [30.2]	1,699 (8.1) [3.0]	2,115 (10.0) [3.7]	21,079 [36.9]	6,344 (85.1) [11.1]	1,065 (14.3) [1.9]	44 (.6) [<.1]	7,453 [13.0]	24,834 (86.7) [43.4]	3,665 (12.8) [6.4]	141 (.5) [.2]	28,640 [50.1]	57,172	+19.3%
1974	14,322 (76.4) [29.9]	1,995 (10.6) [4.2]	2,418 (12.9) [5.0]	18,735 [39.1]	4,291 (71.0) [9.0]	1,724 (28.5) [3.6]	30 (.5) [<.1]	6,045 [12.6]	9,747 (85.4) [41.2]	3,096 (13.4) [6.5]	282 (1.2) [.6]	23,125 [48.3]	47,905	+18.1%
1973	14,093 (73.3) [34.8]	2,722 (14.2) [6.7]	2,399 (12.5) [5.9]	19,214 [47.4]	6,151 (73.6) [15.2]	2,109 (25.2) [5.2]	98 (1.2) [.2]	8,358 [20.6]	10,580 (81.5) [26.1]	2,134 (16.4) [5.3]	263 (2.0) [.6]	12,977 [32.0]	40,549	+11.4%
1972	13,310 (72.6) [36.6]	2,770 (15.1) [7.6]	2,260 (12.3) [6.2]	18,340 [50.4]	7,270 (74.4) [20.0]	2,343 (24.0) [6.4]	158 (1.6) [.4]	9,771 [26.8]	6,919 (83.4) [19.0]	1,211 (14.6) [3.3]	171 (2.1) [.5]	8,301 [22.8]	36,412	--

() = % of Subtotal

[] = % of Total

TABLE 4

CHILDREN IN NEED OF SUPERVISION (CINS) AND DELINQUENTS PROCESSED BY MANNER OF HANDLING
FISCAL YEARS 1972 THROUGH 1977

FISCAL YEAR	CINS ^a				DELINQUENTS			
	FORMAL	INFORMAL	DISAPPROVED/ CLOSED AT INTAKE	TOTAL	FORMAL	INFORMAL	DISAPPROVED/ CLOSED AT INTAKE	TOTAL
1977	1,149 [-10.6%] (20.9)	828 [+17.1%] (15.1)	3,513 [-15.2%] (64.0)	5,490 [-10.5%]	16,269 [-18.4%] (37.9)	3,949 [-9.8%] (9.2)	22,690 [-11.0%] (52.9)	42,908 [-13.8%]
1976	1,285 [-24.4%] (21.0)	707 [-33.6%] (11.5)	4,141 [+13.0%] (67.5)	6,133 [- 4.6%]	19,926 [+15.9%] (40.0)	4,377 [-31.0%] (8.8)	25,495 [+ 2.7%] (51.2)	49,798 [+ 3.0%]
1975	1,699 [-14.8%] (26.4)	1,065 [-38.2%] (16.6)	3,665 [+18.4%] (57.0)	6,429 [- 5.7%]	17,192 [+20.0%] (35.5)	6,344 [+47.8%] (13.1)	24,834 [+25.8%] (51.3)	48,370 [+26.1%]
1974	1,995 [-26.7%] (29.3)	1,724 [-18.3%] (25.3)	3,096 [+45.1%] (45.4)	6,815 [- 2.3%]	14,322 [+ 1.6%] (37.3)	4,291 [-30.2%] (11.2)	19,747 [+86.6%] (51.5)	38,360 [+24.4%]
1973	2,722 [-1.7%] (39.1)	2,109 [-10.0%] (30.3)	2,134 [+76.2%] (30.6)	6,965 [-10.1%]	14,093 [+ 5.9%] (45.7)	6,151 [-15.4%] (20.0)	10,580 [+52.9%] (34.3)	30,824 [+12.1%]
1972	2,770 (43.8)	2,343 (37.0)	1,211 (19.1)	6,324	13,310 (48.4)	7,270 (26.4)	6,919 (25.2)	27,499

() = % of row total

[] = % change from the previous year

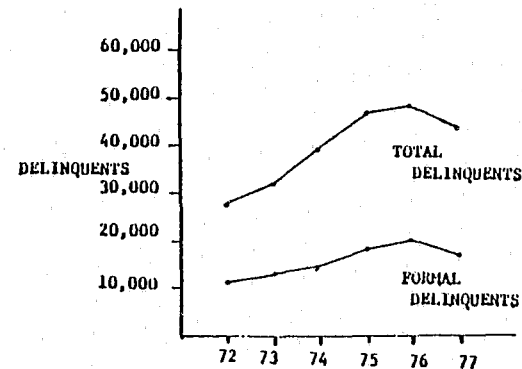
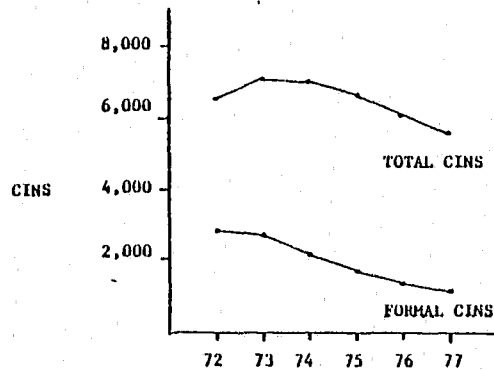
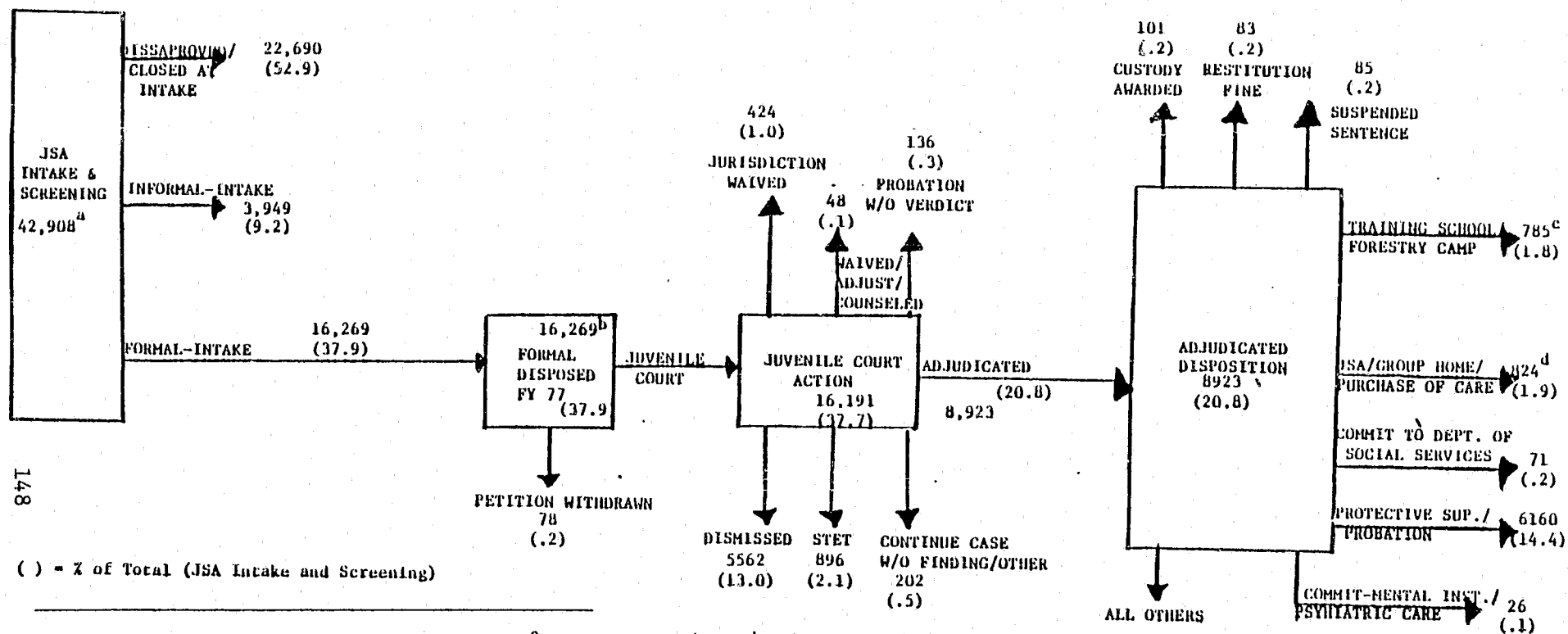
^aCINS - Children in Need of Supervision

FIGURE 3



	^a All Intake	^b Formal	^c Training School/ Forestry Camp	^d JSA/Group Home/ Purchase of Care	^{c&d} Combined
Robbery	806	656 (81.4)	46 (5.7)	54 (6.7)	100 (12.4) [15.2]
Burglary	6263	3798 (60.6)	240 (3.8)	192 (3.1)	432 (6.9) [11.4]
All Assaults	6445	2713 (42.1)	93 (1.4)	134 (2.1)	227 (3.5) [8.4]
All Larceny	11764	4578 (38.9)	235 (2.0)	251 (2.1)	486 (4.1) [10.6]

() % of all Intake
[] % of Formal

FIGURE 4

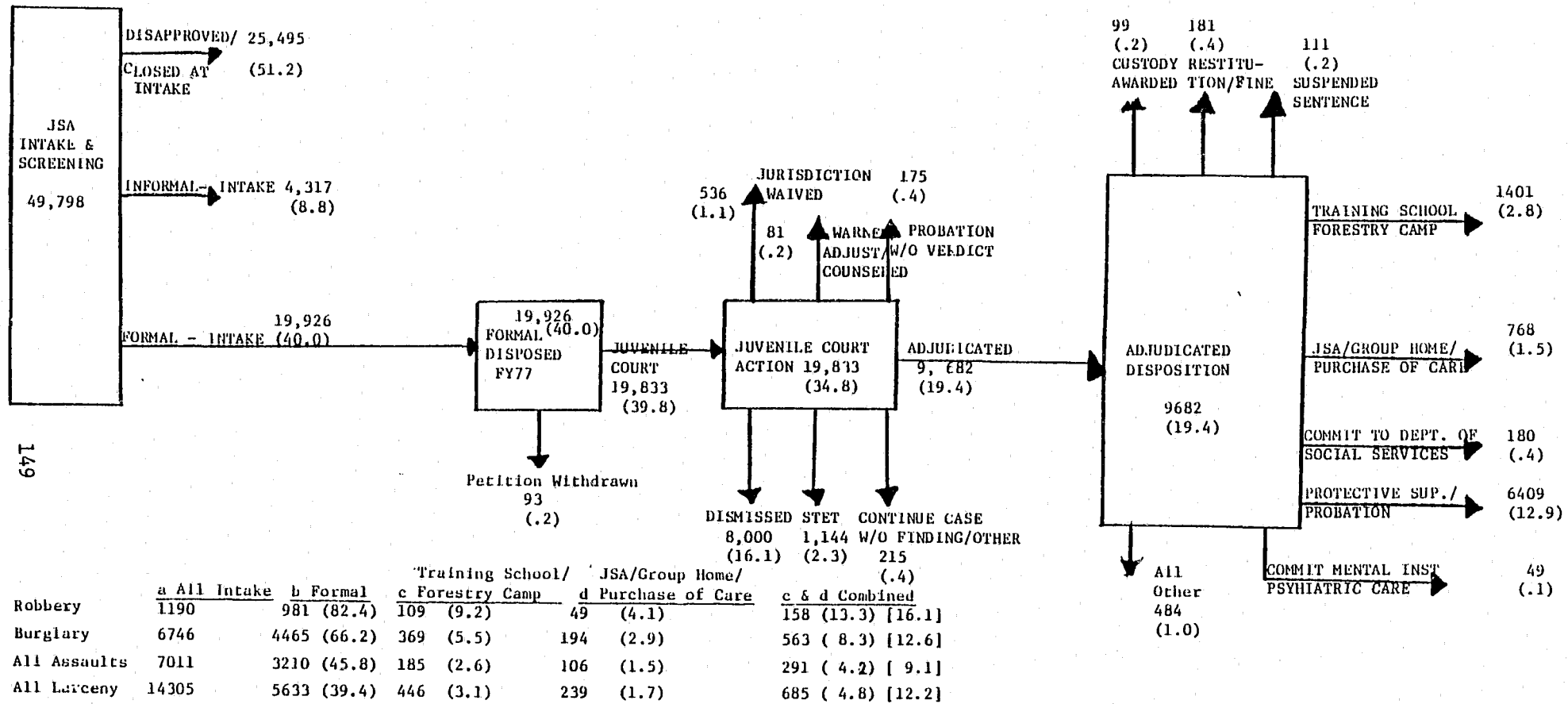
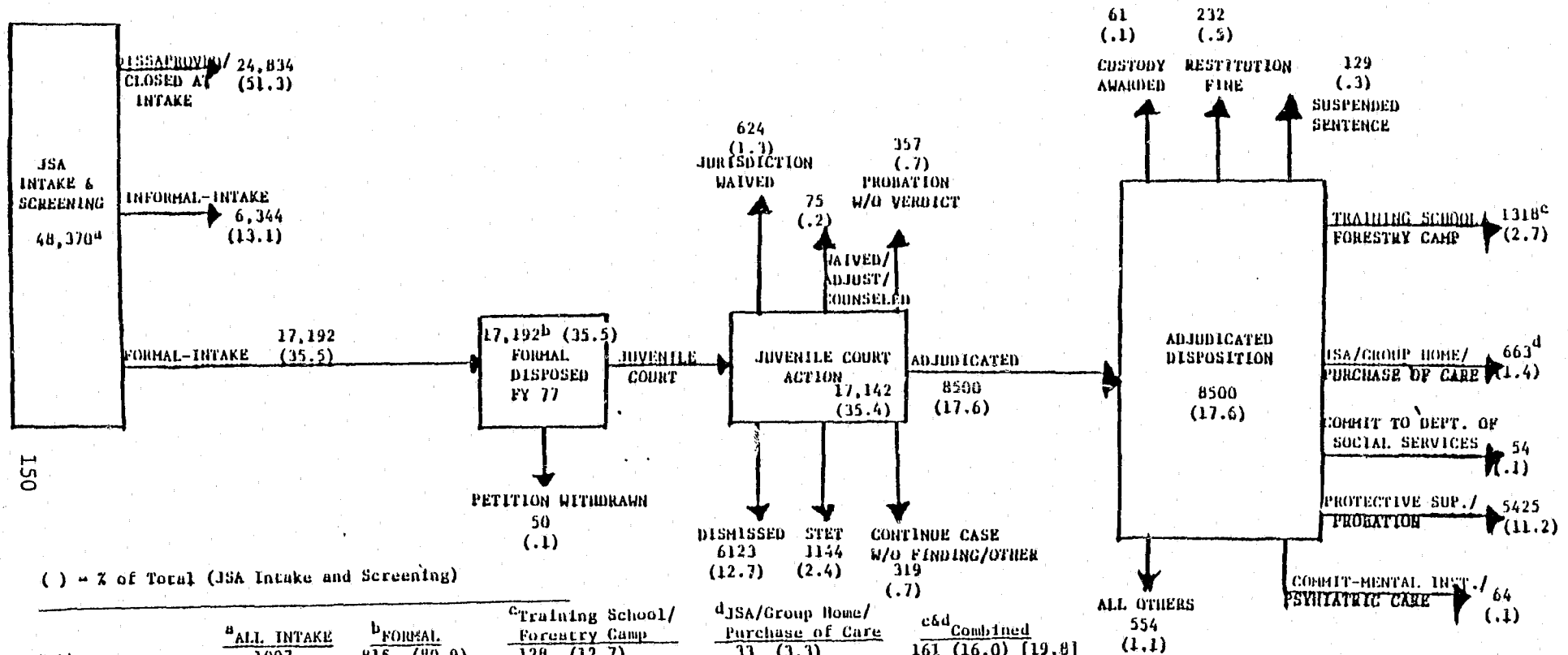


FIGURE 5

MARYLAND JUVENILE PROCESSING - FY 75 DELINQUENTS

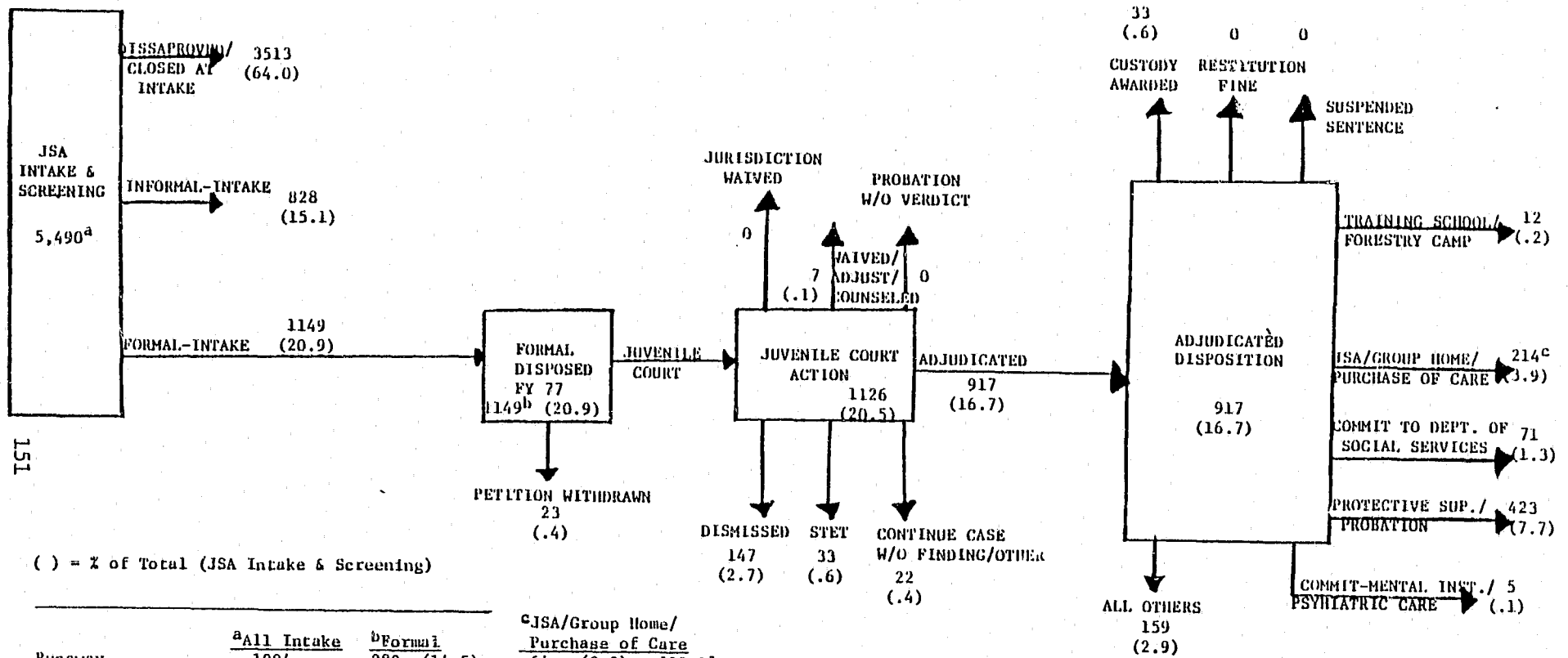


() = % of Total (JSA Intake and Screening)

	^a ALL INTAKE	^b FORMAL	^c Training School/ Forestry Camp	^d JSA/Group Home/ Purchase of Care	^{e&d} Combined
Robbery	1007	815 (80.9)	128 (12.7)	33 (3.3)	161 (16.0) [19.8]
Burglary	6809	4185 (61.5)	368 (5.4)	171 (2.5)	539 (7.9) [12.9]
All Assaults	6627	2693 (40.6)	176 (2.7)	84 (1.3)	260 (3.9) [9.7]
All Larceny	13256	4635 (35.0)	391 (2.9)	193 (1.5)	584 (4.4) [12.6]

() = % of all Intake
[] = % of Formal

FIGURE 6



	^a All Intake 1994	^b Formal 289 (14.5)	^c JSA/Group Home/ Purchase of Care 64 (3.2) [22.1]
Runaway			
Truancy	1149	210 (18.3)	22 (1.9) [10.5]
Ungovernable	2347	650 (27.7)	128 (5.5) [19.7]
Total	5490	1149 (20.9)	214 (3.9) [18.6]

() = % of all Intake
[] = % of Formal

FIGURE 7

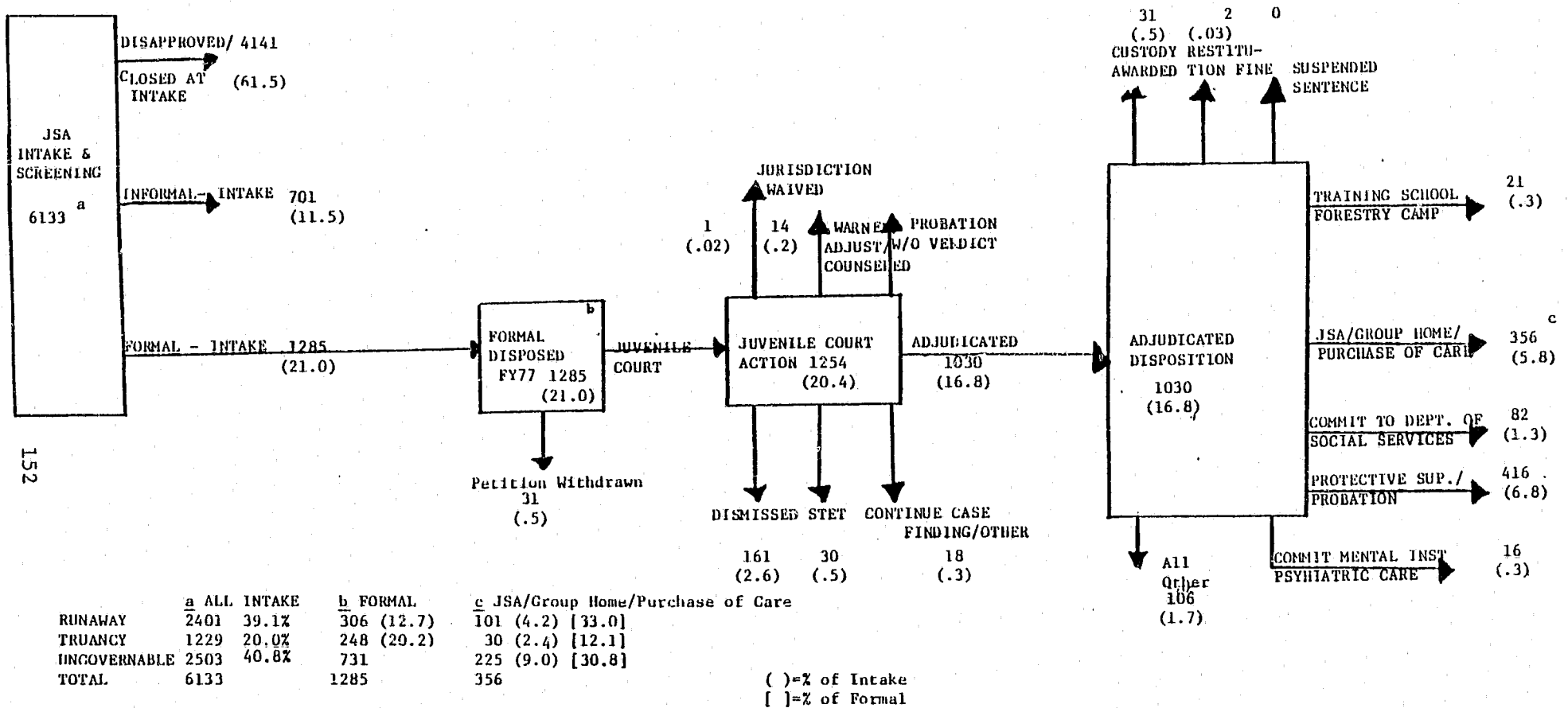
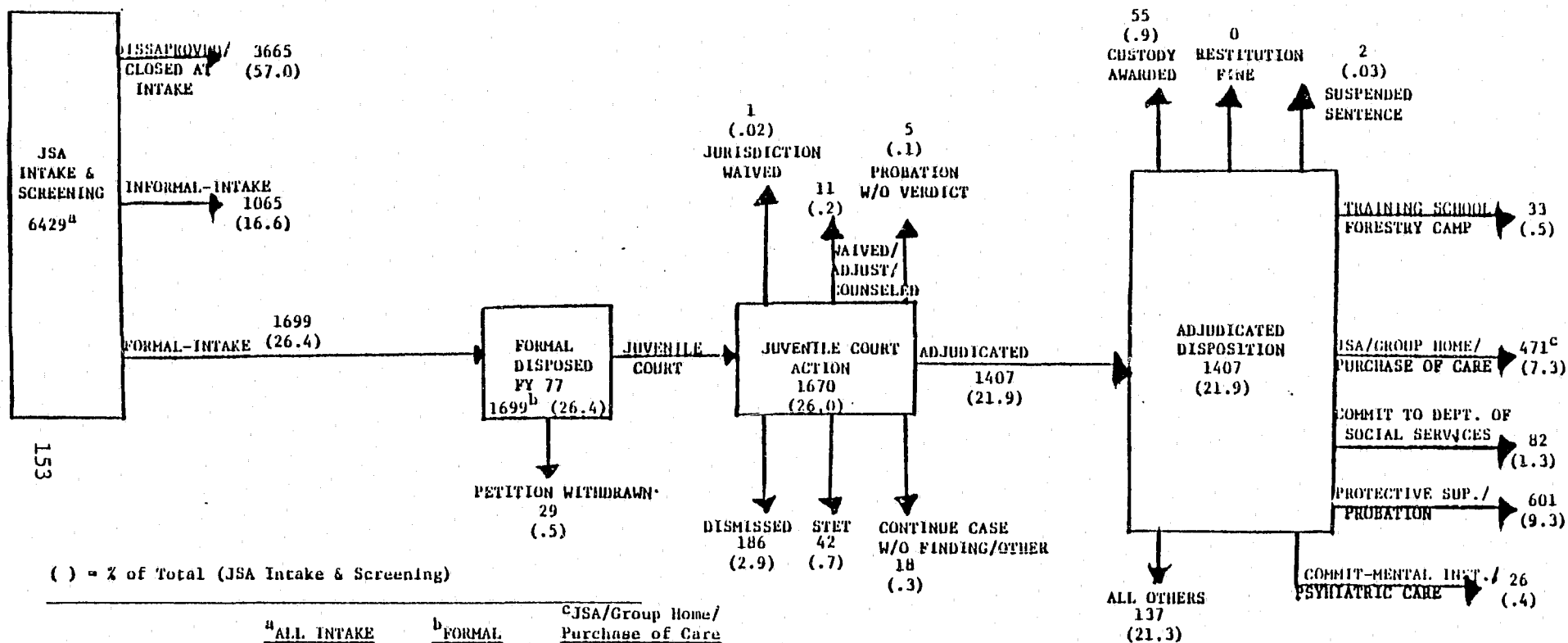


FIGURE 8



SECTION D: DETAILED STATISTICS ON AGE, RACE, AND SEX OF JUVENILES AT
VARIOUS POINTS IN PROCESSING IN THE JUVENILE JUSTICE SYSTEM

I. SUMMARY DEMOGRAPHIC CHARACTERISTICS OF JUVENILES (I.E., AGE, RACE,
AND SEX) AT POINT OF ARREST.

The first nine tables of this section (Tables 5-13) provide a profile of the arrest population for selected groupings of offenses. Table 5 lists comparative statistics (CY 1977 and CY 1976) on number of offenses reported State-wide by crime type. The percent of total offenses cleared by arrest or exceptional means that are cleared by the arrest of persons under 18 years of age is also included. Tables 6 and 7 compare juvenile arrests by selected crime types for CY 1977 and CY 1976. Tables 8 through 10 compare the juvenile arrests in CY 1977 and CY 1976 on the county (only selected counties) and regional level. In Table 11, the volume of juvenile arrests and resulting percent of total arrests by crime type is included for each of the 12 District Court districts, as well as for selected large municipalities. Finally, Tables 12 and 13 provide information on juvenile arrest rates by aggregated crime type in CY 1977.

Referring back to Table 5 on clearance rates and the portion of offenses cleared by the arrest of persons under 18 years of age, some useful comparisons can be made with Table 6. For example, State-wide juveniles were responsible for clearing 32% of the total Part I index offenses cleared by arrest (Table 5), but represented 47.9% of the total State-wide index arrests. Based on this data, on the average each juvenile arrest accounted for the clearance of only .7 incidents per Part I arrest. Looking at the specific offense of burglary, a juvenile arrest on the average is responsible for clearing only .6 burglary incidents State-wide. To use the violent crime of aggravated assault as another example, the juvenile arrest on the average was responsible for the clearance of .6 incidents of aggravated assault. This tends to support the possibility that juveniles tend to commit crimes in groups.

As noted in Table 6, juvenile arrests for the index crimes accounted for 47.9% of all such arrests in CY 1977 and 48.1% of all such arrests in CY 1976. Similar percentages of juvenile to total index crime arrests occurred in each of the 12 District Court regions in CY 1977. More specifically, it is noted that more juveniles were arrested for burglary and motor vehicle theft than adults in CY 1977 (58.9% of all burglary arrests were juveniles, 58.0% of all arrests for motor vehicle thefts were juveniles). In fact, in Harford County 80.3% of all motor vehicle theft arrests were juveniles.

While juvenile arrests for drug abuse law violations decreased 16.7% in CY 1977 as compared to CY 1976, juvenile arrests for

liquor law violations increased 13.0%. The large drop in juvenile drug related arrests can be traced to a decrease in arrests for the selling or possession of marijuana. Overall, juvenile arrests decreased 3.2% State-wide in CY 1977 over CY 1976; arrests for the Part II offenses decreased 6.0% while arrests for the Part I offenses remained about the same as in CY 1976 (a .5% increase).

Similar reductions in total juvenile arrests occurred in Regions I, and V (less Baltimore City) and Baltimore City. Regions II and III noted increases of +9.9% and +15.5% respectively in their volume of juvenile arrests in CY 1977 as compared to CY 1976. Region IV juvenile arrests remained relatively stable during these two calendar years, increasing a slight .1%.

TABLE 5

STATE-WIDE ACTUAL OFFENSES AND PERCENT CLEARED BY ARREST
OR EXCEPTIONAL MEANS AND (PERCENT OF TOTAL OFFENSES CLEARED
BY THE ARREST OF PERSONS UNDER 18 YEARS OF AGE)

REPORTING PERIOD	TOTAL INDEX CRIMES	VIOLENT CRIMES				TOTAL VIOLENT	PROPERTY CRIMES			
		MURDER, NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT		BURGLARY	LARCENY	MOTOR VEHICLE THEFT	TOTAL PROPERTY
Year to Date:										
Current Year:	235902	333	1439	12088	14856	28716	57938	131516	17732	207186
1/1/77-	23.7%	83.5%	58.2%	28.9%	62.9%	48.6%	21.6%	19.4%	21.8%	20.3%
12/31/77	(32.0)	(8.3)	(10.0)	(31.0)	(13.6)	(17.7)	(38.1)	(36.8)	(32.4)	(36.8)
Prior Year:	234708	352	1327	12247	12322	26248	56351	134337	17772	208460
1/1/76-	22.9%	90.1%	60.5%	30.5%	56.9%	45.2%	22.9%	18.9%	19.9%	20.1%
12/31/76	(32.6)	(7.6)	(10.2)	(30.0)	(14.9)	(19.1)	(38.0)	(36.3)	(32.3)	(36.5)

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

NOTE: % = The percent of actual offenses cleared by arrest or exceptional means (e.g., death of the perpetrator, arrest of the perpetrator by another law enforcement agency).

() = The percent of total offenses cleared by arrest or exceptional means that are cleared by the arrest of persons under 18 years of age.

TABLE 6

STATE-WIDE ARRESTS OF PERSONS UNDER 18 BY TYPE
OF CRIME AND (THE PERCENT OF TOTAL ARRESTS,
ARRESTS OF PERSONS UNDER 18 YEARS OF AGE)

REPORTING PERIOD	MURDER/NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT	BURGLARY (BREAKING & ENTER-ING)	LARCENY THEFT	MOTOR VEHICLE THEFT	TOTAL INDEX	TOTAL PART I ^a	TOTAL PART II	TOTAL PART I AND PART II
<u>Year-To-Date</u>											
Current Year: 1/1/77-12/31/77	43 (11.8)	162 (17.6)	2203 (43.6)	1240 (22.5)	7693 (58.9)	13096 (48.7)	2283 (58.0)	26720 (47.9)	26728 (47.9)	32830 (26.0)	59558 (32.7)
Prior Year: 1/1/76-12/31/76	41 (9.4)	162 (19.1)	2204 (43.1)	1065 (20.5)	7651 (58.7)	13250 (49.1)	2224 (59.7)	26597 (48.1)	26600 (48.0)	34923 (29.6)	61523 (35.5)
Jan.-Dec. % Change <u>1977</u> <u>1976</u>	+4.9	+0.0	>-.1	+16.4	+0.5	-1.2	+2.7	+ .5	+ .5	-6.0	-3.2

NOTE: ^aPart I arrests includes the index arrests plus arrests for the crime of manslaughter by negligence.
() = % of total arrests, arrests of persons under 18 years of age.

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

TABLE 7

STATE-WIDE ARRESTS OF PERSONS UNDER 18 BY TYPE OF PART II CRIME

REPORTING PERIOD	OTHER ASSAULTS ^a	DRUG ABUSE LAWS ^b	LIQUOR LAWS	CURFEW & LOITERING LAW VIOLATIONS	RUNAWAYS	DRIVING UNDER INFLUENCE	DIS-ORDERLY CONDUCT	VANDALISM	ALL OTHER OFFENSES (EXCEPT TRAFFIC) ^c	ALL OTHER PART II ^d	TOTAL PART II
<u>YEAR-TO-DATE</u>											
Current Year: 1/1/77-12/31/77	3288 (10.0)	4322 (13.2)	2071 (6.3)	695 (2.1)	3298 (10.0)	171 (.5)	3563 (10.9)	3665 (11.2)	8486 (25.8)	3271 (10.0)	32830
Prior Year 1/1/76-12/31/76	3937 (11.3)	5190 (14.9)	1832 (5.2)	770 (2.2)	3270 (9.4)	207 (.6)	3987 (11.4)	3522 (10.1)	8521 (24.4)	3687 (10.6)	34923
Jan.-Dec. % Change <u>1977</u> <u>1976</u>	-16.5	-16.7	+13.0	-9.7	.9	-17.4	-10.6	+4.1	-.4	-11.3	-6.0

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

() = % of Total Part II Arrests.

^aOther assaults refers to simple, not aggravated assaults.

^bDrug Abuse law violations include the selling and possession of opium or cocaine

derivatives, marijuana, synthetic narcotics (methadone, demorol) and other dangerous non-narcotic drugs.

^cOffense category as listed on UCR report. Includes among other things, violations against local ordinances.

^dIncludes the crimes of arson; forgery and counterfeiting; fraud; embezzlement; stolen property-buying, receiving, possessing; weapons-carrying, possession, etc; offenses against family and children; vagrancy and suspicion.

TABLE 8

JUVENILE ARRESTS BY PLANNING REGION -
COMPARISON OF CY 1976 AND CY 1977

PLANNING REGION	JUVENILE ARRESTS		
	INDEX CRIMES		TOTAL ALL CRIMES
	VIOLENT	PROPERTY	
Region I			
1977	67	977	2833
1976	101	994	3342
% Change	-33.7	-1.7	-15.2
Region II			
1977	68	685	1810
1976	63	577	1647
% Change	+7.9	+18.7	+9.9
Region III			
1977	71	1093	3122
1976	78	1016	2704
% Change	-9.0	+7.6	+15.5
Region IV			
1977	770	6758	17260
1976	718	6777	17245
% Change	+7.2	-0.3	+0.1
Region V (less Baltimore City)			
1977	615	5533	13508
1976	373	5998	14422
% Change	+64.9	-7.8	-6.3
Baltimore City ^a			
1977	2046	8007	20266
1976	2113	7728	21582
% Change	-3.2	+3.6	-6.1

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

NOTE: ^aBaltimore City includes arrests by the Baltimore City Police Department, the University of Maryland - Baltimore City Campus Police Department, and the Port Administration Police Department.

TABLE 9

STATE-WIDE JUVENILE ARRESTS FOR SELECTED COUNTIES,
COMPARISON OF CY 1977 AND CY 1976.

SELECTED COUNTIES ^a	JUVENILE ARRESTS		
	INDEX CRIMES		TOTAL ALL CRIMES
	VIOLENT	PROPERTY	
Anne Arundel			
1977	115	1544	3979
1976	141	1565	4177
% Change	-18.4	- 1.3	- 4.7
Baltimore Co.			
1977	367 ^b	2740	6824
1976	184	3220	7660
% Change	+99.5	+14.9	+10.9
Harford			
1977	41	770	1585
1976	22	780	1513
% Change	+86.4	- 1.3	+ 4.8
Howard			
1977	92	479	1120
1976	26	433	1072
% Change	+253.8	+10.6	+ 4.5
Montgomery			
1977	109	2171	5209
1976	138	2227	6085
% Change	-21.0	- 2.5	-14.4
Prince George's			
1977	661	4587	12051
1976	580	4550	11160
% Change	+14.0	+ 0.8	+ 8.0
Wicomico			
1977	21	187	379
1976	28	210	463
% Change	-25.0	-11.0	-18.1
Charles			
1977	25	354	823
1976	28	291	806
% Change	-10.7	+21.6	+ 2.1
Frederick			
1977	36	377	899
1976	27	350	845
% Change	+33.3	+ 7.7	+ 6.4

NOTE: ^a County data includes all law enforcement agencies (i.e., County, municipal, sheriff's, State Police) operating in the County and reporting arrests to the Uniform Crime Reporting Section of the State Police.

^b Represents in part, a change in Baltimore County Police Department procedures in classifying and reporting assaults.

RCE: Maryland State Police - Uniform Reporting Section of the Criminal Records Central Repository.

TABLE 10

STATE-WIDE JUVENILE ARRESTS FOR SELECTED COUNTIES, COMPARISON OF CY 1977 AND CY 1976

SELECTED COUNTIES	MURDER/NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED (FELONIES) ASSAULT	BURGLARY (BREAKING & ENTERING)	LARCENY THEFT	MOTOR VEHICLE THEFT	TOTAL INDEX	TOTAL PART I ^a	TOTAL PART II	TOTAL PART I AND PART II
Anne Arundel											
1977	2	7	57	49	585	849	110	1659	1659	2320	3979
1976	2	16	44	79	590	862	113	1706	1706	2471	4177
% Change	0.0	-56.3	+29.5	-38.0	-.8	-1.5	-2.7	-2.8	-2.8	-6.1	-4.7
Baltimore Co.											
1977	2	17	164	184	802	1735	203	3107	3109	3715	6824
1976	3	21	115	45	1012	2029	179	3404	3405	4255	7660
% Change	-33.3	-19.0	+42.6	+308.9	-20.8	-14.5	+13.4	-8.7	-8.7	-12.7	-10.9
Harford											
1977	1	3	12	25	249	460	61	811	811	774	1585
1976	0	0	5	17	247	494	39	802	802	711	1513
% Change	-	-	+140.0	+47.1	+1.8	-6.9	+56.4	+1.1	+1.1	+8.9	+4.8
Howard											
1977	0	3	36	53	186	232	61	571	571	549	1120
1976	0	2	5	19	140	237	56	459	459	613	1072
% Change	-	+50.0	+620.0	+178.9	+32.9	-2.1	+8.9	+24.4	+24.4	-10.4	+4.5
Montgomery											
1977	1	3	76	29	514	1426	231	2280	2280	2929	5209
1976	2	6	94	36	597	1397	233	2365	2365	3720	6085
% Change	-50.0	-50.0	-19.1	-19.4	-13.9	+2.1	-.9	-3.6	-3.6	-21.3	-14.4
Prince George's											
1977	1	31	373	256	1666	2664	257	5248	5252	6799	12051
1976	2	19	287	272	1556	2662	332	5130	5131	6029	11160
% Change	-50.0	+63.2	+30.0	-5.9	+7.1	+1.1	-22.6	+2.3	+2.4	+12.8	+8.0
Wicomico											
1977	1	0	10	10	80	79	28	208	208	171	379
1976	1	0	19	8	92	99	19	238	238	225	463
% Change	0.0	-	-47.4	+25.0	-13.0	-20.2	+47.4	-12.6	-12.6	-24.0	-18.1
Charles											
1977	0	1	10	14	172	142	40	379	379	444	823
1976	1	2	6	19	139	125	27	319	319	487	806
% Change	-100.0	-50.0	+66.7	-26.3	+23.7	+13.6	+48.1	+18.8	+18.8	-8.8	+2.1
Frederick											
1977	0	1	20	15	104	252	21	413	414	485	899
1976	2	1	2	22	124	206	20	377	377	468	845
% Change	-100.0	0.0	+900.0	-31.8	-16.1	+22.3	+5.0	+9.5	+9.8	+3.6	+6.4

NOTE: ^aPart I arrests includes the index arrests plus arrests for the crime of manslaughter by negligence.

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

TABLE 11: NUMBER OF ARRESTS FOR PERSON UNDER 18 AND (JUVENILE ARRESTS AS A PERCENT OF TOTAL ADULT AND JUVENILE ARRESTS) - CY 1977

JURISDICTIONS	MURDER & NON-NEG. MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGR. ASSAULT	BURGLARY (BREAKING OR ENTER.	LARCENY- THEFT	MOTOR VEHICLE THEFT	TOTAL INDEX	TOTAL PART 1	TOTAL
District 1: Baltimore City	33 (16.8)	92 (20.5)	1422 (45.4)	499 (23.1)	2653 (57.1)	4236 (49.7)	1118 (57.6)	10053 (47.8)	10212 (22.3)	20266 (30.3)
District 2: Dorchester, Somerset, Wicomico, Worcester	1 (5.9)	1 (7.1)	16 (26.7)	28 (9.8)	233 (45.3)	319 (37.7)	58 (47.5)	656 (35.3)	898 (20.5)	1544 (24.9)
District 3: Caroline, Cecil, Kent, Queen Anne's, Talbot	0 (0.0)	2 (6.9)	3 (11.1)	16 (9.3)	150 (46.0)	177 (34.5)	40 (57.1)	388 (33.9)	891 (23.8)	1279 (26.1)
District 4: Calvert, Charles, St. Mary's	2	2	13	51	316	308	61	753	1057	1810
District 5: Prince George's	1 (2.2)	31 (28.2)	373 (46.7)	256 (35.8)	1666 (68.2)	2664 (51.8)	257 (63.6)	5248 (54.4)	6799 (39.2)	12051 (44.6)
District 6: Montgomery	1 (5.0)	3 (10.3)	76 (39.0)	29 (15.6)	514 (56.8)	1426 (47.4)	231 (60.9)	2280 (48.3)	2929 (31.2)	5209 (36.9)
District 7: Anne Arundel	2 (9.1)	7 (12.3)	51 (38.5)	49 (20.9)	585 (61.7)	849 (47.0)	110 (55.0)	1659 (48.6)	2320 (24.3)	3979 (55.0)
District 8: Baltimore	2 (8.3)	17 (12.6)	164 (35.9)	184 (31.9)	802 (52.8)	1735 (44.7)	203 (54.7)	3107 (44.6)	3715 (34.2)	6824 (38.3)
District 9: Harford	1 (33.3)	3 (16.7)	12 (27.9)	25 (14.5)	249 (66.8)	460 (56.2)	61 (80.3)	811 (53.9)	774 (25.4)	1585 (34.8)
District 10: Carroll, Howard	0 (0.0)	3 (9.7)	40 (52.6)	62 (15.4)	251 (62.0)	344 (49.0)	72 (60.0)	772 (44.3)	952 (25.3)	1724 (31.3)
District 11: Frederick, Washington	0 (0.0)	1 (7.7)	27 (40.9)	21 (10.7)	193 (59.9)	420 (52.2)	46 (49.5)	708 (47.1)	966 (20.3)	1675 (26.7)
District 12: Allegany, Garrett	0 (0.0)	0 (0.0)	0 (0.0)	9 (6.7)	81 (47.9)	146 (53.2)	17 (44.7)	255 (39.8)	588 (33.6)	843 (35.2)
Statewide ^a	43 (11.8)	162 (17.6)	2203 (43.6)	1240 (22.5)	7693 (58.9)	13096 (48.7)	2293 (58.0)	26720 (47.9)	32830 (26.0)	59555 (32.7)

TABLE 11 - Continued

JURISDICTIONS	MURDER & NON-NFG. MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGR. ASSAULT	BURGLARY (BREAKING & ENTER.)	LARCENY THEFT	MOTOR VEHICLE THEFT	TOTAL INDEX	TOTAL PART 11	TOTAL
<u>Selected Large Municipalities</u>										
Annapolis	0 (0.0)	0 (0.0)	5 (27.8)	8 (19.5)	50 (48.1)	199 (56.1)	13 (54.2)	275 (50.0)	579 (27.3)	854 (32.0)
Cambridge	0 (0.0)	0 (0.0)	1 (20.0)	7 (9.5)	29 (58.0)	65 (50.8)	4 (50.0)	106 (40.0)	108 (24.5)	214 (30.3)
Cumberland	0 (0.0)	0 (0.0)	0 (0.0)	1 (12.5)	28 (65.1)	99 (70.7)	8 (72.7)	136 (64.8)	370 (50.0)	506 (53.2)
Frederick	0 (0.0)	0 (0.0)	14 (60.9)	11 (25.6)	41 (58.6)	184 (57.1)	13 (48.1)	263 (53.9)	235 (19.5)	499 (29.5)
Hagerstown	0 (0.0)	0 (0.0)	2 (12.5)	2 (25.0)	39 (47.6)	116 (55.0)	3 (75.0)	168 (50.9)	242 (18.2)	410 (24.7)
Salisbury	0 (0.0)	0 (0.0)	6 (28.6)	2 (22.2)	27 (42.2)	48 (53.3)	20 (52.6)	103 (46.2)	93 (17.9)	196 (26.1)
Westminster	0 (0.0)	0 (0.0)	1 (33.3)	1 (100.0)	14 (56.0)	18 (31.0)	0 (0.0)	34 (38.2)	80 (25.6)	114 (28.4)
Ocean City	0 (0.0)	0 (0.0)	2 (33.3)	2 (22.2)	44 (41.1)	66 (42.3)	8 (57.1)	122 (41.6)	365 (33.0)	487 (34.8)

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

TABLE 12
TOTAL JUVENILE ARRESTS BY CRIME TYPE GROUPING AND ARREST RATE
PER 100,000 JUVENILES - CY 1977

JURISDICTIONS	JUVENILE POPULATION ^a	INDEX VIOLENT	INDEX PROPERTY	TOTAL PART I	TOTAL PART II
<u>District 1:</u> Baltimore	250411	2046 (817.1)	8007 (3197.5)	10054 (4015.0)	10212 (4078.1)
<u>District 2:</u> Dorchester, Somerset, Wicomico, Worcester	36493	46 (126.1)	610 (1671.6)	656 (1797.6)	898 (2460.7)
<u>District 3:</u> Caroline, Cecil, Kent, Queen Anne's, Talbot	41133	21 (51.1)	367 (892.2)	388 (943.3)	891 (2166.1)
<u>District 4:</u> Calvert, Charles, St. Mary's	53203	68 (127.8)	685 (1287.5)	753 (1415.3)	1057 (1986.7)
<u>District 5:</u> Prince George's	262677	661 (251.6)	4587 (1746.3)	5252 (1999.4)	6799 (2588.3)
<u>District 6:</u> Montgomery	183982	109 (59.2)	2171 (1180.0)	2280 (1239.3)	2929 (1592.0)
<u>District 7:</u> Anne Arundel	120120	115 (95.7)	1544 (1285.4)	1659 (1381.1)	2320 (1931.4)
<u>District 8:</u> Baltimore	175858	367 (208.7)	2740 (1558.1)	3109 (1767.9)	3715 (2112.5)
<u>District 9:</u> Harford	47053	41 (87.1)	770 (1636.5)	811 (1723.6)	774 (1645.0)
<u>District 10:</u> Carroll, Howard	65830	105 (159.5)	667 (1013.2)	772 (1172.7)	952 (1446.1)
<u>District 11:</u> Frederick, Washington	60077	49 (81.6)	659 (1096.9)	709 (1180.2)	966 (1607.9)
<u>District 12:</u> Allegany, Garrett	28766	9 (31.3)	246 (855.2)	255 (886.5)	588 (2044.1)
Statewide ^b	1325603	3648 (275.2)	23072 (1740.5)	26728 (2016.3)	32830 (2476.6)

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository

^aCY1977 Population data estimated using the 1975 and 1980 population projections as determined by the Maryland Department of State Planning in their Maryland projection series - Population and Employment 1975-1990 (May 1977 Revisions)

TABLE 13

STATE-WIDE JUVENILE ARRESTS BY AGE GROUPING AND THE ARRESTS RATE
PER 100,000 POPULATION - CY 1977 (PERCENT OF COLUMN TOTAL)

AGE GROUPING	POPULATION ^a	INDEX-VIOLENT		INDEX-PROPERTY		TOTAL ALL PART I		TOTAL ALL PART II		TOTAL-PARTS I & II	
		# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.
≤ 12	911,174 (68.7)	301 (8.3)	33.0	2,676 (11.6)	293.7	2,977 (11.1)	326.7	3,304 (10.1)	362.6	6,281 (10.5)	689.33
13-14	167,995 (12.7)	727 (19.9)	432.8	5,666 (24.6)	3,372.7	6,393 (23.9)	3,805.5	7,274 (22.2)	4,329.9	13,667 (22.9)	8,135.4
15-16	162,171 (12.2)	1,646 (45.1)	1,015.0	9,860 (42.7)	6,080.0	11,511 (43.1)	7,098.1	14,144 (43.1)	8,721.7	25,655 (43.1)	15,819.7
17	84,263 (6.4)	974 (26.7)	1,155.9	4,870 (21.1)	5,779.5	5,847 (21.9)	6,939.0	8,108 (24.7)	9,622.3	13,955 (23.4)	16,561.2
TOTAL JUVENILE	1,325,603	3,648	275.2	23,072	1,740.5	26,728	2,016.3	32,830	2,476.6	59,558	4,492.9

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

NOTE: ^aCY 1977 Juvenile population estimated using the 1975 and 1980 juvenile population projections as determined by the Maryland Department of State Planning in their Maryland Projection Series - Population and Employment 1975-1990 (May, 1977 Revisions).

II. SUMMARY DEMOGRAPHIC CHARACTERISTICS OF JUVENILES AT POINTS IN PROCESSING BEYOND ARREST.

As stated, this section contains age, race and sex characteristics of juvenile offenders at various points in system processing. In particular, demographic statistics on the juvenile offender at point of intake, on juveniles formally disposed (including those adjudicated through juvenile court), as well as profiles on those admitted or placed in various types of care are included. This information is intended for use in conjunction with the FY 77 flow descriptions explained previously so that together they would provide a more complete description of juvenile crime and processing activity in Maryland. The tables are self-explanatory and as such no further analysis or commentary will be given.

TABLE 14
DISPOSITION BY COUNTY AND REGION
FISCAL 1977

	Petition Withdrawn	Dismissed	Warned, Adjusted or Counselled	Jurisdiction Waived	Continue Case without Finding	Custody Awarded	Committed to Department of Social Services	Committed to Training School	Probation	Referred to Other Agency	Restitution or Fine	Support Ordered or Revised	Suspended Sentence	Other
Region 1. Dorchester Somerset Wicomico Worcester	1	17 4 24 36	1	16 16 31 16	27	6 19	7 3 6 8	12 8 14	26 15 102 53	1 1	5 2 5		2	1 6 1
Region 2. Caroline Cecil Kent Queen Anne's Talbot	1 6	7 37 13 14 11		1 7 11 2 9		1 3 4 1	28 18 6 12	15 5 8 6	14 44 18 23 30		1	27 1	8	5 11 6 4 27
Region 3. Baltimore Harford	5 4	299 91	3	21 2	14	3	121 62	75 21	447 176	5 1	4 2	4	1 8	155 18
Region 4. Allegany Garrett Washington	11 1	24 14 8	12 7	2 7 23	1	54 3 16	2 13 30	26 15 23	108 48 37	2 1	7 14		5 45	61 2 19
Region 5. Anne Arundel Carroll Howard	27 1	294 39 118	1	2 4 1	217 2 1	97 6 16	155 25 9	8 3	316 114 58	1	8 9 2	1		487 14 3
Region 6. Frederick Montgomery	6 17	32 175	12	5 2	1 15	2	7 125	20 20	59 229	1	10		9	15 9
Region 7. Calvert Charles Prince George's St. Mary's	25	16 11 1,106 15	2 14	2 1 12 1	5	6 3 142 2	4 44 267 27	11 5 123 17	62 148 1,096 109	1 1	1 9	1	7	7 16 124 15
Region 8. Baltimore City	31	3,544	8	231	5	5	292	304	2,925	8	5			129
STATE	136	5,949	60	425	288	389	1,271	739*	6,257	23	84	34	85	1,135

* This total does not include 690 cases due to two different methods of reporting commitments.

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 14
(continued)

	Committed to Mental Institution	Referred to Psychiatric Care	Sett	Probation Without Verdict	Committed to Juvenile Services/ Administration/ Purchase of Care	Group Home	Protective Supervision	Committed to Forestry Camp	Referred to Mental Retardation Loc.	Total Formal	Total Informal	Total Disapproved/ Closed at Intake	GRAND TOTAL
Region 1. Dorchester Somerset Wilcomco Worcester			1 1		5 2 1 4	2	1	1		99 50 236 125	41 9 4	57 50 57 661	197 100 302 790
Region 2. Caroline Cecil Kent Queen Anne's Talbot			3 1		1 2 2 2	4 5 2 5	8 2 2	8 1		61 171 98 71 92	13 30 7 16 79	60 301 98 68 53	134 502 203 155 224
Region 3. Baltimore Harford	1	2	72 2	3 34	50 14	3	5 36	4 1		1,280 489	441 58	3,303 690	5,024 1,237
Region 4. Allegany Garrett Washington	2 1	1	11 1	23 9 48	18 1 16	2 1	7 3 8	5 1 6		383 119 303	4 20 131	50 22 409	437 161 843
Region 5. Anne Arundel Carroll Howard	2		30	17	76 10 13		55 1 6	5 3	1	1,734 291 233	902 19 10	2,399 432 741	5,035 742 984
Region 6. Frederick Montgomery	5	1	1	1	4 20	12	7 2	2 12		161 677	66 385	633 2,112	860 3,174
Region 7. Calvert Charles Prince George's St. Mary's	1 7 1		18 62 743 14	1 1 3	1 3 77 6	2 1	14 133 5	1 7 2		135 341 3,469 215	220 21 813 14	22 591 4,104 394	377 953 8,786 623
Region 8. Baltimore City	27			1	701	1	149	4	6	8,366	1,486	9,007	18,859
STATE	37	4	960	140	1,029	40	444	63	7	19,599	4,789	26,314	50,702

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 15
TOTAL OFFENSE CASE RATE AND TOTAL DELINQUENT CASE RATE
PER 1,000 JUVENILES BY COUNTY AND REGION - FISCAL 1977

	Population Estimate 5 through 17 years July 1, 1975	Total Cases Handled by Juvenile Services Administration	Total Case Rate Per 1,000 Juveniles	Total Delinquent Cases Handled by Juvenile Services Administration	Delinquent Case Rate Per 1,000 Juveniles
Region 1. Dorchester Somerset Wicomico Worcester	6,720 4,440 13,500 6,150	197 100 302 790	29 23 22 128	178 83 251 644	26 19 19 105
Region 2. Caroline Cecil Kent Queen Anne's Talbot	5,140 14,590 3,840 4,790 5,510	134 502 203 155 224	26 34 53 32 41	79 450 154 126 199	15 31 40 26 36
Region 3. Baltimore Harford	148,610 35,770	5,024 1,237	34 35	4,308 1,031	30 29
Region 4. Allegany Garrett Washington	18,220 6,030 25,350	437 161 843	24 27 33	265 116 653	15 19 26
Region 5. Anne Arundel Carroll Howard	88,270 19,870 25,060	5,035 742 984	57 37 39	4,256 624 882	48 31 35
Region 6. Frederick Montgomery	24,360 142,240	860 3,174	35 22	777 2,500	32 18
Region 7. Calvert Charles Prince George's St. Mary's	7,070 18,720 169,970 34,110	377 953 8,786 623	53 51 52 44	262 699 7,252 520	37 37 43 37
Region 8. Baltimore City	193,630	18,859	97	16,639	86
STATE	1,001,960	50,702	51	42,954	43

SOURCE: Juvenile Services Administration Fiscal Year 1977 Annual Report

TABLE 16
MANNER OF HANDLING CASES BY COUNTY, REGION AND SEX
FISCAL 1977

	Formal			Informal			Disapproved/Closed at Intake		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Region 1. Dorchester Somerset Wicomico Worcester	81 48 169 104	18 2 67 21	99 50 236 125	34 6 2	7 3 2	41 9 4	45 36 44 450	12 14 13 211	57 50 57 661
Region 2. Caroline Cecil Kent Queen Anne's Talbot	42 137 68 53 71	19 34 30 18 21	61 171 98 71 92	11 24 4 11 50	2 6 3 5 29	13 30 7 16 79	42 254 72 54 34	18 47 26 14 19	60 301 98 68 53
Region 3. Baltimore Harford	1,056 408	224 81	1,280 489	337 53	104 5	441 58	2,546 526	757 164	3,303 690
Region 4. Allegany Garrett Washington	270 101 232	113 18 71	383 119 303	2 16 103	2 4 28	4 20 131	32 15 277	18 7 132	50 22 409
Region 5. Anne Arundel Carroll Howard	1,319 250 188	415 41 45	1,734 291 233	714 15 10	188 4	902 19 10	1,894 324 589	505 108 152	2,399 432 741
Region 6. Frederick Montgomery	144 524	17 153	161 677	51 329	15 56	66 385	454 1,576	179 536	633 2,112
Region 7. Calvert Charles Prince George's St. Mary's	114 260 3,102 166	21 81 767 49	135 341 3,869 215	168 15 649 12	52 6 164 2	220 21 813 14	12 421 3,035 306	10 170 1,069 88	22 591 4,104 394
Region 8. Baltimore City	7,179	1,187	8,366	1,084	402	1,486	7,040	1,967	9,007
STATE	16,086	3,513	19,599	3,700	1,089	4,789	28,078	6,236	26,314

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 17
MANNER OF HANDLING CASES BY COUNTY, REGION AND RACE
FISCAL 1977

	Formal				Informal				Disapproved/Closed at Intake			
	White	Black	Other or Unknown	Total	White	Black	Other or Unknown	Total	White	Black	Other or Unknown	Total
Region 1. Dorchester Somerset Wicomico Worcester	59 30 149 96	40 20 86 29	 1 	99 50 236 125	36 5 4	5 4 	 	41 9 4	42 35 37 578	15 14 20 82	 1 1	57 50 57 661
Region 2. Caroline Cecil Kent Queen Anne's Talbot	49 168 66 50 55	12 3 32 20 37	 1 	61 171 98 71 92	6 27 6 14 59	6 3 1 2 20	1 	13 30 7 16 79	45 288 78 52 41	15 13 20 16 12	 	60 301 98 68 53
Region 3. Baltimore Harford	1,044 437	234 51	2 1	1,280 489	388 55	53 2	 1	441 58	2,691 604	609 84	3 2	3,303 690
Region 4. Allegany Garrett Washington	362 113 275	21 6 28	 	333 119 303	4 20 118	 13	 	4 20 131	48 22 377	2 32	 	50 22 409
Region 5. Anne Arundel Carroll Howard	1,434 278 181	289 11 52	11 2 	1,734 291 233	742 19 6	159 4	1 	902 19 10	2,003 424 605	393 7 136	3 1 	2,399 432 741
Region 6. Frederick Montgomery	121 534	40 137	 6	161 677	55 346	11 38	 1	66 385	551 1,783	82 310	 19	633 2,112
Region 7. Calvert Charles Prince George's St. Mary's	102 214 1,955 163	33 127 1,899 52	 15 	135 341 3,869 215	158 12 537 12	60 9 269 2	2 7 	220 21 813 14	17 488 2,244 322	5 103 1,825 72	 35 	22 591 4,104 394
Region 8. Baltimore City	1,742	6,574	50	8,366	377	1,108	1	1,486	2,567	6,416	24	9,007
STATE	9,677	9,833	89	19,599	3,006	1,769	14	4,789	15,942	10,283	89	26,314

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 18
TOTAL CASES HANDLED BY THE JUVENILE SERVICES ADMINISTRATION
BY COUNTY, REGION AND AGE - FISCAL 1977

	Under 10 Years	10 Years	11 Years	12 Years	13 Years	14 Years	15 Years	16 Years	17 Years	18 Years	Over 18 or Unknown	Total
Region 1. Dorchester	34	7	11	17	24	16	26	41	40	1		197
Somerset	4	3	8	4	9	12	15	21	20	4		100
Wicomico	33	5	3	12	25	43	52	62	62	3	2	302
Worcester	14	5	16	21	58	98	162	182	226	6	2	790
Region 2. Caroline	24	3	5	8	17	22	14	15	23	2	1	134
Cecil	31	10	10	25	40	55	89	108	119	12	3	502
Kent	30	9	9	13	10	26	35	37	32		2	203
Queen Anne's	9	2	3	12	18	27	24	31	28	1		155
Talbot	11	4	8	9	19	32	35	48	54	4		224
Region 3. Baltimore	135	53	130	169	403	671	1,068	1,100	1,160	115	20	5,024
Harford	59	15	28	57	108	192	297	233	207	40	1	1,237
Region 4. Allegany	57	7	11	13	28	53	66	76	65	3	58	437
Garrett	10	1	4	6	10	18	47	35	24	5	1	161
Washington	45	22	42	36	63	117	158	184	163	12	1	843
Region 5. Anne Arundel	301	66	133	236	401	684	1,005	1,039	1,054	101	13	5,035
Carroll	40	13	16	36	65	93	156	140	163	13	7	742
Howard	33	22	20	44	64	129	177	194	263	33	5	984
Region 6. Frederick	26	14	27	54	78	149	170	170	155	17		860
Montgomery	117	34	53	105	269	471	680	712	688	39	6	3,174
Region 7. Calvert	13	10	15	19	47	72	70	74	54	3		377
Charles	58	14	36	55	112	155	190	165	155	11	2	953
Prince George's	422	147	241	441	837	1,282	1,750	1,848	1,691	107	20	8,786
St. Mary's	33	19	9	33	53	79	128	121	117	18	13	623
Region 8. Baltimore City	621	291	532	968	1,806	2,807	3,734	3,934	3,699	333	134	18,859
STATE	2,140	776	1,370	2,393	4,564	7,303	10,148	10,570	10,262	885	291	50,702

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 19
TOTAL CASES HANDLED BY THE JUVENILE SERVICES ADMINISTRATION
BY MAJOR REASON AND AGE AT TIME OF REFERRAL - FISCAL 1977

Major Reason	Under 10 Years	10 Years	11 Years	12 Years	13 Years	14 Years	15 Years	16 Years	17 Years	18 Years	Over 18 or Unknown	Total
Arson	41	17	19	47	50	62	84	46	33	6	6	411
Assault	149	131	218	340	664	1,009	1,267	1,316	1,181	110	60	6,445
Auto Theft/Unauth. Use	11	7	15	30	119	255	487	516	505	34	4	1,903
Burglary/B & E	105	115	196	352	594	992	1,253	1,347	1,148	139	22	6,263
Larceny	80	76	128	263	474	676	933	1,032	1,126	104	15	4,907
Robbery	3	6	13	27	65	119	193	183	176	17	4	806
Disorderly Conduct	19	6	34	52	127	252	410	608	649	61	15	2,233
Sex Offense	12	6	18	13	31	44	55	46	57	6	3	291
Vandalism	117	80	154	215	263	371	419	400	395	33	23	2,470
Narcotics Violation	4	3	4	28	88	277	673	1,033	1,301	128	9	3,548
Glue Sniffing	2	3	2	7	25	32	50	45	45	4	1	216
Alcoholic Beverage Viol.		2	2	8	21	66	148	336	388	27	5	1,003
Shoplifting	89	92	162	299	516	750	921	974	992	67	12	4,874
Purse Snatching			3	5	5	20	24	18	30			105
Firearms Violation	2	4	2	19	33	60	134	175	169	19	2	619
Rec/Pass of Stolen Goods	2	2	11	11	47	52	110	109	120	7		471
Trespassing	24	21	28	84	182	261	386	376	356	13	4	1,735
False Fire Alarm	24	7	12	19	22	26	21	22	13	1		167
Violation of Supervision				1	2	6	14	15	9	2		49
Other	103	51	95	190	372	654	962	857	951	90	33	4,358
Total Delinquent	787	629	1,116	2,010	3,700	5,984	8,544	9,454	9,644	868	218	42,954
Runaway	9	9	30	64	217	418	557	466	214	7	3	1,994
Truancy	72	22	49	91	198	308	315	67	24	2	1	1,149
Ungovernable	47	32	43	105	320	458	568	455	302	6	11	2,347
Total CIMS	128	63	122	260	735	1,184	1,440	988	540	15	15	5,490
Neglect	227	20	26	20	26	19	22	15	9		1	385
Dependency	513	34	61	57	55	63	76	62	42	1	4	968
Dependency & Neglect	472	27	44	42	44	51	61	44	25		1	811
Mentally Handicapped	13	3	1	4	3	2	5	4	2			37
Total CINA	1,225	84	132	123	128	135	164	125	78	1	6	2,201
Special Proceedings					1			3			53	57
GRAND TOTAL	2,140	776	1,370	2,393	4,564	7,303	10,148	10,570	10,262	884	292	50,702

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 20
COMPARISON OF THE NUMBER OF CASES HANDLED BY
THE MARYLAND JUVENILE SERVICES ADMINISTRATION
BY MAJOR REASON FOR REFERRAL - FISCAL 1976 - FISCAL 1977

Major Reason	Formal			Informal			Disapproved/Closed at Intake			Total		
	FY 1976	FY 1977	Percent Change	FY 1976	FY 1977	Percent Change	FY 1976	FY 1977	Percent Change	FY 1976	FY 1977	Percent Change
Arson	172	183	+ 6.4	29	45	+ 55.2	158	183	+ 15.8	359	411	+ 14.5
Assault	3,210	2,713	- 18.3	584	618	+ 5.8	3,217	3,114	- 3.2	7,011	6,445	- 8.1
Auto Theft/Unauth. Use	1,469	1,174	- 20.1	141	142	+ .7	551	667	+ 21.1	2,161	1,983	- 8.2
Burglary/B & E	5,465	3,798	- 30.9	510	458	- 10.2	1,771	2,007	+ 13.3	6,746	6,263	- 7.2
Larceny	2,592	2,153	- 16.9	580	570	- 1.7	2,678	2,184	- 18.5	5,850	4,907	- 16.1
Robbery	842	656	- 22.1	32	73	+ 28.1	175	127	- 27.4	999	806	- 19.3
Disorderly Conduct	643	490	- 23.8	197	150	- 23.9	2,246	1,593	- 29.1	3,086	2,233	- 27.6
Sex Offense	97	171	+ 76.3	20	27	+ 35.0	55	93	+ 69.1	172	291	+ 69.2
Vandalism	837	715	- 14.6	259	296	+ 14.3	1,372	1,459	+ 6.3	2,468	2,470	+ .1
Narcotics Violation	790	773	- 2.2	306	274	- 10.5	2,559	2,501	- 2.3	3,655	3,548	- 2.9
Glue Sniffing	195	107	- 45.1	25	17	- 32.0	137	92	- 32.9	357	216	- 39.5
Alcoholic Beverage Viol.	102	110	+ 7.8	115	70	- 39.1	818	815	- .4	1,035	1,003	- 3.1
Shoplifting	1,572	1,251	- 20.4	826	575	- 30.4	3,896	3,048	- 21.8	6,294	4,874	- 22.6
Purse Snatching	139	73	- 47.5	8	10	+ 25.0	44	22	- 50.0	191	105	- 45.0
Firearms Violation	424	256	- 39.6	47	50	+ 6.4	359	313	- 12.8	830	619	- 25.2
Rec/Pos of Stolen Goods	240	182	- 24.2	42	49	+ 16.7	245	240	- 2.0	527	471	- 10.6
Trespassing	399	306	- 23.3	163	135	- 17.2	1,780	1,294	- 27.3	2,342	1,735	- 25.9
False Fire Alarm	38	46	+ 21.1	9	21	+ 133.3	86	100	+ 16.3	133	167	+ 25.6
Violation of Supervision	41	46	+ 12.2	3	3	- 100.0	6	3	- 50.0	50	49	- 2.0
Other	1,659	1,104	- 33.5	481	419	- 12.9	3,392	2,835	- 16.4	5,532	4,358	- 21.2
Total Delinquent	19,926	16,315	- 18.1	4,377	3,949	- 9.8	25,495	22,690	- 11.0	49,798	42,954	- 13.7
Runaway	306	289	- 5.6	214	218	+ 1.9	1,881	1,487	- 20.9	2,401	1,994	- 17.0
Truancy	248	210	- 15.3	165	240	+ 45.5	816	699	- 14.3	1,229	1,149	- 6.5
Unmanageable	731	650	- 11.1	328	370	+ 12.8	1,444	1,327	- 8.1	2,503	2,347	- 6.2
Total CIMS	1,285	1,149	- 10.6	707	828	+ 17.1	4,141	3,513	- 15.2	6,133	5,490	- 10.5
Neglect	348	363	+ 4.3	9		- 100.0	33	22	- 33.3	390	385	- 1.3
Dependency	1,049	899	- 14.3	8	11	+ 37.5	59	58	- 1.7	1,116	968	- 13.3
Dependency & Neglect	451	785	+ 74.1	8	1	- 87.5	35	25	- 28.6	494	811	+ 64.2
Mentally Handicapped	43	32	- 25.6				8	5	- 37.5	51	37	- 27.5
Total CIMA	1,891	2,079	+ 9.9	25	12	- 52.0	135	110	- 18.5	2,051	2,201	+ 7.3
Special Proceedings	62	56	- 9.7					1	+ 100.0	62	57	- 8.1
GRAND TOTAL	23,164	19,599	- 15.4	5,109	4,789	- 6.3	29,771	26,314	- 11.6	58,044	50,702	- 12.7

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report.

TABLE 21
TOTAL CASES HANDLED BY THE MARYLAND JUVENILE SERVICES ADMINISTRATION
BY COUNTY AND PARENTAL STATUS - FISCAL 1977

	Parents Living Together	Mother Deceased	Father Deceased	Both Parents Deceased	Parents Separated	Parents Divorced	Parents Unmarried	Other	Information Not Provided	Total
Region 1. Dorchester	88	9	11		24	34	25		6	197
Somerset	40	5	7		24	17	6	1		100
Wicomico	95	11	23	1	38	93	39	2		302
Worcester	459	13	41	4	66	168	24	7	8	790
Region 2. Caroline	66	1	6	2	12	37	8		2	134
Cecil	285	9	38	2	31	99	15	5	18	502
Kent	61	3	7	4	14	48	12	1	53	203
Queen Anne's	81	1	6	1	23	27	9	4	3	155
Talbot	119	3	12	4	8	40	28	8	2	224
Region 3. Baltimore	2,843	67	161	9	65	109	8	3	1,759	5,024
Harford	667	6	50	8	95	388	15	3	5	1,237
Region 4. Allegany	210	7	16		14	97	14		79	437
Garrett	116	2	11	1	4	26	1			161
Washington	433	11	41	2	22	120	25	3	186	843
Region 5. Anne Arundel	866	7	13	2	12	54	3	2	4,076	5,035
Carroll	402	8	35	2	46	129	4	6	110	742
Howard	477	12	20	3	41	129	11	5	286	984
Region 6. Frederick	458	18	28	4	58	154	28	2	110	860
Montgomery	1,895	55	82	19	247	507	57	12	300	3,174
Region 7. Calvert	222	12	9	1	35	67	13	1	17	377
Charles	537	10	68	9	85	76	35	1	132	953
Prince George's	4,086	170	592	69	1,367	1,979	262	74	187	8,786
St. Mary's	389	5	38	1	30	77	16		67	623
Region 8. Baltimore City	4,358	151	391	44	8,635	381	580	525	3,794	18,859
STATE	19,253	596	1,706	192	10,996	4,856	1,238	665	11,200	50,702

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 22
TOTAL CASES HANDLED BY THE MARYLAND JUVENILE SERVICES ADMINISTRATION
BY COUNTY AND TYPE OF GUARDIAN - FISCAL 1977

	Both Parents	Mother	Father	Mother and Step- Father	Father and Step- Mother	Foster Home	Other Family Home	Institution	Non- Relatives	Alone	Out-of- State Institution	Other	Information Not Provided	Total
Region 1. Dorchester	87	55	16	15	5	1	9	1	4				4	197
Somerset	37	30	8	11		2	9			3				100
Wicomico	87	100	12	32	5	13	44	2	1	3		3		302
Worcester	444	154	38	73	7	12	32	7	1	3	2	13	4	790
Region 2. Caroline	65	33	4	14	5	4	6		1				2	134
Cecil	267	94	21	36	11	13	12	6	5	7	1	7	22	502
Kent	58	50	4	19	7	2	17		1			2	43	203
Queen Anne's	81	33	8	8	2	13	6					2	2	155
Talbot	120	49	12	8	6	9	9	2	2	2		3	2	224
Region 3. Baltimore	2,804	1,247	262	13	11	25	42	16	6		2	5	591	5,024
Harford	643	277	61	110	21	27	54	9	4	6	2	19	4	1,237
Region 4. Allegany	193	74	9	24	3	23	18	12	4			1	76	437
Garrett	114	32	1	4	1	1	5					2	1	161
Washington	425	193	14	73	15	7	47	5	2			45	17	843
Region 5. Anne Arundel	872	613	302	30	5	8	17	3	4	1	1	48	3,131	5,035
Carroll	396	139	27	77	17	23	18	3	5			4	38	742
Howard	452	234	113	84	7	19	33	7	5			3	27	984
Region 6. Frederick	445	137	29	58	25	7	38	3	7	1		9	101	860
Montgomery	1,826	614	185	119	31	42	117	24	17	6	4	13	176	3,174
Region 7. Calvert	215	71	17	24	4	10	10	4	6			3	5	377
Charles	521	238	35	60	8	4	33	1	10			3	40	953
Prince George's	3,963	2,799	357	634	76	254	411	69	65	22	8	69	59	8,786
St. Mary's	384	128	15	27	6	8	6		2	4		4	39	623
Region 8. Baltimore City	4,370	9,615	947	275	64	141	734	48	107	10	3	212	2,333	18,859
STATE	18,869	17,009	2,492	1,828	342	676	1,727	222	259	68	23	470	6,717	50,702

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 23
MARYLAND JUVENILE SERVICES ADMINISTRATION
MULTIPLE OFFENSE COUNTS
FORMAL & INFORMAL CASES
FISCAL 1977

Offense	Formal Cases		Informal Cases	
	Major Reason for Referral	Additional Complaints	Major Reason for Referral	Additional Complaints
Arson	183	242	45	49
Assault	2,713	3,357	618	677
Auto Theft/Unauthorized Use	1,174	1,490	142	151
Burglary/Breaking & Entering	3,796	5,645	458	464
Larceny	2,153	4,527	570	681
Robbery	656	1,268	23	110
Disorderly Conduct	490	749	150	207
Sex Offense	171	227	27	33
Vandalism	715	1,885	296	390
Narcotics Violation	773	1,107	274	331
Glue Sniffing/Other Inhalents	107	130	17	19
Alcoholic Beverage Violation	118	206	70	96
Shoplifting	1,251	1,486	575	626
Purse Snatching	73	132	10	15
Firearms/Deadly Weapon Violation	256	530	50	86
Rec/Poss of Stolen Goods	182	1,009	49	81
Trespassing	306	544	135	198
False Fire Alarm	46	48	21	26
Violation of Supervision	46	46		2
Other	1,104	2,421	419	807
Total Delinquent	16,315	27,049	3,949	5,079
Runaway	289	309	218	231
Truancy	210	230	240	264
Unmanageable	650	735	370	490
Total CINS	1,149	1,274	828	985
Neglect	363	384		
Dependency	899	911	11	11
Dependency & Neglect	785	800	1	1
Mentally Handicapped	32	38		
Total CINA	2,079	2,133	12	12
Special Proceedings	56	56		
GRAND TOTAL	19,599	30,512	4,789	6,076

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 24
RESIDENTIAL AND EMERGENCY PLACEMENTS BY SEX AND COUNTY
FISCAL 1977

	Private Residential Placements			Emergency Placements		
	Male	Female	Total	Male	Female	Total
Region 1, Dorchester Somerset Wicomico Worcester	3 2 6 5	5 3	3 2 11 8	2 1 2	4 2	2 5 4
Region 2, Caroline Cecil Kent Queen Anne's Talbot	3 15 8 4 8	1 1 1 2 7	4 16 9 6 15	18 2 2 13	6 1 3 19	24 3 5 32
Region 3, Baltimore Harford	58 23	15 3	73 26	53 3	74 6	127 9
Region 4, Allegany Garrett Washington	15 5 10	7 5	22 5 15	8 2 2	11 4 11	19 6 13
Region 5, Anne Arundel Carroll Howard	59 11 15	32 8 5	91 19 20	115 26 11	77 20 9	192 46 20
Region 6, Frederick Montgomery	10 80	1 45	11 125	10 168	6 233	16 401
Region 7, Calvert Charles Prince George's St. Mary's	4 17 113 12	4 68 5	4 21 181 17	1 33 439 19	1 27 478 11	2 60 917 30
Region 8, Baltimore City	253	90	343	367	345	712
STATE	739	308	1,047	1,295	1,348	2,643

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 25
RESIDENTIAL AND EMERGENCY PLACEMENTS BY RACE AND COUNTY
FISCAL 1977

	Private Residential Placements				Emergency Placements				Good Shepherd Center			
	White	Black	Other	Total	White	Black	Other	Total	White	Black	Other	Total
Region 1. Dorchester Somerset Wicomico Worcester	3 1 8 5	 1 3 3		3 2 11 8	2 4 3	 1 1		2 5 4	3			3
Region 2. Caroline Cecil Kent Queen Anne's Talbot	3 14 5 5 10	1 2 4 1 5		4 16 9 6 15	24 2 3 3 25	 1 7		24 3 3 32	1 1 1			1 1 1
Region 3. Baltimore Harford	65 24	8 2		73 26	115 9	12		127 9	14 6	1		14 7
Region 4. Allegany Garrett Washington	21 5 15	1		22 5 15	19 6 13			19 6 13	2 4			2 4
Region 5. Anne Arundel Carroll Howard	82 18 20	9	1	91 19 20	184 46 19	8 1		192 46 20	11 3 3			11 3 3
Region 6. Frederick Montgomery	11 107	17	1	11 125	14 350	2 38	13	16 401	1 15	2		1 17
Region 7. Calvert Charles Prince George's St. Mary's	4 17 140 15	4 41 2		4 21 181 17	2 48 696 27	12 212 3	9	2 60 917 30	2 12 1	3	1	2 16 1
Region 8. Baltimore City	101	239	3	343	234	476	2	712	9	15		24
Out-of-State									1	3		4
STATE	699	343	5	1,047	1,845	774	24	2,643	90	24	1	115

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 26
COMMUNITY RESIDENTIAL PLACEMENTS BY RACE
FISCAL 1977

Placement	White		Black		Other		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Good Shepherd Center	90	78.3	24	20.9	1	.8	115	100.0
Purchase of Care Residential Placements	699	66.8	343	32.8	5	.4	1,047	100.0
Purchase of Care Emergency Placements	1,845	69.8	774	29.3	24	.9	2,643	100.0
State-Owned Group Homes								
Males	2	4.8	40	95.2			42	100.0
Females	4	12.5	28	87.5			32	100.0
Maryland Youth Residence Center	7	17.1	33	80.5	1	2.4	41	100.0

TABLE 27
YOUTH SERVICE CENTER ADMISSIONS BY AGE AND SEX*
FISCAL 1977

Age	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
14	1	.4			1	.3
15	13	5.1	3	8.1	16	5.5
16	95	37.1	17	46.0	112	38.2
17	119	46.5	13	35.1	132	45.1
18	25	9.8	4	10.8	29	9.9
19	3	1.1			3	1.0
Total	256	100.0	37	100.0	293	100.0

* The Youth Service Center is a day program offering specialized services to delinquent youth.

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 28

TOTAL FORMALLY COUNSELLED CASES SERVED BY YOUTH SERVICES BUREAUS
BY LOCATION, SEX AND RACE
FISCAL 1977

Bureau	Location	Male			Female			Total
		Black	White	Other	Black	White	Other	
Annapolis	Anne Arundel County	221	40		125	34		420
Bowie	Prince George's Co.	18	94	3	15	110	1	241
Carroll County	Carroll County	6	188	1	4	141		340
College Park	Prince George's Co.	13	94	2	10	56	1	176
Dundalk	Baltimore County	5	258	2	6	133	4	408
East Baltimore	Baltimore City	396	11		223	2		632
Glenarden	Prince George's Co.	78			67			145
Greenbelt	Prince George's Co.	18	189		18	163		388
Harundale	Anne Arundel County	2	111		1	60		174
Laurel	Prince George's Co.	9	56	1	9	31	1	107
Lighthouse	Baltimore County	9	72		8	56		145
Listening Post	Montgomery County	2	39	2		15	2	60
North Central	Baltimore City	53	31		19	7		110
Northwest Baltimore	Baltimore City	288	6		203			497
PCA	Baltimore County	1	50	1	1	52		105
Rockville	Montgomery County	45	173	1	35	175		426
Tri-County	Charles County	134	641		72	446		93
	TOTALS	1,298	2,053	13	816	1,478	9	5,667

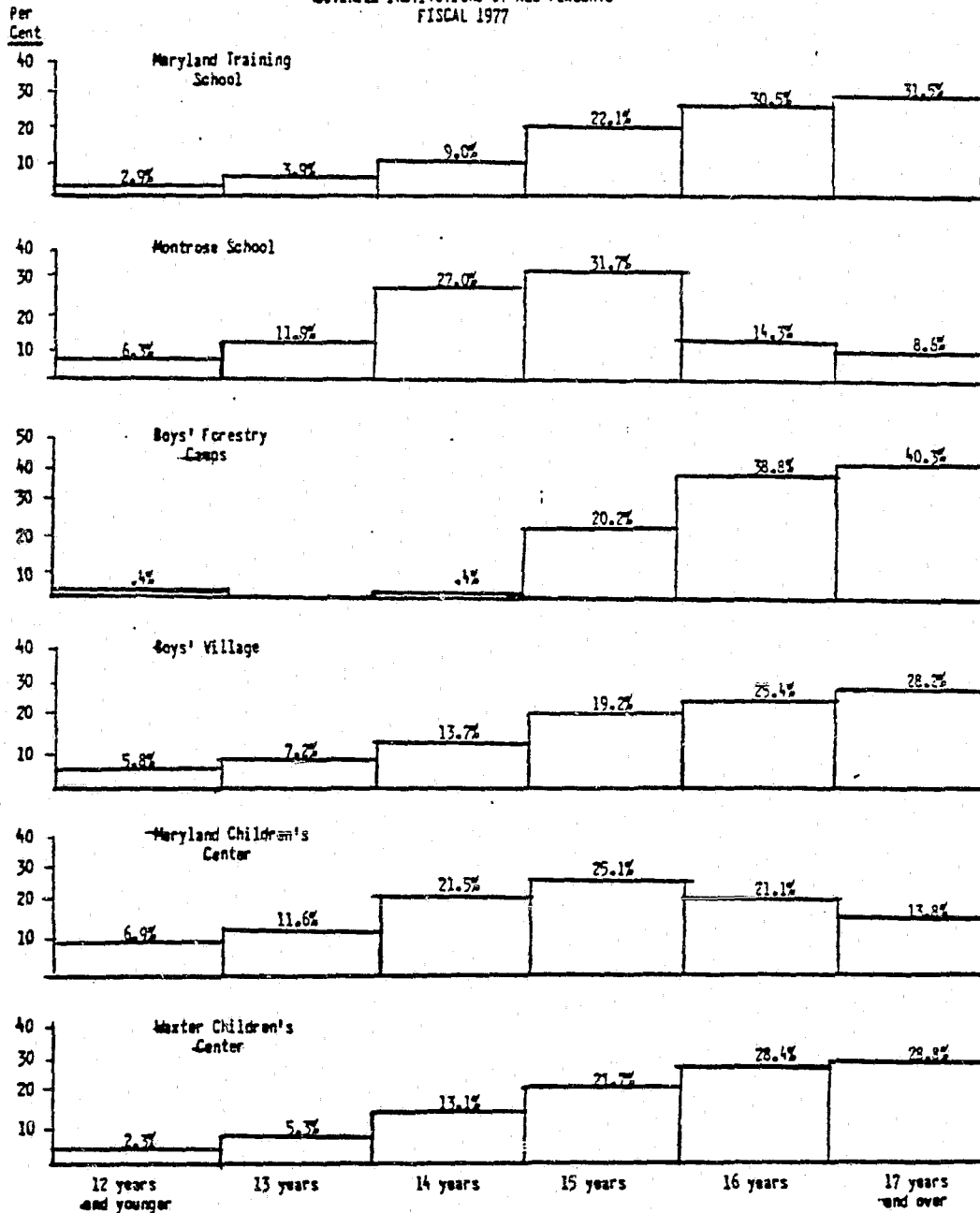
SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 29
ADMISSIONS TO MARYLAND'S TRAINING SCHOOLS, FORESTRY CAMPS AND BOYS' VILLAGE
BY COUNTY OF RESIDENCE AND COUNTY OF ADMITTING COURT
FISCAL 1977

	Maryland Training School		Montrose School		Boys' Village		Boys' Forestry Camps	
	County of Residence	Admitting Court	County of Residence	Admitting Court	County of Residence	Admitting Court	County of Residence	Admitting Court
Region 1. Dorchester Somerset Wicomico Worcester	8 10 22 2	9 9 27 2	6 7 12	6 7 12			1 2	1 2
Region 2. Caroline Cecil Kent Queen Anne's Talbot	8 67 11 5 18	9 81 18 6 18	8 8 5	12 2 5 5	1 1	1	11 3 1	12 3 1
Region 3. Baltimore Harford	166 55	177 57	45 14	61 17	1 2	2	5 2	5 3
Region 4. Allegany Garrett Washington	21 9 13	24 16 14	6 2 10	8 2 11			7 8 12	6 9 12
Region 5. Anne Arundel Carroll Howard	17 54 6	16 56 2	11 7 4	12 7 4	3		24 6 4	26 7 3
Region 6. Frederick Montgomery	11 21	10 21	15 48	15 50		1	4 48	5 49
Region 7. Calvert Charles Prince George's St. Mary's	6 10 81 3	5 6 80 5	12 7 136 9	17 7 150 10	16 71 1,045 51	17 69 1,315 51	2 5 57 7	1 5 57 8
Region 8. Baltimore City	2,182	2,170	536	527	6		54	53
Out-of-State	32		39		259		5	
STATE	2,838	2,838	947	947	1,456	1,456	268	268

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 30
ADMISSIONS TO MARYLAND'S
JUVENILE INSTITUTIONS BY AGE PERCENTS *
FISCAL 1977



*Percents do not add to 100.0 since "Age Unknown" is not included.

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 31
ADMISSIONS TO MARYLAND'S TRAINING SCHOOLS,
FORESTRY CAMPS AND BOYS' VILLAGE BY AGE AND RACE
FISCAL 1977

Race by Institution	Age of Juvenile											Total	
	Under 10	10	11	12	13	14	15	16	17	18	Unknown	Number	Per-cent
Maryland Training School													
White		3	6	18	26	62	205	319	325	20	2	986	34.8
Black	2	5	11	38	82	193	417	545	507	42	1	1,843	64.9
Other					2		5	2				9	.3
Total	2	8	17	56	110	255	627	866	832	62	3	2,338	100.0
Montrose School													
White		3	4	10	41	119	136	69	35	1	1	419	44.3
Black	1	2	7	33	70	137	163	65	40	5	1	524	55.3
Other					2		1	1				4	.4
Total	1	5	11	43	113	256	300	135	75	6	2	947	100.0
Total Training Schools													
White		6	10	28	67	181	341	388	360	21	3	1,405	37.1
Black	3	7	18	71	152	330	580	610	547	47	2	2,367	62.5
Other					4		6	3				13	.4
Total	3	13	28	99	223	511	927	1,001	907	68	5	3,785	100.0
Boys' Village													
White		1	9	9	36	81	118	177	175	9	2	617	42.4
Black	6	11	11	38	68	117	162	192	204	22	4	835	57.3
Other					1	1		1	1			4	.3
Total	6	12	20	47	105	199	280	370	380	31	6	1,456	100.0
Boys' Forestry Camps													
White		1					37	78	64	11		191	71.3
Black						1	17	26	30	3		77	28.7
Other													0.0
Total		1				1	54	104	94	14		268	100.0

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

TABLE 32
ADMISSIONS TO MARYLAND'S CHILDREN CENTERS
BY CENTER AND SEX
FISCAL 1968 - 1977

Year and Sex	Maryland Children's Center	I. J. S. Wexler Children's Center	Total
Fiscal 1968			
Male Admissions	741	1,493	2,234
Female Admissions	266	803	1,069
Total	1,007	2,296	3,303
Fiscal 1969			
Male Admissions	868	1,748	2,616
Female Admissions	311	941	1,252
Total	1,179	2,689	3,868
Fiscal 1970			
Male Admissions	861	2,112	2,973
Female Admissions	332	1,136	1,468
Total	1,193	3,248	4,441
Fiscal 1971			
Male Admissions	933	2,154	3,087
Female Admissions	330	1,235	1,565
Total	1,263	3,389	4,652
Fiscal 1972			
Male Admissions	1,021	1,884	2,905
Female Admissions	334	892	1,226
Total	1,355	2,776	4,131
Fiscal 1973			
Male Admissions	973	1,189	2,162
Female Admissions	325	836	1,161
Total	1,298	2,025	3,323
Fiscal 1974			
Male Admissions	938	818	1,756
Female Admissions	295	389	684
Total	1,233	1,207	2,440
Fiscal 1975			
Male Admissions	980	906	1,886
Female Admissions	338	253	591
Total	1,318	1,159	2,477
Fiscal 1976			
Male Admissions	927	894	1,821
Female Admissions	369	382	751
Total	1,296	1,276	2,572
Fiscal 1977			
Male Admissions	977	940	1,917
Female Admissions	367	455	822
Total	1,344	1,395	2,739

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report.

TABLE 33
ADMISSIONS TO MARYLAND'S CHILDREN CENTERS
BY AGE AND RACE
FISCAL 1977

Age	Maryland Children's Center				Walter Children's Center				Total			
	Black	White	Other	Total	Black	White	Other	Total	Black	White	Other	Total
Under 10 Years	2	3		5	1	1		2	3	4		7
10 Years	4	3		7	1			1	5	3		8
11 Years	15	12		27	1	2		3	16	14		30
12 Years	26	28		54	17	9		26	43	37		80
13 Years	69	87		156	29	45		74	98	132		230
14 Years	127	161	1	289	49	132	1	182	176	293	2	471
15 Years	152	185		337	86	214	2	302	238	399	2	639
16 Years	105	177	1	283	112	280	4	396	217	457	5	679
17 Years	68	102	1	171	88	274	3	365	156	376	4	536
18 Years	5	9		14	5	31		36	10	40		50
Unknown	1			1	1	6	1	8	2	6	1	9
Total	574	767	3	1,344	390	994	11	1,395	964	1,761	14	2,739
Percent	42.7	57.1	0.2	100.0	28.0	71.2	0.8	100.0	35.2	64.3	0.5	100.0

SOURCE: Juvenile Services Administration - Fiscal Year 1977 Annual Report

SECTION E: ADDITIONAL CURRENT AND ANTICIPATED FUTURE TRENDS IN JUVENILE
CRIME AND JUVENILE PROCESSING

I. TRENDS (CURRENT) IN JUVENILE DEMOGRAPHICS.

A. Comparison of Juvenile Arrest Rates and Current Socio-Economic Indicators.

Table 34 compares index arrest rates for juveniles in Maryland with other socio-economic indicators. The arrest and socio-economic indicators are listed for each of the District Court jurisdictions, and for Carroll and Howard Counties separately.

In looking for any correlation between the arrest indicators and the socio-economic indicators the jurisdictions were grouped as follows: (1) the urban jurisdiction - Baltimore City, Baltimore, Anne Arundel, Montgomery, and Prince George's Counties, (2) the urban counties plus Harford and Howard Counties, and (3) all the jurisdictions.

In order to determine the way in which any two of the indicators vary together, correlation analyses were performed for selected pairings of an arrest indicator with a socio-economic indicator. The coefficient of correlation was calculated for each of the selected pairings of the indicators. In this application, the coefficient of correlation can be thought of as a measure of how much of the variation in the arrest indicator (across the jurisdictions) can be explained by the variation in the value of the socio-economic indicator. A positive coefficient of correlation indicates that the socio-economic indicator tends to increase with increases in the rate of the arrest indicator and a negative coefficient of correlation means the socio-economic indicator tends to decrease with increases in the rate of the arrest indicator. A coefficient of correlation of either +1 or -1 or a value close to +1 or -1 indicates that the variation in the arrest indicator is largely tracked by the variations in the socio-economic indicator.

It should be noted that a strong positive or negative correlation does not imply causality (i.e., that the arrest indicator rates are the result of the socio-economic indicator). It is possible that the strong correlation may be due only to numerical coincidence or simply to the fact that both the arrest indicator and the socio-economic indicator are influenced similarly by other factors that are not known or explained by the correlation.

Looking at the urban county grouping only, the juvenile arrest rate for index violent crimes per 1,000 population was determined to be highly correlated with pupil withdrawals as a percent of total pupils attending, a coefficient of correlation of +.96, average daily school absenteeism (+.98), households receiving food stamps per 1,000 population (+.97), incidents of venereal disease per 1,000 (+.97), and population density per square mile (+.97). The coefficient of correlation with unemployment was only slightly lower (+.92), but less highly correlated was the median effective buying income (-.82). In each case, this means that the variation in the violent arrest rate in the urban jurisdiction is tracked, to a fairly large extent, by the variations in each of the above socio-economic indicators. This continues to be largely true when the same correlation analyses were done for the urban jurisdictions and Harford and Howard Counties, with the exception of unemployment (+.74) and median income (-.70), which were more moderately correlated. Inclusion of all jurisdictions lowered all of the correlation coefficients. These coefficients were +.87 for pupil withdrawals, +.93 for absenteeism, +.89 for the venereal disease rate, +.86 for food stamp receipts, and +.96 for population density. Unemployment and median income failed to be correlated with the violent arrest rate when looking at all the jurisdictions.

A similar set of correlations were performed with the property arrest rate per 1,000 population. The correlation coefficients for property arrests were almost identical with the coefficients for the violent arrest rate when looking at the urban grouping. The same pattern holds true, with two exceptions, when Harford and Howard counties are included. Unemployment is found to be more strongly correlated with property arrest rates (+.87) than violent arrest rates (+.74), while median income is less strongly correlated with property rates (-.51) than violent rates (-.70). More moderate correlations were the result of the inclusion of all jurisdictions. The coefficient of correlation of property arrest rates was (+.82) with withdrawals, (+.86) with absenteeism, (+.88) with venereal disease rates, (+.83) with food stamp receipts, and (+.89) with population density. Again, as with violent arrest rates, property arrest rates showed no significant correlation with unemployment rates or median income. These correlations (both for violent and property crime arrest rates) are displayed in Table 34-A.

Again, it should be stressed that these relationships between the arrest indicators and the socio-economic indicators do not necessarily imply any causality. Instead, they may only show a numerical relationship that is due to the indicators being influenced by the same set of unexplained factors or possibly just a numerical coincidence.

CONTINUED

3 OF 10

TABLE 34

COMPARISON OF JUVENILE INDEX ARREST RATES TO OTHER SOCIO-ECONOMICS INDICATORS

JURISDICTIONAL GROUPING	1977 JUV. ARREST RATE PER 1,000 JUV. POPULATION			SECONDARY SCHOOL ENROLLMENT 76-77		1977 ANNUAL AVERAGE UNEMPLOYMENT RATE	1977 INCIDENTS OF VENEREAL DISEASE/1,000 POPULATION	1976 # OF HOUSEHOLDS RECEIVING FOOD STAMPS PER H. POPULA.	1976 MEDIAN HOUSEHOLD EFF. \$BUYING INC.	1977 POPULATION PER SQUARE MILE
	INDEX VOLUME	INDEX PROP.	TOTAL INDEX	PUPIL WITHDRAWALS (EXCLUDING DEATH) AS A % OF AVG. # OF PUPILS ATTENDING	AVE. DAILY ABSENTEEISM AS A % OF AVG. # OF PUPILS ATTENDING					
Baltimore City	8.17	31.98	40.15	16.2	19.6	8.7	28.3	74.4	11,450	10,652
Dorchester, Somerset, Wicomico, Worcester	1.26	16.72	17.98	4.9	7.3	11.3	9.8	20.1	11,683	74
Caroline, Cecil, Kent, Queen Anne's, Talbot	.51	8.92	9.43	5.0	9.3	8.5	3.6	15.4	10,323	88
Calvert, Charles, St. Mary's	1.28	12.88	14.15	3.8	10.1	7.7	3.7	17.4	14,682	135
Prince George's	2.52	17.46	19.98	3.4	10.6	3.9	4.2	12.4	17,834	1453
Montgomery	.59	11.80	12.39	1.6	9.4	3.4	1.6	6.8	22,012	1218
Anne Arundel	.96	12.85	13.81	4.7	9.0	5.2	1.4	11.3	15,522	871
Baltimore Co.	2.09	15.58	17.67	3.1	9.1	4.9	.6	5.5	17,831	1075
Harford	.87	16.37	17.24	3.6	8.1	6.4	2.4	13.2	15,258	304
Howard	2.26	11.74	14.00	2.0	8.2	3.6	.7	3.4	18,935	462
Carroll	.52	7.51	8.03	4.6	7.6	4.5	.3	5.7	14,062	186
Frederick, Washington,	.82	10.97	11.79	3.7	9.3	8.4	1.4	9.0	13,029	182
Allegany, Garrett	.31	8.55	8.87	2.5	6.5	11.9	3.4	21.1	9,712	96
Statewide	2.75	17.41	20.16	5.4	11.1	6.1	7.5	23.0	15,494	428

TABLE 34 -A

GROUPING: URBAN - BALTIMORE CITY, BALTIMORE COUNTY, ANNE ARUNDEL,
PRINCE GEORGE'S, MONTGOMERY

CORRELATION COEFFICIENTS:

Juvenile Index Arrests/1000 Population	Pupil With- drawals	Pupil Absentee- ism	Unemploy- ment	V.D.	Food Stamps	Median Income	Pop. Den- sity
Violent	.9602 +	.9789 +	.9153 +	.9744 +	.9675 +	.8232 -	.9718 +
Property	.9571 +	.9788 +	.9069 +	.9739 +	.9660 +	.8216 -	.9686 +

GROUPING: URBAN PLUS HARFORD AND HOWARD

Juve. Index Arrests/1000 Population	With- drawals	Absentee- ism	Unemploy- ment	V.D.	Food Stamps	Median Income	Pop. Den- sity
Violent	.9327 +	.9564 +	.7382 +	.9556 +	.9344 +	.7039 -	.9586 +
Property	.9563 +	.9524 +	.8687 +	.9662 +	.9662 +	.5118 -	.9484 +

GROUPING: ALL JURISDICTIONS

Juve. Index Arrests/1000 Population	With- drawals	Absentee- ism	Unemploy- ment	V.D.	Food Stamps	Median Income	Pop. den- sity
Violent	.8747 +	.9299 +	.0354 +	.8880 +	.8586 +	.0926 -	.9566 +
Property	.8214 +	.8608 +	.1007 +	.8807 +	.8316 +	.0645 -	.8860 +

B. Recidivism

At present, no reliable information source exists to generate recidivism data about the juvenile offender population. The Juvenile Services Administration does currently maintain a batch-oriented client based tracking system on which each juvenile is identified by non-unique identifiers (e.g., name, race, sex, date of birth). This batch oriented system tracks the principal events and dispositions associated with client processing from intake, through adjudication and treatment. From this system, statistics on client flow and processing are currently generated and made available. Additionally, this existing batch oriented system with its non-unique identifiers has been used to perform analyses of juvenile client recidivism. More specifically, the Juvenile Services Administration is able to perform some recidivism analysis yearly. The results are used only for their internal management purposes; the system is not sufficiently accurate or complete for the generation of uniquely identifiable client histories (and as such completely reliable recidivism data).

In the fall of 1975, the Juvenile Services Administration received block grant funding for a management needs information study. One of the needs identified as a result of this study was for client status and history information. Correspondingly, it was recommended that in the development of an on-line, real time, client-centered data base, the timely inquiry into historical data on the juvenile (among other capabilities) would be possible. In April, 1977 a Juvenile Services Administration grant application for implementation of all the information needs study recommendations was approved by the Governor's Commission. Under the system to be implemented, the Juvenile Services Administration would maintain a client oriented data base from which such outputs as juvenile based transaction statistics (JBTS) and juvenile delinquent histories (JDH) would be generated. A byproduct of these juvenile delinquent histories (JDH) could be reliable recidivism data on the juvenile offender population and as such the capability to perform recidivism analysis.

The above referenced program as well as related data collection programs are fully discussed in the RES-2 problem area of the 1979 Comprehensive Plan. Of specific relevance are the items concerning the juvenile delinquent history development.

II. ARREST PROJECTIONS.

A. Methodology

The Governor's Commission staff in its 1977 Comprehensive Plan included for the first time a description of a preliminary method for projecting the number of future arrests. Understanding the arrest projection method utilized required an understanding of some of the assumptions concerning certain variables that have historically had a numerical relationship to the number of police arrests. These variables used in making the projection were arrests by crime type, population composition, and geographic area as well as changes over time in the demographic composition of the population by geographic area. These variables were selected based on their apparent numerical relationship to current arrests and their ease of availability and collectability. It was noted that while there was a strong numerical relationship between these factors there was no known causation. Therefore, it could not be determined whether this relationship would continue into the future.

The original methodology has been expanded upon to include new information not previously available. A brief description of the arrest projection model currently in use follows.

In making the arrest projection, arrest rates were determined based on the number of arrests per particular arrest group per 100,000 population of a group with similar characteristics. The number of arrests and the population were characterized by a number of attributes (e.g., by age, race, and geographic area). In addition, arrests were characterized by specific crime types. Therefore, arrests rates by crime type with specific demographic characteristics (e.g., age, race, and geographic area), were generated per 100,000 population with the same demographic characteristics. An analysis of 1977 arrest rates showed that the arrest rate for crime type groupings varies significantly as a function of the population by age grouping (see Table 13) and by the race and sex of the arrest population. These arrest rate patterns by age, race, and sex were found to hold true State-wide and for various geographic areas of the State (see Table 12).

In projecting arrests, the arrest rate relationships provided a basis for predicting future volumes of arrests based on changes over time in the demographic mix of the population. It was assumed that changes over time in the age, race, and sex distribution of the population and/or absolute changes in the number of persons in particular age, race, and sex groupings might affect the future number of arrests. This would appear to be particularly true if

changes in the demographic mix over time were to impact most strongly on those age, race, and sex groupings which presently have the highest likelihood of arrest (assuming these high arrests rates were to remain the same or nearly so over the near future).

There are, no doubt, other variables which may have a significant influence on the number of current as well as future arrests. However, information on age, race, and sex by geographic area were the only readily available variables describing the State's population mix and crime mix. Presently arrest statistics by crime type for all geographic areas of the State are only available from calendar year 1975 on. In addition, while arrest data by crime type was available by age and sex groupings, only aggregate data on arrests by crime type and race were available by age grouping and within each age grouping by race (i.e., white and non-white).

Given these limitations on the availability of data, a method for calculating projected arrests based on 1975, 1976 and 1977 data was determined. It was decided that the arrest projections would be made separately for each county and Baltimore City. By performing the projections by geographic area (e.g., county), an effort was made to account (at least in part) for differences in population density throughout the State. Within each of the jurisdictions, the arrest projections were made by crime type and within each crime type by each of the age groupings. The age groupings were chosen to focus specifically on those age groupings which constitute a large portion of the arrest population, specifically 0-12, 13-14, 15-16, 17, 18-19, 20-24, 25-29, 30-34, 35-39, and 40+. The crime types were selected mainly to emphasize Part I arrests. Secondly, crime groupings in which large disparities in the number of arrests occurred during the course of 1975-1977 (i.e., All Other Offenses and Assaults (Aggravated and Other)) were selected in order that their contribution to the total projected arrests would be easily identified.³ Therefore, the arrest projections were made for each of the Part I arrests (i.e., criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft), for the Other Assaults and All Other Offenses arrests, and for the remaining Part II arrests combined.

³In some jurisdictions, increased reporting and/or new agencies reporting was evidenced by a significant rise in arrests in the All Other Offenses category. Additionally, some jurisdictions changed their definition of what constitutes an aggravated assault (to include offenses formally counted under Other Assaults).

The arrest projections were made for 1980, 1985, and 1990 using each of the 1975, 1976 and 1977 arrest data as provided by the Maryland State Police Uniform Crime Reporting Program. Thus, three estimates of the future volume of arrests by crime and age are generated by using each of the three base years. Using this approach a low, high and average value for each arrest projection is provided, or in other words a range for the predicted arrests. It was felt that this would be more beneficial to the decision-maker or planner than simply providing one value for the projected arrests.

Initially, the base year (i.e., 1975, 1976, or 1977) arrests for each geographic area, crime type, and age grouping were multiplied by the projected ratio of future years (i.e., 1980, 1985, or 1990) to base year (i.e., 1975, 1976, or 1977) population for the same jurisdiction and age grouping. This assumed that the initial crime type arrest projections for the future year (i.e., 1980, 1985, or 1990) for each jurisdiction, crime type, and age grouping was simply the relative change in population from base to future year for the jurisdiction and age grouping times the number of actual arrests for that specific crime type, jurisdiction and age grouping for the base year (i.e., 1975, 1976, or 1977).⁴

This method of projecting arrests only took into account the absolute change from base to future year (e.g., 1977 to 1980) in population for each age grouping within a jurisdiction. However, as noted earlier, each of 1975, 1976 and 1977 white and non-white arrest rates differed significantly by jurisdiction, crime type and age-grouping and would, therefore, appear to affect future arrest volumes should such differences in the arrest rates continue to exist. Since arrest data by crime type was not available by race for each age grouping, but was available by aggregated age grouping (i.e., juvenile/adult), a technique was used to adjust the future year (i.e., 1980, 1985, and 1990) arrest projection figures to reflect any relative change in both the juvenile and adult white/non-white population mix from base to projected year (e.g., 1977 to 1980).

⁴Expressed in terms of a formula the projected year arrests (e.g., 1980, 1985, or 1990) for a specific crime type (c), jurisdiction (J) and age grouping (A) using a particular base year's (e.g., 1975, 1976, or 1977) data were:

$$\text{Proj. Yr. Arrest Projection for C, J, and A} = \frac{\text{Proj. Yr. Pop. for J \& A}}{\text{Base Yr. Pop. for J \& A}} \times \frac{\text{Base Yr. Arrests for C, J, and A}}{\text{Base Yr. Pop. for J \& A}}$$

An adjustment factor was developed using: (1) the overall base year arrest rates for the juvenile white and non-white populations and the adult white and non-white populations for each crime type and jurisdiction; and (2) the relative change for each age grouping between base and future year in the white/non-white population mix within each of the jurisdictions. The resulting adjustment factors account in part for any projected change in the relative proportion of whites and non-whites in both the juvenile and adult population within a jurisdiction over the period from base to future year (e.g., 1977-1980).⁵

The adjustment factor was then multiplied by the unadjusted future year projections for a specific crime type, jurisdiction, and age grouping to arrive at an adjusted projection of the future year arrests for the specific crime type, jurisdiction, and age grouping. The formula for determining the adjusted arrest projection was:

$$\begin{array}{lcl} \text{Adjusted Future} & & \\ \text{Year Arrest} & & \\ \text{Projection for} & = & \text{Future Year Projected} \\ \text{C, J, and A} & & \text{Arrests for C, J, and A} \quad \times \quad \text{Adjustment Fac-} \\ & & \text{tor for Arrests} \\ & & \text{for C, J, and A} \end{array}$$

⁵The adjustment factor used to compensate for the change in both the juvenile and adult white/non-white population mix between base and projected year can be expressed in terms of the following formula for a specific crime type (C) jurisdiction (J), age grouping (A), and respective aggregated age grouping (Ju/Ad) (i.e., juvenile or adult):

$$\begin{array}{l} \text{Adjustment} \\ \text{Factor for} \\ \text{Arrests for} \\ \text{C, J, and A} \end{array} = \left(\begin{array}{l} \text{Proj. Yr. w Pop.} \\ \text{for J and A} \\ \hline \text{Total Proj Yr Pop.} \\ \text{for J and A} \end{array} \times \begin{array}{l} \text{Base Yr Ju/Ad} \\ \text{W Arrest Rate} \\ \text{for J and C} \end{array} \right) + \left(\begin{array}{l} \text{Proj. Yr N-W Pop.} \\ \text{for J and A} \\ \hline \text{Total Proj. Yr Pop.} \\ \text{for J and A} \end{array} \times \begin{array}{l} \text{Base Yr Ju/Ad} \\ \text{N-W Arrest} \\ \text{Rate for} \\ \text{J and C} \end{array} \right) \\ \left(\begin{array}{l} \text{Base Yr W Pop.} \\ \text{for J and A} \\ \hline \text{Total base yr Pop.} \\ \text{for J and A} \end{array} \times \begin{array}{l} \text{Base Yr Ju/Ad} \\ \text{W Arrest Rate} \\ \text{for J and C} \end{array} \right) + \left(\begin{array}{l} \text{Base Yr N-W Pop.} \\ \text{for J and A} \\ \hline \text{Total base yr Pop.} \\ \text{for J and A} \end{array} \times \begin{array}{l} \text{Base Yr Ju/Ad} \\ \text{N-W Arrest} \\ \text{Rate for} \\ \text{J and C} \end{array} \right)$$

The resulting crime type projections by geographic area were then aggregated by age grouping to arrive at total future projected juvenile and adult arrests for each of the crime types for each county and Baltimore City.

It is important to stress that the reliability of this arrest projection model is heavily dependent on the reliability of the assumptions (i.e., essentially constant arrest rates over time through 1990), the arrest data, and the population data. The population projections used in the model were for the most part those generated by the Maryland Department of State Planning.⁶ An explanation of the methodology used by the Department of State Planning will not be given here. The interested reader is referred to their publication on Projected Population and Employment figures for 1975 - 1990.⁷

⁶ Additionally, it was necessary to estimate CY 1976 and CY 1977 population and disaggregate further some of the age groupings.

⁷ Maryland Projection Series
Population and Employment
1975-1990

B. Comparative Statistics on Projected Population and Arrest Trends
Among the Juvenile Population

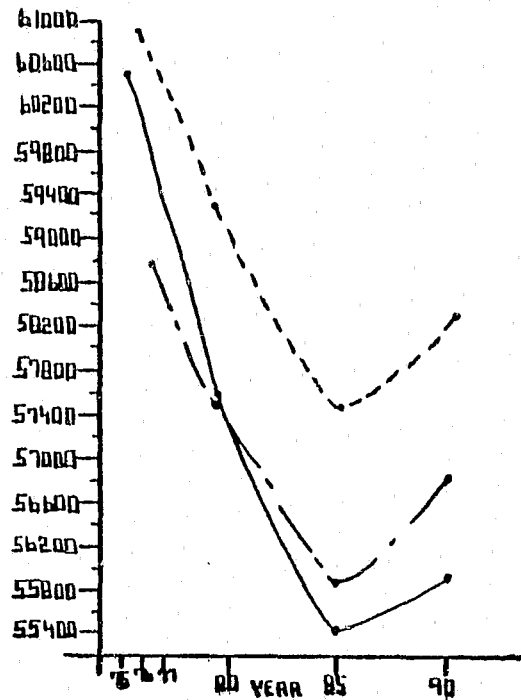
As stated in the previous section, the arrest projection model uses demographic characteristics of an area's population, in particular, age and race, to assist in prediction arrests. Both current and future population characteristics by age and race are utilized. As such, changing factors in an area's population should produce corresponding changes in arrests. To emphasize this direct relationship between the population characteristics and arrest characteristics of juveniles (as assumed in the model) all subsequent analysis will focus on both the population (as determined by the Maryland Department of State Planning) and arrest (as determined by the model using the population projections as input as well as base year arrest data) projections.

Tables 35-45 summarize and compare the actual CY 1975, CY 1976, and CY 1977 arrests by geographic area to the respective 1980, 1985, and 1990 projected juvenile arrests for each of the crime types mentioned previously for each of the 12 District Court regions. The projected 1980, 1985 and 1990 arrests for the District Court regions and State-wide were determined by adding up the projected arrests for each of the counties included (in the region). Included in the tables are the resulting range of arrests (i.e., the low, high, and average values). Also included, as stated previously, is the respective current and projected population characteristics. Finally, a series of graphs (Figures 9 and 10) were prepared displaying the State-wide projected number of juvenile arrests through 1990 by crime type. Each graph contains three sets of curves which corresponds to arrests projected by using each of CY 1975, CY 1976, and CY 1977 base year (e.g., population and arrest) data.

From these tables and graphs, it is indicated that Statewide total juvenile arrests are predicted to decrease through 1985 after which they will begin to increase again at least through 1990. The volume of arrests in 1990 is still predicted to be lower than the volume in 1980 however. Several factors appear to be responsible for these occurrences. They will best be enumerated through the use of the following series of charts. Consider the 1977 comparison of the distribution of the five top ranked counties in terms of size of the population versus the distribution of the five top ranked counties in terms of volume of arrests.

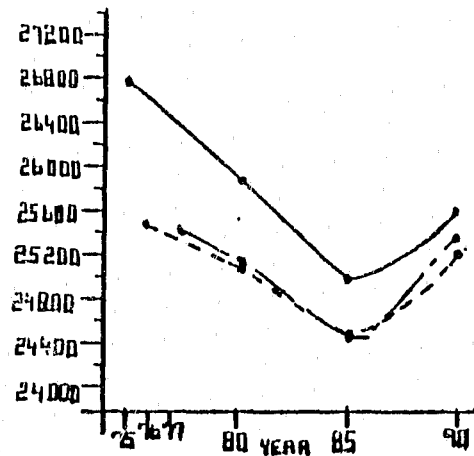
JURISDICTION: STATEWIDE

PROJECTED JUVENILE ARRESTS

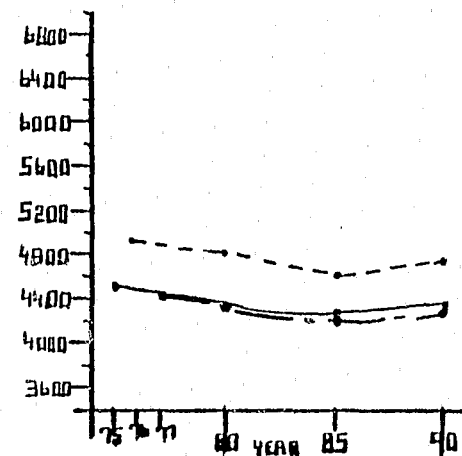


ALL OFFENSES

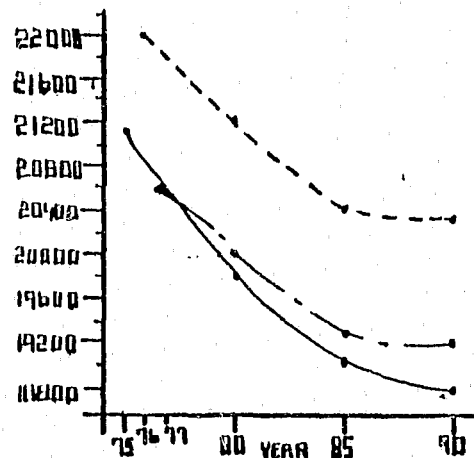
FIGURE 9



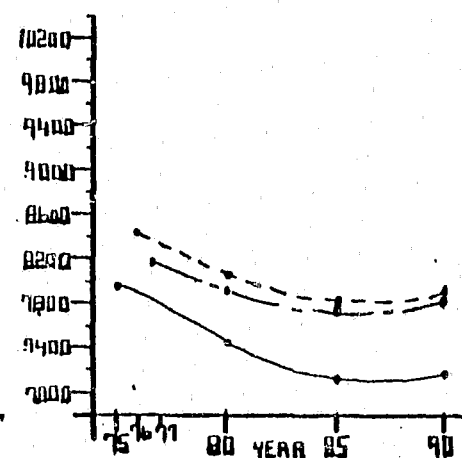
PART I (Less Aggravated Assaults)



ALL ASSAULTS (Aggravated and Other)



PART II (Less Other Assaults and All Other Offenses)



ALL OTHER OFFENSES

BASE YEAR
 — 1975
 - - 1976
 . . . 1977

FIGURE 10.

JURISDICTION: STATEWIDE

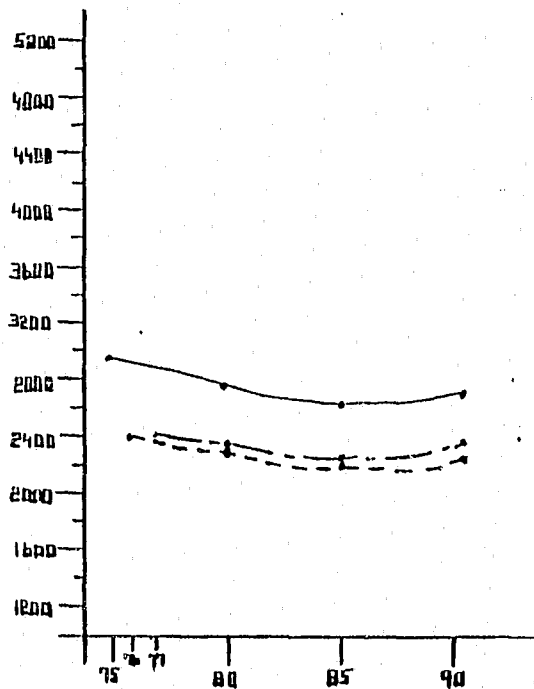
PROJECTED ARRESTS - JUVENILE

BASE YEAR

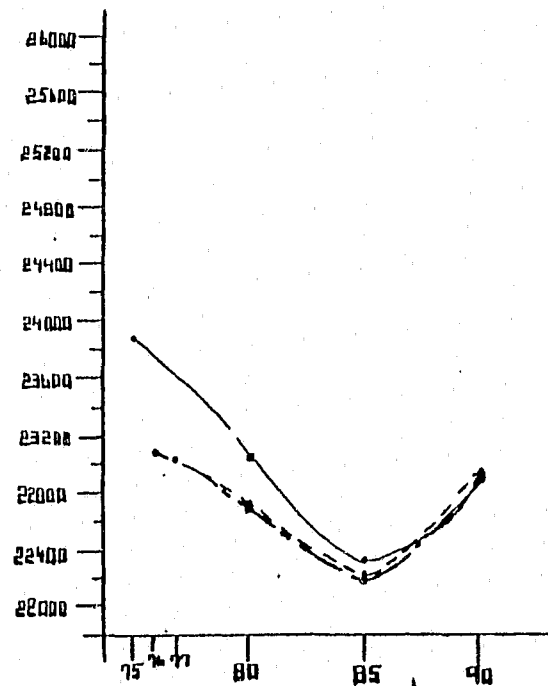
——— 1975

- - - 1976

- - - 1977



VIOLENT CRIMES

(CRIMINAL HOMICIDE, FORCIBLE
RAPE, ROBBERY)

PROPERTY CRIMES

(BURGLARY, LARCENY, MOTOR
VEHICLE THEFT)

TABLE 35

COMPARISON OF DISTRIBUTION OF JUVENILE POPULATION TO DISTRIBUTION OF JUVENILE ARRESTS

DISTRICT	ESTIMATED 1975 POPULATION	ACTUAL 1975 ARRESTS	ESTIMATED 1976 POPULATION	ACTUAL 1976 ARRESTS	ESTIMATED 1977 POPULATION	ACTUAL 1977 ARRESTS	PROJECTED 1980 POPULATION	PROJECTED 1980 ARRESTS*	PROJECTED 1985 POPULATION	PROJECTED 1985 ARRESTS*	PROJECTED 1990 POPULATION	PROJECTED 1990 ARRESTS*
BALTIMORE CITY	263201 (19.6)	24705 (40.8)	256789 (19.2)	21582 (35.4)	250411 (18.9)	20266 (34.5)	232517 (17.9)	19696 (33.9)	227012 (17.3)	18194 (32.3)	219880 (16.2)	17776 (31.1)
DORCHESTER, SOMERSET, WICOMICO WORCESTER	37676 (2.8)	1695 (2.8)	37133 (2.8)	1761 (2.9)	36493 (2.8)	1554 (2.6)	34487 (2.6)	1675 (2.9)	33032 (2.5)	1497 (2.7)	33496 (2.5)	1466 (2.6)
CAROLINE, CECIL, KENT, QUEEN ANNE'S TALBOT	42424 (3.2)	1206 (2.0)	41837 (3.1)	1581 (2.6)	41133 (3.1)	1279 (2.2)	39635 (3.0)	1344 (2.3)	37670 (2.9)	1124 (2.0)	38479 (2.8)	1068 (1.9)
CALVERT, CHARLES, ST. MARY'S	54343 (4.0)	1375 (2.3)	53742 (4.0)	1647 (2.7)	53203 (4.0)	1810 (3.1)	51440 (3.9)	1633 (2.8)	52516 (4.0)	1562 (2.8)	54347 (4.0)	1508 (2.6)
PRINCE GEORGE'S	255668 (19.0)	8981 (14.8)	259025 (19.4)	11160 (18.3)	262677 (19.8)	12051 (20.5)	273395 (21.0)	11583 (19.9)	289139 (22.1)	13108 (23.3)	304136 (22.4)	14374 (25.2)
MONTGOMERY	188610 (14.0)	6273 (10.4)	186197 (14.0)	6085 (10.0)	183982 (13.9)	5209 (8.9)	177725 (13.6)	5670 (9.7)	175116 (13.4)	5407 (9.6)	184504 (13.6)	5532 (9.7)
ANNE ARUNDEL	117201 (8.7)	3230 (5.3)	118555 (8.9)	4177 (6.9)	120120 (9.1)	3979 (6.8)	125037 (9.6)	3945 (6.8)	133266 (10.2)	3871 (6.9)	146071 (10.8)	4136 (7.2)
BALTIMORE	185221 (13.8)	7919 (13.1)	180458 (13.5)	7660 (12.6)	175858 (13.3)	6824 (11.6)	163247 (125)	6873 (11.8)	155730 (11.9)	6065 (10.8)	159389 (11.8)	5766 (10.1)
HARFORD	46440 (3.5)	1244 (2.1)	46729 (3.5)	1513 (2.5)	47053 (3.5)	1585 (2.7)	47799 (3.7)	1512 (2.6)	47411 (3.6)	1392 (2.5)	49546 (3.7)	1387 (2.4)
CARROLL, HOWARD	60403 (4.5)	1562 (2.6)	63111 (4.7)	1732 (2.8)	65830 (5.0)	1724 (2.9)	73904 (5.7)	2029 (3.5)	81652 (6.2)	2130 (3.8)	88656 (6.5)	2286 (4.0)
FREDERICK, WASHINGTON	62631 (4.7)	1463 (2.4)	61296 (4.6)	1425 (2.3)	60077 (4.5)	1675 (2.8)	56647 (4.3)	1478 (2.5)	53075 (4.0)	1283 (2.3)	52873 (3.9)	1179 (2.1)
ALLEGANY, GARRETT	10047 (2.2)	836 (1.4)	29318 (2.2)	619 (1.0)	28766 (2.2)	843 (1.4)	26704 (2.1)	730 (1.3)	24890 (1.9)	664 (1.2)	24434 (1.8)	600 (1.1)
STATEWIDE	1343865	60492	1334190	60942	1325603	58799	1302537	58158	1310509	56297	1355811	57078

* USES AVERAGE ARRESTS
() = PERCENTAGE OF STATEWIDE TOTAL

CRIME TYPE: JUVENILE
ALL OFFENSES

TABLE 36

DISTRICT	ACTUAL ARRESTS			PROJECTED ARRESTS								
	1975	1976	1977	1980			1985			1990		
				LOW ^a	HIGH ^b	AVE. ^c	LOW	HIGH	AVE.	LOW	HIGH	AVE.
Baltimore City	24705 (40.8)	21582 (35.4)	20266 (34.5)	18450	21408	19696 (33.9)	17015	19799	18194 (32.3)	16592	19370	17776 (31.1)
Dorchester, Somerset, Wicomico, Worcester	1698 (2.8)	1761 (2.9)	1544 (2.6)	1560	1760	1675 (2.9)	1394	1566	1497 (2.7)	1359	1534	1466 (2.6)
Caroline, Cecil, Kent, Queen Anne's, Talbot	1206 (2.0)	1581 (2.6)	1279 (2.2)	1191	1543	1334 (2.3)	1014	1292	1124 (2.0)	971	1219	1068 (1.9)
Calvert, Charles, St. Mary's	1375 (2.3)	1647 (2.7)	1810 (3.1)	1408	1808	1633 (2.8)	1340	1743	1562 (2.8)	1286	1696	1508 (2.6)
Prince George's	8981 (14.8)	11160 (18.3)	12051 (20.5)	9923	12729	11583 (19.9)	11227	14425	13108 (21.3)	12287	15874	14374 (25.2)
Montgomery	6273 (10.4)	6085 (10.0)	5209 (8.9)	5085	6023	5670 (9.7)	4848	5756	5407 (9.6)	4969	5898	5532 (9.7)
Anne Arundel	3230 (5.3)	4177 (6.9)	3979 (6.8)	3365	4374	3945 (6.8)	3266	4311	3871 (6.9)	3481	4612	4136 (7.2)
Baltimore	7919 (13.1)	7660 (12.6)	6824 (11.6)	6462	7078	6873 (11.8)	5694	6262	6065 (10.8)	5392	5960	5766 (10.1)
Harford	1244 (2.1)	1513 (2.5)	1585 (2.7)	1317	1631	1512 (2.6)	1217	1497	1392 (2.5)	1215	1492	1387 (2.4)
Carroll, Howard	1562 (2.6)	1732 (2.8)	1724 (2.9)	1979	2096	2029 (3.5)	2073	2200	2130 (3.8)	2220	2360	2286 (4.0)
Frederick, Washington	1463 (2.4)	1425 (2.3)	1675 (2.8)	1390	1639	1478 (2.5)	1211	1420	1283 (2.3)	1113	1303	1179 (2.1)
Allegany, Garrett	836 (1.4)	619 (1.0)	843 (1.4)	592	815	730 (1.3)	576	713	664 (1.2)	524	645	600 (1.1)
Statewide	60492	60942	58799	57522	59332	58158	55437	57540	56297	55995	58381	57078

NOTES: () = % of State-wide Total

^aThe low projection displayed is the lowest value of the arrest projections generated through the use of CY 75, CY 76, and CY 77 data.

^bThe high projection displayed is the highest value of the arrest projections generated through the use of CY 75, CY 76, and CY 77 data.

^cThe average projection displayed is the average of the three arrest projections generated by using each of CY 75, CY 76, and CY 77 data.

CRIME TYPE: JUVENILE
ALL OFFENSES

TABLE 37

DISTRICT	ACTUAL ARRESTS 1977	PROJ. ARRESTS 1980	% CHANGE 1980 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1985	% CHANGE 1985 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1990	% CHANGE 1990 1977
Baltimore City	20266	19696	-2.8	20266	18194	-10.2	20266	17776	-12.3
Dorchester, Somerset, Wicomico Worcester	1554	1675	+7.8	1554	1497	-3.7	1554	1466	-5.7
Caroline, Cecil, Kent, Queen Anne's, Talbot	1279	1334	+4.3	1279	1124	-12.1	1279	1068	-16.5
Calvert, Charles, St. Mary's	1810	1633	-9.8	1810	1562	-13.7	1810	1508	-16.7
Prince George's	12051	11583	-3.9	12051	13108	+8.8	12051	14374	+19.3
Montgomery	5209	5670	+8.9	5209	5407	+3.8	5209	5532	+6.2
Anne Arundel	3979	3945	-.9	3979	3871	-2.7	3979	4136	+3.9
Baltimore	6824	6873	+.7	6824	6065	-11.1	6824	5766	-15.5
Harford	1585	1512	-4.6	1585	1392	-12.2	1585	1387	-12.5
Carroll, Howard	1724	2029	+17.7	1724	2130	+23.5	1724	2286	+32.6
Frederick, Washington	1675	1478	-11.8	1675	1283	-23.4	1675	1179	-29.6
Allegany, Garrett	843	730	-13.4	843	664	-21.2	843	600	-28.8
State-wide	58799	58158	-1.1	58799	56297	-4.3	58799	57078	-2.9

CRIME TYPE: JUVENILE
PART I (Less Agg. Assaults)

TABLE 38

DISTRICT	ACTUAL ARRESTS			1980			1985			1990		
	1975	1976	1977	LOW	HIGH	AVE.	LOW	HIGH	AVE.	LOW	HIGH	AVE.
Baltimore City	11293 (42.2)	9409 (36.9)	9555 (37.5)	8593	10040	9170 (36.1)	7946	9288	8469 (34.3)	7812	9135	8321 (32.7)
Dorchester, Somerset, Wicomico, Worcester	651 (2.4)	603 (2.4)	628 (2.5)	571	616	601 (2.4)	496	540	524 (2.1)	486	524	511 (2.0)
Caroline, Cecil, Kent, Queen Anne's, Talbot	505 (1.9)	440 (1.7)	372 (1.5)	367	501	433 (1.7)	306	424	362 (1.5)	295	404	347 (1.4)
Calvert, Charles, St. Mary's	625 (2.3)	596 (2.3)	702 (2.8)	603	695	644 (2.5)	557	655	600 (2.4)	523	625	570 (2.2)
Prince George's	4118 (15.4)	4859 (19.1)	4996 (19.6)	4656	5385	5138 (20.2)	5321	6195	5885 (23.8)	5963	7058	6639 (26.1)
Montgomery	2607 (9.7)	2329 (9.1)	2251 (8.8)	2220	2549	2355 (9.3)	2169	2507	2310 (9.4)	2273	2635	2424 (9.5)
Anne Arundel	1321 (4.9)	1627 (6.4)	1610 (6.3)	1371	1697	1573 (6.2)	1330	1672	1539 (6.2)	1419	1788	1644 (6.5)
Baltimore	3449 (12.9)	3360 (13.2)	2925 (11.5)	2794	3131	3009 (11.9)	2492	2810	2690 (10.9)	2447	2768	2640 (10.4)
Harford	578 (2.2)	785 (3.1)	786 (3.1)	612	823	748 (2.9)	564	755	687 (2.8)	561	737	682 (2.7)
Carroll, Howard	714 (2.7)	674 (2.6)	710 (2.8)	820	915	855 (3.4)	859	950	893 (3.6)	924	1021	959 (3.8)
Frederick, Washington	653 (2.4)	621 (2.4)	688 (2.7)	601	669	632 (2.5)	524	579	549 (2.2)	488	540	509 (2.0)
Allegany, Garrett	273 (1.0)	196 (.8)	246 (1.0)	188	254	226 (.9)	166	222	196 (.8)	149	203	177 (.7)
Statewide	26787	25499	25469	25127	25877	25384	24534	25042	24704	25286	25629	25423

NOTE: () = % of State-wide Total.

TABLE 39

CRIME TYPE: JUVENILE
PART 1 (less Agg. Assault)

DISTRICT	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1980	% CHANGE 1980 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1985	% CHANGE 1985 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1990	% CHANGE 1990 1977
Baltimore City	9555	9170	-4.0	9555	8469	-11.4	9555	8321	-12.9
Dorchester, Somerset, Wicomico Worcester	628	601	-4.3	628	524	-16.6	628	511	-18.6
Caroline, Cecil, Kent, Queen Anne's, Talbot	372	433	+16.4	372	362	- 2.7	372	347	- 6.7
Calvert, Charles, St. Mary's	702	644	- 8.3	702	600	-14.5	702	570	-18.8
Prince George's	4996	5138	+ 2.8	4996	5885	+17.8	4996	6639	+32.9
Montgomery	2251	2355	+ 4.6	2251	2310	+ 2.6	2251	2424	+ 7.7
Anne Arundel	1610	1573	- 2.3	1610	1539	- 4.4	1610	1644	+ 2.1
Baltimore	2925	3009	+ 2.9	2925	2690	- 8.0	2925	2640	- 9.7
Harford	786	748	- 4.8	786	687	-12.6	786	682	-13.2
Carroll, Howard	710	855	+20.4	710	893	+25.8	710	959	+35.1
Frederick, Washington	688	632	- 8.1	688	549	-20.2	688	509	-26.0
Allegany, Garrett	246	226	- 8.1	246	196	-20.3	246	177	-28.0
Statewide	25469	25384	- .3	25469	24704	- 3.0	25469	25423	- .2

TABLE 40

CRIME TYPE: JUVENILE
ALL ASSAULTS

DISTRICT	ACTUAL ARRESTS			PROJECTED ARRESTS								
	1975	1976	1977	1980			1985			1990		
				LOW	HIGH	AVE.	LOW	HIGH	AVE.	LOW	HIGH	AVE.
Baltimore City	1711 (37.5)	1799 (36.2)	1544 (34.2)	1389	1615	1499 (33.0)	1279	1486	1381 (31.4)	1244	1457	1350 (30.1)
Dorchester, Somerset, Wicomico, Worcester	80 (1.8)	78 (1.6)	60 (1.3)	59	80	73 (1.6)	51	70	63 (1.4)	50	64	59 (1.3)
Caroline, Cecil, Kent, Queen Anne's, Talbot	69 (1.5)	112 (2.3)	86 (1.9)	66	106	86 (1.9)	54	96	76 (1.7)	51	89	72 (1.6)
Calvert, Charles, St. Mary's	104 (2.3)	147 (3.0)	159 (3.5)	101	159	137 (3.0)	91	153	127 (2.9)	82	144	117 (2.6)
Prince George's	922 (20.2)	884 (17.8)	871 (19.3)	925	1041	979 (21.5)	1050	1185	1113 (25.3)	1165	1313	1235 (27.5)
Montgomery	346 (7.6)	306 (6.1)	316 (7.0)	302	335	316 (7.0)	293	322	304 (6.9)	305	334	317 (7.1)
Anne Arundel	217 (4.8)	451 (9.1)	402 (8.9)	222	469	368 (8.1)	207	458	356 (8.1)	219	491	381 (8.5)
Baltimore	820 (18.0)	937 (18.8)	792 (17.5)	732	863	780 (17.2)	651	764	692 (15.7)	625	727	660 (14.7)
Harford	107 (2.3)	90 (1.8)	103 (2.3)	93	112	103 (2.3)	87	104	95 (2.2)	85	103	95 (2.1)
Carroll, Howard	99 (2.2)	92 (1.8)	90 (2.0)	105	128	115 (2.5)	111	136	121 (2.7)	119	147	129 (2.9)
Frederick, Washington	76 (1.7)	69 (1.4)	67 (1.5)	66	74	70 (1.5)	69	64	61 (1.4)	54	58	56 (1.2)
Allegany, Garrett	13 (.3)	11 (.2)	27 (.6)	11	29	18 (.4)	10	24	15 (.3)	7	22	12 (.3)
Statewide	4564	4976	4517	4391	4844	4544	4265	4675	4404	4341	4755	4483

NOTE: () = % of State-wide Total

CRIME TYPE: JUVENILE
All Assaults

TABLE 41

DISTRICT	ACTUAL ARREST 1977	AVE. PROJ. ARRESTS 1980	% CHANGE <u>1980</u> <u>1977</u>	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1985	% CHANGE <u>1985</u> <u>1977</u>	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1990	% CHANGE <u>1990</u> <u>1977</u>
Baltimore City	1544	1499	-2.9	1544	1381	-10.6	1544	1350	-12.6
Dorchester, Somerset, Wicomico, Worcester	60	73	+21.7	60	63	+5.0	60	59	-1.7
Caroline, Cecil, Kent, Queen Anne's, Talbot	86	86	-	86	76	-11.6	86	72	-16.3
Calvert, Charles, St. Mary's	159	137	-13.8	159	127	-20.1	159	117	-26.4
Prince George's	871	979	+12.4	871	1113	+27.8	871	1235	+41.8
Montgomery	316	316	-	316	304	-3.8	316	317	+ .3
Anne Arundel	402	368	-8.5	402	356	-11.4	402	381	-5.2
Baltimore	792	780	-1.5	792	692	-12.6	792	660	-16.7
Harford	103	103	-	103	95	-7.8	103	95	-7.8
Carroll, Howard	90	115	+27.8	90	121	+34.4	90	129	+43.3
Frederick, Washington	67	70	+4.5	67	61	-9.0	67	56	-16.4
Allegany, Garrett	27	18	-33.3	27	15	-44.4	27	12	-55.6
Statewide	4517	4544	+ .6	4517	4404	-2.5	4517	4755	+5.3

CRIME TYPE: JUVENILE

PART II (Less Other Assaults
and All Other Offenses)

TABLE 42

PROJECTED ARRESTS

DISTRICT	ACTUAL ARRESTS			1980			1985			1990		
	1975	1976	1977	LOW	HIGH	AVE.	LOW	HIGH	AVE.	LOW	HIGH	AVE.
Baltimore City	8263 (39.1)	7185 (32.6)	6305 (30.6)	5597	6920	6239 (30.6)	5166	6385	5757 (29.4)	4997	6201	5581 (28.6)
Dorchester, Somerset, Wicomico, Worcester	763 (3.6)	852 (3.9)	613 (3.0)	631	888	775 (3.8)	576	809	709 (3.6)	562	789	694 (3.6)
Caroline, Cecil, Kent, Queen Anne's, Talbot	501 (2.4)	855 (3.9)	661 (3.2)	496	835	661 (3.2)	428	696	556 (2.8)	413	654	528 (2.7)
Calvert, Charles, St. Mary's	547 (2.6)	740 (3.4)	795 (3.9)	571	799	711 (3.5)	561	785	697 (3.6)	548	781	687 (3.5)
Prince George's	2702 (12.8)	3743 (17.0)	4143 (20.1)	2886	4281	3710 (18.2)	3219	4776	4140 (21.2)	3402	5052	4382 (22.5)
Montgomery	2467 (11.7)	2545 (11.6)	1940 (9.4)	1872	2431	2211 (10.9)	1739	2246	2051 (10.5)	1736	2226	2042 (10.5)
Anne Arundel	1335 (6.3)	1648 (7.5)	1567 (7.6)	1402	1734	1586 (7.8)	1368	1708	1561 (8.0)	1458	1826	1667 (8.6)
Baltimore	2614 (12.4)	2341 (10.6)	2245 (10.9)	2109	2322	2192 (10.8)	1832	2022	1908 (9.8)	1662	1864	1742 (8.9)
Harford	397 (1.9)	455 (2.1)	521 (2.5)	424	537	481 (2.4)	390	493	442 (2.3)	391	492	442 (2.3)
Carroll, Howard	614 (2.9)	822 (3.7)	736 (3.6)	797	988	873 (4.3)	851	1043	921 (4.7)	915	1115	986 (5.1)
Frederick, Washington	628 (3.0)	617 (2.8)	749 (3.6)	603	735	647 (3.2)	522	637	561 (2.9)	476	579	512 (2.6)
Allegany, Garrett	324 (1.5)	221 (1.0)	344 (1.7)	212	335	284 (1.4)	217	288	260 (1.3)	198	254	232 (1.2)
Statewide	21155	22024	20619	19861	21244	20370	18929	20448	19563	18807	20401	19495

NOTE: () = % of Statewide Total

CRIME TYPE: JUVENILE

TABLE 43

PART II (Less Other Assaults
and All Other Offenses)

DISTRICT	ACTUAL ARREST 1977	AVE. PROJ. ARRESTS 1980	% CHANGE 1980 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1985	% CHANGE 1985 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1990	% CHANGE 1990 1977
Baltimore City	6305	6239	-1.0	6305	5757	-8.7	6305	5581	-11.5
Dorchester, Somerset, Wicomico, Worcester	613	775	+26.4	613	709	+15.7	613	694	+13.2
Caroline, Cecil, Kent, Queen Anne's, Talbot	661	661	-	661	556	-15.9	661	528	-20.1
Calvert, Charles, St. Mary's	795	711	-10.6	795	697	-12.3	795	687	-13.6
Prince George's	4143	3710	-10.5	4143	4140	-.1	4143	4382	+5.8
Montgomery	1940	2211	+14.0	1940	2051	+5.7	1940	2042	+5.3
Anne Arundel	1567	1586	+1.2	1567	1561	-.4	1567	1667	+6.4
Baltimore	2245	2192	-2.4	2245	1908	-15.0	2245	1742	-22.4
Harford	521	481	-7.7	521	442	-15.2	521	442	-15.2
Carroll, Howard	736	873	+18.6	736	921	+25.1	736	986	+34.0
Frederick, Washington	749	647	-13.6	749	561	-25.1	749	512	-31.6
Allegany, Garrett	344	284	-17.4	344	260	-24.4	344	232	-32.6
Statewide	20619	20370	-1.2	20619	19563	-5.1	20619	19495	-5.5

TABLE 44

CRIME TYPE: JUVENILE
ALL OTHER OFFENSES

DISTRICT	ACTUAL ARRESTS			1980			PROJECTED ARRESTS			1990		
	1975	1976	1977	LOW	HIGH	AVE.	LOW	HIGH	AVE.	LOW	HIGH	AVE.
Baltimore City	3438 (43.1)	3189 (37.8)	2862 (34.9)	2588	2955	2788 (35.5)	2398	2749	2587 (33.9)	2333	2684	2523 (32.9)
Dorchester, Somerset, Wicomico, Worcester	204 (2.6)	228 (2.7)	253 (3.1)	204	254	226 (2.9)	184	227	201 (2.6)	186	223	201 (2.6)
Caroline, Cecil, Kent, Queen Anne's, Talbot	131 (1.6)	174 (2.1)	160 (2.0)	128	171	153 (1.9)	108	143	130 (1.7)	103	135	123 (1.6)
Calvert, Charles, St. Mary's	99 (1.2)	164 (1.9)	154 (1.9)	102	167	141 (1.8)	99	163	137 (1.8)	95	161	134 (1.7)
Prince George's	1239 (15.5)	1674 (19.8)	2041 (24.9)	1340	2138	1755 (22.3)	1502	2404	1970 (25.8)	1609	2599	2118 (27.6)
Montgomery	853 (10.7)	905 (10.7)	702 (8.6)	682	873	788 (10.0)	641	825	742 (9.7)	650	836	751 (9.8)
Anne Arundel	357 (4.5)	451 (5.3)	400 (4.9)	370	474	419 (5.3)	361	473	415 (5.4)	385	507	443 (5.8)
Baltimore	1036 (13.0)	1022 (12.1)	862 (10.5)	814	939	892 (11.3)	708	818	775 (10.2)	654	764	724 (9.4)
Harford	162 (2.0)	183 (2.2)	175 (2.1)	169	191	180 (2.3)	159	178	168 (2.2)	160	179	169 (2.2)
Carroll, Howard	135 (1.7)	144 (1.7)	188 (2.3)	173	212	187 (2.4)	181	225	196 (2.6)	195	240	211 (2.7)
Frederick, Washington	106 (1.3)	118 (1.4)	171 (2.1)	102	169	129 (1.6)	87	145	112 (1.5)	80	130	102 (1.3)
Allegany, Garrett	226 (2.8)	191 (2.3)	226 (2.8)	181	216	202 (2.6)	183	204	193 (2.5)	170	189	178 (2.3)
Statewide	7986	8443	8194	7485	8117	7860	7193	7882	7626	7205	7939	7677

NOTE: () = % of Statewide Total

CRIME TYPE: JUVENILE
ALL OTHER OFFENSES

TABLE 45

DISTRICT	ACTUAL ARREST 1977	AVE. PROJ. ARRESTS 1980	% CHANGE 1980 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1985	% CHANGE 1985 1977	ACTUAL ARRESTS 1977	AVE. PROJ. ARRESTS 1990	% CHANGE 1990 1977
Baltimore City	2862	2788	-2.6	2862	2567	-9.6	2862	2523	-11.8
Dorchester, Somerset, Wicomico, Worcester	253	226	-10.7	253	201	-20.6	253	201	-20.6
Caroline, Cecil, Kent, Queen Anne's, Talbot	160	153	-4.4	160	130	-18.8	160	123	-23.1
Calvert, Charles, St. Mary's	154	141	-8.4	154	137	-11.0	154	134	-13.0
Prince George's	2041	1755	-14.0	2041	1970	-3.5	2041	2118	+3.8
Montgomery	702	788	+12.3	702	742	+5.7	702	751	+7.0
Anne Arundel	400	419	+4.8	400	415	+3.8	400	443	+10.8
Baltimore	862	892	+3.5	862	775	-10.1	862	724	-16.0
Harford	175	180	+2.9	175	168	-4.0	175	169	-3.4
Carroll, Howard	188	187	-.5	188	196	+4.3	188	211	+12.2
Frederick, Washington	171	129	-24.6	171	112	-34.5	171	102	-40.4
Allegany, Garrett	226	202	-10.6	226	193	-14.6	226	178	-21.2
Statewide	8194	7860	-4.1	8194	7626	-6.9	8194	7677	-6.3

Population 1977	Total Arrests 1977
1. Prince George's (19.8)	1. Baltimore City (34.5)
2. Baltimore City (18.9)	2. Prince George's (20.5)
3. Montgomery (13.9)	3. Baltimore (11.6)
4. Baltimore (13.3)	4. Montgomery (8.9)
5. Anne Arundel (9.1)	5. Anne Arundel (6.8)
75.0%	82.3%

The numbers to the right of the counties indicate the percentage of the total State-wide volume. Hence in 1977 these five counties accounted for approximately 75% of the total State-wide juvenile population and 82.3% of the total State-wide juvenile arrests. Note that while the juvenile population in Baltimore City is lower than that in Prince George's County, the volume of juvenile arrests is still higher. This corresponds to similar occurrences in the adult population. Since volume of arrests in an area is influenced by other factors besides size of the population, such as racial mix, income levels, etc., this is not unexpected. Now consider the following comparable three charts using the 1980, 1985 and 1990 projections in place of 1977 actual data.

Projected Population 1980	Total Projected Arrests ⁸ 1980
1. Prince George's (21.0)	1. Baltimore City (33.9)
2. Baltimore City (17.9)	2. Prince George's (19.9)
3. Montgomery (13.6)	3. Baltimore (11.8)
4. Baltimore (12.7)	4. Montgomery (9.7)
5. Anne Arundel (9.6)	5. Anne Arundel (6.8)
74.8%	82.1%

Projected Population 1985	Total Projected Arrests ⁸ 1985
1. Prince George's (22.1)	1. Baltimore City (32.3)
2. Baltimore City (17.3)	2. Prince George's (23.3)
3. Montgomery (13.4)	3. Baltimore (10.8)
4. Baltimore (11.9)	4. Montgomery (9.6)
5. Anne Arundel (10.2)	5. Anne Arundel (6.9)
74.9%	82.9%

⁸The arrest projections used here were the average projections, i.e., the average of the three projections generated using CY 75, CY 76, and CY 77 data.

Projected Population
1990

1. Prince George's	(22.4)
2. Baltimore City	(16.2)
3. Montgomery	(13.6)
4. Baltimore	(11.8)
5. Anne Arundel	(10.8)
	<u>74.8%</u>

Total Projected Arrests⁸
1990

1. Baltimore City	(31.3)
2. Prince George's	(25.2)
3. Baltimore	(10.1)
4. Montgomery	(9.7)
5. Anne Arundel	(7.2)
	<u>83.3%</u>

Note that the county rankings in each of these three sets of charts correspond to the respective rankings using the 1977 data. However, shifts in population distribution and volume of arrests are still occurring. In 1977, 19.8% of the total State-wide juvenile population resided in Prince George's County and 18.9% in Baltimore City. By 1990, 22.4% of the State's juveniles are projected to reside in Prince George's County and 16.2% in Baltimore City. An examination of the arrest data evidences similar occurrences. In 1977, Baltimore City juveniles accounted for 34.5% of total State-wide arrests and Prince George's County 20.5% while in 1990, 31.1% of the State-wide juvenile arrests are predicted to occur in Baltimore City and 25.2% in Prince George's County.

Now consider the following chart which notes changes in arrests for the same five counties. The counties are again ranked according to volume of arrests.

		<u>Changes in Arrests</u>	
	<u>1977-1980</u>	<u>1980-1985</u>	<u>1985-1990</u>
1. Baltimore City	Decrease	Decrease	Decrease (slight)
2. Prince George's	Increase	Increase	Increase
3. Baltimore	Decrease	Decrease	Decrease (slight)
4. Montgomery	Decrease	Decrease	Increase
5. Anne Arundel	Increase	Decrease	Increase
State-wide	Decrease	Decrease	Increase

Here, decrease indicates that arrests are predicted to decline when using each of 1975, 1976 and 1977 data for the base year input into the model. Similarly, increase indicates that arrests are predicted to rise no matter which year is used. Hence, between 1977 and 1985, the volume of arrests is decreasing overall in these counties; between 1985 and 1990 an overall increase in arrests for these five counties is predicted which contribute to the State-wide predicted changes in arrests.

The arrest projections for CY 1980, CY 1985 and CY 1990 as developed by the methodology described above represent a starting point for beginning to estimate future volumes of arrest activity, and, thus, "offender"

flow activity through the various processing stages or decision-making points of the juvenile justice systems. The combination of reasonable estimates of the projected volume of arrests, along with knowledge of current and anticipated changes in juvenile justice agency policies concerning "offender" processing through the juvenile justice system would contribute greatly to efforts to assess the future resource and facility requirements of the juvenile justice system. Further refinements in making arrest projections and in anticipating changes in administrative policy as well as legislative and judicial actions affecting the manner in which "offenders" are processed are needed. Analytical planning models such as JUSSIM may be useful in assisting to assess the future resource and facility (and associated costs) of both the juvenile and criminal justice systems as a result of changes in the volume and manner of "offender" processing.

The introduction of more rational and systematic processes for assessing the future needs of the criminal justice system represents a new era in juvenile and criminal justice system planning. Continued development and refinement of techniques for projecting the volume of future arrests and assessing shifts in policy and practices with regard to offender processing should provide the basis for making more rational choices for the improved allocation of limited resources within the juvenile and criminal justice systems and their respective agencies.

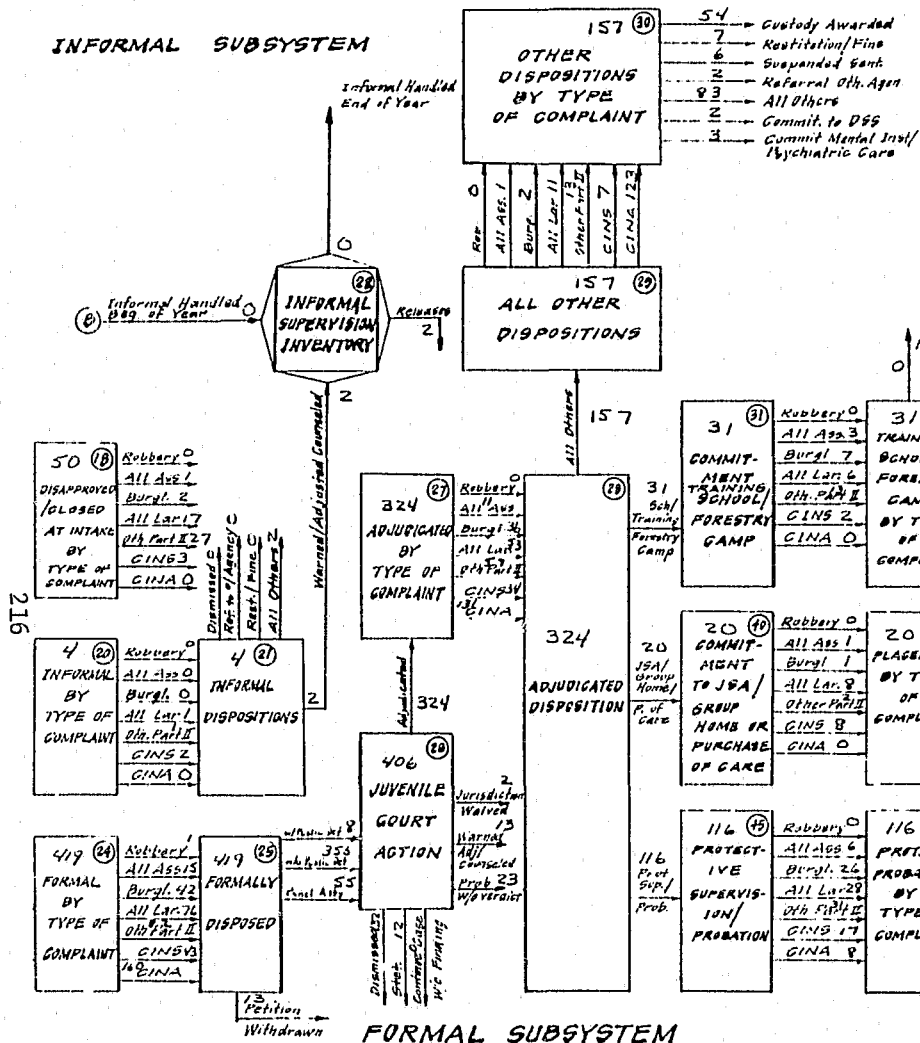
SECTION F: FLOW DIAGRAM DESCRIPTION BY COUNTY

This section contains a flow diagram description of the Juvenile Justice System for each county in Maryland and Baltimore City. The data used in the descriptions is for Fiscal Year 1977. Section B of this chapter contains a detailed explanation of all the stages and flow-paths included in the model (i.e., flow diagram description) as well as calculations of "activity flows" and "activity rates" by jurisdictional grouping. The jurisdictional grouping used in Section B is the twelve District Court districts, which are enumerated in Tables 1 and 2. Similar activity flows and rates can be calculated as explained in Section B for each county and Baltimore City using the data listed in the individual county flow diagram descriptions included in this section. These "activity flows" and "activity rates" can serve as indications of juvenile justice system performance within a particular county for Fiscal Year 1977.

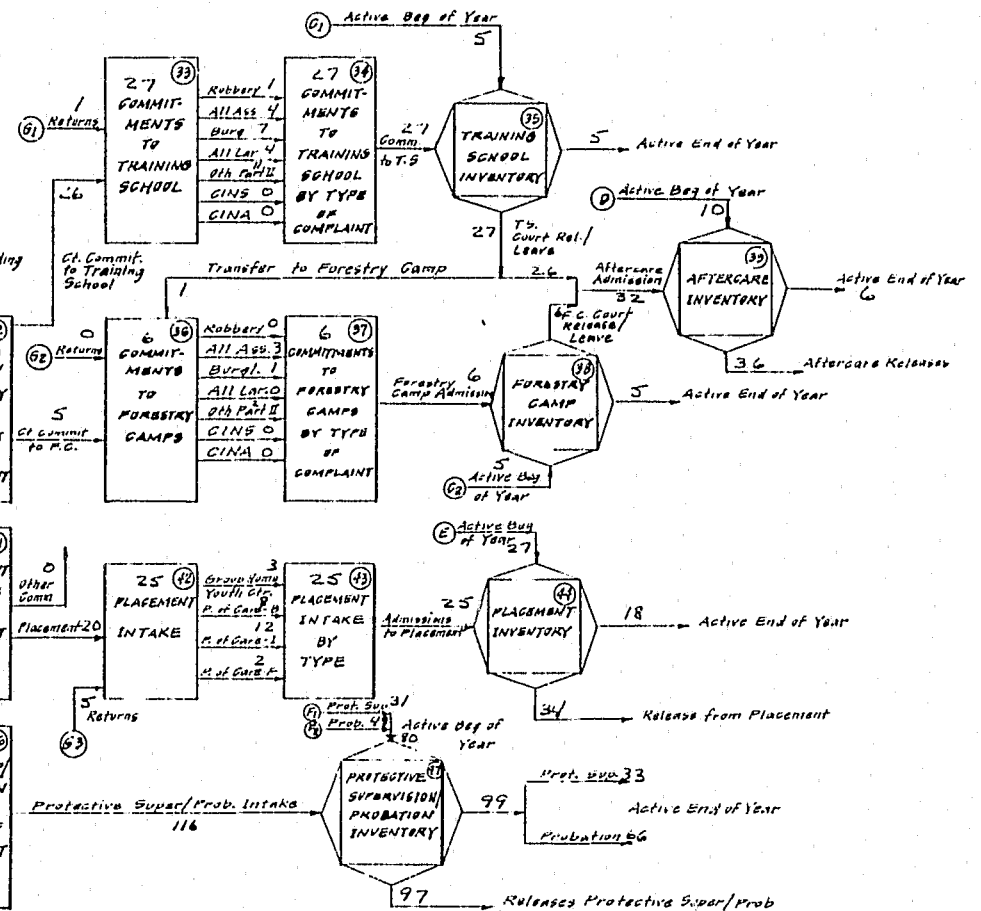
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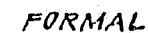
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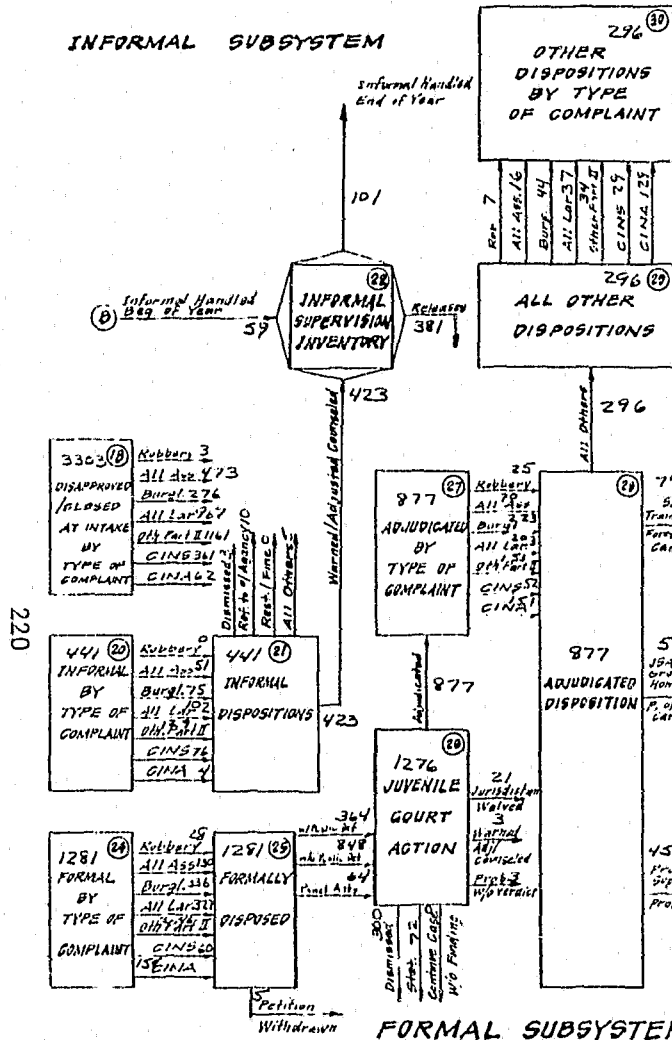
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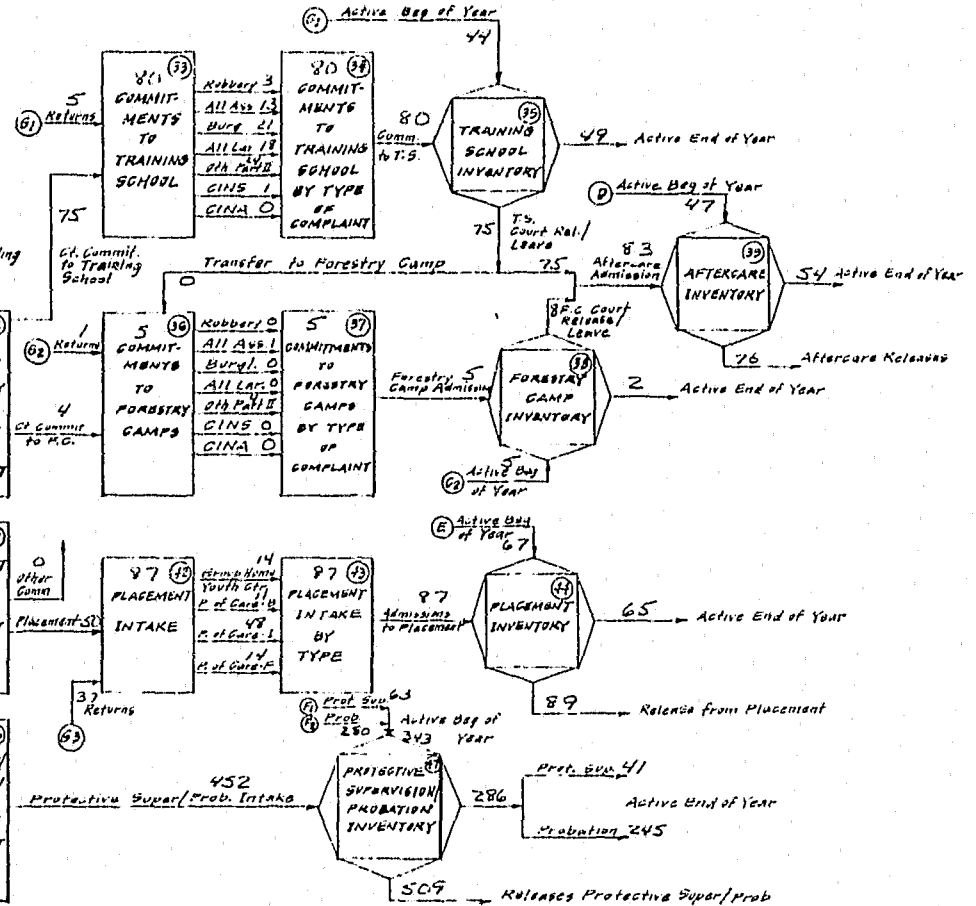
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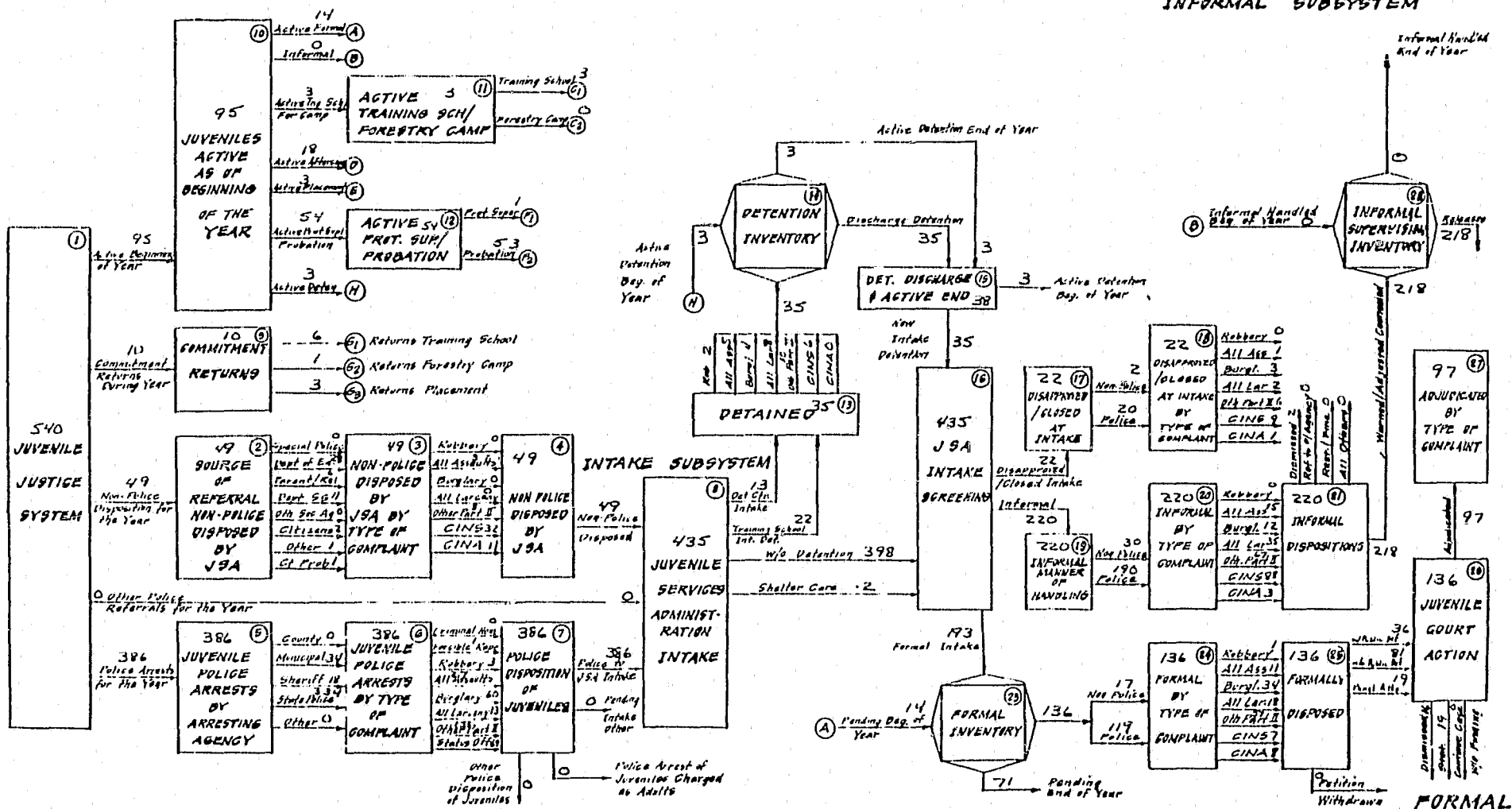


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CALVERT COUNTY JUVENILE JUSTICE
SYSTEM - FY 1977

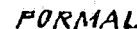
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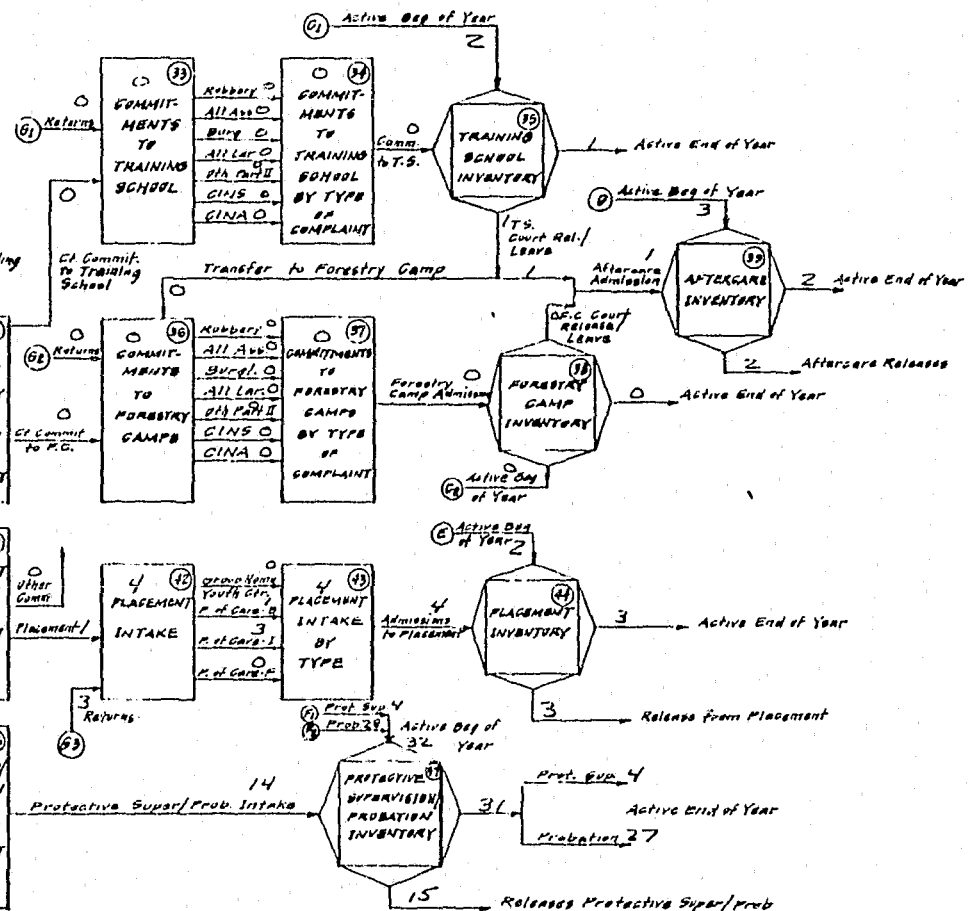
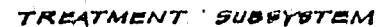
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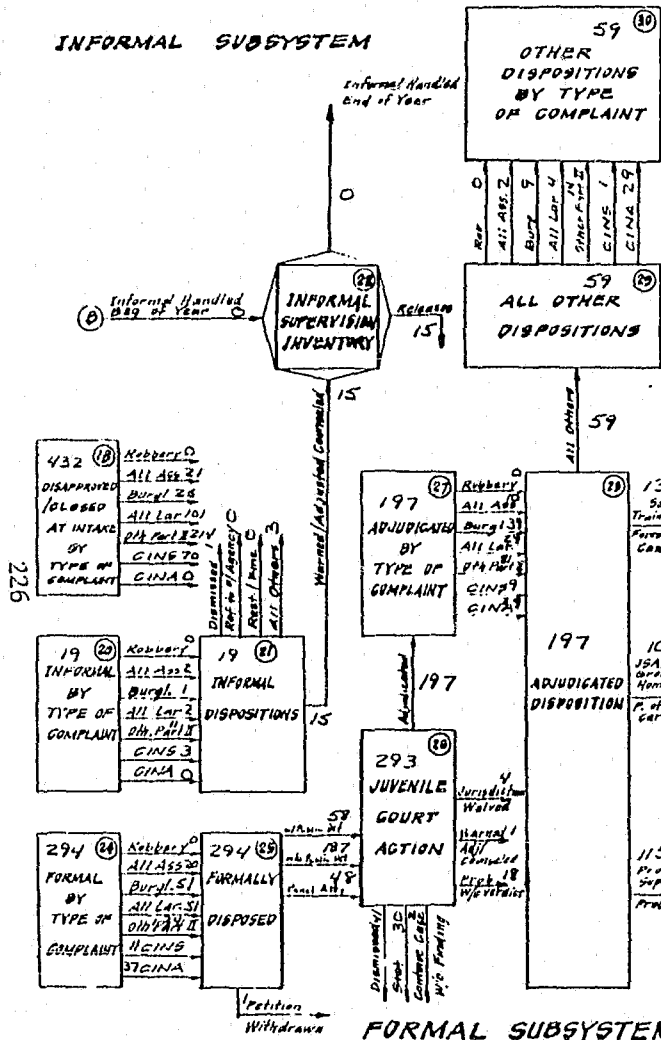


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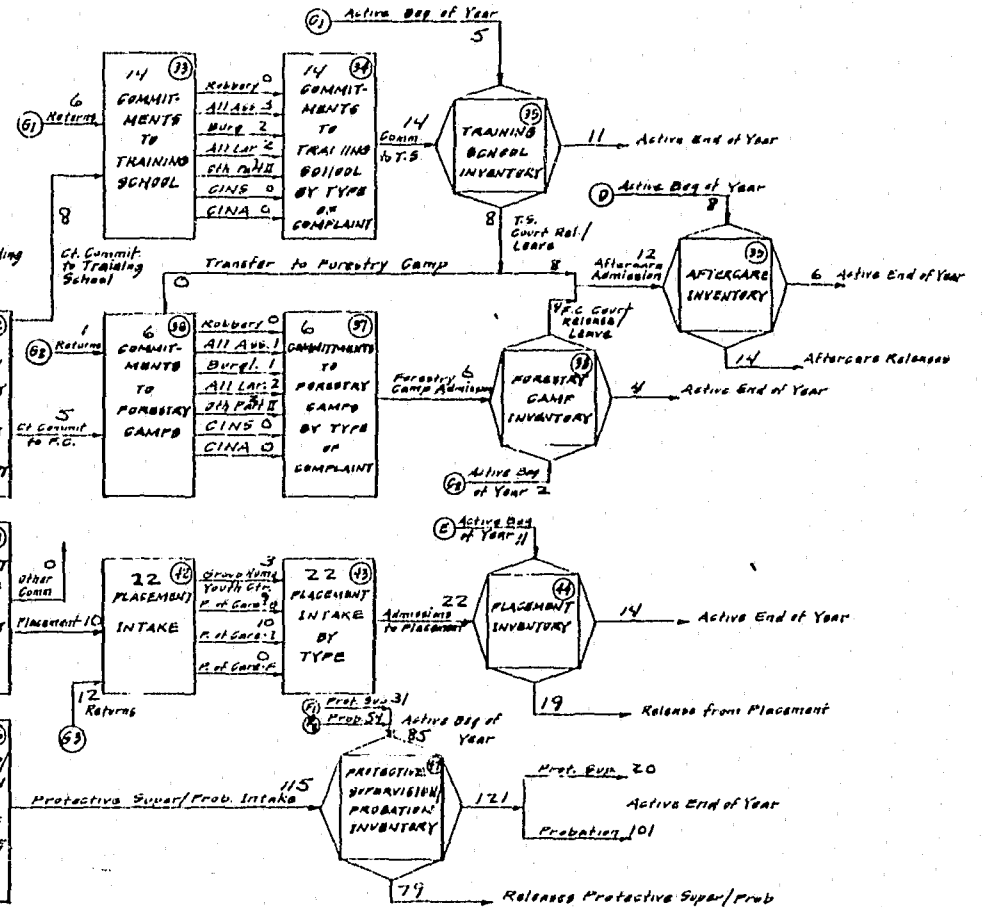
CARROLL COUNTY JUVENILE JUSTICE
SYSTEM - FY 1977 (Cont.)

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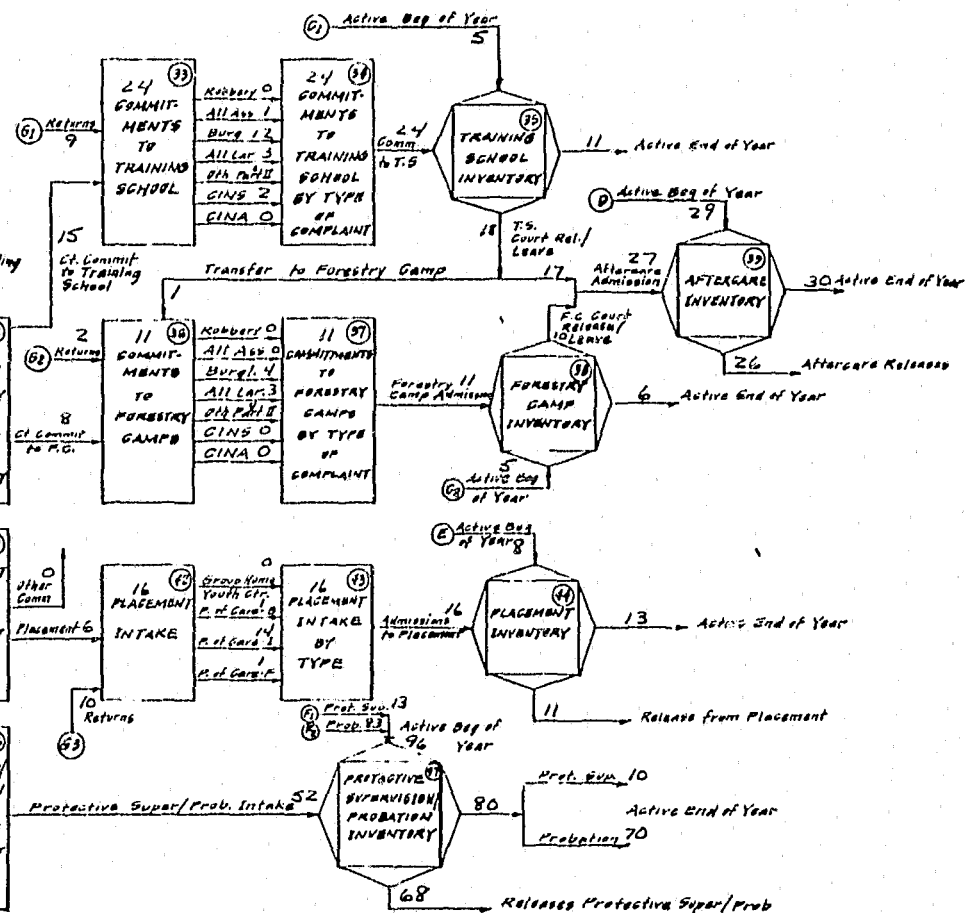
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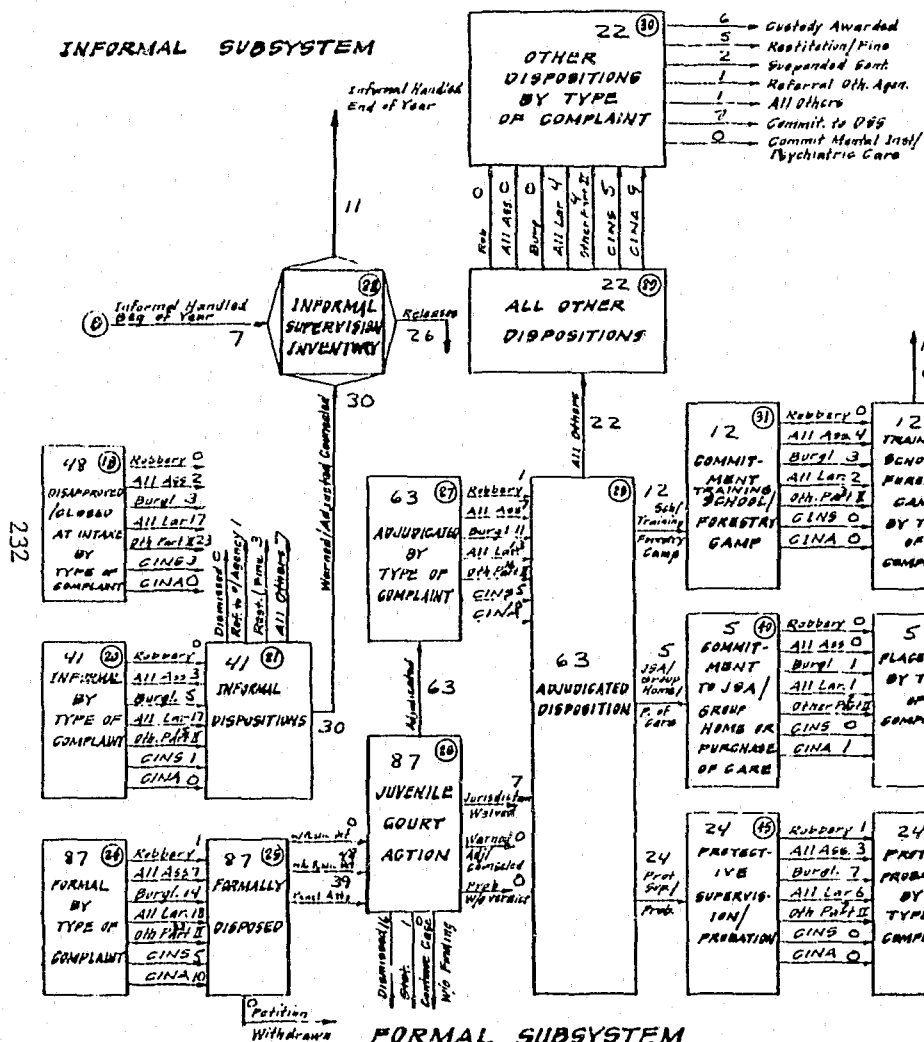
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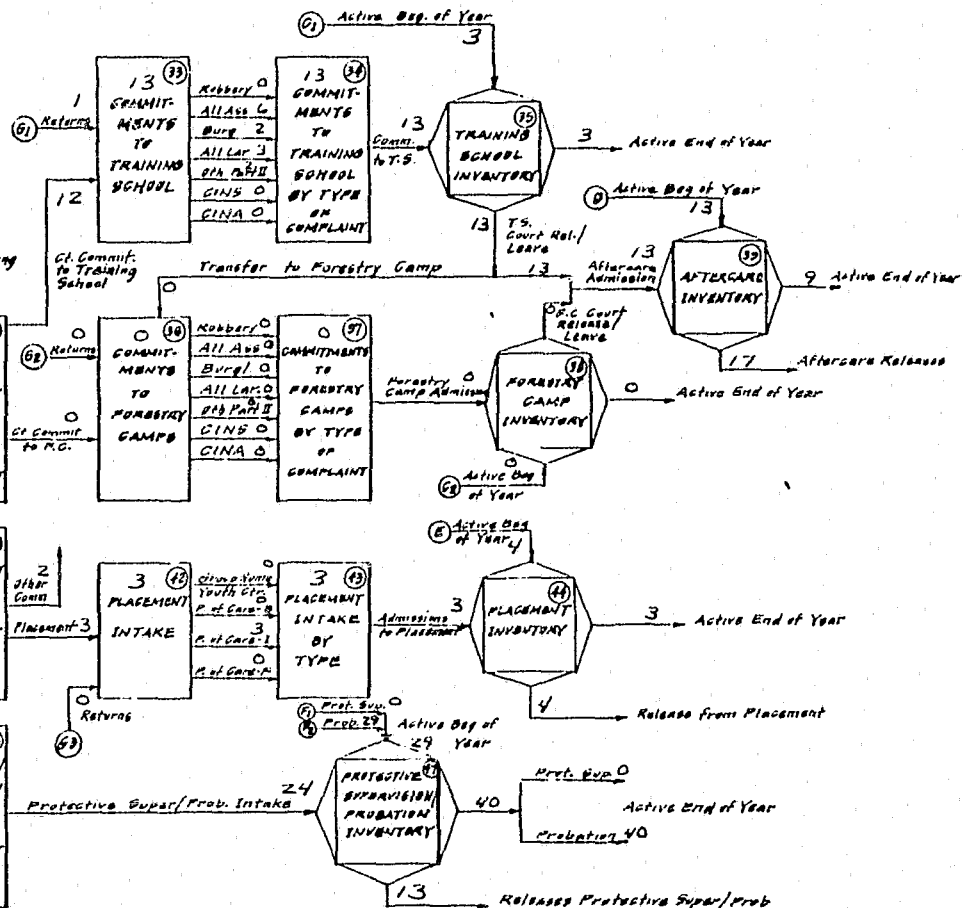
DORCHESTER COUNTY JUVENILE JUSTICE
SYSTEM - FY 1977 (Cont.)

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18 (33) COMMITMENTS TO TRAINING SCHOOL
 18 (36) COMMITMENTS TO TRAINING SCHOOL BY TYPE OF COMPLAINT
 18 (35) TRAINING SCHOOL INVENTORY
 17 T.S. Court Rel./Leaves
 19 (39) AFTERCARE INVENTORY
 17 Aftercare Released
 8 (38) FORESTRY CAMP INVENTORY
 8 Forestry Camp Admissions
 2 Active Beg of Year
 5 (41) PLACEMENT INVENTORY
 5 Admissions to Placement
 7 Release from Placement
 51 PROTECTIVE SUPERVISION PROBATION INVENTORY
 35 Prob. Sup. 0
 47 Released Protective Super/Prob

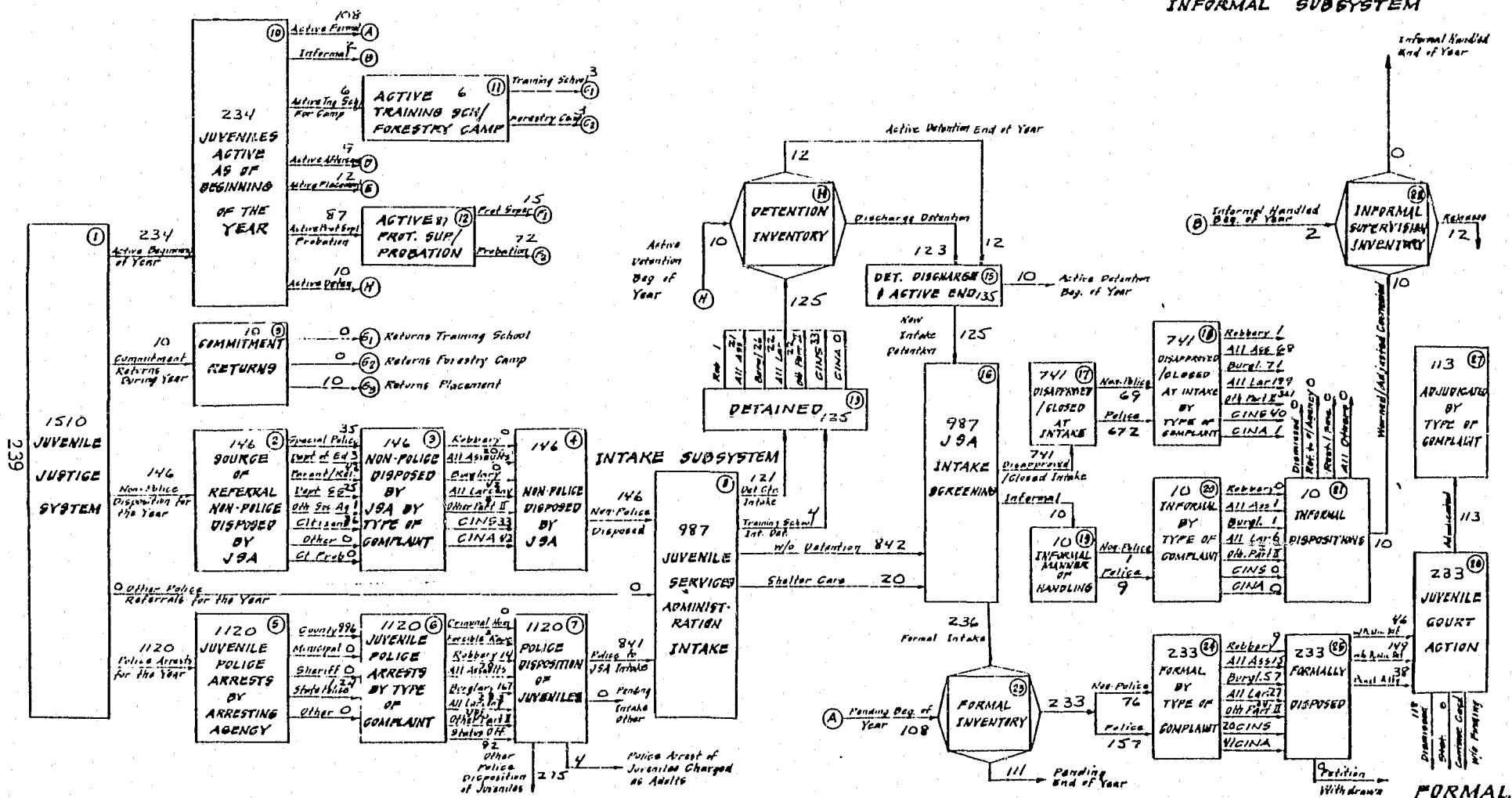
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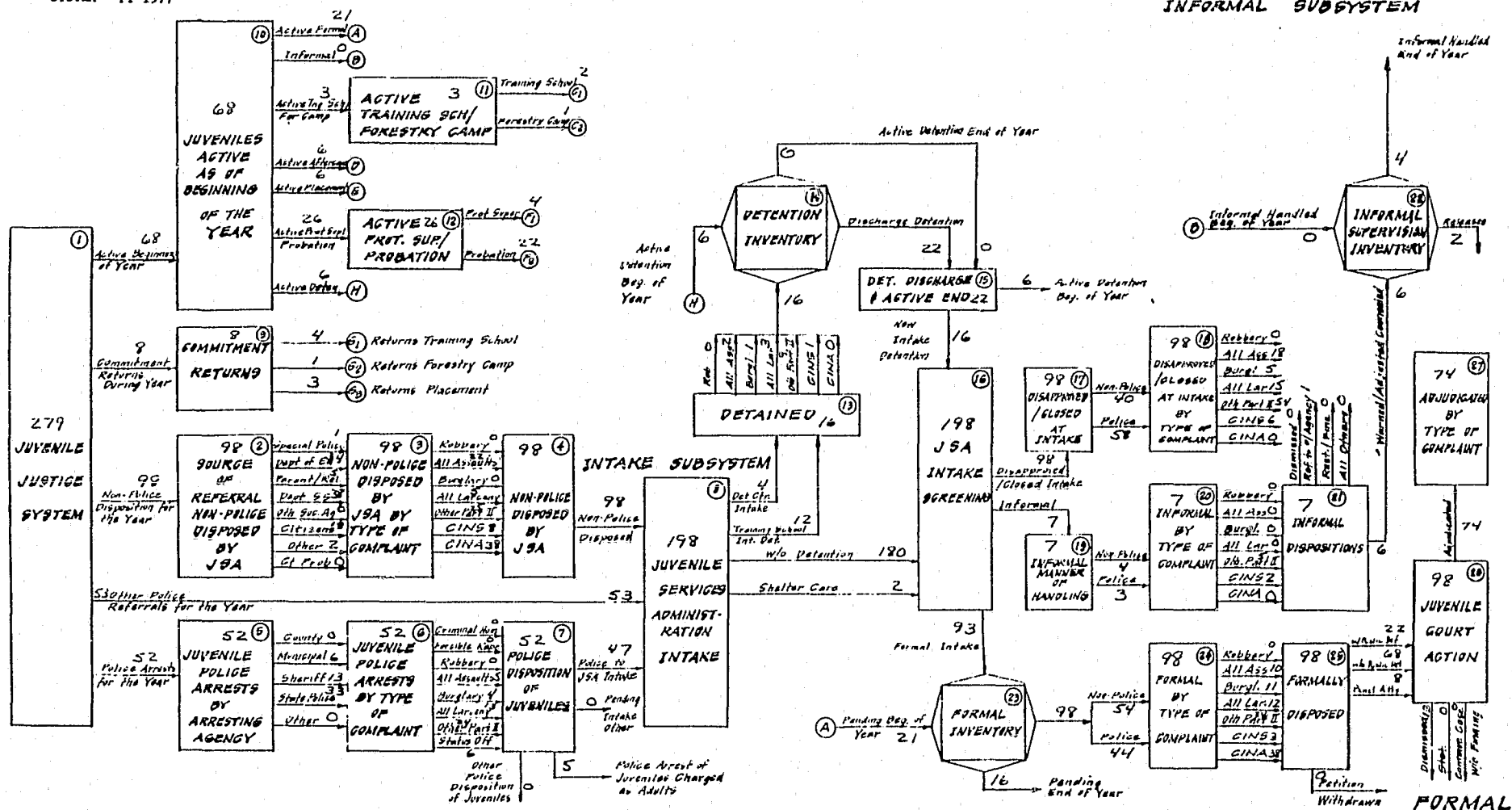
HOWARD COUNTY JUVENILE JUSTICE
SYSTEM - FY 1977





KENT COUNTY JUVENILE JUSTICE
SYSTEM - FY 1977

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① Active Beg of Year
 2
 9 ③ COMMITMENTS TO TRAINING SCHOOL
 4 Returns
 9 ④ COMMITMENTS TO TRAINING SCHOOL BY TYPE OF COMPLAINT
 9 ⑤ TRAINING SCHOOL INVENTORY
 5 Active End of Year
 6 TS Court Rel./Leaves
 7 Aftercare Admission
 6 Active Beg of Year
 7 Aftercare Inventory
 6 Active End of Year
 7 Aftercare Release
 3 Forestry Camp Admission
 3 Forestry Camp Inventory
 2 Active End of Year
 6 Active Beg of Year
 3 Forestry Camp Inventory
 2 Active End of Year
 6 Active Beg of Year
 10 ⑥ PLACEMENT INTAKE
 10 ⑦ PLACEMENT INTAKE BY TYPE
 10 ⑧ PLACEMENT INVENTORY
 8 Active End of Year
 8 Release from Placement
 3 Returns
 18 Protective Super/Prob. Intake
 18 Protective Supervision, Probation Inventory
 25 Prob. Sup. 5
 20 Probation 20
 19 Release Protective Super/Prob

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End of Year



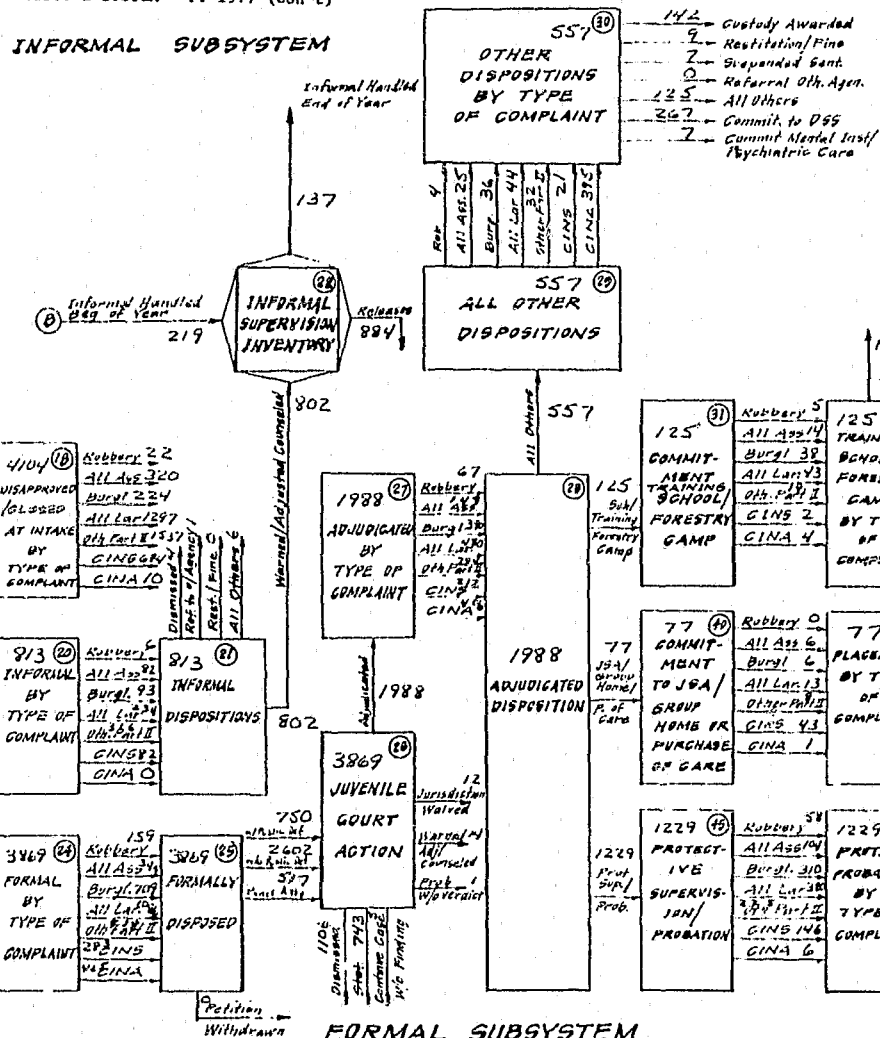
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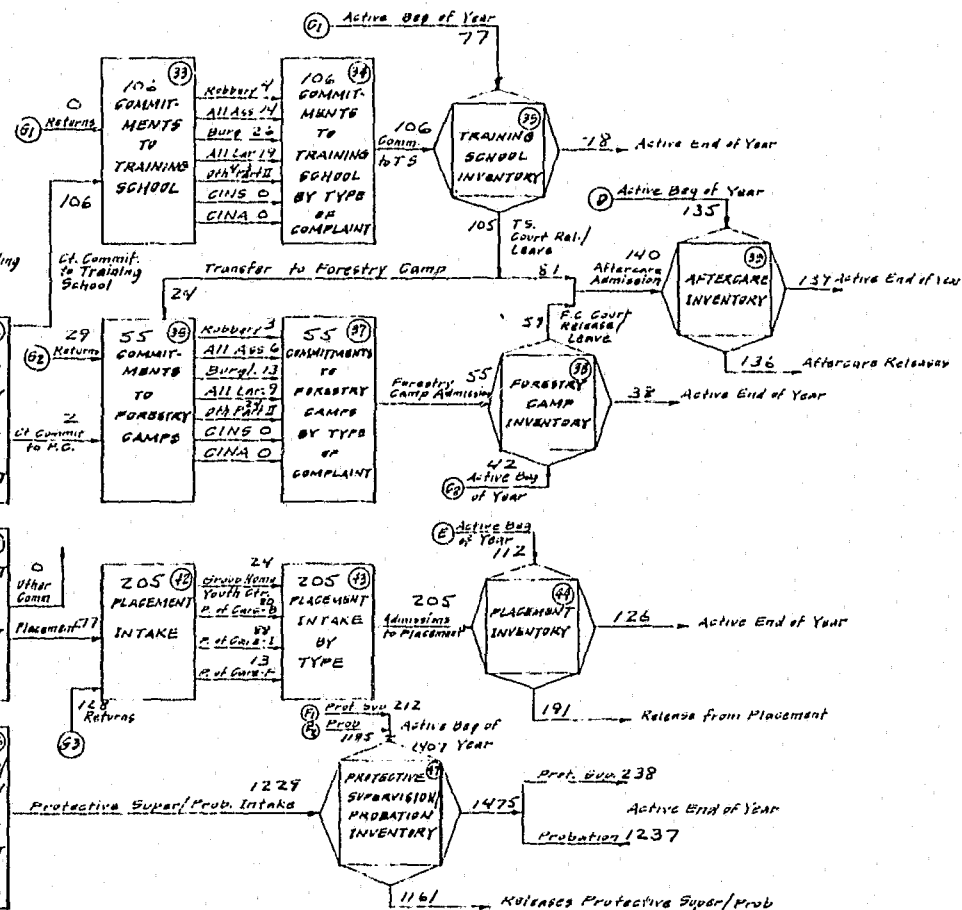
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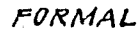
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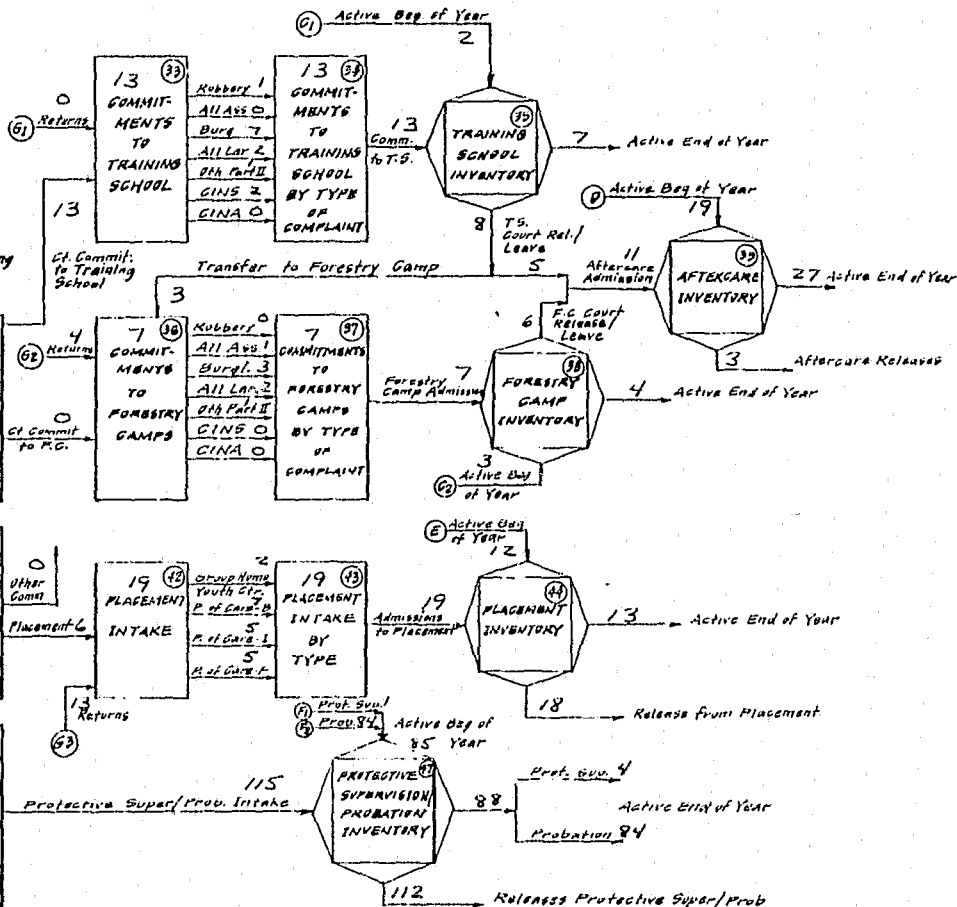




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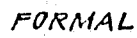


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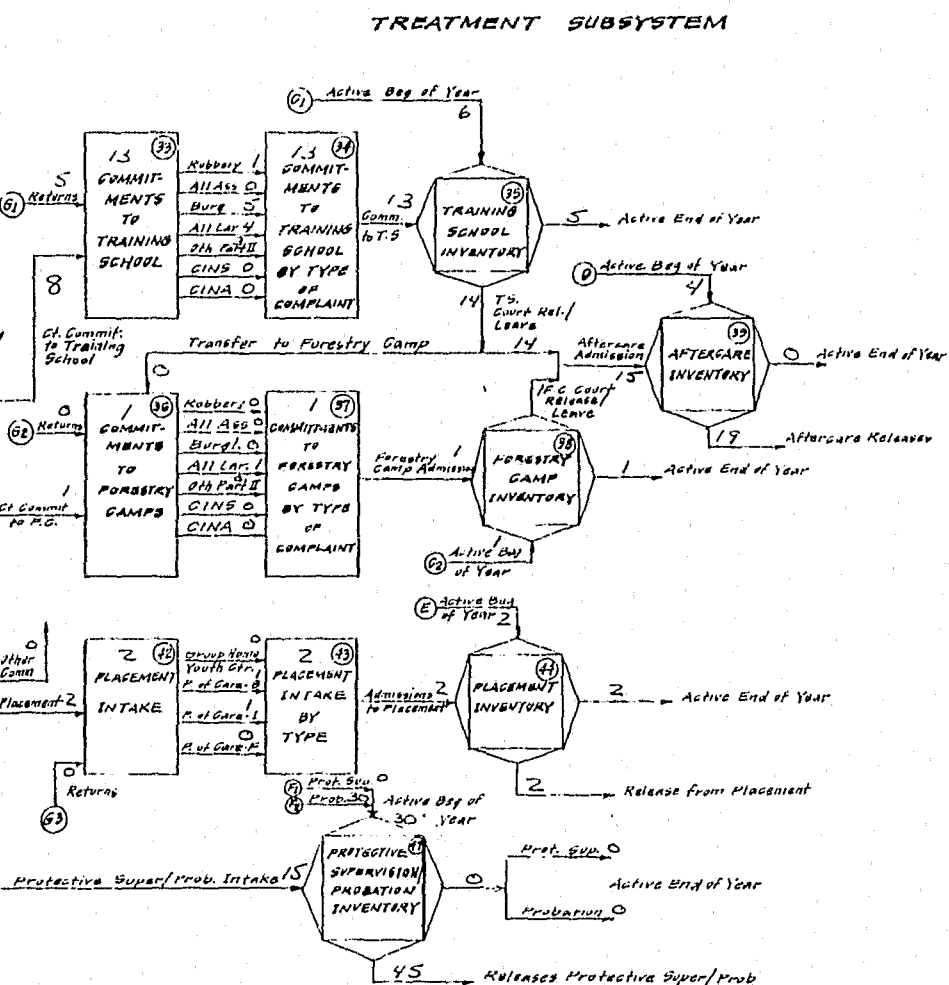


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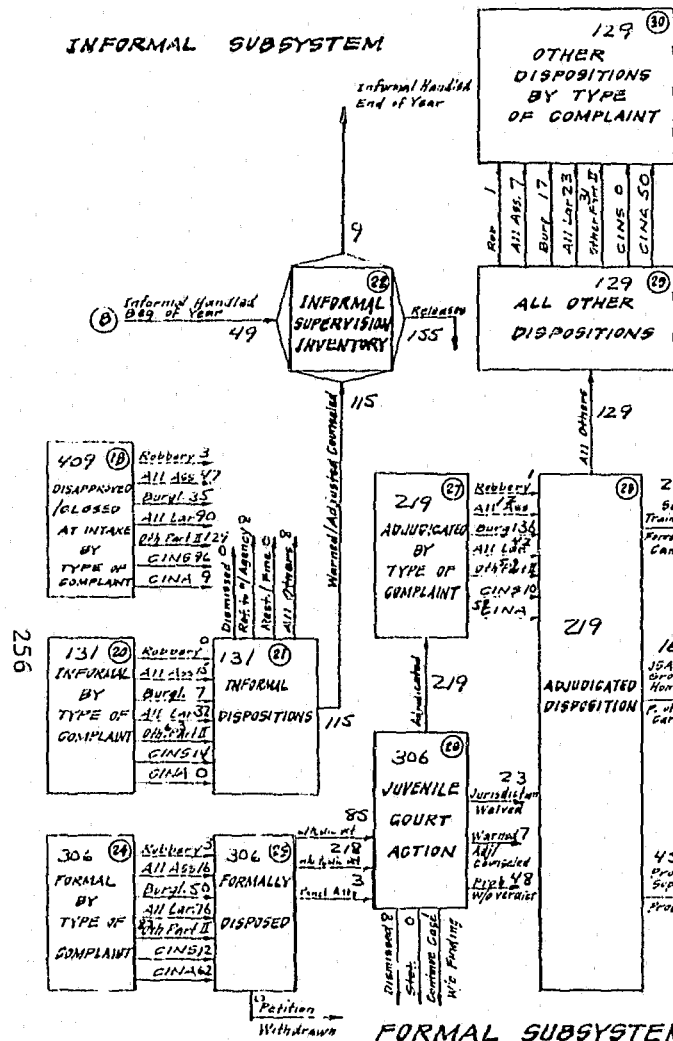


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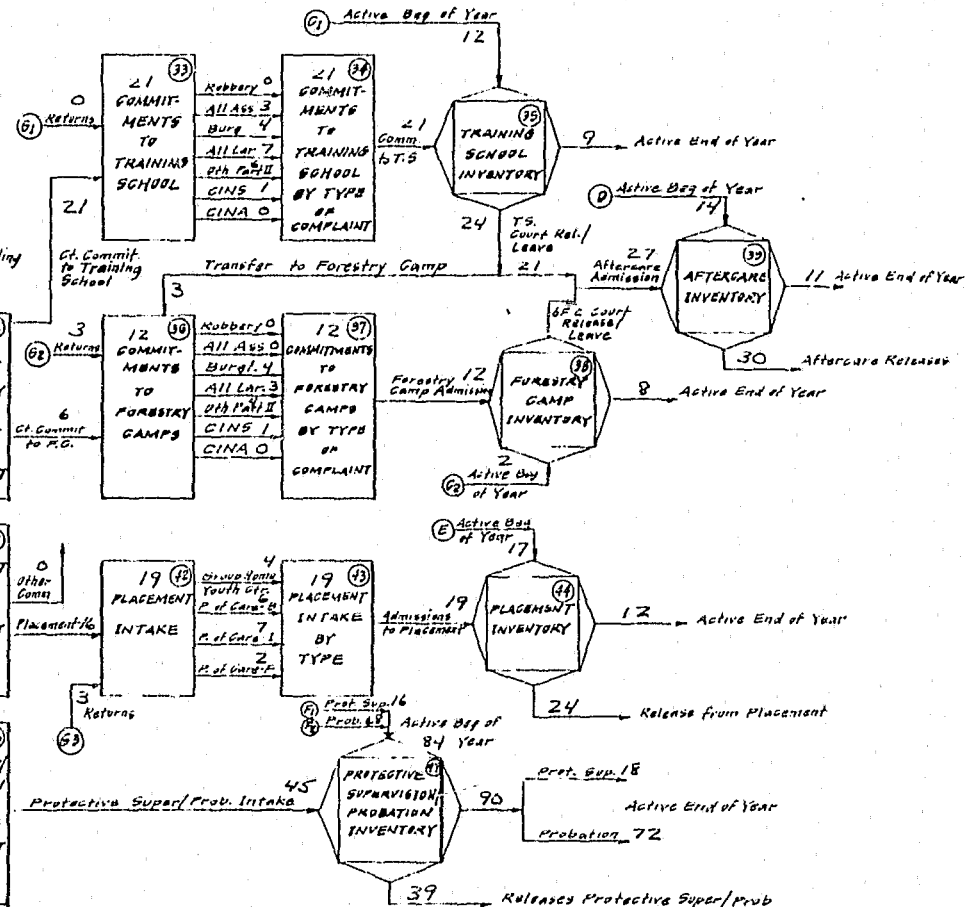


WASHINGTON COUNTY JUVENILE JUSTICE
SYSTEM - FY 1977 (Cont.)

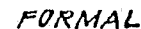
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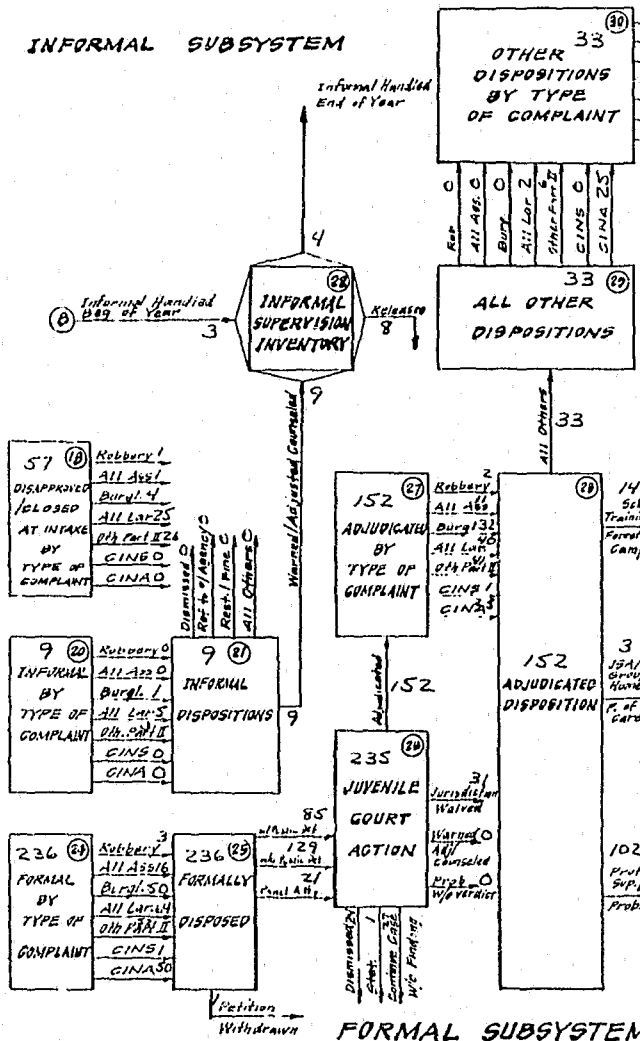
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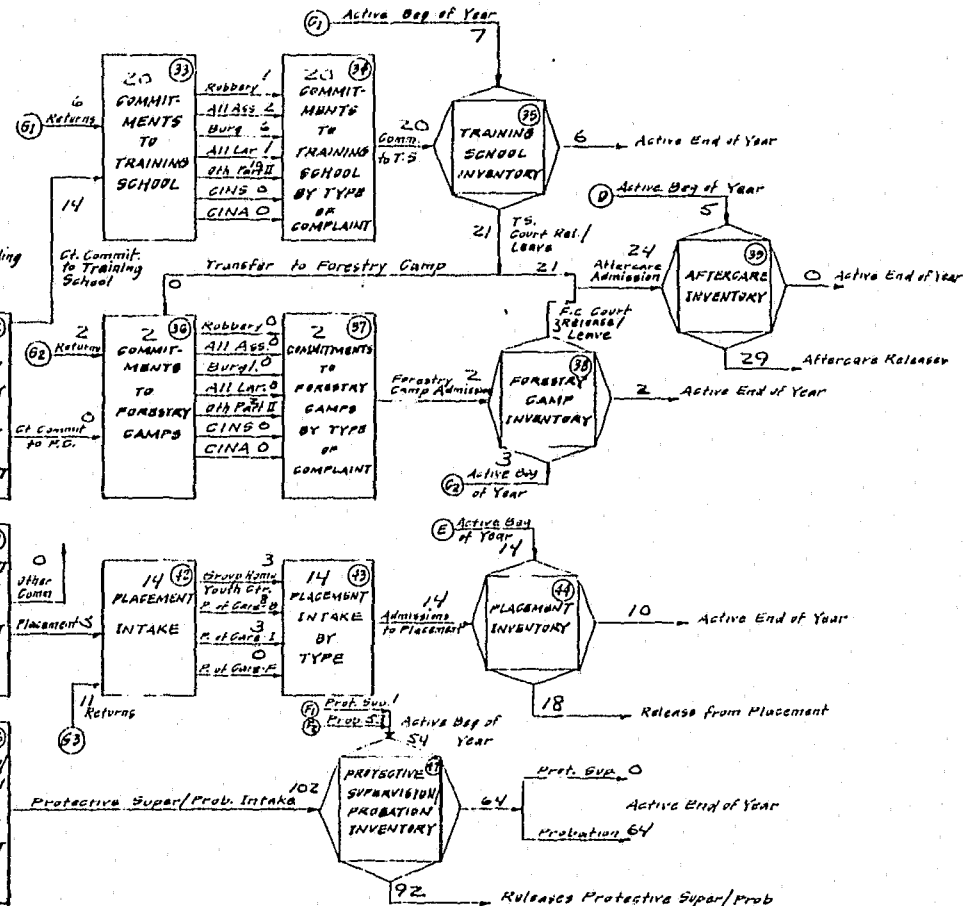
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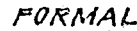
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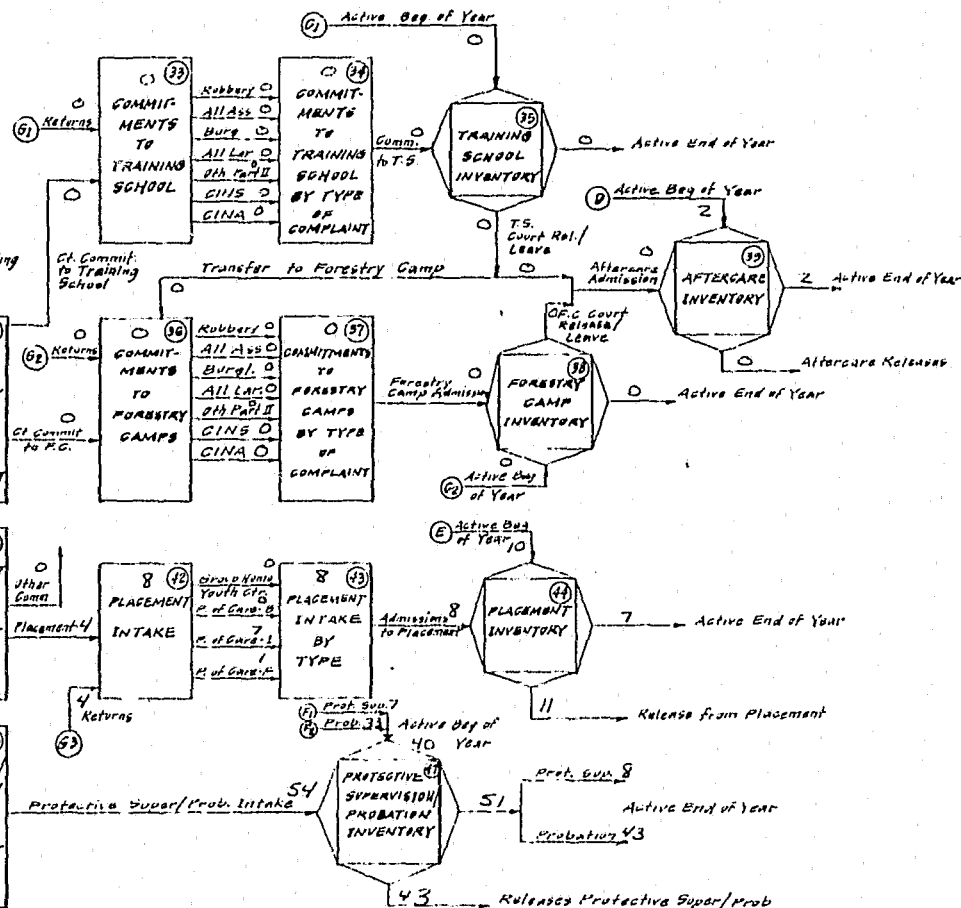
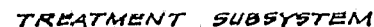
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V Problem Descriptions

SECTION A: INTRODUCTION

The problem areas presented in this chapter are updated from the 1978 Plan and where appropriate are divided by functional area -- Crime Prevention; Detection, Investigation and Apprehension; Adjudication; Adult Rehabilitation; and Juvenile Rehabilitation. In addition to these five categories, a sixth was developed -- Multifunctional Area Problems. Included in this area are those types of problems which are the result of the current interaction patterns among agencies within different functional areas.

Chapter II, "Methodology," explains the process in which collected data were analyzed to determine the nature and scope of major criminal justice problems facing the State of Maryland. On the basis of these analyses by the Commission staff and the five regional planning agencies, selected revisions were developed. The study of information on the existing system and resources, available Federal, State and local statistical data, and relevant publications were also essential to the writing of the problem area updates for 1979.

The problem discussions are analyzed by six types of jurisdictions -- State agencies, Baltimore City, urban counties, non-urban counties, large municipalities and small municipalities. Each problem discussion is designed to pinpoint the type or types of jurisdictions affected by the problem and responsible for the problem's solution.

The Problem Area write-ups for the 1979 Plan. Supplement replace pages 233 - 242 (PRE-1); 325 - 332 (POL-7); 376 - 398 (CT-4); 469 - 503 (COR-3); 533 - 608 (COR-5 and JD-1-8); 666 - 743 (RES-2); and 705 - 806 (CON-1, CI-1, CJE-1) in the 1978 Plan.

SECTION B

The need for improvements in current efforts within the State of Maryland in preventing delinquent behavior is discussed in this section. A major emphasis is on the lack of full utilization of existing facilities and systems to prevent delinquency. The need for a community-based approach to prevention is also addressed.

PROBLEM PRE-1: Need to Upgrade Programs Aimed at the Prevention of Crime. Juvenile crime is a very large contribution to the total crime picture in Maryland. A total of 50,702 cases were referred to the Juvenile Services Administration in fiscal 1976 of which approximately 61.3% were handled informally or disapproved at intake.¹

As juvenile delinquency has continued to be a problem, there has been increasing emphasis placed on the need for providing services to the potential delinquent in an effort to avoid the penetration of youths into the formal juvenile justice system. The National Advisory Commission on Criminal Justice Standards and Goals set four areas for priority action in order to meet its goal of reducing high-fear crime by 50% by 1983. One of the areas for priority action was the prevention of juvenile delinquency. Calling for substantive changes in the juvenile justice system, the Commission stated that by 1983 "the rate of delinquency cases coming before the courts that would be crimes if committed by adults should be cut to half the 1973 ratio."²

The National Advisory Commission stated that one objective in the area of prevention should be to minimize the involvement of the juvenile offender in the juvenile justice system. Minimized involvement "means simply that society should use that means of controlling and supervising the young offender which will best serve to keep him out of the recidivism cycle and at the same time protect the community. It is based on an easily justified assumption: the further an offender penetrates into the juvenile justice process, the more difficult it becomes to divert him from a criminal career."³

¹Juvenile Services Administration, Annual Report, 1976.

²A National Strategy to Reduce Crime, p. 23.

³Ibid. p. 24.

Partially in response to the increased public awareness of the need for delinquency prevention programs, the Juvenile Justice and Delinquency Prevention Act of 1974 was passed by Congress and signed into law by the President. The act specifically notes the need for prevention programs in the schools and for increased community-based programming. Funding, however, of the Juvenile Justice Act has not been sufficient to fully implement the mandates of the Act.

In the State of Maryland, the Juvenile Services Administration has been given the legislative authority "to develop programs for the predelinquent child whose behavior tends to lead to contact with law enforcement agencies."⁴ Prevention activities within the Juvenile Services Administration have been primarily limited to the funding of 17 Youth Services Bureaus throughout the State on a grant basis. These bureaus, most of which were initially funded by the Governor's Commission on Law Enforcement, provide both prevention and diversion services to youths. (Prevention services are defined as those services delivered to youths who have not had contact with the formal juvenile justice system while diversion relates to those who have had some contact with the system.) The Administration's past prevention efforts, with the exception of the Bureaus, have been limited. Clearly there is a need for local jurisdictions, such as the school systems, to develop delinquency prevention programs. In fact, it would appear that primary operational and financial responsibility in the prevention area should be that of the local subdivisions rather than the State. The priority of the juvenile justice system agencies should be directed to alleged and adjudicated delinquent youths and providing technical assistance and encouragement to locally supported prevention activities.

The Juvenile Services Administration, being aware of the need for further prevention efforts, is initiating and developing a coordinated State-wide effort for developing prevention programming with a major emphasis on primary prevention. To this end, the Administration will provide a leadership role in the development of a "prevention network", and act as a catalyst for the development of total prevention plans and programs using local resources to the fullest possible extent.

⁴Acts of 1971, Chapter 480, Laws of Maryland.

In conjunction with this effort to provide assistance to local jurisdictions, the Governor's Commission on Law Enforcement and the Administration of Justice has provided the Juvenile Services Administration with funds for four regional delinquency prevention specialists in Baltimore City, Baltimore County, Prince George's County and Montgomery County. These specialists submitted plans for the development and delivery of delinquency prevention services in those areas in which they are working. In addition, the prevention specialists provided technical assistance to local groups that have the capability of developing and implementing community-based prevention programs. Prevention specialists developed summer employment programs, tutoring projects, vocational training programs and recreational activities.⁵ However, in spite of the minimal cost of the effort, the State decided not to fund this program when Federal funding terminated in November, 1976 and these positions were abolished.

There are a number of problems with respect to the coordination of delinquency prevention programs at the local level. These programs are fully discussed in the JD-4 problem area (Improved Cooperation and Coordination Among Agencies Providing Services to Youth).

As all youths must attend school until the age of 16, the local school system is a logical place to begin to develop prevention programs. Additionally, disruptive behavior, which is sometimes a precursor of delinquency, is readily apparent in the classroom. Data on school dropouts, expulsions and suspensions indicates some rather serious problems in the school systems of Maryland. Approximately 11% of secondary school youths are absent on any given school day, according to State Department of Education data. Absenteeism ranges, however, to 13% in Baltimore City, where there is also a particularly serious crime problem. While all of these absent students are not truants, a significant number are. It is felt that the truancy may be related to day-light crime. Additionally, it is felt that truancy and subsequent failure to complete school requirements are strong contributing factors to both delinquency and adult crime. During the 1976-1977 school year there were 19,777 dropouts and 258 expulsions throughout the public secondary schools of the State.⁶ Schools at the community level must become involved in programs which are developed to provide needed individualized services to troubled youths. Many school programs are seemingly rigid and structured in such a way as to offer

⁵Regional Delinquency Prevention Specialists, Grant #5141.

⁶State Department of Education, July, 1977.

little relevance to today's youths. Additionally, school staff sometimes appear unconcerned or disinterested in the problems of the potential delinquent. Also, there is a need for more adequate educational programs including diagnosis and remediation of specific learning problems as well as more adequate programs for those children who are disruptive within the school setting. Sometimes this disruption is based on learning problems; other times it may be caused by individual or family problems. Children who have learning problems in the elementary years begin to develop a poor self-image which is prevalent in delinquency prone youngsters. Often these problems are not diagnosed and, therefore, appropriate programs are not provided.

At other times, adequate services cannot be provided due to funding constraints or for other varied reasons. Sometimes these youngsters are able to function in alternative schools. However, when not in school, these youngsters have much spare time in which to become involved in further delinquent activities as they are often unable to obtain or keep employment due to educational deficiencies. The Juvenile Justice Advisory Committee has recommended that the Commission encourage local jurisdiction and school systems to apply for LEAA funds as well as other sources of funding for juvenile delinquency prevention programs.

In dealing with the needs for delinquency prevention in the schools, there is a definite need for improved teacher training in assisting youths to solve their problems. Additionally, school systems need to establish definite referral patterns to be used in those cases where troubled youths require resources outside the school system. This process should include clearly defined staff responsibilities and a clear understanding of case management and follow-up beyond referrals. The Violent Crime Report of the Governor's Commission has noted these problems especially as they relate to truancy and has recommended programming to reduce truancy and a review of truancy statistics to insure that local law enforcement agencies are not impeded in enforcing these laws.⁷

The Governor's Commission on Law Enforcement and the Administration of Justice is presently funding a program which has developed a law-related education curriculum for schools in Maryland.⁸ This program

⁷Governor's Commission on Law Enforcement and the Administration of Justice, "Violent Crime Report", August, 1975.

⁸Law Related Education, Grant #7032.

trains and educates teachers in the use and presentation of law-related information. It is anticipated that through the Commission's aid in pilot development of this program, both students and teachers would gain a greater knowledge and understanding of the fundamental principles of the law and the legal process in our society. This program operated in Howard and Carroll Counties in its first year and in Anne Arundel County during the 1976-1977 school year. During the 1977-1978 school year, the program moved from Anne Arundel County to serve Prince George's County and the Tri-County area of Calvert, Charles and St. Mary's Counties. By the conclusion of its third and final year of funding it is anticipated that the project will have trained some 700 teachers in grades kindergarten through 12 in seven Maryland counties.

In Montgomery County a program aimed at delinquency prevention through education and improving police/student relations has been funded by the Commission. Through this program a criminal justice curriculum for junior high school students was developed. Evaluation indicates that the program has improved the attitude of youths toward law enforcement. The relationship between the school curriculum and a reduction in delinquency behavior on the part of those youths exposed to the program remains unclear.

The Governor's Commission has provided second year continuation funding for two alternative school programs in the past year for youths who are unable to adjust satisfactorily within a public school setting. One program in Allegany County which was implemented in December, 1976 provides a special school with individualized alternative school and counseling for youths who have had some contact with the juvenile justice system and a history of school adjustment problems and under-achievement.⁹ A similar program for the same type of youths and providing the same services was funded in Baltimore County and implemented in the Fall of 1977. These programs serve approximately 140 youths a year and have experienced considerable success in improving academic achievement and reducing delinquency rates for the populations involved.¹⁰

⁹Alternative Program Grant #7070

¹⁰Multi-Suspended Students Grant #8020

In addition to the local school systems there are a number of private and public agencies and citizens groups that can and should become involved in the delinquency prevention effort. In Anne Arundel County, for instance, the Community Arbitration Program has involved a number of private citizen's groups in working with youths who have committed misdemeanor offenses.¹¹ The Governor's Commission has funded another Arbitration Program in Baltimore County which has also creased the involvement of local groups in the prevention effort in that jurisdiction.¹²

There are several other socio-economic factors that need to be considered in developing juvenile delinquency prevention programs. An important factor to be considered is population. Two conditions are often associated with high delinquency rates. The first is high population density. The second is a high proportion of the population being under the age of 25.

In regard to density, Maryland has shown a steady trend toward increasing population density as indicated by the following data:

TABLE V-1

MARYLAND POPULATION DENSITY TREND^a

YEAR	POPULATION	DENSITY
1960 ^b	3,100,689	314
1970 ^b	3,945,920	399.6
1975	4,188,630	424.2
1980 ^c	4,507,560	456.5
1985 ^c	4,879,790	494.2
1990 ^c	5,302,300	536.9

NOTE: ^aDensity per square mile.

^bCensus figures (all other data from the Department of State Planning).

^cProjected.

¹¹Community Arbitration (Anne Arundel County) Grant #5061

¹²Community Arbitration (Baltimore County). Grant #6212

In regard to youth population, it should be noted that most estimates indicate about 50% of all crime is committed by offenders under 24 years of age. Available information from the State Department of Planning indicates that while this group made up 46.2% of the State's population in 1975, this percentage should drop to 44.7% by 1980. The actual number of individuals in this population group will however increase by about 80,000 during the same period.

Although there is much dispute regarding the influence of economic conditions on crime and delinquency, there is some support for the position that economic conditions can be a significant factor in determining the likelihood of criminal conduct. Even though the diversity of the Maryland economy has insulated it to some extent from negative national trends, as noted in the following data, unemployment has significantly increased since 1970. Additionally, according to the Departments of Employment Security and Social Services, the number of persons on public assistance has increased from 137,800 in 1970, to 233,120 in 1977.

TABLE V-2

MARYLAND UNEMPLOYMENT 1970 - 1977

1970	54,000	3.4
1971	70,000	4.3
1972	81,000	4.7
1973	71,000	4.1
1974	84,000	4.7
1975	127,000	6.9
1976	106,200	6.0
1977	107,262	6.1

SOURCE: Maryland Department of Employment and Social Services.

An additional economic factor to be considered is inflation which reduces individual purchasing power and which can prove to be an incentive for crime. Available national data in the Table on the following page indicates that for the last five years, inflation has been a persistent and severe problem.

TABLE V-3

NATIONAL RATES OF INFLATION
1970 - 1977

1970 - 1971	4.3%
1971 - 1972	3.3%
1972 - 1973	6.2%
1973 - 1974	11.0%
1974 - 1975	9.1%
1975 - 1976	6.0%
1976 - 1977	7.0%

SOURCE: United States Commerce Department, 1977.

An important factor in effective crime prevention is the family as a strong institution of social control. When this and other institutions fail it becomes the responsibility of the criminal justice system to deal with the resulting problems. Available data from the State Department of Health and Mental Hygiene indicates that divorces in Maryland increased 74% between 1968 - 1973. Specific data for 1970 to 1975 is indicated in the Table below. This trend does not suggest that the criminal justice system can expect increased support from the family as an institution of social control.

TABLE V-4

DIVORCES IN MARYLAND
1970-1975

1975	15,398
1974	15,070
1973	14,145
1972	11,520
1971	10,060
1970	9,252

SOURCE: State Department of
Health and Mental Hygiene, 1976.

Some data which has recently become available is encouraging with respect to the incidence of reported juvenile delinquency in the State. Projections by the Commission staff based on past arrest rates and demographic factors indicate that juvenile arrests could decrease 2.8% from 1975 to 1980. Data for calendar year 1977 indicates referrals to the Juvenile Services Administration are down by 12.7% over fiscal 1976.¹³ Of particular interest is the fact that the five urban jurisdictions which annually account for the major portion of referrals to the Juvenile Services Administration all experienced declines in referrals during 1977. Actual percentage changes for the period 1976-1977 are as follows: Baltimore County - 3.9%; Anne Arundel County - 0.3%; Montgomery County - 27.8%; Prince George's County - 3.2%; Baltimore City - 24.2%.¹⁴ This data would appear to indicate that some progress is being made in the effort to prevent delinquency. Whether progress is due to better programming, increased family stability, lessening unemployment and inflation or other factors such as population trends is not clear and will require additional analysis over time.

In summary, it is apparent there are a number of factors that play a significant role in the causation of juvenile delinquency. These factors must be considered in developing effective prevention programming. Obviously, the prevention of delinquency is too complex a process to be limited to any single state agency or indeed with only the juvenile justice system. It is the responsibility of all government agencies, private groups, businesses, and the public in general to become involved in delinquency prevention. A coordinated effort that includes all agencies is needed if an effective delinquency prevention system is to be developed. Public awareness programs and evaluation of existing programs such as diversion programs can help in this process.

¹³ Juvenile Services Administration Annual Report, 1977, p. 11.

¹⁴ Ibid, p. 15.

PROBLEM POL-7: Need to Upgrade Law Enforcement Communications Capabilities. In 1971, the "Maryland Plan for Improving the Effectiveness of Police and Public Safety Communications"¹ was prepared through consultant services for the Governor's Commission. This plan identified a number of basic problems related to police communications capabilities.

The major problems identified included: Maryland Law Enforcement units were unable to communicate directly with each other or with National Guard units during periods of civil disorder or other emergencies requiring joint or multi-agency operations; inadequate distribution of available radio frequencies among police agencies; and inability for citizens to rapidly contact the police in their jurisdiction. Since 1971, many law enforcement agencies throughout the State have upgraded their operating budgets. In addition, in 1971 independent communication systems were operating which tends to isolate small agencies from larger agencies operating in the same jurisdiction. Through the 1971 Communications Plan and Commission funding, the trend towards isolation was eliminated for several years.

Since the development of Maryland's Communication Plan, major jurisdictions (Baltimore City, Prince George's County) have significantly changed their communication systems, new communications techniques have been developed, frequency availability from the FCC has changed, 911 systems have been implemented, and police workloads and resources have changed, all of which pointed to the need for a reassessment of the Communications systems in Maryland and a re-examination of Commission Communication Plan. Consequently, in 1976 the Governor's Commission awarded funds to the Department of Public Safety and Correctional Services to conduct a State-wide Communications Study.²

Utilizing consultant services, State and local police agencies throughout the State have been surveyed regarding agency and jurisdictional communications problems. Additionally, the consultant has reviewed literature pertaining to validation of telecommunications plans and various experimental efforts to measure and analyze other usage of radio frequency spectrum. The study with resulting policy and operational recommendations is expected to be finalized in the fall of 1978. The research findings associated with the nature of the communication problems in the State and an assessment of the existing communications systems has been finished and form the basis for the following analysis.

The Consultant's problem statement in the Communications Study considered deficiencies in existing law enforcement telecommunications capabilities and the difficulties likely to be encountered in the achievement of law enforcement systems objectives.³ The system problems cover the following five areas: telephone communication; 911 Emergency Telephone System; Auxiliary public access methods; radio spectrum utilization, channel interference, radio coverage; dispatching systems; and intersystem mobile communication. The

¹A plan formulated by the Kelly Scientific Corporation for the Maryland Governor's Commission on Law Enforcement and the Administration of Justice, 1971.

²Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number 6040.

³The major portion of this discussion has been taken wholly or in part from the "Maryland Comprehensive Law Enforcement Telecommunications Plan," Chapter V (Telecommunications Problem Analysis) prepared by Booz, Allen Applied Research.

determination of these problems result from personal interviews with communications and operations personnel of more than 90 law enforcement agencies in Maryland.

It is essential that the public have access to the police at all times. It is equally important that police be able to respond to emergencies at all times. Nevertheless, in many locations within the United States, a police agency cannot be directly contacted during certain days.⁴ The telephone is the primary linkage point between the police and the community they serve. The public should have instantaneous telephone access to police and other emergency services. That access is not available in many jurisdictions throughout the nation.⁵

At this time in Maryland, frequent busy signals are being experienced by public consumers trying to place an emergency call to 14 percent of the police agencies surveyed.⁶ This defeats the objectives for prompt emergency access to the police agency and is due to the installation of too few telephone line trunks to accommodate the police agency traffic. A moderate size municipal government will typically configure its telephone system such that all calls for all public agencies, including the police, will pass through a municipal switchboard. Frequently, the police telephone number is the same as the number used by other municipal agencies. This configuration generates two types of delays for police emergency calls placed at the peak daily business hour: 1) all municipal telephone trunk lines are occupied and the caller gets a busy signal, or 2) the telephone operator is overloaded with municipal calls and is unable to answer the emergency call promptly.

A second configuration of telephone services to the police department placed all administrative calls and emergency calls under one police department telephone number. Again at the peak business hour of the department, an emergency call can result in the type of delay previously mentioned.

Conventional telephone system engineering procedures call for a higher probability of access to an emergency line at peak load hours than to an administrative line or business line. By separating the two types of service, using one telephone number for administrative purposes and another telephone number for emergency calls, the higher probability of access to the emergency line can be provided without burdening the administrative circuits with excess capacity.

The Commission's Police Standards Committee adopted in 1976 two standards

⁴National Conference on Criminal Justice, Working papers for the NCCJ, January 23-26, 1973, Washington, D.C. p. 18.

⁵Working Papers for the NCCJ, p. 23.

⁶Booz, Allen Telecommunications Plan, p. 5-2.

in this area. The standards indicate that every Maryland police agency should develop, as a subsystem of its overall communications system, a telephone communication component designed to enhance rapid and accurate communications capability.⁷

Police agencies should consider implementation of an emergency telephone number that is separate from its administrative telephone number and provide prompt answering to calls for assistance. Emergency lines should be provided with experienced and specifically trained complaint takers 24 hours a day. It is significant to note that some law enforcement agencies in Maryland may require technical assistance in determining the number of telephone lines needed to provide the desired level of emergency telephone service under their specific telephone traffic load and traffic load distribution.

In some areas, where there is more than one police agency performing police functions, a citizen may call one agency, and be referred to another, or one agency may respond only to find out that a complaint could have been best handled by another police department, in the same jurisdiction. In addressing this problem, one possible solution would be the establishment of a single emergency telephone number system. This system would be designated for public use in reporting an emergency and requesting emergency assistance. This could be developed in future years to a nation-wide telephone number giving the public direct access to an emergency answering center.

In this country, official impetus for the development of a nation-wide emergency telephone number was provided by the 1967 recommendation of the President's Commission on Law Enforcement and Administration of Justice that a "single number should be established" for reporting police emergencies.⁹ This system would allow any citizen in a jurisdiction to dial 911 on any telephone, and immediately be connected with the nearest emergency service. This would, in some cases, include police, fire and rescue services, public works emergency services, civil defense, weather warning stations, hospitals, suicide prevention centers, poison control centers, and drug abuse centers.

Among the benefits of this system could be: an easy, uniform number for every citizen to remember when they want the police, fire, ambulance or rescue service; it provides immediate contact with the nearest police agency; and offers special features and options not usually available.

⁷Maryland Governor's Commission on Law Enforcement Police Standards Committee Standard 23.1 "Police Use of the Telephone System," Standard 23.2 "Command and Control Operations."

⁸Office of Telecommunications Policy, "The Emergency Telephone Number," (U.S. Government Printing Office, Washington, D.C. 20402).

⁹Ibid.

1. Area Identification - allows immediate identification of originating area of an incoming call.
2. Force Disconnect - enables the release of a line on disconnect even though the calling party has not hung up. Intentional jamming of "911" lines is thereby prevented.
3. Tone Application - is provided to allow differentiation between a calling party who abandons the call before answered and a calling party who retains the connection but is unable to speak.
4. Called Party Hold - enables retention of control of the connection of the calling party telephone. This facilitates a manual trace of the call when necessary and should assist significantly in the reduction of "false alarms."
5. Emergency Ringback - allows for the ring back of a telephone which is being held to verify information received or gain additional information required to cope with the emergency.
6. Switchhook Status - provides supervisory lamps to indicate the status of the telephone of the calling party, thus prevents the delayed release of the calling party's telephone.

The Booz, Allen Communications Study revealed that at the present time, seven counties have implemented a wide area 911 emergency telephone system for public access to public safety agencies. Four other counties are planning to implement the 911 system within the next year. Of these eleven systems, ten are "basic" 911 system configurations (uses standard telephone equipment), and one is an "enhanced" 911 system with advanced features and 911 trunking.

The 911 emergency telephone system answers many questions of wide area toll-free public access to law enforcement response agencies and has demonstrated characteristics that enable more prompt reporting. The Communications Study survey showed that there are still portions of counties in Maryland where a toll call is needed to reach centralized public safety agencies, and this tends to discourage the reporting of all but the most urgent need for law enforcement assistance. In some cases foreign exchange (FX) lines have been installed to overcome unusual toll charges. However, experience with the existing 911 systems in Maryland which would provide toll-free service has not been free of deficiencies. The survey revealed less than full support of 911 by law enforcement agencies.

The deficiencies reported in 911 installations in Maryland can be categorized as follows:

1. differences between telephone exchange boundaries and law enforcement jurisdictional boundaries; and
2. delayed distribution of 911 calls in a multi-jurisdictional area.

Many law enforcement agencies do not fully comprehend the technologies involved in compensating for the mismatch between telephone exchange boundaries and law enforcement jurisdiction boundaries. Jurisdictional boundaries are primarily based on political and geographical considerations while telephone exchange boundaries are determined by population density and the cost tradeoff between the number of subscribers served and the Central Office equipment needed to serve them. Advanced electronic switching computer systems being planned by telephone companies can eventually overcome the boundary mismatch through switch programming. For most localities in Maryland, these switching computers are many years away under present telephone company plans. To require the implementation now of advanced computer switching to enable a properly boundaried 911 system is an extremely expensive revision to the telephone company plant. This can be well beyond the financial reach of most Maryland jurisdictions, and the return on investment in terms of improved public service can be questioned.

One solution has been to deprive some of the population within the jurisdiction of 911 service because their telephone exchange is not confined entirely within the jurisdiction. This is objectionable to those citizens who are deprived of services offered to others within the jurisdiction and also makes necessary a very clear demarcation between those exchanges with 911 service from those exchanges without 911 service. Another solution is to provide 911 service to all telephone exchanges within the jurisdiction and accept calls from subscribers of those exchanges who are outside of the jurisdiction. This creates the dual problem of having to positively identify those calls from outside the jurisdiction and to provide for prompt transfer of the emergency request to the proper emergency agency. This is a factor that leads to another reported deficiency in Maryland 911 systems.

The selective routing of 911 calls directly to the proper law enforcement agency by using telephone exchange numbers is usually not appropriate due again to mismatch of jurisdictional and telephone exchange boundaries. The automatic switching of 911 calls according to municipal and unincorporated jurisdictional boundaries without concern for telephone switching boundaries has been an objective of the Study for Alameda County 911.¹⁰ These computerized switches are not yet available from the telephone company, and their cost remains unknown. Maryland 911 systems have been installed in multijurisdictional areas without benefit of selective routing of 911 calls, and such installations will continue for the foreseeable future. As a result, each 911 system in Maryland terminates at a centralized county answering point. In only one case (St. Mary's County) is this answering point also the dispatch point for all law enforcement and public safety agencies in the county. All others are faced with the problem of promptly passing on the emergency request to the proper responsible agency.

¹⁰ National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, Grant 73-NI-99-0059G.

Delays in receiving the 911 call information from the 911 center were reported by 45 percent of the law enforcement agencies surveyed who were within the boundaries of a county 911 system. As one result of these delays, ten percent of the law enforcement agencies surveyed in counties with 911 systems reported that some local citizens are again calling their own local police agency directly, using the administrative seven-digit telephone number instead of 911.

Interface facilities between a 911 answering point and a dispatch center not colocated with that answering point are critical to the operation of a 911 system. Technical specifications are needed to insure that these interfaces are properly designed for the projected traffic loads and to minimize response times. Also, the need for dedicated 911 trunking, as opposed to public access trunking, should be decided by technical study and tradeoff analysis. The decision to include 911 system features such as forced disconnect and automatic number identification, requires technical guidance and systems analysis. Many county and local jurisdictions in Maryland do not have ready access to resources that will provide this guidance and technical expertise. To minimize the proliferation of local 911 systems which do not fully meet the needs of the community or the participating public safety agencies, guidance and adequate technical assistance should be offered to each community in Maryland that is planning a new or improved 911 system.

Many issues are involved in planning for a 911 within a community, and the importance of a careful, thorough planning process should not be underestimated. One mechanism for insuring multi-agency participation with 911 would be the formulation of a planning committee. Members of this committee should include public safety and other emergency service representatives, the civil defense representative, representatives from interested citizens organizations, and elected officials as well as representatives from the local telephone companies.¹¹

There are four primary issues which should be considered early in the planning process:

1. the area to be served by the proposed 911 system;
2. the number and types of existing emergency service agencies in that area and their resources and jurisdictions;
3. the scope of services to be included in the 911 system;¹²
4. the location of the 911 emergency answering center.

¹¹"The Emergency Telephone Number."

¹²Ibid.

Dealing with these issues will involve a review of the current emergency reporting system and an assessment of the community's needs. Questions to be resolved at this point will include whether the system is to be a single or multijurisdictional one; what other communities, if any, will cooperate in the system; how to resolve problems caused by telephone central office areas not coinciding with political boundaries; what types of negotiations are required among participating agencies and communities; and when is the best time for implementation.

If a jurisdiction develops a 911 system, then additional training must be given to telephone operators to recognize emergency calls, and matching the proper call with the service required. A jurisdiction that develops a 911 system must also develop guidelines for what type of call will be given a priority. If this does not happen, then the police agencies in the jurisdiction may find that they are receiving many more non-police calls than they were before the system was developed. The solution is not to disregard a 911 system, but jurisdictions must develop sound plans before implementing a 911 system. Only by planning for a 911 system can many of the potential problems listed above be overcome.

In response to the need for additional emphasis on planning 911 capabilities, the Governor's Commission awarded a supplemental planning grant in 1975 to the Baltimore-Metropolitan Regional Planning Council.¹³ This grant provided staff support to the Regional Planning Council's Technical Advisory Committee set up to study the feasibility of the 911 system for the Baltimore-Metropolitan area. The Committee recommendation was to implement the 911 system for the Baltimore-Metropolitan area. Based on that recommendation, Federal funds were awarded by the State Division of Emergency Medical Services to provide staff support to the Regional Planning Council to implement the 911 system.¹⁴

Although the telephone system provides most of the public access to law enforcement agencies in Maryland, and will continue to do so in the foreseeable future, two other auxiliary public access means of alerting police and fire agencies should be addressed. These are automatic intrusion and fire alarms and citizen band radio.

Self-reporting intrusion and fire alarms have long been used by banks and commercial establishments. These systems have been provided and serviced by established firms specialized in the field. More recently, these devices have spread to homes and smaller businesses and have proliferated, bringing less skilled vendors into the field.

¹³Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number P-24-5.

¹⁴Region V Staff, April, 1977.

Earlier systems were connected by telephone lines from the subscriber to a central office of the alarm agency which, in turn, alerted police or fire agencies. This provided a level of screening between the alarm sensor and the public safety agency and helped maintain system quality. The newer devices are normally connected by telephone lines from the subscriber or owner directly to the local police or fire agency. The type of alarm enunciation is of two general types:

1. Flashing light or buzzer;
2. Automatic telephone dialer with a taped message.

The rate of false alarms from these devices is extremely high. Evaluation tests have been conducted by Maryland agencies that show a 97 percent false alarm rate over a year's time. During the survey for the Communications Study, logs of alarms were examined that show 100 percent false alarms over a three-month period in one jurisdiction.

Because there is no person for the alarm taker to talk to, it must be assumed that each alarm represents a need for emergency service, and police or fire equipment must be dispatched in each case. False alarms are known to be generated by defective equipment, failure of the owner to set the alarm properly, and failure to disarm the alarm during periods of authorized activity. Electrical storms frequently set off autodialer alarms and have been known to completely tie up a police and fire emergency telephone system where special telephone numbers were not used for autodialers. The result of this false alarm activity is a reduction in public safety protection in the community by needless use of police and fire resources, or alternatively, burdening the community with the cost of police and fire resources in excess of that needed for adequate protection.

Control of the quality, installation, and maintenance of these alarm devices is needed.

The proliferation of Citizen Band radio has provided the mobile public with a means of communication that can be readily used for emergency alerting. Some law enforcement agencies in Maryland have had exceptional results from monitoring CB Channel 9, and some central alarm offices also monitor the CB channels. The recent Communication survey shows that 38 percent of the more than 90 agencies interviewed monitor CB radio at least some of the time.

Problems with CB radio as an emergency system result from its relatively undisciplined use and lack of professional radio procedures. The short range and channel clutter experienced at a well-located CB base station soon discourages its use as a dependable emergency alerting system for a public safety agency. A more effective application of CB radio has been found by the police, who include it as an ancillary radio system in patrol vehicles. The patrol vehicle can respond quickly to requests for assistance and can summon any additional help needed in a more professional manner.

A successful solution to fixed base CB emergency operations has come from police agencies that support a volunteer CB emergency watch organization. The CB watch monitors the emergency channel and screens all calls. The need for police, fire or ambulance assistance is then passed on to these agencies by telephone. The public safety agency itself does not monitor the CB channel on a regular basis.

Radio communications systems are widely used by law enforcement agencies in the State. The State Police, 23 sheriff's department, four urban county and one non-urban county police departments, over 80 municipal departments and specialized agencies such as the Port Administration Police, Toll Facilities Police and University and College police units constantly utilize radio communications networks.

The most frequently expressed problem among the law enforcement agencies in Maryland is radio channel overload, which results in excessive delay time for a vehicle to access its primary operations radio channel. Radio channel overload implies a lack of radio spectrum resources in Maryland to accommodate the public safety radio traffic needs.

Heavily loaded police radio channels have contributed to problems in Baltimore City and the four urban counties. In 1972, Baltimore, Montgomery, and Prince George's counties operated with more than 80 vehicles per channel. Anne Arundel had more than 50 units per channel, while Baltimore City had about 130 vehicles operating on a single channel.¹⁵ The Howard County Police Department which faced only moderate channel overcrowding in the past, has grown from 30 vehicles per channel in 1972 to 76 vehicles per channel in 1977. This increase, compounded by a 100% population increase projected over the next six years, indicates a need to expand their radio system.¹⁶

However, progress has been made in this area. The Anne Arundel County Police Department has converted to a UHF radio system. This has relieved most of the Department's channel overloading problems.

Baltimore City Police, in the past, with technical assistance from the Governor's Commission, received six additional ultra high band frequencies. During 1975, Baltimore City Police purchased necessary equipment to utilize these six additional ultra high radio channels through Commission funding.¹⁷

¹⁵"Maryland Plan for Improving the Effectiveness of Police and Public Safety Communications, 1971."

¹⁶Howard County Police Department, Planning and Research Division.

¹⁷Maryland Governor's Commission on Law Enforcement, Grant #5044.

The incorporation of these six additional channels excluded the need for the high band frequencies that were being utilized by the department. The utilization of the ultra high frequency radio band has provided the City Police with a more effective communications system. A 1976 grant completed the communications conversion undertaken by the department. Previously the Commission had provided the City with partial funding to implement additional reception equipment to improve its communications effectiveness. As a consequence of this program activity, an additional radio channel was freed up.

The State Police have eight frequencies assigned to them by the Federal Communications Commission (FCC) and by geographic spacing of one of these frequencies, a total of nine channels can be utilized. The Maryland State Police experience some channel overloading since many local police agencies and some non-police agencies also utilize their communication system. This is especially true with "channel one," which is an administrative as well as an emergency coordination channel. The State Police estimate that as many as 702 vehicles State-wide occupy this channel for day-to-day operations, aside from the 1,567 State Police vehicles that use this channel for emergency and administrative operations. Among the other agencies that occupy this channel are the Department of Motor Vehicles, Division of Corrections, and the State Fire Marshal. This overloading of vehicles on this channel for day-to-day operations reduces the number of local police agencies that can use the channel for emergency coordination.

The majority of small municipalities throughout the State utilize the Maryland State Police transmitting facilities to contact and control their patrol vehicles. In Montgomery County, two municipal police departments operate independent radio systems 24 hours a day while two municipal police departments rely on the Montgomery County police facilities from 5:00 p.m. to 9:00 a.m.¹⁸ As a result of the 1971 State Communications Plan the State-wide trend is towards consolidation of communication capabilities.

The recent Prince George's County Police conversion from VHF to a UHF radio band may have led to problems of coordination because a number of local departments were still utilizing the VHF frequency. To alleviate this situation, Governor's Commission funds were awarded to the County for the purpose of radios for municipal departments who rely on the County for communications. As a result of this program, 15 municipal police departments in Prince George's County received 34 radios which are on the same frequency as the County Police.¹⁹

¹⁸Booz, Allen Telecommunications Study, Chapter Five.

¹⁹Maryland Governor's Commission on Law Enforcement, Grant #6058.

As a part of the recent Communications study, frequency resources were explored and the number of radio channels of the radio frequency bands being used in Maryland is summarized in V-5.

TABLE V-5
RADIO FREQUENCY BAND USE IN MARYLAND

AGENCY	VHF LOW BAND	VHF HIGH BAND	UHF PAIRS
Local Government	3	15	2
Police	43	38	46
Fire	32	16	4
Highway Maintenance	4	2	-
Forestry	3	12	-
Special Emergency	2	2	10
Other	<u>1</u>	<u>1</u>	<u>2</u>
Total	88	86	64

SOURCE: Booz, Allen Telecommunications Study, 1978.

Law Enforcement agencies in Maryland use approximately 53 percent of these radio spectrum resources. There are 81 VHF radio channels used by Maryland law enforcement agencies; and, applying conventional police radio channel loading criteria, these channels should be able to support, 4,050 mobile/portable units. The State survey of law enforcement agencies shows approximately 2,320 mobile VHF units and 503 portable VHF units in operation at the time of the survey. Using the convention of two portables being the equivalent of a mobile unit, the equivalent number of mobiles/portables to be supported is 2,527. This is only 63 percent of the theoretical capacity of the available VHF radio channels in Maryland. It is evident that the problem is one of distribution of the resources rather than lack of resources.

It should also be noted that the recent Communications Study revealed that the problems of channel overload and delayed channel access were not

evident with the UHF frequency. This may be due, in part, to the fact that UHF systems in Maryland are the more recently designed systems.

The problem, as expressed by the representatives of the public safety agencies during the development of the Communications Study was mainly with the channel loading on VHF low band and VHF high band. In conventional type radio systems such as those in Maryland, channel loading criteria for public safety systems are as follows:

	<u>Police/Fire</u>	<u>Other Services</u>
Single License User	50/100	150/300
2 to 5 Licensee/Users	40/80	125/250
Over 5 Licensee/Users	30/60	100/200

Using the accepted criteria of two portables being the equivalent of one law enforcement mobile, the following loading distribution of the "Primary Operations" channel load in Maryland for law enforcement base-mobile VHF frequencies is noted:

Channel Load

Below 60 units	57%
Above 100 units	38%
Between 60-100 units	5%

The distribution shows that 34 percent of the channels have 20 or less equivalent mobile units with nine percent of the channels having five or less equivalent mobile units. There are 13 percent of the channels that have 200 or more equivalent mobile units, which is twice the maximum recommended channel load.

The solution to this problem will require the formulation of a state-wide frequency plan that is acceptable to the Federal Communications Commission and to the law enforcement agencies in Maryland. Corrective action is clearly a long-term program and will require FCC license activity. It is expected that many law enforcement agencies in Maryland will need technical assistance to accomplish channel overload correction.

Approximately 65 percent of the law enforcement agencies in Maryland operate their radio system on VHF low band. Of these, more than 30 percent report sporadic interference from far away co-channel users. Atmospheric and ionospheric conditions contribute to "skip" phenomenon, which is characteristic of these radio frequencies and can result in very far off signals being received at signal levels comparable to local signals. Another source of co-channel user interference is the more frequent reception of signals from stations that are normally beyond the usual range of the station. These are typically due to favorable atmospheric conditions that have temporarily extended the radio propagation range.

The problem of adequate radio coverage for a jurisdiction is also a major issue with law enforcement agencies. More than 22% of the law enforcement agencies interviewed during the 1977 Communications Study reported less than full radio coverage in their jurisdiction.

The survey interviews with responsible law enforcement agency personnel in Maryland revealed two general sources of this deficiency in the radio system design.

1. The recommendation of the system design engineer regarding antenna location, elevation and pattern was not followed.
2. The system was installed without the benefit of a detailed topographic study and statistical analysis of radio propagation over the terrain.

The iteration of the design of an installed radio system to minimize deficiencies in radio coverage should be avoided by qualified engineering design and mathematical analysis before the system is implemented. This protective procedure will become extremely important as the land-mobile radio systems move to the higher UHF frequencies. Problems experienced by the users of the present lower frequency systems in Maryland relative to radio system coverage will be greatly magnified when higher frequencies are used. Most law enforcement agencies and public safety agencies in Maryland will face a greater need for technical support, and the State should provide a qualified source for providing this assistance.

In the law enforcement radio system, the "dispatcher" is an extension of the command authority needed to supervise and coordinate the activities of the deployed field forces. As activities increase in number and level of severity, the stress of the dispatcher's role can become extreme. This calls for careful design of the dispatcher's work place to minimize confusion and work load. It also calls for special selection and training of dispatcher personnel who will be called upon frequently for professional performance under extreme stress.

The economics and efficiency of joint operations face many public safety agencies in Maryland. The trend in the more highly populated and geographically compact counties in Maryland is clearly to encourage the consolidation of the separate dispatching functions. However, the 1978 survey showed a serious lack of effective dispatch center design and implementation. More than 22 percent of the law enforcement agencies recorded serious concern with the effectiveness of their dispatch center.

In 1977, the Commission supported the consolidation of the Hagerstown City Police Department's and the Washington County Sheriff's Department's communications systems aimed at increasing operational control of units in the field and providing uniformity of operation and procedures.²⁰ The dispatching functions

²⁰Maryland Governor's Commission on Law Enforcement, Grant #76CAPL8-6138.

have been combined in one Dispatch Center so that one telephone number can be used by the residents to report crimes, the two agencies can have direct communication with one another and more effective utilization of police manpower can be realized.

There is a continuing need for greater coordination between law enforcement agencies in Maryland. A standard of dispatch procedures, policies, and language could minimize interagency response time and to avoid confusion and misunderstandings. The qualifications and capability of individual dispatcher personnel could be upgraded to insure that interagency coordination integrity is attained.

In general, law enforcement mobile radios of different police agencies in Maryland often lack the capability of communicating directly with each other. This inability to establish car-to-car communication during a tactical need for joint operations, which can often arise suddenly without prior notice, diminishes the effectiveness of inter-system police operations. Life endangering situations can often result from this deficiency in communication integrity.

The problem arises from the distribution of VHF low band, VHF high band, and UHF frequencies among the Maryland law enforcement agencies. Although 64 percent operate on VHF low band, all but nine counties have a mix of VHF low band, VHF high band, or UHF frequencies among their law enforcement agencies. It was the intention of the national law enforcement frequency 155.475 MHz to provide this car-to-car capability during police emergencies. However, only 21 percent of the law enforcement vehicles in Maryland have VHF high band radios, leaving approximately 4,700 vehicles unable to communicate on 155.475 MHz without an additional radio.

The Baltimore area mutual aid radio system, METRO, offers one solution to interagency car-to-car communication that still retains the command and control requirements of the dispatch center. The Baltimore area includes law enforcement agencies on VHF low band, VHF high band, and UHF. A cross band patching system called MARNIS is being implemented that makes use of the METRO channel 460.050 MHz as a common monitoring channel. In use, police vehicles of different agencies, upon finding themselves in a joint emergency operation, can request their dispatchers to patch them through to each other using the METRO channel between dispatch centers. For the duration of the emergency operation that needs car-to-car communications, METRO is the bridge between the cars and should not be used for any other point-to-point service. Both dispatchers control the car-to-car link and either can terminate it.

This principle can be applied in other area of the State that do not have a mutual aid radio channel such as METRO. A telephone patch can be substituted for the cross band radio patch and a telephone line substituted for the radio channel.

In summary, the Communications system problems encountered by Maryland's Law Enforcement agencies continue to be significant. The Maryland Communications Plan completed in 1971 set the framework for basic system improvements. Many jurisdictions in Maryland have upgraded their systems in line with the recommendations of the Kelly Study. Major units of local government (Baltimore City, Prince George's County and Anne Arundel County) significantly altered their systems and other local agencies are planning system changes.

The Communications Study not yet finalized by the Department of Public Safety and Correctional Services documents in greater detail the problems in this area. Specific policy recommendations will be included in the final document for consideration by the Commission and Maryland's law enforcement agencies. The need for a State-wide communications policy capability needs to be carefully explored to assist local and State agencies in this increasing complex and technical area.

The persons interviewed during the recent study indicated that as many as 68% of the agencies had technical problems with their telecommunications system and felt that they had no source of objective engineering assistance that would lead to an economic solution.

A recent national study²¹ shows that 27 of the States have a state level organization that provides telecommunication guidance to the local and State law enforcement agencies. Maryland is not one of these States. The survey suggests that such state capability is needed to assist in the orderly growth of the burgeoning telecommunications usage throughout the State, a major part of which is public safety oriented.

These and other issues will be more fully understood and planned for with the completion of the new State-wide Communications Study. A greater awareness of the problem and a greater commitment by State and local agencies will be needed to insure a smooth implementation of the policy and operational recommendations of the study in Maryland's telecommunications systems.

²¹"A Review and Assessment of Telecommunications Planning in the 50 State Planning Agencies," Law Enforcement Assistance Administration, Washington, D.C., Grant Number 74-55-99-3310, November 1, 1975.

PROBLEM CT-4: Need for Improved Prosecutorial Services in the Circuit and District Courts. Some of the State's Attorneys' Offices throughout the State are not properly staffed and, therefore, unable to handle the workload presented by the Circuit Court, grand jury proceedings and the district court.¹ Presently, there is a total of 252 prosecutors in Maryland; 88 are in Baltimore City, 100 in urban counties and 64 in non-urban counties. While more than two thirds of these prosecutors are considered full-time, a large segment remain part-time representatives of the State. It is interesting to note that in one urban jurisdiction, Anne Arundel County, the number of full-time prosecutors has decreased and the number of part-time increased over last year. For the most part, part-time prosecutors are employed by the 19 non-urban jurisdictions in Maryland.

The part-time prosecutor with a private practice, could be placed in a conflicting situation where the demand of private practice might take precedence over public duties. An article in an issue of The Prosecutor pointed out that one of the essentials in improving prosecutorial efficiency is for "All local prosecution to be under the supervision of a full-time, locally-elected professional prosecutor. His loyalty and energy should not be compromised by a private law practice and the demands that it would make upon him."² The results of a State-wide opinion survey conducted for the Commission in July, 1974, show that 52 should be a full-time job.³ In addition, the survey showed that 50 percent of those interviewed believe that prosecutors should be prohibited from private law practice.

In the latest State-wide survey conducted for the Commission in June, 1976, there was a slight increase in the percentage of those citizens who believe the Office of State's Attorney should be full-time (53%) and that prosecutors should be prohibited from private practice (52%).⁴

¹Information compiled by Governor's Commission staff from data obtained in a telephone survey, March, 1977.

²James L. Shonkurler, "Can the Locally-Elected, Independent Prosecuting Attorney Survive?" The Prosecutor, VII: 1 (January - February, 1971) p. 10.

³Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Crime and the Criminal Justice System in Maryland, an Opinion Survey (Cockeysville, Maryland, 1974).

⁴Commission Public Opinion Survey, 1976.

In response to the need for improved prosecutorial services in the Circuit and District Courts, the Governor's Commission has adopted five standards (CT 4.1 through CT 4.5). The five standards adopted include the determination that all prosecutors should be full-time; that the State should be represented in all Juvenile Hearings; the scope of the State's Attorney's functions; the standards for support staff and facilities; and the establishment of a State-wide organization of prosecutors.⁵

At the present time, only Baltimore City, Frederick, Montgomery and Prince George's Counties have all staff members which meet the full-time standard. Sixteen jurisdictions meet the standard for having State representation in all Juvenile Hearings. The standards relating to facilities and supporting staff are functionally viable for all jurisdictions when budgetary requests by the State's Attorney's to the local funding source are granted. There is no existing State-wide organization for prosecutors which would meet Standard CT 4.5 in Maryland.

Even if all prosecutors were to be full-time without private law practices it would be necessary to develop standards for the proper ratio between size of prosecutorial staff and caseload.⁶ As indicated in Table V-6 the ratio of manpower to caseload varies greatly in the State from a low caseload of 570 cases per prosecutor in Kent County to a high of 1,788 cases per prosecutor in Washington County.⁷ In the five urban jurisdictions there is a variance from a low of 1,248 cases per prosecutor in Montgomery County to a high of 1,872 cases per prosecutor in Baltimore County. In the non-urban jurisdictions the variance is even greater, from a low of 632 cases per prosecutor in Garrett County to a high of 1,788 cases per prosecutor in Washington County. In Baltimore City the ratio is towards the high end of the scale 1,672 cases per prosecutor. Additionally, similar standards need to be developed for investigative staff. By developing such standards manpower needs will be more easily identified.

The entire system of providing prosecutorial services should be carefully studied and analyzed from an efficiency standpoint. The traditional concept of the county prosecutor, absent central coordination and State-wide standards regarding salaries, procedures, facilities and equipment, is probably not the most efficient way to utilize manpower and

⁵Governor's Commission on Law Enforcement Standards CT 4.1, CT 4.2, CT 4.3, CT 4.4, and CT 4.5.

⁶Case is defined as a legal action which constituted a filing in the appropriate court.

⁷A case is defined as a charge against an individual.

TABLE V-6

ANALYSIS OF PROSECUTORIAL MANPOWER AND ITS RELATIONSHIP TO JURISDICTIONAL WORKLOADS

COUNTY	1977 AUTHORIZED PROSECUTORS		CASES TRIED 1975-76 ^a				STATE IS REPRESENTED ^e			
	FULL TIME	PART TIME	CRIMINAL CIRT. CT.	CRIMINAL DIST. CT.	DIST. CT. TRAFFIC	JUV. CT.	CIRT. CT.	DIST. CT.	TRAFFIC	JUV.
Allegany	1	2	180	2,361	2,222	385	X	X	X	d
Anne Arundel	7	8	1,295	11,655	17,569	1,638	X	X	X	X
Baltimore City	88	0	8,992	67,614	54,873	15,670	X	X	X	X
Baltimore County	13	20	1,624	17,560	38,906	1,711	X	X	X	d
Calvert	0	2	84	700	983	178	X	X	X	X
Caroline	0	1	27	596	320	41	X	X	X	c
Carroll	4		259	1,469	2,353	240	X	X	X	d
Cecil	1	4	160	1,781	2,420	179	X	X	b	X
Charles	2	1	133	1,963	1,606	436	X	X	X	X
Dorchester	0	2	111	1,325	796	157	X	X	X	X
Frederick	5	0	188	2,907	3,012	172	X	X	X	X
Garrett	0	2	95	503	542	124	X	X	b	d
Harford	2	8	415	3,177	7,983	597	X	X	X	X
Howard	0	7	370	2,602	5,237	260	X	X	b	X
Kent	1	1	53	637	226	105	X	X	X	c
Montgomery	20	0	741	7,481	14,219	2,519	X	X	X	X
Prince George's	32	0	1,236	17,166	22,454	4,798	X	X	X	X
Queen Anne's	0	2	69	397	474	53	X	X	X	c
St. Mary's	3	1	145	1,707	1,257	223	X	X	X	X
Somerset	1	1	125	1,089	329	45	X	X	X	X
Talbot	0	2	102	977	968	64	X	X	d	X
Washington	1	2	292	2,333	2,268	470	X	X	b	d
Wicomico	1	2	295	2,323	1,406	156	X	X	X	X
Worcester	1	4	200	2,670	1,234	117	X	X	X	X

TABLE V-6 - Continued

SOURCE: a - Maryland, Administrative Office of the Courts Annual Report 1975-1976 (Annapolis, Md., 1976).

NOTE: b - appear in some cases, usually where requested by the police officer.

c - in all delinquency and CINS cases - in other cases when requested.

d - most cases.

e - Information gathered by the Commission's Five Regional Board Staffs.

X - appear in all cases.

resources. The question of State funding for local prosecutors was included in the Commission's opinion survey. Results showed that 54 percent of those interviewed favored such a system.⁸

In 1974, the Maryland State Bar Association appointed a Special Committee to review the Maryland Prosecutorial System. Financial and some technical support were provided to the committee by the Governor's Commission. This committee was comprised of twenty (20) members of the Bar (including judges, state's attorneys and the Public Defender). The recommendations of the Committee were forwarded through the Bar Association to the General Assembly and to the Governor's Commission for review. This committee made various recommendations for upgrading the prosecutorial system in Maryland.

These recommendations called for the State assumption of the full cost of the prosecution function from the local jurisdictions, including a sliding scale for prosecutors salaries based on population of the local jurisdiction; the establishment of a Chief State Prosecutor; a State-wide Grand Jury for the Chief State Prosecutor; and a Prosecutor Disabilities Commission. The Chief State Prosecutor would be appointed by a Nominating Commission and have a term of six years. The powers of the Chief State Prosecutor would include establishing uniform reporting and training and support services for all local prosecutors, central budgeting responsibilities, and authority to reassign prosecutors on a temporary basis. The jurisdiction of the Chief State Prosecutor would include the power to try any cases at the request of the Governor, General Assembly, local prosecutor, or Circuit Administrative Judge; exclusive cognizance over crimes of political corruption (bribery, criminal misconduct, conflicts of interest involving governmental officials) and election law violations; and concurrent with local prosecutors, power to investigate and prosecute cases involving organized crime, and power to investigate and prosecute cases in two or more counties or partly committed in this State and partly in another jurisdiction.⁹

In the 1976 session of the General Assembly a bill was passed and signed into law by the Governor to create an Office of State Prosecutor. In the November, 1976 General Election the voters of the State of Maryland ratified a constitutional amendment establishing the Office.

⁸Maryland Governor's Commission on Law Enforcement and the Administration of Justice Crime and the Criminal Justice System in Maryland, an Opinion Survey (Cockeysville, Maryland, 1976).

⁹Report of the Special Committee on the Prosecution Function Maryland State Bar Association, Inc., Baltimore, Maryland, January 2, 1975.

This created an independent unit in the Office of the Attorney General. This State Prosecutor has as primary duties the investigation of criminal offenses under the State election laws; the conflict of interest laws; bribery laws; offenses constituting criminal malfeasance, misfeasance, or non-feasance in office committed by an officer of the State or of a political subdivision; and, at the request of the Governor, Attorney General, General Assembly or a State's Attorney, criminal activity coordinated or committed in more than one political subdivision. Since this new system began operations with the appointment of the State Prosecutor in late 1977, no data has been generated to evaluate the effect it could have on the existing State's Attorney system in the State of Maryland.

It should be noted that the Governor's Commission on Law Enforcement and the Administration of Justice has recommended that a completely State financed State-wide District Attorney System be developed. This system would be coordinated by the Attorney General of the State and would be based on the current configuration of the District Court System. Within the District Attorney System there would be 12 elected District Attorneys. The District Attorneys and Assistant District Attorneys would be full-time and prohibited from the private practice of law. The Commission has also adopted a standard recommending a State-wide entity for prosecutors to assist State's Attorneys in developing policies and providing support services.

No matter what system is created for providing prosecutorial services in Maryland, it has become apparent that the State needs to be represented in all criminal cases. These services had to be expanded with the implementation of the new District Court System. An example of the volume of criminal cases disposed of is found in Table V-7. As indicated by this table for the period of July, 1975 to June, 1976, a total of 152,993 charges were disposed of in the District Court alone.

With the establishment of the District Court System in July of 1971 the need for increasing prosecutorial manpower became most evident. This centrally administered system with qualified full-time judges and uniformity in jurisdiction and powers replaced a fragmented system of People's, Municipal, and Magistrates Courts. As a result of the establishment of the court system the need for increased prosecutorial manpower to provide full services to the courts became clear. A survey of state's attorney's offices in 23 jurisdictions by the Commission in 1971, showed that there was complete representation of all criminal cases in courts of limited jurisdiction in only seven of the jurisdictions surveyed. Since that time, the Governor's Commission has provided funding for the employment of 66 prosecutors in 19 of 24 jurisdictions in Maryland. These prosecutors must work at least 35-1/2 hours a week and are prohibited from the private practice of criminal law. This is more fully set out in

TABLE V-7

MARYLAND DISTRICT COURT

NUMBER OF DISPOSED CRIMINAL CHARGES^a AND DEFENDANTS

JULY, 1975 - JUNE, 1976

COUNTY AND REGION	DISPOSED CHARGES	DEFENDANTS
<u>Region I</u>		
Caroline	596	436
Cecil	1,781	1,437
Dorchester	1,325	1,120
Kent	637	400
Queen Anne's	397	298
Somerset	1,089	787
Talbot	977	604
Wicomico	2,323	1,720
Worcester	2,670	1,645
<u>Region II</u>		
Calvert	700	622
Charles	1,963	1,559
St. Mary's	1,707	1,441
<u>Region III</u>		
Allegany	2,361	1,858
Carroll	1,469	947
Frederick	2,907	2,319
Garrett	503	394
Washington	2,333	1,986
<u>Region IV</u>		
Montgomery	7,481	6,582
Prince George's	17,166	13,363

Table V-7 - Continued

COUNTY AND REGION	DISPOSED CHARGES	DEFENDANTS
<u>Region V</u>		
Anne Arundel	11,655	8,830
Baltimore City	67,614	46,277
Baltimore	17,560	11,572
Harford	3,177	2,399
Howard	2,602	1,980
TOTAL	152,993	110,576

SOURCE: Information obtained from Joseph Kovalevski, Statistical Officer, Maryland District Court, August 17, 1976.

NOTE: ^aCharges are dispositions and do not include postponed cases, sub-curia, bail/bond reviews, etc. Does not include traffic cases.

TABLE V-8
PROSECUTORS FUNDED
FROM 1971 THROUGH JULY, 1978
BY JURISDICTION AND COURTS SERVICED

JURISDICTION	TYPE	COURTS SERVICED		
		Circuit	Juvenile	District
Allegany (1 Assistant)	Non-Urban			X
Anne Arundel Co. (3 Assistants)	Urban	X		
Baltimore Co. (4 Assistants)	Urban	X		X
Baltimore City (32 Assistants)	-	X ^a	X	
Calvert (1 Assistant)	Non-Urban			X
Cecil (1 Assistant)	Non-Urban			X
Charles (1 Deputy)	Non-Urban			X
Dorchester (1 Assistant)	Non-Urban			X
Frederick (1 State's Attorney) (1 Deputy) (2 Assistant)	Non-Urban	X ^a	X	X
Harford (1 Assistant)	Non-Urban			X
Howard (1 Assistant)	Non-Urban			X
Kent (1 Assistant)	Non-Urban			X
Montgomery (4 Assistants)	Urban	X ^a	X	
Prince George's (5 Assistants)	Urban	X ^a	X	X
Queen Anne's (1 Assistant)	Non-Urban		X	X
St. Mary's (1 Assistant)	Non-Urban			X
Somerset (1 Assistant)	Non-Urban			X
Wicomico (1 Assistant)	Non-Urban			X
Worcester (2 Assistants)	Non-Urban			X

SOURCE: Information obtained from Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grants 1971 to February 1, 1977.

NOTE: ^aPrograms funded in this jurisdiction are utilized as specialized prosecutorial units and may not concentrate on any one particular courts.

Table V-8. As a result of these projects, almost all District Court cases are tried by a qualified prosecutor.

An area of prosecution which is too often overlooked is the area of representing the State in juvenile proceedings. During 1976-77, 26,739 juvenile causes were filed, a decrease of 5.7 percent from the 28,373 of the previous year. The number of hearings remains high enough to warrant concern when it is noted that the State was not being represented in all delinquency hearings in the past.¹⁰

In the urban jurisdictions the need for experienced prosecutors in the Juvenile Courts is most acute because of the ever increasing workload. As indicated by Table V-9, the ratio of prosecutors to terminate case ranges from a high of 1 to 1,113 in Montgomery County to a low of 1 to 734 in Baltimore County. However, in the five urban jurisdictions, Baltimore City, Montgomery County and Prince George's County have experienced prosecutors assigned permanently to the Juvenile Division. In Anne Arundel County the Assistant State's Attorneys assigned to juvenile cases are mostly the younger, in experienced prosecutors. In Baltimore County the policy of the office is to try to maintain one experienced prosecutor handling juvenile cases and have a less experienced prosecutor work with the more experienced prosecutor.

TABLE V-9
JUVENILE CASES IN THE URBAN JURISDICTIONS
FY 1977

JURISDICTION	JUVENILE CASES		# OF PROSECUTORS ASSIGNED	PROSECUTOR/ TERMINATED CASE RATES
	FILES	TERMINATED		
Baltimore City	10,689	11,657	15	777.1
Anne Arundel County	1,782	1,603	2	801.5
Baltimore County	1,509	1,468	2	734
Montgomery County	2,914	3,339	3	1113
Prince George's County	5,242	5,265	5	1053

¹⁰Administrative Office of the Courts, Annual Report, 1976-1977
p. 40.

As indicated by Table V-6, complete coverage is not provided in Juvenile Causes in all rural areas of the State. In some areas the State is represented in only contested cases or in cases where requested by the judge. The Commission has adopted the position that the State should be present at all dispositional hearings in juvenile causes. However, this is not the case throughout the State, but rather in areas such as Montgomery County, Baltimore City which have separate juvenile units. Dealing with juvenile offenders is a unique situation which requires certain expertise on the part of prosecutors due to problems peculiar to juveniles. It is necessary that the prosecutor offices throughout the State have the necessary manpower and training to handle juvenile offenders and insure that the State is represented at every delinquency hearing.

The Governor's Commission awarded a grant in 1975 to the Baltimore City State's Attorney's office to upgrade the handling of Juvenile Cases in that office.¹¹ Three experienced prosecutors were added to the existing juvenile unit to create a "trial team approach" and the unit itself was reorganized to make it more efficient.

The Juvenile Prosecution Unit was established to address the problem of Juvenile Court Prosecution, especially such areas of backlog, time delays and postponements. Since the Unit has begun operations, the following achievements have been noted:

1. the time for processing cases received in the State's Attorney's Office has been reduced from 29 days before implementation to five days post-implementation;
2. the backlog of cases awaiting court action has been reduced from approximately 6,000 cases to approximately 1,849;
3. the conviction rate (finding of delinquency) has risen by approximately 5%;
4. the postponement rate has decreased from 32.2% to 22.2% and the dismissal rate has decreased from 42% to 31%.¹²

Efficient prosecution also depends on adequate case preparation and detailed background of the facts of the case. The Baltimore City State's Attorney's Office has only six investigators provided to his office by the Baltimore Police Department (as well, the office has two other investigators previously provided by grant funds from the Governor's

¹¹Governor's Commission on Law Enforcement and the Administration of Justice Grant Number 5125 CT-4.

¹²Past Progress Report, Grant Number 6116 CT-4.

Commission assigned to specific tasks). With the large volume of cases handled by the State's Attorney's Office, eight men cannot adequately investigate the facts of the case, check the background of each defendant, question witnesses, and provide detailed investigations and case preparations.¹³

Due to City Council Budget cut-backs three additional investigators previously funded by the Governor's Commission on Law Enforcement were not continued by the State's Attorney's Office when Commission funds ended.

The Governor's Commission has addressed itself to the need for adequate case preparation and investigation to provide efficient prosecution by adopting standards governing professional standards for the State's Attorney and his staff and governing the State's Attorney's investigative role.

In an effort to provide more investigative personnel for the State's Attorneys, the Governor's Commission refunded five projects in 1975 to provide investigative personnel in several counties in addition to the project in Baltimore City noted above.¹⁴ Additionally, three projects were funded for non-urban counties.¹⁵ However, the State's Attorneys in Region V stress the need for more paraprofessional supportive services to insure efficient operations.¹⁶ Legal interns and other paraprofessionals are invaluable in performing a great number of necessary tasks, such as screening, research, liaison, analysis and documentation for case preparation. Prosecutors are, of course, qualified and able to perform these tasks, but their time should be reserved for those functions which only prosecutors can perform, decision-making and court trials.

¹³Information provided by the Baltimore City State's Attorney's Office, July, 1978.

¹⁴Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grants: District Court Investigator Coordinator Frederick County 5053-CT-4; Investigator Coordinator-St. Mary's County 4045-CT-4; Investigator Coordinator-Washington County 4060-CT-4; Investigator Coordinator-Somerset County 4090-CT-4; Investigator Coordinator-Charles County 3165-CT-4.

¹⁵Investigator Coordinator, Calvert County 5019-CT-4; Investigator Coordinator-Worcester County 5098-CT-4; Investigator Coordinator-Howard County 5126-CT-4.

¹⁶State's Attorney's Office survey, August, 1975.

In a 1971 Survey of State's Attorneys' offices, 15 out of 18 State's Attorneys' offices in non-urban counties reported that no investigative staff was available to them other than the State Police or local law enforcement agencies. Since that survey, ten full-time investigator/coordinators have been provided for these jurisdictions to provide such services as: interviewing witnesses and taking statements; reviewing evidence; preparing dockets; preparing responses to motions and coordinating investigations with local law enforcement agencies. Presently, 12 non-urban counties have an investigator/coordinator on staff, leaving only four without a staff member other than an assistant State's Attorney to provide these services.

Specialized investigations for such areas as organized crime, "white-collar" crime and juvenile matters is for the most part non-existent throughout the State. Coordination of investigations being done by local, county and State police presents a problem, and more supervision of investigations by the State's Attorney is necessary to enable the prosecutor to adequately prepare his case.

In past years the prosecutor's offices in Maryland have had difficulties in attracting and maintaining staff. This does not appear to be a problem at the present time. However, there is great disparity among the jurisdictions concerning salary, whether the prosecutors are full-time or part-time, and whether they may have a private law practice also. Article 10, Section 40 of the Annotated Code of Maryland displays the extraordinary range in salaries and conditions of State's Attorneys and their staffs. These salaries range from a salary of approximately \$45,000 to a low of \$7,000 a year for Garrett County. Out of the 24 jurisdictions, 15 do not have prohibitions on the State's Attorneys having a private law practice which means that about two-thirds of the jurisdictions in the State have part-time State's Attorneys. If the State is to be properly represented in all the courts some uniformity in salary will have to be created. Also, a career ladder will need to be developed to retain experienced prosecutors. (See Problem Area CT-1, Need for Improved Courts Manpower Capability.)

In summary, the need for expanded prosecutorial services in Maryland may not be as evident today since Commission programs have resulted in a substantial increase in the number of prosecutors serving the District Court or in special units throughout the State. However, there is a need to develop manpower allocation formulas to assure that proper prosecutorial, investigative and support staff are available State-wide. In addition, adequate systems for attracting and maintaining qualified personnel must be developed. There is also a need for revision of the basic system for delivering prosecutorial services.

PROBLEM CT-5: Need for Providing Effective Defense Counsel and Supportive Services for the Accused. Since Gideon v. Wainright¹ and in re Gault,² numerous constitutional guidelines have been defined for the provision of competent counsel in both adult and juvenile proceedings. Along with these Supreme Court Guidelines has come the realization that legal representation is not something which should be available solely to those who can afford to pay for it.

Defense services should be provided as soon after the arrest as possible and should be continuous throughout each stage of the judicial process in both juvenile and adult proceedings. In Maryland, this would require counsel to be present at all proceedings in the Circuit and District Courts as mandated by the case of Coleman v. Alabama.³

Further guarantee of the right to counsel in all criminal prosecutions was extended in the case of Argersinger v. Hamlin,⁴ where all State "petty offense" violators who may be faced with the possibility of incarceration must be offered the right to appointed counsel. In the decision of Morrissey v. Brewer,⁵ the United States Supreme Court has stated that there are certain due process requirements pertaining to parole violation hearings. The Court reserved a decision on right to counsel to a future time.

In the more recent decision Gagnon v. Scapelli,⁶ the court held that a probationer as well as a parolee is entitled to first, a preliminary, and then a final hearing prior to any revocation of probation or parole. The court further held that counsel should be provided in those cases where, after having been informed of this right to request counsel, a probationer makes a request based on a timely claim of not committing the alleged violation of the condition upon which he is at liberty, or that even if the violation is uncontested there are substantial reasons which justify or mitigate or make revocation inappropriate, or that where the reasons are sufficiently complex or otherwise difficult to develop. The Court also held that the State will be required

¹Gideon v. Wainright, 372 U. S. 335 (1963).

²In re Gault, 387 U. S. 1 (1967).

³Coleman v. Alabama, 399, U. S. 1 (1970)

⁴Argersinger v. Hamlin, 11 CRL 3089 (1972).

⁵Morrissey v. Brewer, 408 U. S. 471 (1972).

⁶Gagnon v. Scapelli, 13 CRL 3081 (1973).

to provide at its expense counsel for all indigent probationers or parolees at these revocation hearings.

The National Advisory Commission on Criminal Justice Standards and Goals Report on Courts adopted as its Standard 13.4 the following: counsel should be available at the penitentiary to advise any inmate desiring to appeal or collaterally attack his conviction. An attorney also should be provided to represent: an indigent inmate or any detention facility at any proceeding affecting his detention or early release; an indigent parolee at any parole revocation hearing; and an indigent probationer at any proceeding affecting his probationary status.⁷

In order to provide these services, the Inmate Services Division came into existence on January 1, 1975, under a Federal grant to the Office of the Public Defender through the Governor's Commission on Law Enforcement and the Administration of Justice. Under this grant, assistance is provided to indigent inmates in the following areas: post conviction, parole violation, habeas corpus, extradition, detainers, "jail time" credit and transcript requests.

This Division operates Statewide and provided counsel for collateral criminal proceedings in all 23 Maryland counties and Baltimore City during the past fiscal year.

As was mandated under the Supreme Court decision in Morrissey v. Brewer, 408 U.S. 471 (1972) the Inmate Services Division provides counsel at parole revocation hearings before the Maryland Parole Commission. These hearings are held approximately six days a month at various correctional facilities around the State.

Contested extradition cases and other habeas corpus proceedings are handled by the Inmate Services Division upon referral.

The Division has been involved in some Federal habeas corpus petitions and several are now pending in the U.S. District Court for Maryland, the U.S. Court of Appeals for the Fourth Circuit and the U.S. Supreme Court.

The Prisoner Assistance Project of the Legal Aid Bureau has been closely cooperating with the Division by referring all criminally related inmate matters directly to the program coordinator. The Division, in turn, refers all civil matters, such as inmate grievances, directly to Legal Aid.

⁷National Advisory Commission on Criminal Justice Standards and Goals Report on Courts (Washington, D. C., Government Printing Office, 1973) p. 261.

The chart below indicates the type and amount of services provided by the Unit from July 1, 1976 through June 30, 1977.

TABLE V-10
INMATE SERVICES DIVISION STATISTICS
July 1, 1976 thru June 30, 1977

TYPE SERVICE	CARRY OVER	RECEIVED	CLOSED	PENDING
Post Convictions	262	509	494	277
Detainers	347	548	622	273
Habeas Corpus	5	15	15	5
Parole Revocations	4	350	347	7
Ref. to Legal Aid	-	102	102	-
Pre-Trial Status	282	220	247	255
Miscellaneous	-	5	5	-
Ref. from Legal Aid	-	77	77	-
Ref. Other than District #1	-	111	111	-
TOTAL	900	1937	2020	817

SOURCE: Fifth Report of the Public Defender for the State of Maryland, Fiscal, 1977.

In April of 1975 the Governor's Commission awarded a grant to the Office of Public Defender to establish a Certiorari Review and Law Development Section. Among the functions of this unit would be the review of all cases in which the Public Defender has appeared (in the Court of Special Appeals), to determine whether the issues as decided by that court would warrant review by way of Certiorari in the Court of Appeals of Maryland, or whether they would warrant further review by the Supreme Court of the U. S. If the unit decides further review to be justified, the personnel in this unit would handle the case through the appellate process. As well as the development of an in-house appellate capability, the Public Defender anticipates that this unit would give its office the capability to prepare and argue important points of the law on behalf of its clients and become a party to landmark cases which would seriously impact on the criminal justice system.

Statistics for the period October, 1976 to June 30, 1977, have been generated by this unit. For this period, the unit reviewed 463 cases for possible appellate action. Of the figure, 99 certiorari petitions were filed to the Court of Appeals and four certiorari petitions to the United States Supreme Court were filed. This unit has also been involved in landmark cases such as Evans v. State which has had an effect on second degree homicide prosecutions in Maryland where the court instructed jurors that all homicides were presumed to be second degree. The burden then rested upon the defendant to lessen his culpability. Evans v. State has eliminated the use of this instruction in the State of Maryland.

The right to "effective" counsel had been identified as early as 1932 in the case of Powell v. Alabama.⁹ It is essential to note that for counsel to be "effective", it should be assigned early in the case so as to be able to adequately prepare a defense and to continue representation throughout the various stages of the judicial proceedings. This further means that a substantial provision for proper investigative and laboratory facilities is necessary in order to allow for the adequate preparation of defenses for indigents. Adequate representation by counsel is not merely a lawyer being appointed. He must be an experienced lawyer who is given the time and resources to do the type of job expected in this day of complex courts. In addition to the need for providing constitutional safeguards regarding the "due process" rights, the early appointment of counsel is necessary so that appropriate cases can be diverted from the criminal process by the proper exercise of prosecutorial discretion, and thus effectively aid in the administration of justice.¹⁰

In Maryland, the Office of the Public Defender is presently operating with both staff and panel attorneys. Under Section 6 of Article 27A, it delineates the appointment, duties, and respective responsibilities of the District Public Defender and panel attorneys of the individual District.

Section 6 (b) states that, "except in those cases where representation is provided by an attorney in the Office of the Public Defender, the District Public Defender shall appoint attorneys from the appropriate panels to represent indigents, the maximum use of panel attorneys shall be made insofar as practicable."

In the most recent Public Defender's Annual Report the Office has responded to the problem of whether it is more practical to have staff attorneys or use panel attorneys by reasoning that with Public Defender Statewide indigent representation standing now at almost 100,000 items of defense services annually, it is impractical and fiscally impossible to expect private practitioners, no matter where located, to undertake the mass of representation of the indigent accused. In many localities, particularly in the rural areas, there are not sufficient attorneys available at the private bar, nor is it realistic to assume that private counsel, most of whom are non-criminal practitioners can undertake competently the complex and constantly changing representation.¹¹ Therefore, the Office operates Baltimore City and almost all specialized defense units with staff attorneys and avails itself of panel and staff attorneys in all other urban and rural jurisdictions.

⁹Powell v. Alabama, 287 U. S. 45 (1932)

¹⁰National Legal Aid and Defender Association, National Defender Project, Report to the National Defender Conference (1969), p. 23.

¹¹Office of the Public Defender Annual Report Fiscal 1977.

The Office of the Public Defender has 251 authorized positions with 132 being legal staff at a budgeted cost of \$3,944,912. Additionally, \$135,060 was spent for the services of panel attorneys in fiscal 1977.¹²

In the fiscal year 1976, the Office handled a total of 91,394 matters, and represented 50,556 indigent defendants. In fiscal 1977, statistics indicate that the Office handled 88,884 matters, and represented indigents in 52,334 cases. This represents a 3% decrease in matters handled and a 3% increase in the number of defendants represented. This small increase could be considered as a leveling off effort when compared to previous years 1974-1976 when an average of 20% per year increase in the number of cases handled was occurring.¹³

For fiscal year 1977 the various dispositions received by indigent defendants in Maryland indicates that in 14% of all cases involving indigents was there any form of incarceration involved.¹⁴ This is a decrease from the statistics for fiscal year 1976 in which 20% of all cases involving indigents resulted in incarceration.¹⁵

The overall profile of the average defendant seeking representation by the Office of the Public Defender is as follows: young, male, approximately 27 years old, and Black. This profile represents 51% of all adult indigents in Maryland. On the juvenile level, the average defendant is male, approximately 16 years old, and Black. This profile represents 70% of all juvenile defendants in the State.¹⁶

In In re Gault, 387 U.S. 1 (1967), the Court ruled that the juvenile has a right to written notice of the charges, to counsel, to confrontation and cross examination of witnesses, and to the privilege against self-incrimination. The holding was limited specifically to the adjudicatory stage of a delinquency proceeding. As a result of this, the Public Defender's Office has been providing counsel in all juvenile proceedings (also represents indigents at CINS proceedings) where requested (and where indigency requirements are met). The following Table indicates that there was a 42% increase in the four year period 1973-1976 in the number of juveniles represented. In 1977, there was a slight decline in all four categories shown.

¹²Authority of Deputy Director Alfred O'Ferrall, III, August, 1978.

¹³Ibid.

¹⁴Ibid.

¹⁵Ibid.

¹⁶Ibid.

TABLE V-11
JUVENILE OFFENDERS REPRESENTED
BY THE PUBLIC DEFENDER SYSTEM

YEAR	NUMBER OF INDIGENTS REPRESENTED	NUMBER OF CHARGES	NUMBER/PERCENTAGE RESULTING IN INCARCERATION		NUMBER REPRESENTED	
					BALTO. CITY	REST OF STATE
Fiscal Year 73	6883	8647	618	8.9%	5142	1741
Fiscal Year 74	8813	10163	1277	14.5%	6612	2201
Fiscal Year 75	9009	11112	1650	18.3%	6552	2457
Fiscal Year 76	11870	14599	2028	17.0%	8894	2976
Fiscal Year 77	11184	14320	1497	13.0%	7603	3581

SOURCE: Annual Report of the Office of the Public Defender, Fiscal Years 1971-1977.

For all five years the greatest workload has been in Baltimore City; however, it is interesting to note that the number of juveniles represented in Baltimore City decreased in fiscal year 1975, whereas, in the rest of the State it increased. In 1976, the increase in juvenile cases for Baltimore City was 26% over the following year. The rest of the State increased 17% for fiscal year 1976. In 1977, the number of juveniles represented in Baltimore City again declined by 14.5%, while it again increased by 17% in the rest of the State.

For the period July 1, 1976 to June 30, 1977, the Office of the Public Defender provided counsel for 11,134 indigent defendants, facing a total of 14,320 charges. Correctional institution terms were received in 1,497 cases representing approximately 13% of the total cases. The balance of 9,687 defendants were released, either under some sort of supervision or as a result of dismissals or findings of not delinquent, representing approximately 87% of the total cases. The overall profile of the average defendant seeing representation by the Office of the Public Defender is a young, approximately 16 year old Negro who represents 63% of the defendants, with an unemployment rate of 78%. The majority of the defendants or approximately 70% are male.

The Deputy Public Defender for the State of Maryland has indicated that currently 11 full-time staff attorneys and three full-time investigators are assigned to juvenile matters in Baltimore City, while in Prince George's County (District 5), one full-time staff attorney and one full-time investigator are assigned to handle juvenile matters.

The District Public Defender offices in Montgomery, Baltimore and Carroll Counties are presently entering into contractual relationships with private attorneys to provide defense services in juvenile cases. These contractual services have been on a per diem basis rather than one a per case basis. The Deputy Public Defender estimates that this arrangement works out to a cost approximately equivalent to 50%-70% of a staff attorney's salary, and does not include the savings incurred by not hiring secretaries, and other indirect costs.¹⁷

In all other Districts' arrangements, whereby either staff or panel attorneys have been made to assure representation of juveniles in all criminal proceedings.¹⁸

Appellate procedures for juvenile cases are the same as those governing other appeals.¹⁹

The Public Defender would by way of its Appellate Division handle all direct appeals from waiver decisions and from a finding of delinquency and commitment.

The Public Defender for the 1977 term handled only 10 juvenile appeals out of 313. The explanation of this small number of appeal cases for juvenile offenders was provided by the Chief of the Appellate Division for the Public Defender's Office. "The appeal process takes many months prior to any finding; during that time most of the youths would have inevitably been released from the institution where serving their commitment."²⁰

¹⁷ Information supplied by Alfred O'Ferrall, Deputy Public Defender, July, 1978.

¹⁸ Annual Report of Public Defender, 1977.

¹⁹ Maryland Annotated Code, Section 12-101.

²⁰ Telephone conversation with D. Henderson, Chief of Appellate Division, Office of the Public Defender.

The adequacy of such legal representation needs further investigation by the Public Defender's Office to insure that juveniles are receiving all the rights that are available by way of appellate review.

In an effort to increase the awareness of law students of the problems in the juvenile system and provide training in a supervised educational setting, the Governor's Commission on Law Enforcement, in 1973, funded a Juvenile Law Clinic at the University of Maryland School of Law.²¹ Although funds ran out in 1976, the clinic has remained in operation with supervised third year students providing legal services to indigent juvenile defendants in Baltimore City. The clinic has endeavored to litigate several constitutional questions relating to the juvenile court system. Its most recent effort was heard in June, 1978 by the Supreme Court of the United States, Swisher v. Brady (U.S. Law Review Vol. 45), which attacked the double jeopardy questions as it applies to the State's right to file exceptions from a Master's decision of no delinquency. The Supreme Court ruled that a decision rendered by a Master did not act as a final judgement; and therefore, double jeopardy did not attach.

One problem which has not been addressed to date in Maryland is the provisions for developing legal services to juveniles presently in Juvenile Correctional Institutions in Maryland. Currently, the Public Defender does not provide such assistance and the Deputy Public Defender has indicated that no resources are being allocated within his agency to provide inmate services to juveniles.²² A study done by the staff of the Governor's Commission on Law Enforcement showed that 16.5% of the Public Defenders Statewide legal resources (both staff and panel attorneys) are utilized for juvenile matters.²³

Statistics provided by the Public Defenders' Annual Report for fiscal 1977 indicate that 27% of all indigent clients Statewide are juveniles.

With this new data available, the Public Defender will have to study the current distribution of both staff and panel attorneys to determine if more resources should be provided for representation of juveniles in the State of Maryland

²¹ Grant #5064.

²² Telephone conversation with Alfred O'Ferral, Deputy Public Defender, August, 1978.

²³ Calendar Year 1977 study done by Governor's Commission on Law Enforcement and the Administration of Justice.

Competent, well trained investigators are necessary to provide the Public Defender attorneys with all the background information necessary to provide a good defense in court. Budget cutbacks in recent years caused some strains on the system, but by re-deploying personnel the 56 investigators presently employed by the system appear to be providing adequate services.²⁴

Providing adequate defense counsel is not enough in itself. It must be provided quickly. Defense counsel should appear for a defendant in a criminal case within 24 hours after arrest. In the public sector, procedures and guidelines will have to be developed to enable the public defender to appear quickly. It is in cases where private defense counsel is retained that the greatest problem exists. Procedures will have to be developed to require private defense counsel to appear for their clients as quickly as possible. At the present time the Public Defender's Office has adequate procedures to insure prompt appearances by panel attorneys. Their failure to appear quickly causes long and unnecessary delays in the adjudicating process. The Public Defender's Office has set as a goal having initial contact with the defendant within 24 hours of arrest. No data is presently kept to evaluate success in this regard. However, it is known that this goal is at least not attained on weekends. More data should be collected in this regard.

An additional problem with the operation of the Public Defender's Office is that (although representation is provided for defendants at all levels of the adjudication process) in the largest district, Baltimore City, the same attorney who handled the case at the lowest level does not stay with it throughout the entire process. For example, a case at the District Court level in Baltimore City will be originally handled by one public defender attorney, however, if a jury trial is prayed, or an appeal is taken to the Supreme Bench, a different public defender attorney will handle it. If further appeals are taken, an appellate attorney will then handle the case. In other districts, a staff attorney will handle the case at a district court level but it will be assigned to a panel attorney at the circuit level. This lack of continuous representation can be undesirable for several reasons. First, it causes duplication of work in that more attorneys, than is necessary, must review the case and familiarize themselves with it and the defendant. Secondly, it impedes any effective attorney-client relationship. This relationship serves a two-fold purpose. It provides the attorney with an intimate knowledge of the defendant and his problem, which enables the attorney to better represent the client's interests. Furthermore, it gives the defendant confidence in the system in that he has "his" attorney to whom he can talk and discuss his case and other problems. This personal relationship is most important, and steps should be taken to insure that the personal contact exists in the future.

²⁴Sixth Report of the Office of the Public Defender, Fiscal 1977.

This lack of continuous representation by one attorney can lead to an additional problem. This is the problem of delay in the filing of appearances by public defender attorneys in cases. In essence, what occurs is a lapse in representation as the cases is in effect transferred from one attorney to another. After the case leaves district court the Public Defender's Office will not have further contact with the client until his arraignment. The court notifies the Public Defender's Office of the case in circuit court and new Public Defender counsel must be assigned. This new counsel will have to review the file to familiarize himself with the case and then discuss it with the client. If the same attorney was being used throughout the process he could follow the case right from District Court to Circuit Court and there would be no time interval awaiting the courts notification or for a review of the file. The Public Defender indicates that in the smaller districts continuous representation is being provided.

Statistics provided by the evaluation report of the Baltimore City High Impact Court Program for the period of September 1973 through March 1974 indicated that the time from filing of charges to appearance of counsel, when the Public Defender's Office was involved was 7.2 days longer than when private counsel was retained.²⁵ The overall average time from filing to appearance was approximately 35 days which represented an average of 30.8 days for private counsel and 38 days for staff attorneys for the public defender. Since this report was issued, the Public Defender's Office has worked with personnel in the Court Clerk's office to design streamlined procedures to enable the public defender to make a faster appearance. This new procedure has effected a decrease in the amount of time it takes for the public defender to make an appearance in that notification of a circuit court case is received earlier. Statistics showed that the time interval was 14.3 days for the Public Defender and 20.2 days for private counsel.²⁶

Although this decrease in time interval is encouraging, further analysis of the problem must be undertaken to provide techniques and procedures to further reduce this time delay. Also, these statistics do not reflect whether the Public Defender has met the Commission's objective of providing effective defense counsel within 24 hours after arrest. The filing of appearance in many cases would not necessarily reflect if the defendant has had initial contact with the attorney assigned to handle the case. In many instances the only person from the Public Defender's Office to see the defendant would be an investigator to determine eligibility for representation purposes. After eligibility is determined the Public Defender would then file his appearance. This still does not mean the defendant has had the opportunity to meet with an attorney.

²⁵Governor's Commission on Law Enforcement Grant #HI-15-CT-6.

²⁶Statistics provided by the Mayor's Coordinating Council on Criminal Justice, August, 1978.

The Governor's Commission has adopted eight standards for effective defense counsel and supportive services for the accused (CT5.1 through CT5.8). The standards provide for the availability, selection and performance of the Public Defender, along with procedures for operation for the legal and supporting office staff and facilities.²⁷ The Office of the Public Defender indicates that all the developed standards have been met.²⁸

In summary, while the Public Defender System has brought improvement to Maryland's criminal justice system, further criteria will need to be identified and analyzed in order to measure the effectiveness of services provided. Additional analysis of the Maryland Public Defender System will require the establishment of overall comprehensive objectives and sub-objectives which will enable this agency to effectively measure its performance and effect on the criminal justice system. Finally, the Public Defender System will have to continually review its services to determine whether expanded activities are necessary to meet the various legal services needs that exist.

Governor's Commission on Law Enforcement, 1977 Comprehensive Plan
pp. 1099 - 1102.

- CT5.1 - Availability of Publicly Financed Representation in Criminal Cases.
- CT5.2 - Selection of Public Defender and Legal Staff
- CT5.3 - Performance of Public Defender Function
- CT 49 - Payment for Public Representation
- CT 50 - Initial Contact with Client
- CT 51 - Financing of Defense Services
- CT 52 - Community Relations
- CT 53 - Supporting Staff and Facilities

Ibid. p. 1103

PROBLEM COR-3: Lack of Effective Rehabilitation and Treatment Capabilities at the Community Level. Many criminal justice treatment agencies exist in the community and provide treatment to the offender through resources in the community. Although administratively treated as separate functions, all agencies in corrections are segments on a continuum. The final goal of this process is placement of the offender in the community without repetition of criminal behavior. Agencies providing treatment in the community include local jails, community correctional centers, the Division of Parole and Probation, and private treatment agencies such as drug and alcohol treatment centers.

Several weaknesses exist within the existing treatment continuum. "The most glaringly inadequate institution on the American correctional scene is the one that affects more human lives than any other - the jail..."¹ The vast majority of offenders receive their first incarceration experience in county or city jails. The jails, therefore, must not only "perform their necessary protective function but also insure against physical and moral contamination during the time of custody."² Few jails in Maryland have the facilities, programs, personnel, or local financing to rehabilitate or properly confine prisoners. The majority of local jails have no constructive program for occupying prisoners' time. As long as the fiscal responsibility for jail operations relating to sentenced offenders remains with local government, it is doubtful that much can be done in most jurisdictions to support the rehabilitation of offenders at the community level.

The problem of inadequate local jails was selected as an area of planning emphasis by the Commission for the 1979 Comprehensive Plan. The reasons for selecting the local correctional system as an area in need of emphasis are many. The majority of locally operated correctional facilities in Maryland are in violation of nationally recognized standards and in non-conformance with many Federal Court interpretations of the United States Constitution. The jails house a population which far exceed their acceptable capability. The great majority of Maryland jails are antiquated facilities not worthy of expenditures which would be incurred if renovation were to be undertaken. The survey conducted by the Commission staff has validated the above assumptions through site visits of all facilities, questionnaires regarding each jail, interviews with local criminal justice and elected officials in every county, and data analysis.

To thoroughly analyze conditions at each jail and detention facility in the most efficient manner, a detailed questionnaire was developed. The questionnaire, eighteen pages in length, was distributed to each institution administrator at least two weeks in advance of the visitation and site visit by the survey team. The questionnaire was divided into eight major areas of

¹United States, President's Task Force on Prisoner Rehabilitation, The Criminal Offender - What Should be Done? (Washington, D. C., April, 1970).

²Ibid.

inquiry: physical description; fiscal description; medical services; inmate control; programming; classification; legislative framework; and future programming. In addition to information obtained via the questionnaire, other resources have been utilized. The most recent report of the State Programming and Inspection Office describing each facility was obtained and reviewed by the survey team prior to site visits. The survey team toured each facility and interviewed administrative staff. Criminal justice and chief elected officials of each political subdivision were also interviewed.

The finding of the Commission survey may be summarized by simply stating that the great majority of Maryland jails are in desperate need of major renovation or replacement. The median age of Maryland's jails is 73 years. Facilities of such vintage are generally extremely costly to renovate and often are not located on a site suitable for the needed expansion to comply with current housing and programming needs. The philosophy upon which most Maryland jails were designed is no longer accepted, in many instances the current buildings could not be modified to accommodate current correctional philosophy programming. The overcrowding, lack of programming, and other physical inadequacies exist to such an extent that most jails lack compliance with State and National standards and are in jeopardy of adverse court rulings regarding Constitutional issues.

The lack of certain physical attributes such as natural light and inadequately sized single occupant cells causes concern regarding the acceptability of most jails. However, the severity of conditions in most jails is compounded by the lack of programs and activities which constructively occupy the inmates time and conform to Constitutional guarantees. The courts and national standards require formal classification systems for assignment of inmate housing areas and programs but less than 15% of the jails in Maryland assign inmates to living areas and/or programs based upon even the most rudimentary classification system. (It is noted that most jails do not have gradations of security in living areas and thus could not properly utilize a classification system.)

While court rulings and national standards call for indoor and outdoor recreation and exercise areas, only six jails in Maryland have facilities for outside recreation most of which are inadequate and seldom used. Indoor recreation is even more lacking. Many jails are located on sites of such size and in such high density areas that outside recreational areas cannot be developed.

Visitation by family members and friends, especially for persons awaiting trial, has been a major area of court concern in suits brought by inmates in other States. The American Correctional Association Standards state that inmates should not be denied visitation with persons of their choice and that there should be opportunity for physical contact "except where there are substantial reasons to justify such limitation",³ representing substantial

³Commission on Accreditation for Corrections, Manual of Standards for Adult Local Detention Facilities (Rockville, Maryland: Commission on Accreditation for Corrections, Inc., 1977), p. 66.

security risks. Visitation in Maryland jails is severely limited. Of the questionnaires received, 84% of the facilities allow visitation two days per week or less, none allowed physical contact visiting. In most instances the inmate visitors are limited to family and in limited numbers. Most such limitations are caused by inadequate physical space for visitation.

Court decisions and national standards pertaining to such activities as sanitation, use of telephone by inmates, library sources, freedom of religion, and freedom of expression within correctional facilities have also been rendered and are applicable to Maryland jail conditions. Although many decisions do not require significant renovation to present facilities, the administration of most jails would undergo significant change should such rulings occur in Maryland.

The age of most Maryland jails, the current conditions of those jails in comparison to principles enunciated and upheld in various court decisions throughout the nation, and the current and expected future overcrowding of correctional institutions are major factors which combine to dictate immediate action. While resolution of many inadequacies involves physical modification of present facilities if not new construction in many cases, there are many program and administrative changes which should be instituted immediately.

The Annotated Code of Maryland, Article 27 Section 704 establishes the position of Jail Programming and Inspection Officer. The above referenced section of the Annotated Code provides for the development of minimum standards for jails and amendment to such regulations as necessary. However, the current regulations were developed in 1972 and do not conform to recent court decisions nor to nationally accepted standards such as those published by the National Advisory Committee on Corrections Standards and Goals and the American Correctional Association Standards for Local Adult Detention Facilities. The major argument to be made is not that regulations must be periodically revised but rather that regulations must be in conformity with requirements set forth by Courts and other authoritative agencies if they are to assure proper functions of agencies subject to the regulations. Such is not the current condition in Maryland. The information necessary to develop regulations useful and appropriate to local correctional facilities is readily available to the Jail Programming and Inspection Officer and staff of the Department of Public Safety and Correctional Services. The development of adequate minimal correctional standards should be initiated immediately. Such regulations should specify minimum space per inmate, adequate health care to be provided inmates, minimal acceptable conditions in the living areas, minimal acceptable visitation conditions, assurance of

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proper sanitation and adherence to operational procedures which assure rights guaranteed by the Constitution and laws effecting the rights of citizens. Additionally, regulations should be promulgated which provide for assurance of adequate security within the facilities and availability of programs within the facilities which assist in efforts to rehabilitate offenders.

Article 27 Section 704 of the Annotated Code of Maryland specifies that each jail and other places of detention shall be inspected at least annually and, in the event deficiencies are not corrected within 180 days, the Inspection Officer shall close the facility and the prisoners shall be moved to a suitable place of detention and housed at the expense of the jurisdiction(s) operating the closed facility. The survey disclosed that the above statute has essentially been ineffective. Two major problems observed included some instances where inspections were not afforded jails annually and a noticeable lack of enforcement action.

The Governor's Commission on Law Enforcement has funded many projects aimed at improving local corrections. In February, 1972, a grant from the Governor's Commission on Law Enforcement and the Administration of Justice was awarded to the Department of Public Safety and Correctional Services to develop new programming standards for local confinement facilities.⁴ Several draft minimum standards have been developed; however, final minimum standards are required to implement necessary corrective action in many of the State's local jail facilities. In addition to supporting the development of adequate standards, funds have been allocated for improved enforcement of standards.

The Jail Inspection Office has received funds from the Governor's Commission to expand its staff. An Administrative Officer II was funded by the Commission to assist the Jail Inspector by making facility inspections, filing reports, and completing follow-up. This person was responsible for investigating and responding to inmate complaints concerning the local correctional facilities and often consulted with local jail officials about improved correctional programming and plans for new facilities.⁵ The Commission funds terminated in June, 1977. The position was budgeted for State funding and a similar level employee was hired in April, 1978.

⁴Governor's Commission on Law Enforcement and the Administration of Justice Grant #5158-COR-3.

⁵Ibid.

While adequate standards and enforcement would significantly improve the operations of local correctional facilities, other major problems exist which have also been the target of Commission funding. Foremost among these major problems has been the lack of proper rehabilitation programs. The lack of development of suitable rehabilitation programs is at least partly due to the fact that jailers have not been exposed to the necessary program planning techniques. For many years they have relied on volunteer groups, churches, Alcoholics Anonymous, and similar groups to come to the jails and ask for an opportunity to provide a service. Volunteer services require selectivity, supervision, and a good deal of sophistication and coordination.⁶ Although volunteerism does require selectivity, most local facilities have not utilized existent community resources to the extent one would reasonably expect.

The Governor's Commission on Law Enforcement and the Administration of Justice has adopted correctional standards for immediate development of community programs, through coordination of community resources, and development of a plan for community-based alternatives to confinement.⁷ Once community services and programs have been secured, procedures must be devised to insure inmate involvement. Only with active policies and procedures to coordinate and make use of community resources can these programs become effective. The need to catalog existing resources by region to facilitate use of treatment is the first and immediate need.

The Baltimore City Jail has several programs that are directed to rehabilitate the offenders. An Alcoholics Anonymous program meets weekly, and a daily education program is sponsored by the City Board of Education. The Board of Education provides three teachers for instruction within the jail. The jail also operates a library and gymnasium for recreation purposes. In February, 1977, Commission funds were awarded for implementation of a work release program to be operated by the City Jail. The program provides counseling and work placement to 40 inmates. The participants pay room and board costs and agree to contribute to the support of their dependants while employed and active in this program. The program suffered delays in implementation and began full operation in January, 1978. Due to limited time of operations little evaluative data is currently available regarding success or failure of the program, however, the suitability of the facility, the well structured screening intake process, and the well organized and qualified staff combine to indicate that success is likely.⁸

⁶Empey, LaMar, Studies in Delinquency (1967), p.20.

⁷Corrections Standards Committee Report to the Governor's Commission on Law Enforcement and the Administration of Justice, Standards

7.1 - Development Plan for Community-Based Alternatives to Confinement

7.2 - Marshalling and Coordinating Community Resources

7.4 - Inmate Involvement in Community Programs

⁸Maryland's Governor's Commission on Law Enforcement and the Administration of Justice Grant #77 CAAC3-7103.

The Baltimore City Jail Work Release Program is quite similar to the previously funded Baltimore County Work Release/Counseling Program. The latter project is currently in its third year of Commission support. While 185 persons were served in the second year of operations instead of the projected 250, the 69% success rate for program participants is respectable.⁹

The Governor's Commission on Law Enforcement and the Administration of Justice has previously funded other treatment programs at the Baltimore City Jail. One such previous grant awarded the Jail was the Community Reorientation Program.¹⁰ This program sought to reorient the offenders by not only preparing them for job placement, but also by placing them in an available position. It endeavored to educate and train offenders to the point where each could once again assume their position as a responsible member of the community. The four staff members included in this program were the Director of Inmate Services, the Medical Social Worker, the Domestic Science Instructor, and the Job Placement Officer. These positions were assumed by Baltimore City in the fiscal year 1975 budget. These positions have remained filled and all services are currently being provided. In 1973 the Commission funded a Baltimore City Jail Reception Center project which increased screening capabilities and the delivery of social services. As a result of the project all incoming detainees receive physical examinations, social service interviews, and psychological counseling if needed.¹¹ The project is now funded by the City.

Commission funds were awarded to Montgomery County in June, 1977 for support of the Pre-Release Center expansion.¹² The expansion of the prerelease program from 40 beds to 92 beds required additional staff and equipment, a portion of which was funded by LEAA funds. Due to construction delays, the project has only recently become operational. Previously the Commission has supported a Community Release Coordinator position on the Montgomery County Department of Corrections.¹³ The duties were to develop employment contacts and community resources for offender referral to satisfy inmate employment, housing, and other social service problems. The position was established in the county budget and continues operations within the Department of Corrections.

⁹Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant #76 CAAC3-6214.

¹⁰Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant No. 218-04-BC.

¹¹Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant No. HI-19-DIA-2.

¹²Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant No. 76 CAAC-36194

In December, 1975, a project to provide social services to the residents of the Prince George's County Detention Center was funded.¹⁴ The program provided the facility with a classification officer, program officer and addiction counselor. Through 1976, 243 inmates were classified by staff of this project, however, severe problems existed in project operations. Among the problems encountered were the following: evaluation was difficult due to a lack of follow-up data regarding program participants, several project objectives for which data was available provided indication that major objectives were not being met; classification resulting in differentiated housing of inmates was not possible since such accommodations did not exist to any appreciable degree; and the addiction program did not meet County Health Department certification requirements. The third year of Commission funding was awarded in March, 1978 with several program modifications as a result of the above difficulties. Currently the only position supported is the programs officer with contractual agreements with local agencies providing classification, drug counseling, and educational services. To further improve treatment services at the Detention Center, the Commission awarded funds in March, 1978 to support a Mental Health Correctional Treatment Program.¹⁵ Psychological evaluations, treatment, liaison with community agencies, and assistance to inmate families are services provided through this grant.

To assist in proper classification of inmates in the Howard County Detention Center, a Classification, Treatment, and Referral Project was funded in May, 1976.¹⁶ The project, currently receiving second year support, provides methadone detoxification, educational services, and counseling for inmates of the Center. The first year of operation revealed that only 35.5% of the projected number of initial interviews were conducted and that enrollment in the education and the drug/alcohol abuse group was lower than expected. However, as all treatment offered requires voluntary participation by the inmate, the shortfall of participants may not be entirely attributable to the program. The grantee will gather more appropriate follow-up data regarding this project in the second year of operation to allow for better evaluation and program modification if necessary.

¹⁴Governor's Commission on Law Enforcement and the Administration of Justice, Grant No. 75CAAC3-7-17.

¹⁵Governor's Commission on Law Enforcement and the Administration of Justice, Grant No. 77CAAC3-7092.

¹⁶Governor's Commission on Law Enforcement and the Administration of Justice, Grant No. 77CAAC3-7056.

The inadequacy of programming at local facilities is shown in the chart below which provides information regarding programs available in the 24 Maryland jails at the time of the Commission survey. Less than half of the jails make educational programs available to inmates while only five of the institutions provide vocational training. The lack of educational and vocational programs and the scarcity of employment counseling is astounding when one realizes that the employability of individuals or lack thereof is directly related to criminality and recidivism. Similarly the fact that 8 jails do not offer drug and/or alcohol counseling is difficult to understand since the relationship of substance abuse has been shown in many studies to be closely correlated with criminality. The lack of recreation in more than half the jails stands in stark contrast to court rulings throughout the nation and in conflict with medical and correctional standards. Even the relatively wide-spread availability of work release in Maryland jails is not as positive as one would surmise since most institutions offer this program quite sparingly because of the physical inadequacies of the jails and resultant administrative difficulties encountered with the program. Much effort needs to be devoted to programming in Maryland's jails. (Table V-12)

In addition to inadequate treatment programming capability, most jails do not prepare and maintain adequate information on inmates to permit assignment to treatment should programming exist. The chart below provides information describing information maintained regarding inmates in each jail. (See Table V-13)

Information obtained in the survey of jails conducted by Commission staff also revealed severe problems in the delivery of medical services to inmates in local jails. The majority of jails do not conduct physical examinations upon incoming inmates and do not conduct admissions screenings for communicable diseases. Notwithstanding standards which call for daily sick call, more than half of the jails in Maryland provide sick call either on an individual or a once per week basis. (See Table V-15 below).

Other practices in the operation of the jails in Maryland are not in keeping with standards and recognized procedures. Only three jails permit visiting five or more days per week, two jails allow visiting three or four days per week, while the remaining limit visiting to two days per week or less. Most jails limit the time of each visit and restrict the number of persons allowed to use each inmate to a few (four or less) individuals specified by the inmate and authorized by the administration. The censorship of mail and limited access of inmates to the public in person or through use of the telephone are areas of potential Constitutional difficulty for many jails. (See Table V-15 below).

The inadequacy of programming and deficiencies in operations of the jails is apparent in the security procedures in many institutions. To maintain adequate security, at least two correctional officers should be on duty at all times, even in the smallest facility. Information supplied by the administration of the various jails revealed that 12 jails have at least one shift in which only one staff member is present and solely responsible

JAIL PROGRAMMING - DATE LOGS
TABLE V-12

JURISDICTION	Identification & Med. Alert Info.	Evaluation & Progress Reports	F.B.I. Report	P.S.I.	Pre-parole rep.	Class. & treat. comm. reports	Legal Matters	Adjustment reports	In.Griev. matters	Medical rep.	Psychological & Psychiatric rep.	Social Material	Educ. Material	Emp. Material	Accident Rep.	Signed Release of Info. Form	Next of Kin Notif.	Final Discharge Rep.	Are Case Record Entries Dated and Signed?	Is There A Permanent Facility log?
Garrett	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Allegany	X																			X
Washington	X		X	X		X		X		X	X			X	X	X	X	X		X
Frederick	X	X				X		X		X	X	X	X	X	X	X	X	X	X	X
Carroll	X	X	X	X		X	X	X	X	X	X			X	X	X		X	Dated-Not Signed	X
Howard	X	X		X		X	X	X		X	X	X	X	X	X	X	X	X	X	X
Montgomery	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Prince George's	X	X		X		X	X	X	X	X	X		X	X	X	X	X	X	X	X
Charles	X									X								X		X
St. Mary's	X			X			X		X	X					X	X	X	X	X	X
Calvert	X		X	X			X		X	X	X				X	X	X	X	X	X
Anne Arundel	X		X	X						X			X	X	X	X	X	X	X	X
Baltimore	X	X	X	X	X	X		X	X	X		X	X	X	X	X	X	X	X	X
Harford	X	X	X					X	X	X	X	X	X	X	X	X	X	X	X	X
Cecil	X		X	X			X		X	X	X	X				X	X	X	X	X
Kent	X		X	X													X	X		X
Queen Anne's	X													X	X		X	X	Dated-Not Signed	
Caroline	X									X				X	X		X	X		X
Talbot	X														X		X	X	Dated-Not Signed	X
Dorchester	X		X							X					X		X	X		X
Wicomico																	X	X	X	X
Somerset														X						
Worcester	X			X										X	X		X	X		X
Baltimore City	X	X					X	X					X			X	X	X		
Total	21	9	11	13	2	8	10	10	9	15	10	7	9	12	15	14	20	21	13	19

NOTE: X identifies each County that retains this type of record for its inmates.

TABLE V-13

TREATMENT PROGRAMS IN MARYLAND JAILS

Jurisdiction	Education	Employment Counseling	Work Release	Vocational Training	Indoor Recreation	Outdoor Recreation	Drug Counseling	Alcohol Counseling
Garrett								
Allegany		X	X		X		X	X
Washington	X	X	X		X	X	X	X
Frederick	X	X	X	X	X	X	X	X
Carroll	X		X		X	X	X	X
Howard	X						X	X
Montgomery	X	X	X	X	X	X	X	X
Prince George's	X	X	X	X	X		X	X
Charles			X					
St. Mary's	X						X	X
Calvert					X			
Anne Arundel	X	X	X			X	X	X
Baltimore	X	X	X		X		X	X
Harford	X	X	X	X	X		X	X
Cecil		X	X			X	X	X
Kent							X	X
Queen Annes							X	X
Caroline								
Talbot		X	X				X	X
Dorchester			X					
Wicomico			X					
Somerset			X					
Worcester			X					
Baltimore City	X	X	X	X	X	X	X	X
Total	11	11	17	5	10	7	16	16

NOTE: X identifies the type of treatment programs available at each County jail.

JAIL PROGRAMMING - VISITATION

TABLE V-14

JURISDICTION	Contact	1-2 Times Per Week	3-4 Times Per Week	4-7 Times Per Week	Limited	Mail Censored	Use of Telephone
Garrett		X				X	1 p/wk.
Allegany		X			X	X	M-F 8-12
Washington		X			X	X	3 p/wk.
Fredarick		X					2 days p/wk.
Carroll			X		X		1 p/wk.
Howard	X	X					
Montgomery					X		2 p/wk.
Prince George's				X	X		X
Charles		X			X	X	When necess.
St. Mary's	X				X		8 - 4:30
Calvert		X			X	X	T & T
Anne Arundel		X			X		Must request & Tell Who
Baltimore		X			X		Every Other Day
Harford			X		X		2 p/wk.
Cecil		X			X	X	2 p/wk.
Kent	X	X			X	X	Only Important
Queen Anne's		X					1 p/day
Caroline				X			No
Talbot		X					Made by C.O.
Dorchester		X			X	X	Pay Phone Lim. Use
Wicomico		X			X	X	Family & Lawyer
Somerset		X			X		No
Worcester		X			X	X	When C.O. has Time
Baltimore City	X			X			When Desired
Total	4	17	2	3	17	10	

NOTE: X identifies the type of visitation privileges allowed to inmates in each County.

C.O. stands for Correctional Officers.

JAIL PROGRAMMING _ MEDICAL SERVICES

TABLE V-15

JURISDICTION	Specific Area for Med. Services?	Physical Exam Upon Admittance?	Admissions Screening For Communicable Illness?	Are intoxicated Prisoners Separately Housed?	How Frequent Is Sick Call?	Are Med. Prof. Under Contract?	Who Dispenses Medication?
Garrett				X			C.O.
Allegany				X	1 p/wk.		C.O.
Washington				X	1 p/wk.	X	C.O.
Frederick	X			X	2 p/day	X	Para Med
Carroll					1 p/wk.	X	C.O.
Howard		X			3 p/wk.	X	C.O.
Montgomery	X	X	X	X	Daily	X	Nurse-PM
Prince George's	X	X	X	X	Daily	X	Med Staff
Charles							C.O.
St. Mary's			X	X			C.O.
Calvert	X		X	X			C.O.
Anne Arundel	X	X	X	X	Daily	X	Nurse
Baltimore	X	X	X	X	Daily	X	C.O.
Harford	X	X	X	X	Daily	X	Nurse
Cecil	X			X	1 p/wk.		C.O.
Kent						X	C.O.
Queen Anne's							C.O.
Caroline							C.O.
Talbot				X			C.O.
Dorchester						X	C.O.
Wicomico				X	Daily		C.O.
Somerset							C.O.
Worcester					3 p/day	X	C.O.
Baltimore City	X	X	X	X	2 p/wk.	X	Nurse
Total	9	7	8	15		13	

NOTE: X identifies the Medical services available to the inmates by County.

C.O. stands for Correctional Officer.

for the security and operation of the institution for the safety of the staff, the safety of the inmates and the security of the institution. This practice should cease immediately and adequate personnel should be assigned to each jail.

The several programs funded by the Governor's Commission have addressed only a small part of the overall jail problem. The recent survey and research done by Commission staff should provide the basis for more systematic approach to local corrections problems in future funding efforts.

In an effort to provide for the improvement of the medical services segment of treatment in local jails, the American Medical Association conducted a survey of jail medical facilities in 1972.¹⁷ The AMA received a grant from LEAA to study and recommend improvements in medical and health services. Maryland was selected as one of the six states to participate in this national program. The purpose of the Jail Study Project is to survey and evaluate medical care in selected county and municipal jails and develop an action program to assist in the improvement of health services. Successful models, practices, and methods developed for medical service delivery will then be incorporated with those from other State pilot programs, and used in the development of a national certification system for jail medical programs. The Jail Study began in June, 1976 and is now beginning the third year. Of the jails certified by the AMA, the local jails in Anne Arundel County, Baltimore County, Montgomery County, Prince George's County, and Baltimore City received accreditation for providing quality medical care and health services for their inmates.

Efforts to improve treatment of incarcerated offenders is a severe need in Maryland as it is throughout the country. However, effort should immediately be exerted to relieve the overcrowding of detention centers and jails by removing inmates from institutions when they are not in need of secure detention. Pretrial diversion programs at the local level should be explored. Such programs provide for release of apprehended persons on the basis of persons on the basis of objective criteria which are related to stable roots in the community such as employment history, residential stability, family contacts, and prior criminal records. In theory, a pretrial defendant would maintain family and community ties and provide for the utilization of various positive conditions or relations that may provide a foundation for rehabilitation.¹⁸ Community resources could provide psychiatric therapy, and drug and alcohol treatment to defendants requiring such services. Individuals considered good risks would meet with a pretrial diversion coordinator on a regular basis to form a rehabilitative plan, while those not fully meeting the pretrial release requirements could be allowed a day-time release.¹⁹ In

¹⁷Law Enforcement Assistance Administration, Grant #78-ED-AX-0023.

¹⁸U.S. Department of Justice, Law Enforcement Assistance Administration, Handbook on Community Corrections in Des Moines, Iowa (Washington, D.C., Government Printing Office, 1973).

¹⁹Empey, LaMar, Studies in Delinquency (1967), p. 20.

addition to providing treatment programs and maintaining community ties, pretrial programs would reduce local jail populations while diverting individuals from the larger State system. It has been estimated that the cost of pretrial programs is one-twelfth the cost of traditional incarceration.²⁰ An example of pretrial diversion programming is the Diversionary Alcoholism Program in Prince George's County funded by the Commission in March, 1977. The program allows the State's Attorney to refer offenders to alcoholism treatment in lieu of prosecution.²¹ The recent changes made by the Administrative Office of the Courts regarding release of offenders on recognizance prior to trial may effect the pre-trial populations in all jails. The effect of the relaxed release requirement upon the jail populations must be evaluated.

While, at present, jails throughout the State of Maryland are the responsibility of the local county government, the Community Corrections Committee of the Maryland Governor's Commission on Law Enforcement and the Administration of Justice recommended that the State take over responsibility of all sentenced persons in local institutions for the purpose of establishing a community-correctional system and direct individualized treatment to the adjudicated offenders. With the creation of a State-wide community-based correctional system, local criminal justice elements would be provided the option of contracting services with the State for pretrial services. Such a system could prove more cost effective than the present system while also maintaining programming standards. The Committee made the following policy recommendation in their final report:

"The Maryland Department of Public Safety and Correctional Services should intensify its community approach to rehabilitation with respect to the location of the offender within his community and in the utilization of community programs and resources, and should undertake a phased development plan of programs and facilities culminating with all adjudicated offenders, not requiring maximum security being maintained and rehabilitated in their respect communities."²²

These recommendations move towards community-based corrections in Maryland and conform to national trends which reject previous correctional philosophies. Historically, in the early 1800's, the concept of a large State penal institution was the reformer's ideal. Penitentiaries ideally would perform all the tasks assigned by society to corrections: society's need for protection; the punishment of "criminals;" and the eventual

²⁰Ibid.

²¹Governor's Commission on Law Enforcement and the Administration of Justice, Grant #76-CA-AC36167.

²²Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Report of the Community Corrections Committee, 1971.

rehabilitation of the offender through work and meditation. The system, however, made no provision for the successful reintegration of offenders into the community. The majority of offenders were returned to their homes after service of sentence with little more than a suit of clothes, a few dollars, and a word of encouragement from the warden. They returned home, in most cases, to face the same problems, environment, and friends which had combined to initiate their involvement with the law. Mid-twentieth century penologists, on the other hand, emphasize the value of dealing with offenders and their problems within their home community, utilizing local resources. A successful community-based program should enable offenders to participate in the community as law abiding citizens within certain defined limitations. Alternatives to incarceration that would provide community-based resources are needed within the State of Maryland.

In confronting problems similar to Maryland's jail difficulties, many states have implemented subsidy programs. The existing subsidy programs fall into two major categories of programs: those designed to reduce commitments to state-operated institutions; and those which encourage local governments to meet minimum standards. The first category of programs are usually financial incentives and include performance measures, i.e. reduction in the commitment rate. The second category of programs are usually designed to defray all or part of the costs of a particular correctional service provided by local governments in order to encourage expansions of local services without increased costs from local revenues.²³

Both categories of programs operate upon objectives quite applicable to Maryland. The need to upgrade correctional facilities and programming on the local level has previously been discussed. The overcrowding in State correctional facilities has been the topic of much media coverage, court action, and legislative activity for the past two years. In brief, the full utilization of current facilities and the completion of the nine facility projects currently under construction are expected to result in a short fall of 1,379 beds in fiscal 1982.²⁴ In fiscal year 1977, 1,681 offenders sentenced to the Division of Correction were committed for sentences of 18 months or less.²⁵ The short sentence offender generally represents 35-40% of the intake of the Division of Correction.²⁶ Since inmates serving 18

²³Ralph J. Marcelli (ed.), State Subsidies to Local Corrections (Lexington, Kentucky: The Council of State Governments, 1977), p. 5.

²⁴Report to The General Assembly by Alan M. Wilner, loc. cit., p. 117.

²⁵Interview with Patricia Schupple, Planning and Research Staff, Division of Correction, March 29, 1978.

²⁶Ibid.

months sentences generally are confined 4-6 months prior to parole release, diverting such offenders from the State would represent a savings of approximately 800 beds and thus decrease the expected State deficit of 1982 appreciably. The short term offender would receive more productive treatment programming in a properly operated facility in the community of his residence.

An example of a subsidy program which seeks to accomplish both objectives can be found in the Minnesota Community Correction Act. Under this program the role of state corrections services is incarceration of offenders with long sentences. Offenders with sentences of less than 5 years are considered better off if dealt with at the local level. The subsidizing funds are allocated upon a complex formula designed to accommodate both need and a desire for parity among counties. The state charges the counties a per diem cost for offenders it houses who are sentenced to less than 5 years.²⁷

A State-wide public opinion survey conducted by the Governor's Commission on Law Enforcement and the Administration of Justice in 1974 revealed that 71% of respondents favored the concept of small community facilities housing offenders who were within six months of their release or had not committed serious offenses such as murder or rape. However, when asked whether they would support a facility within five blocks of their own house, only 51% responded favorably. A similar survey conducted in 1976 revealed that the public support for the concept of community facilities has dropped to 65% and that the percentage of persons favoring such facilities in their own community decreased to 46%.

The Department of Public Safety and Correctional Services received a Federal grant from the Governor's Commission on Law Enforcement and the Administration of Justice for the purpose of staffing an operational Community Corrections Task Force to form the core of the action programs in community corrections. Besides the responsibility of planning, the Task Force provides technical assistance to communities setting up correctional programs. In the Fiscal 1976 budget, the Division of Correction assumed most of the positions on the Task Force to continue its operation at least on a limited basis.

The Maryland General Assembly enacted in the 1972 legislative session provisions for the establishment and maintenance of community correction centers for offenders as of July 1, 1972. The enabling legislation and the Declaration of Legislative purpose to the act were amended in 1976. The Declaration of Legislative purpose reads as follows:

- (1) There is a need for community based adult rehabilitation of persons who have been convicted of crimes but who, in the judgment of the courts and appropriate correctional personnel, can best be rehabilitated without substantial danger to the community in local community facilities;

²⁷Ralph J. Marcelli (ed.), loc. cit.

- (2) These adult rehabilitation centers should be but one component in the overall correctional system, and should be utilized only for those persons who can best be rehabilitated in them and who will not present a substantial danger to the community;
- (3) In order to assure the people that these rehabilitation centers will be safe, they should, to the maximum extent practicable, be located and operated by local government, consistent with State-wide standards, and with State financial and technical support;
- (4) Only in the event of a demonstrated need for a facility and the inability of a local government to provide for its location after a reasonable period of time should the State have the power to locate, construct, and operate it.²⁸

Recent passage of legislation, Sections 706-710, Article 27, of the Annotated Code of Maryland, resulted in many changes regarding the establishment of Community Adult Rehabilitation Centers. Primarily this legislation authorizes the State to lease, purchase, and/or construct a community Corrections center in a county where certified need for a site does exist and the county fails to submit a proposed site and plans for a facility within 18 months. The centers will be limited in size to 108 beds unless specified conditions exist. Under conditions enumerated in the legislation the State will pay 75% of the construction costs of the facility and will pay a subsidy to the local government for operation of the center. Although the intent of the legislation was to create a climate whereby the Department of Public Safety and Correctional Services could establish facilities where data indicates a need exists with or without local citizen support, the provision that 25% of the cost must be borne by local government may negate the possibility of construction. In instances where local citizenry oppose location of the facility and local government declines payment of 25% of the cost, construction may be thwarted and the legislation would become inoperational. Additionally, however, in all instances since the passage of this legislation, the State has waived the 25% local share and has provided full funding of construction cost.

The legislation also establishes criteria for each of the three sources of referral to centers:

- I. A person may be placed in a center by the Commissioner, upon a recommendation by a court, if:

the offender was a resident of the county in which the center is located, or, if the center is a regional one, he was a resident of one of the counties comprising the region, at the time of his arrest; and

²⁸Maryland Annotated Code Article 27, Section 706.

the offender's sentence, excluding any suspended part of it, is not more than 18 months; and

placement in the center is recommended by a presentence investigation report prepared for the court by the appropriate probation department, and the placement is accepted by the Director of the center.

- II. A person may be transferred to a center by the Commissioner without a recommendation by a court if:

the first condition stated in subsection I is satisfied and the person intends to reside in such county or region upon his release from confinement;

the inmate has less than six months remaining on his sentence or less than six months to serve prior to a determined parole date; and

if the person was convicted of a crime of violence, his transfer is accepted by the Director of the center.

- III. A court may recommend placement in a center at any time, but may not commit a person directly to a center. However, with respect to a person detained in or sentenced to a county jail, detention center, or county agency operating such jail or detention center, the court that ordered the detention or imposed the sentence, at any time during the period of confinement, may, upon a recommendation of the Director of the center and the concurrence of the commissioner, approve the person for transfer to a center. The center director may revoke a transfer to the center under this subsection if the person violates the terms and conditions of the center.

Criteria for referral enumerated above provide strong indication of one of the major problems currently being experienced by community corrections. The 1976 legislation modified the intent and purpose of community corrections by making such centers a component of the State correctional systems not unlike the minimum security camp system. The original purpose of community corrections as described in the Report of the Community Corrections Committee was to develop centers to house all but maximum security inmates in facilities near their residences, correctional programming would be provided in large part by community agencies. The purpose of these centers has been changed from providing initial treatment to a pre-release treatment. This change in purpose causes woefully inadequate jails to remain as the only short term confinement and treatment centers available as institutions to be utilized by the courts in sentencing.

The pre-release function is not adequately addressed by current Department of Public Safety and Correctional Services policy either since the need for

community centers exists in areas of the State where a certification of bed need has not been provided. Currently, there is no certified bed need other than in four jurisdictions. With no certified need for community corrections beds, political subdivisions cannot receive the legislatively approved increased State funding available for constructing and operation of such centers. The current State policies may result in slowing down the decentralization of the correctional system and may result in many new traditional jails being built without improving the current inadequacies of the systems; five counties received funding for the State's share of construction cost for new jails in the 1978 legislative session and more are expected to do the same next year.

As previously stated, Article 27 Sections 706 through 710 of the Annotated Code of Maryland instituted several major changes in the community corrections program. One of these changes called for the Secretary of Public Safety and Correctional Services to certify bed needs and that the jurisdiction thus certified was allotted 18 months to submit a proposed site and facility plans. Although the Secretary has certified a bed need in four jurisdictions, a standard certification formula has not been developed. The currently certified five year need is for 382 additional Community Adult Rehabilitation Center beds, as follows:

1. Anne Arundel County, 38 beds;
2. Baltimore City, 244 beds;
3. Prince George's County, 77 beds;
4. Baltimore County, 23 (plus an additional 57 for locally committed offenders).

The long range goal of a community corrections program is to implement a system whereby all adjudicated offenders not requiring maximum security would be maintained and rehabilitated in their respective communities.²⁹ Currently, there are approximately 336 individuals in resident community corrections programs (excluding camps), and little has been accomplished in establishing community correctional centers. A major reason for this lack of accomplishment has been the inability to find construction sites or rental property in Baltimore City or selected counties which would be acceptable to zoning officials and the community.

Attempts to locate sites and obtain appropriate residential center zoning have met with very limited success. Seemingly appropriate residential sites have been found, but in most cases requests for rezoning have been denied due to a lack of community support. Site selection in Prince George's and Anne Arundel Counties has hampered the development of the concept in these areas.

²⁹ Report of the Community Corrections Committee. January, 1971, and the Maryland Governor's Commission on Law Enforcement and the Administration of Justice, 1971 Part E Plan Supplement, May 1, 1971.

Possible sites have been found by the Division of Correction; however, community reaction has been such that the sites have not been approved by the local governmental authorities.

In recent months the Division of Correction has worked with representatives in the political subdivisions with certified bed needs and are reporting progress in site selection and plan development in Prince George's County and in Baltimore City. In Prince George's County a site has been selected and architectural plans are being developed. In Baltimore City, three sites have been identified, zoned, and are in final stages of development leaving a need for two additional sites. Little progress has been made in the remaining counties with currently certified needs.³⁰

In spite of the above described difficulties some programs have become operational. The facilities currently operational under the community corrections concept are:

			May, 1978 <u>Population</u>
1.	Community-Based Work Release Center	Male	103
2.	Greenmount Avenue Pre-Release Center		115
3.	Community Correctional Center for Women	Female	29
4.	Dismas House Community Correction (East and West)	Male	52
5.	Threshold Residential Center	Male	23
6.	Montgomery County Pre-Release	Male & Female	14
			<u>336</u>

With the exception of the Dismas House West and Montgomery County program, the above programs began operation under funding by the Governor's Commission on Law Enforcement. Also through Commission funding, from 1973 to 1976 the Division of Parole and Probation operated a 20-bed residential halfway house in Prince George's County.³¹ As with other centers, the major objective of the program was to reduce recidivism for selected offenders by providing treatment services including counseling in employment, financial responsibility, family relations, drug and alcohol abuse, mental and physical health and community responsibility. The program ceased operation in July, 1976, due to lack of community approval for conversion to a community corrections facility.

Commission funds were awarded in 1977 to staff two community residential centers. Funds were awarded to provide staff to begin the conversion of

³⁰Information supplied by the Division of Correction, June, 1978.

³¹Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant #5055-COR-3.

Southern Maryland Correctional Camp into an institution housing and treatment residents of the Tri-County area. The conversion of the Hughsville Camp allows utilization of the facility by local courts as a sentencing alternative in addition to the options of probation supervision and commitment to the Division of Correction. This new program also provides local evaluation and programming for inmates sentenced to the Division of Correction rather than the previous practice of evaluating and programming of Southern Maryland residents in State facilities located in other regions. Due to implementation delays, the project has not been operative sufficiently long enough to permit evaluation of success. However, the first few months of operation provides information which indicates the local Courts are not interested in utilizing the state operated CARC facility as a sentencing alternative and that the only means of operating the program with an adequate number of participants is for the Division of Correction to assign appropriate pre-release inmates to this facility.³²

The second community residential center funded in 1977 by the Commission was the pre-release center in the old Division of Correction headquarters in Baltimore City.³³ The conversion of the facility to a residential center has progressed much more slowly than was projected and this program has suffered implementation delays similar to the above described project. When operational the Pre-Release Center is to provide local programming for 277 to 408 minimum security inmates who resided in Baltimore City prior to incarceration.

Although female inmates represent less than five percent of the incarcerated population, the correctional treatment needs of the female offender are not insignificant. To provide needed programming for female offenders, the Commission awarded funds to support a community correction residential center for females located in Baltimore City.³⁴ Although several delays were encountered initially, the project did locate an excellent facility at 4500 Park Heights Avenue, hired and trained staff, and operated for three years with Commission support. The program continues operations under State funding with a capacity of 32 and a June 1, 1978 population of 29.³⁵ This is the only community-based residential program for women currently in operation in Maryland. The program is also unique for it offers a mutual agreement programming treatment component which allows for purchase of

³²Governor's Commission on Law Enforcement and the Administration of Justice, Grant #77CAAC3-7101.

³³Governor's Commission on Law Enforcement and the Administration of Justice, Grant #76CAAC3-6165.

³⁴Governor's Commission on Law Enforcement and the Administration of Justice, Grant #6044-COR-4.

³⁵Information from Division of Correction, 6/1/78, Daily Inmate Populations Census.

services from treatment agencies in the community. In the three years of grant operation 180 contracts have been negotiated, 83 inmates have received parole and approximately 40 are currently in the institutions working towards parole release.³⁶

In summary, the process of establishing facilities for community rehabilitation centers has met with less than hoped for results because community opposition has often thwarted their creation. Legislation enacted in the 1976 legislative session allows establishment of a facility by the State should a certified need for a center exist and the local governments fail to submit a proposed site and plans for a facility. Enactment of this legislation could have a positive effect and result in the establishment of additional centers in the coming months if such significant concerns as financial support of construction can be solved in a manner acceptable to local governments and the State.

Prerelease counseling in the institution, employment and vocational guidance, and community residence facilities should be available for the sole purpose of assisting the offender's re-entry into the community prior to and immediately after release. Additionally, educational and work leave programs should assist in the reintegration of the offender into the community. Expanded volunteer programs providing services both within the institution and with offenders are also needed.

Employment programs operated within the Division of Correction and in the Division of Parole and Probation have at best been fragmented. The Commission began funding of a project aimed at consolidating the various programs. This project was to develop within the Department of Public Safety and Correctional Services, under the administration of the Division of Correction, an Offender Employment and Follow-Through Model. The model was to provide a system for the delivery of employment services to all offenders under the jurisdiction of the Department. Following development of the model, an offender employment unit trained to provide employment services such as vocational assessment, orientation to employment opportunities, vocational counseling training in job location activities to offenders was to be created.³⁷ The project has not been refunded due to programmatic difficulties involving staff resignations and severe problems with the consultant.

The Division of Correction operates a Community Vocational Rehabilitation and Release Center as a satellite of its camp system. The Center, located in Baltimore City, is the joint responsibility of the Division and

³⁶Governor's Commission on Law Enforcement and the Administration of Justice, Grant #77ED-99-0014.

³⁷Governor's Commission on Law Enforcement and the Administration of Justice, Grant #4174-COR-3.

the State Department of Education, Division of Vocational Rehabilitation. Offenders placed in the Center participate in work release and use community educational and vocational training resources.

The Division of Correction also administers an extensive work-release program in accordance with provisions of Section 700A, Article 27, of the Annotated Code of Maryland. Under this program, inmates leave the institution during regular work hours to engage in employment. Table V-16 lists the number of inmates on work release at each of the participating institutions as of June 1, 1978. Approximately, 8,500 inmates have been involved in this program since its initiation in July, 1963.

TABLE V-16
DIVISION OF CORRECTION INMATES ON WORK RELEASE
ON
MAY 31, 1978

INSTITUTION	NUMBER OF INMATES
Community Adult Rehabilitation Center	166
Maryland Correctional Training Center	55
Camp Center	75
Eastern Camp	39
Poplar Hill Camp	31
Southern Maryland Camp	27
Community Vocational Rehabilitation and Release Center	31
Maryland Correctional Institution for Women	7
TOTAL	431

SOURCE: Maryland Division of Correction, Office of Planning and Research, June, 1978.

At the Division of Correction Camp Center, drug and alcoholic cases are treated in a special manner. Ten local Alcoholics Anonymous Chapters are active in the central camp and the five satellite centers. Approximately 300 inmates are actively involved with Alcoholics Anonymous activities or other community alcohol programs. In 1974, through Commission funding an alcoholic treatment project became operational in the camp system and several medium security facilities (see COR-4). There is one professionally administered drug program in the Division of Correction and other drug counseling by classification counselors is provided. Appropriate community drug treatment

resources are also utilized by consenting inmates, although the actual number of inmates using such services is not known. A professionally staffed drug treatment program operated in Hagerstown and provided treatment for 86 inmates, however, the Drug Rehabilitation Project grant funding ended October, 1976 and the project was not continued under State funding.³⁸

To provide increased drug and alcohol treatment capability in the Division of Correction, LEAA discretionary funds were awarded the Maryland Drug Abuse Administration for a Treatment and Rehabilitation for Addicted Prisoner (TRAP) program in June, 1978.³⁹ This program will allow 6-9 months of intensive counseling of inmates with a history of serious drug or alcohol abuse in State correctional facility in Jessup, Maryland. Elements of the program include mutual agreement programming and monitored post-release participation in a community-based treatment program. The static enrollment figure at Jessup is expected to be maintained at or near the 60 bed capacity.

Another aspect of the Division's community-based program involves coordination of community volunteer services. The Governor's Commission on Law Enforcement and the Administration of Justice funded a three year grant which established a community service coordinator in each of the major State correctional institutions.⁴⁰ The grant completed its Federal funding period in June, 1973, but the coordinators were included in the correctional budget for fiscal year 1974 and are still providing services. The community service coordinator's goal is to generate community interest for the institution's design, coordinate programs for citizen participation, and serve as liaison between volunteers and inmate self-help groups within the institutions. From June, 1970 through June, 1978, coordinators have worked with over 43 inmate self-help groups having a total membership of 1897 inmates and approximately 700 volunteers.⁴¹

Patuxent Institution's Community Treatment Program includes a leave program, an outpatient clinic, a prerelease center, and a half-way house located in Baltimore City. The leave program enables selected inmates to take periodic absences from the Institution to visit family and friends, seek employment, and re-orient themselves to their surroundings. The leaves range from just a few daylight hours to three to five days over holiday periods.⁴² The staff at Patuxent considers their program to be the first

³⁸Information obtained from Division of Correction, Office of Planning and Research, July, 1976.

³⁹Law Enforcement Assistance Administration, Grant #78-ED-AX-0032.

⁴⁰Governor's Commission on Law Enforcement and the Administration of Justice, Grant #1-REH-213-06-ST5.

⁴¹Information obtained from the Division of Correction, June, 1978.

⁴²Patuxent Institution, Annual Report, 1975 (Jessup, Maryland, 1978) pp. 26-27.

step to the offender's return to the community. Table V-17 indicates the number of inmates placed on leave and the relative success of the program.

TABLE V-17
PATUXENT INSTITUTION LEAVE PROGRAM

FISCAL YEARS
1969 - 1977.

PROGRAM	1969	1970	1971	1972	1973	1974	1975	1976	1977
Number of Inmates Placed on Leave Program	15	13	27	27	12	15	31	40	30
Number Returned for Violation of Terms	3	1	1	2	..	2	3	4	4
Number Returned for Commission of New Offenses	..	..	..	2	..	1	..	..	0'

SOURCE: Patuxent Institution, Annual Report 1976, Jessup, Maryland 1976, pp. 34-35 and updated June, 1978 in conversation with staff of Patuxent Institution.

The Prerelease Center, funded by the Governor's Commission on Law Enforcement, allows for a more gradual return to the Community through a semi-structured environment while utilizing the full complement of support services available at the Institution. Individuals on conditional release status (leave programs and work release) are housed at the Center prior to parole to the community or placement at the Halfway House. Of the 36 people on work release from the Center in fiscal 1977, 11 were returned for violation of terms and through new offenses. Patients at the Halfway House who need a more structured setting could be returned to the Prerelease Center rather than to complete institutionalization. On July 1, 1977, the number of residents at the Prerelease Center was 20.⁴³

⁴³Governor's Commission on Law Enforcement and the Administration of Justice Grant #77-CAAC3-7026.

Parole supervision for offenders being released from Patuxent Institution is provided by staff members of the Institution. The Institution has developed an outpatient clinic to provide professional treatment for offenders released into the community. The staff provides "continued psychotherapy ... job and family counseling, parole guidance and social work services for the patient and his family ... Attendance is mandatory for all patients in the metropolitan [Baltimore] area."⁴⁴ The clinic is used to assist the Board of Review in determining when the offender is ready for complete release into the community.

The third aspect of Patuxent's community-based treatment program is the operation of the Prep Halfway House which was initially funded through the Governor's Commission on Law Enforcement and the Administration of Justice.⁴⁵ Since July, 1972, when the first residents arrived, a total of 153 clients have been paroled to the facility.⁴⁶ The annual disposition of these clients is shown in Table V-18. It is noted that not all releases were persons paroled to the community, for example, of the 25 releases in 1977, 22 were paroled, three violated terms and were returned to the pre-release center or the institution. This program was assumed by the State in 1975 and continues to operate as originally funded.

Action of legislation proposed in the 1976 Maryland General Assembly to repeal the Defective Delinquent statute and to abolish the status of the Patuxent Institution as a facility for the detention of defective delinquents was withheld until the 1977 session in order to allow an opportunity to conduct an evaluation regarding the utility of the statute and the Institution. The Commission allocated funds in May, 1976, for the purpose of purchasing consultant services to conduct this study.⁴⁷ The evaluation recommendations provided the basis for the Executive and Legislative branches of State government's decision regarding continuation of both the use of the indeterminate sentence for defective delinquents, and the application of such sentences by Patuxent Institution. (See Problem Description COR-4.) The 1977 Legislature enacted legislation, supported by the study finding, which abolished the defective delinquent statute and the indeterminate sentence, and makes Patuxent Institution a voluntary therapy institution.

⁴⁴Ibid., p. 13.

⁴⁵Governor's Commission on Law Enforcement and the Administration of Justice Grant #3071-COR-3(E).

⁴⁶Information supplied by Patuxent Institution, June, 1978.

⁴⁷Governor's Commission on Law Enforcement and the Administration of Justice Project #6007-COR-4.

TABLE V-18

PATUXENT INSTITUTION MONTHLY DISPOSITION
OF HALFWAY HOUSE CLIENTS

YEAR	INTAKE	RELEASED
1972	24	13
1973	31	38
1974	37	33
1975	15	19
1976	29	29
1977	17	25
TOTAL	153	157

SOURCE: Patuxent Institution, Annual Report 1976 (Jessup, Maryland, 1975) and supplied by Wayne Garreis, Patuxent Institution, June, 1978.

An effective community-based correctional system should provide alternatives to traditional sentencing and incarceration in State or local institutions. Additionally, it should add a dimension of flexibility to the correctional process by providing correctional administrators with the capability of directing offenders to programs designed to meet their individual needs and societal objectives. This capability is very important at the intake and release stages of the correctional process. During fiscal year 1973, the Maryland Division of Parole and Probation completed presentence investigations in only 27% of all criminal convictions resulting in probation or Division of Correction commitments. This figure increased to 30% in fiscal 1974 and has remained constant. Ideally, all criminal cases should receive presentence investigations of some type. Needless incarceration could be prevented which would decrease the over-population of correctional institutions truly in need of incarceration could be appropriately sentenced. In an effort to increase the number of cases receiving presentence investigations, a presentence investigation unit assigned to the Supreme Bench of Baltimore City was funded under a grant from the Governor's Commission on Law Enforcement and the Administration of Justice.⁴⁸ Five investigators and a supervisor

⁴⁸Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant #5114-DIA-2.

perform a maximum of 60 investigations a month on cases referred by Supreme Bench judges. The grant completed its third year of funding and was assumed through State funding in 1977.

Legislation enacted in 1976 provided a mandate requiring the Division of Parole and Probation to complete presentence investigation on all defendants convicted of felonies or referred to the Patuxent Institution by any Circuit Court of the Supreme Bench unless the court specifically orders otherwise.⁴⁹ This legislation became effective July 1, 1976. As a result of the legislated mandate and in hope that increased use of background investigations by the courts would improve correctional programming and decrease the commitment rate to State institutions, the legislature funded an increase of 20 agent positions to provide increased investigative capability. Although the Division has experienced an appreciable increase in staff, the demand for presentence investigations by the courts had decreased for the past two fiscal years. This decrease in court requests for background information on defendants prior to sentencing is contrary to the projections made as the Legislature considered the 1978 budget when a 3,600 increase was anticipated. The failure to request investigations deprives the court of valuable information useful in sentencing and also denies correctional agencies information necessary for proper classification and development of proper treatment plans. The lack of court utilization of the Division of Parole and Probation's presentence investigation capability needs immediate and thorough examination and initiation of corrective action should be instituted.

Presently, the primary responsibility for non-residential community treatment and supervision in Maryland consists of parole and probation services. These programs handle approximately three-fourths of the offenders in the Maryland Correctional system each year. In 1977, the General Assembly enacted legislation which provided for the last remaining local probation department charged with criminal case supervision and investigation to be merged with the Division of Parole and Probation. Thus when Baltimore County's Probation Department became part of the State correctional system in July, 1977, the Commission Correctional Standard 4.1 calling for such unification was accomplished.

The gradual absorption of local probation departments and their caseloads in the past decade has enlarged the staff and workload of the Division of Parole and Probation appreciably. However, the workload of the agency has increased significantly due to court and parole activities also. The March 31, 1978 criminal caseload of 39,233 represents an increase of 3,953 cases since June 30, 1977. To obtain the net growth much effort was expended in administrative tasks involved in opening 24,823 new cases and terminating 20,870 cases.⁵⁰

⁴⁹Law of Maryland 1976, Chapter 118.

⁵⁰Information provided by the Division of Parole and Probation, June, 1978.

Increasing caseload size led to the establishment of a caseload management system in 1972. That system limited the supervision provided by the agent to 35 cases most in need and allowed 35 additional cases to receive telephone consultation from the agent. All remaining cases reported monthly to the agent by mail. It is noted that major deficiencies did exist in this system: the influx of new cases often dictated constant readjustment of degree of supervision for the entire caseload on a regular basis; clients did not receive agent supervision for any appreciable amount of time (they are moved into lower supervision categories and stop receiving agent contact in a matter of a few weeks, seldom in excess of six months), approximately 81% of the Division-wide caseload did not receive direct agent contact (63% of the total caseload filled out a monthly report form and received no formal contact).

While the caseload per agent theoretically should not have exceeded 35, the cost of providing such coverage was high. The Division of Parole and Probation employed 357 agents (329 State funded and 46 Federally funded) as of June 11, 1976.⁵¹ Approximately 64 of the agents were investigators; 36 supervised domestic relations cases; the remaining agents provided supervision of parolees and probationers or were assigned various administrative functions within the agency. The average caseload for the 189 general supervising agents in April, 1976 was 198.⁵²

These deficiencies accounted for some lack of confidence on the part of many judges in the effectiveness of probation and in turn aggravated the overcrowding problems in State and local institutions. The fiscal year 1978 State budget provided for the alleviation of these deficiencies through a strengthening and reorganization of the Division of Parole and Probation. The 1978 State Budget included funds for 21 new agent positions and 24 new clerical support positions for the criminal case supervision function. In addition, a deficiency appropriation for fiscal year 1977 was requested to permit the filling of 22 agent positions authorized for the Division but frozen because of budget shortages, and to create two new agent positions. The net increase in authorized positions for fiscal year 1978 in the Division of Parole and Probation was 41 agents and 34 clerks.

The increased budget authorization was based upon the reorganization and strengthening of supervision described in the Governor's Master Plan for Corrections - Phase I. Changes in agency operations described in the Master Plan include the following:

1. The upgrading of criminal case supervision function priority.

⁵¹Information obtained from the Division of Parole and Probation, March, 1977.

⁵²Ibid.

2. Development of an offender intake system to assure proper case classification.
3. Development of a treatment plan for new cases within the first month of supervision.
4. Specification of minimum level agent activity for all categories of supervision.
5. Assignment to intensive supervision all offenders who have been convicted of or who have a history of murder, manslaughter, rape, robbery, aggravated assault, burglary, or serious narcotics offenses or have known emotional disorders that indicate a propensity toward criminal behavior. Any offender ordered by the Court or the Parole Commission to receive intensive supervision will be so classified. If such an offender successfully completes that year of intensive supervision, without violation, is to be assigned to a standby caseload for one year. At the conclusion of the two years of supervision, if no violations have been noted, if no new charges are pending, and if the agent feels that the offender has made a satisfactory adjustment, the agent in charge can petition the court or Parole Commission for case termination. (It should be noted that Division of Parole and Probation statistics indicate that if a parolee or probationer does not violate the conditions of his parole or probation within the first 24 months of supervision the probability is very great that he will not violate at all. Most violations occur within the first 12 months of supervision.)
6. Assignment to Standby Supervision all offenders who have convictions of less serious criminal offenses in which fines, cost and/or restitution are a significant factor. After completing one year of standby supervision, the case, if successful, would then be assigned to an Honor caseload for one year. Some examples of offenses that qualify for this level of supervision are larceny, stolen property, simple assault, forgery, fraud, vandalism and vice. At the conclusion of two years of supervision, if no violations have been noted, if no new charges are pending and if the agent believes that the offender has made a satisfactory adjustment, the agent in charge may petition the court or Parole Commission for case termination.
7. Offenders assigned to the Division who were convicted of minor offenses in which fines, costs and/or restitution are not a significant problem, are to be placed under Honor supervision for one year. Some examples of minor offenses that qualify for this program are loitering, violation of liquor laws, and traffic

offenses. At the conclusion of one year of supervision, if no violations have been noted, if no new charges are pending, and the agent believes that the offender has made a satisfactory adjustment, the agent in charge may petition the court of Parole Commission for case termination.

8. Development of a plan for reclassifying all current cases so that an adequate level of treatment can be provided for current clients and so that current caseloads are phased-out of the system within two years at a minimum. (Approximately 4,000 cases were immediately closed and the remainder were scheduled for closing within 2 years.)
9. Intensive caseloads are handled by the most experienced agents, and limited to a maximum of 60 cases per agent; Standby caseloads will be limited to a maximum of 380 cases per agent. Each agent will handle only one type of caseload.

The overall purpose and effect of this strengthening and reorganization of the Division was to assure the courts and the Parole Commission that persons placed on probation or parole would receive the supervision and support services that they need. With the increased use of presentence investigation reports and this assurance of proper supervision, it was hoped that parole and probation would become more effective as an alternative to initial or continued incarceration. As a result it would be possible to reduce to some degree the intake and retention levels of prison population.

The reorganization and strengthening of supervision afforded by the Division of Parole and Probation described above conforms with concepts adopted as corrections standards by the Governor's Commission on Law Enforcement. The development of treatment plans for offenders should result in better utilization of existing community treatment resources. The Commission's Corrections Standard 5.6, "Community Services for Parolees" states that:

"Maryland should begin immediately to develop a diverse range of programs to meet the needs of parolees. These services should be drawing to the greatest extent possible from community programs available to all citizens, with parole staff providing linkage between services and the parolees needing or desiring them. . . . Within the limits of the Department of Personnel selection procedures and available training resources, some parole officers should be selected and trained to fulfill the role of community resource manager as well as supervision agent and presentence investigator. . . . Parole staff should participate fully in developing coordinated delivery systems of human services. . . .

The Maryland Division of Parole and Probation should continue to have one or more persons attached to the central office to act as liaison with major program areas, such as the employment, vocational rehabili-

tation, drug addiction treatment, etc... Limited funds for experimental programs should be made available to parole staffs to purchase needed community resources for parolees."

Also supporting the goal of increased use of existing community resources as outlined in Standard 5.6, Commission Standard 4.2 entitled "Services to Probationers" suggests that:

". . . The needs of probationers should be identified, priorities established, and resources allocated based on established goals of the probation system." It further states that "Services provided directly should be limited to activities defined as belonging distinctly to probation. Other needed services should be provided from other agencies that have primary responsibility for them. It is essential that funds be provided for purchase of services. The staff delivering services to probationers in urban areas should be separate and distinct from the staff delivering services to the Courts, although they may be part of the same agency. The Staff delivering services to probationers should be located in the communities where probationers live and in service centers with access to programs of allied human services."

Objectives of the grant funded by the Commission to support the reorganization of Parole and Probation included the following:

1. To increase the proportion of agent staff providing intensive supervision to 70% by fiscal year 1978.
2. To increase the total intensive supervision capability to 9,420 cases by the end of 1978.
3. To provide intensive supervision to all major crime offenders received on parole or probation through fiscal year 1983.
4. To increase the average number of contacts per intensive client after one year of operation.
5. To increase the average length of intensive supervision from the present level of one to three months to a minimum of one year for all intensive cases after program implementation.
6. To increase compliance with parole and probation special conditions.
7. To reduce the percent of violations that occur within first 12 months of supervision.
8. To reduce the overall agent/caseload ratio for supervision agents.
9. To provide 20 hours of in-service training to all professional staff by the end of fiscal year 1978.

10. To develop a profile of the success-failure offender type by the end of fiscal year 1979.
11. To increase the confidence level of the Judiciary and Parole Commission in the Agency's supervision services.
12. To reduce the rate of commitment to the Division of Correction by 6% during fiscal year 1978 through fiscal year 1980 as a function of conviction rates.
13. To increase the rate of parole approval by 2% during fiscal year 1978 through fiscal year 1980.⁵³

Information supplied by the Division of Parole and Probation indicates that progress is being made toward the accomplishment of several objectives but few have been fully met; e.g. 60% of the agent staff were providing intensive supervision, as of February 1978 there were 8,175 intensive supervision slots, and 89% of the cases assigned intensive supervision in the first quarter of 1977 were under intensive supervision one year later. The primary objectives of the project (objectives 11, 12, and 13) have exhibited partial success in that the parole approval rate increased but the reason for increased parole has not been isolated and accomplishment of objectives 11 and 12 have yet to be measured. The reorganization of supervision does appear to be having a desired effect upon recidivism as evidenced by information in the following chart.

<u>Total Opened Between 3/77 and 2/78</u>			<u>Total Opened Between 7/74 and 6/76</u>		
3,043			6,134		
<u>Month</u>	<u>Violated</u>			<u>Violated</u>	
	<u>%</u>	<u>#</u>		<u>%</u>	<u>#</u>
1	.6	18	2		139
2	.6	18	1		83
3	.6	17	2		110
4	.7	20	2		92
5	.3	8	1		75
6	.3	10	1		72
7	.1	3	1		68
8	--	--	.9		56
9	.03	1	.6		38
10	.07	2	.9		53
11	--	--	.5		34
12	--	--	.7		40

⁵³Governor's Commission on Law Enforcement and the Administration of Justice, Grants #76CAAC3-6202 and 6203.

Probably the most easily measured result of the reorganization is the accomplishment of objective 8, reduction of the overall agent/caseload ratio for supervision agents. The following table displays the average caseload per criminal supervision agent in fiscal years 1973, 1974, 1975, and 1976 as well as the present (February 1978) levels. The figures indicate that the objective is being met when the present levels are compared to the fiscal year 1976 levels.

TABLE - V-19
STATE DIVISION OF PAROLE AND PROBATION
AVERAGE CASELOAD PER CRIMINAL CASELOAD AGENT

<u>Type of Case</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>Present February 1978</u>
Parole	21.1	23.4	22.3	23.7	19.7
Mandatory Release	.6	1.1	1.3	.5	.5
Probation	115.8	144.8	169.6	140.5	131.5
Interstate Compact	3.7	3.9	4.6	4.0	3.4
Total	141.0	173.4	197.9	168.7	156.1

The average caseload has been reduced by more than 12 cases per agent which is a significant factor given the number of agents involved. It is anticipated that the overall caseload average will be reduced greatly during fiscal year 1979 when nearly 100 new agent staff will be added to the supervision program.⁵⁴

Efforts continue to develop measurements for other objectives of this project and it is anticipated that evaluative data will be provided in the second year of project operation.

In the 1979 budget, authorization was again requested to structure the budgets of the Division and the Department of Human Resources to permit the transfer to the Department of Human Resources Child Support Enforcement Division of the current responsibility in the Division of Parole and Probation for collecting alimony, maintenance, and support payable as the result of non-support and domestic relations equity orders. Due to continued increases in the criminal caseload in recent years, the agent positions available to field supervision have been assigned to criminal supervision and none have been assigned to domestic relation case supervision. In fact, the agent positions have been reassigned from domestic relations supervision to criminal case supervision even though the domestic relations caseload has increased appreciably. As the Division of Parole and Probation has not

⁵⁴Information provided by the Division of Parole and Probation, June, 1978.

been provided adequate agent staff to provide criminal and domestic case supervision, it was requested that the non-criminal supervision function be transferred to a more appropriate agency. The 1977 General Assembly did not agree to the restructuring of the two agency budgets. The 1978 General Assembly through passage of House Bill 607 provided for the transfer of domestic collections cases by January 1, 1979. The effect upon criminal supervision should be a positive one.

The 1978 General Assembly also authorized the creation of 17 agent position to be assigned intake responsibility for new cases. This action was taken to further enhance the capability of the Division of Parole and Probation to properly assign offenders to the degree of supervision needed and to improve the ability of agents to develop treatment plans, the 1978 General Assembly authorized the creation of 17 agent positions to be assigned intake responsibility for new cases. These agents will conduct initial interviews with offenders assigned to supervision. Additionally, intake agents will gather background information and criminal record information to be used to develop tentative treatment plans and initial supervision classification.

Although many changes made have resulted in decreased caseload size, many types of cases need increased attention through some mechanism. Among the categories of cases supervised by the Division needing increased attention are "collection" cases which have been ordered as a condition of probation to pay restitution, fines and/or court costs. The major purpose of supervision in these cases is the collection of court ordered payments. Although accurate statistics regarding success of the present collection system are not readily available, the percentage of cases completing payment is not estimated to be very high. Recently the Division has attempted to consolidate the accounting function in collection cases. The computerization did not meet with the level of success anticipated and was recently the subject of evaluation.

The evaluation of the paycase collection system was conducted by the American Correctional Association in May, 1976. The report assessment that the system of collection was quite fragmented and disorganized resulted in the following recommendations as well as other more specific recommendations:

1. In the near term (immediately), a single standard of information requirements and reporting must be defined, promulgated and adhered to. Rules must be promulgated as to the role of the Probation Officers in regard to consistent enforcement of court orders and clear penalties for noncompliance made part of the personnel handbook.
2. Procedures in each of the collecting offices must be established which will, at least, for the present time, provide good book-keeping and accounting procedures, proper division of responsibility, establishment of audit trails and the identification of

personal responsibility within the framework of local custom and judicial desires.

3. A central system of accounting and evaluation must be established which will bring together from each of the Area offices at least the minimum data necessary to provide the Director of the Division and his supervisors the information on caseload, funds received and disbursed, amounts paid and in arrears, payment plans revised and terminated warrants issued, warrants served and the outcome of the resulting court actions.
4. Funds currently held in checking accounts should be transferred either to interest bearing accounts or to an account of the State Comptroller. This would enable the State to obtain maximum reasonable interest on the float of such sums without delaying the delivery of the funds to those families deserving them.
5. In the longer run, it should be emphasized to the Court that as long as the Clerks of Court play any role in the collection of funds, responsibility will be divided. Divided responsibility is at best awkward. Probation is a supervisory arm of the Court while the Clerks, as their tradition attests, are the record keepers and fee and fine collectors for the Court. From the larger view of the administration of justice, the Clerks should be responsible for the collection and accounting for funds; probation can have the responsibility of aiding in the collection of funds through supervision but should not be the collection arm of the Court. Realistically, the only reason for insisting on Probation being the bill collectors is that they have more manpower than the Clerks and, being in the Executive hands of government, allow blame for failure to perform to be transferred from the judicial branch. These are not reasons enough.

Recommendations made by the evaluation consultant have been partially implemented. As recommended in #2, standard bookkeeping and accounting procedures have been implemented in collecting offices to supply data as suggested in #3 above. Other recommendations continue under consideration.

The option of the sentencing court to utilize restitution as a viable sentencing alternative can significantly impact upon the entire correctional system, pretrial through institutionalization. The collection of court ordered restitution must be improved and the use of restitution as a sentencing alternative needs to be expanded. Expansion of this option could result from increased presentence investigative coverage with consideration given restitutive justice when the Division has acquired acceptable collection and accounting capability.

Eleven agents are assigned to the Division's Institutional Parole Agent Program. The primary function of IPA's is the acquisition of information for

the Parole Board regarding proposed home and employment plans of the inmate being considered for parole release. Due to the volume of parole release hearings (approximately 6500 per year) the information obtained is usually acquired by telephone or letter and is not in actuality investigated and verified. The mandated presentence investigation coverage would partially remedy this problem since some of the background information obtained prior to sentencing to the Division of Correction would not have changed significantly while the inmate was incarcerated. Additionally, information regarding future plans of inmates serving shorter sentences (five years or less) would be applicable at parole release hearings. The lack of sufficient information regarding parolees and inmates of short sentence duration has become a major problem due to the inability of the Division of Correction to develop programs for inmates who have been housed in local jails as a result of prison overcrowding. The propriety of maintaining IPA's assigned to the Division of Parole and Probation should be re-examined in view of the recent Mutual Agreement Program Expansion through a grant from the Commission. MAP is responsible for providing program negotiation and contracted release for inmates with the Parole Board. IPA's assigned to MAP could efficiently monitor inmate progress within the institutions and simultaneously provide pre-release information to the Parole Board.

The Commission's Corrections Standard 5.5, "Organization of Field Services" supports the concept of consolidation. The Standard reads:

"Institutional and parole field services should be consolidated in departments or divisions of correctional services. Such consolidations should occur as closely as possible to operational levels... Institutional and field services should be coordinated at the program level through community correctional facilities and mutual agreement programs..."

Without specialized treatment opportunities in the community, offenders face major resocialization problems. Drug addicts or alcoholics released from prison seek their former behavior patterns if correctional institutions offer no prevention or treatment programs. Resources must be directed to the offender in the community to provide correctional experiences that (a) motivate the offender to acquire a conventional role in a non-delinquent setting; (b) provide the realistic environment for testing his role; and (c) provide positive experiences to enhance his new role.⁵⁵

Instances do exist in which other agencies outside the criminal justice system cooperate with criminal justice agencies in the development of needed programs.

⁵⁵United States, Department of Justice, Bureau of Prisons, The Residential Center: Corrections of the Community (Washington, D.C.).

The Drug Abuse Administration, through Commission funding, implemented a civil commitment program for drug dependent offenders. The program was designed to provide an alternative to traditional corrections resources for the drug abuser. A central screening service assists the court in determining whether the offender is drug dependent. Case work and group work services are given the client and family. These services are based on the individual needs of the client and are purchased from public and private agencies. Coordination of the program is done with circuit court, county offices of the Drug Abuse Administration and regional offices of the Division of Parole and Probation.⁵⁶ Although no longer funded by the Commission, this program continues through other grant funds from other agencies to the Drug Abuse Administration.

The Division of Parole and Probation, with the cooperation of the Division of Correction, the Department of Health and Mental Hygiene, and the Friends of Psychiatric Research, operates a Narcotic Clinic Parole Program in Baltimore City. The treatment program includes daily monitoring by urine testing and weekly group therapy sessions. A similar program was funded under the Baltimore City Program but federal support ended in the fall of 1976. The program has been modified significantly, however, the agents in the unit continue to stress drug treatment and urinalysis in supervision of their cases. The Division also supervises a urinalysis program in Montgomery and Howard Counties but does not possess the capabilities to provide further drug treatment. Instead, existing community health clinics are used in the monitoring and treatment of drug abuse cases.

In August, 1974, the Commission staff completed a study aimed at determining the extent of alcoholism and possible solutions for treating offenders with that problem. The need for increased alcoholism treatment capabilities within the Division of Parole and Probation was supported by the data generated during that study showing an excessive number of cases supervised by probation officers with existing specialized caseloads and the large number of individuals on probation judged to have difficulties with alcohol use. In an effort to meet the need for alcoholism treatment the Commission in November, 1974, provided Federal support to the Division of Parole and Probation to establish the community-based component of the comprehensive alcohol delivery system for offenders convicted of criminal offense.⁵⁷ In this project ten Parole and Probation Agents, specially trained in alcohol counseling and treatment procedures, worked with specialized caseloads of up to 85 clients in individual counseling and conducted several group sessions with 15 to 20 clients in each group. These agents did not

⁵⁶Governor's Commission on Law Enforcement and the Administration of Justice, Grant #5062-COR-3.

⁵⁷Governor's Commission on Law Enforcement and the Administration of Justice, Grant #77CAAC3-7028.

have direct supervision responsibility but worked closely with supervising agents and acted as treatment and resource specialists. Referrals were received from the Division of Correction Alcohol Treatment Program through the Institutional Parole Agents. Additional referrals were received from the Courts, Parole and Probation agents and the Parole Board. In addition to treatment functions, the agents collected statistical data on the alcoholic offender and engage in training of Probation and Parole personnel. The project completed third year funding by the Commission in 1977 and was continued under State funding.

Currently, approximately 2,000 individuals are under supervision and in an alcohol program; however, approximately 4,500 persons are judged by probation authorities to have alcohol-related problems. However, approximately 57% of these alcohol related cases originated from motor vehicle rather than criminal offenses.

The need for additional alcoholism treatment in Baltimore City has been subject of much discussion in recent months. In cooperation with staff of the Division of Parole and Probation, the Mayor's Coordinating Council on Criminal Justice and Commission staff, a study of clients needs was conducted. The survey revealed that the need for treatment was sufficient to warrant funding of the Multiple Felony Offender Alcoholism Project without duplicating services offered by Parole and Probation. This project provides medical and psychological treatment for the adult alcoholic at the Baltimore City Hospital receiving referrals from the caseloads of the Baltimore City Alcoholism Unit of the Division. Program participants report regularly for antabuse medication, group counseling, and vocational counseling.⁵⁸

The Commission funded a grant entitled "Diversionary Alcoholism Program" in March, 1977. The project is administered by the Prince George's County Health Department in close coordination with the State's Attorney's Office. The purpose of the grant is to divert appropriate cases involving alcohol abuse from adjudication into treatment.

The Law Enforcement Assistance Administration initiated efforts to link the criminal justice and health care delivery systems to reduce drug related crime in 1971. This program, Treatment Alternatives to Street Crimes (TASC) provides funds to local governments with significant drug-related crime problems to implement a three part program which provides: screening of all drug abusers who come in contact with the criminal justice system to diagnose the defendants drug or alcohol problem; referral to treatment; and monitoring of TASC clients to insure that locally determined success criteria are met. In May, 1978 the Montgomery County Health Department's application for funding

⁵⁸Governor's Commission on Law Enforcement and the Administration of Justice, Grant #76CAAC3-6200.

of a TASC program was awarded by LEAA.⁵⁹ The objectives of the Montgomery County program call for pretrial eligibility screening of 200-300 arrestees and similar screening of 50 to 100 post-trial offenders per month with placement of a minimum of 300 drug and alcohol abusing offenders in treatment monthly. The project will primarily serve adult offenders, excluding most violent crime offenders and public intoxication and drunk driving offenders.

Drug and alcohol cases are two categories of offenders needing increased treatment resources in the community. Reduction of caseloads would allow more time to be devoted to each case by the agent and should provide increased treatment. Better use of community resources is necessary if solution to addiction is to be accomplished. However, other categories of cases also exist for which solution to treatment problems must be found within the Division of Parole and Probation.

The Division of Parole and Probation also operates a volunteer program that attempts to inform the public of the needs of offenders and ex-offenders and develop volunteer programs, employment counseling and placement programs in the community. In 1970, the Commission provided funds to support volunteer program in the Division; a GED program, a hot line, and a halfway house operation were initiated.⁶⁰ In addition to the above program, the project envisioned an intake volunteer, volunteers to assist in special court investigations, clerical volunteers, volunteer institutional parole agent assistants, shelter programs, transportation programs, and counseling programs. The duties of the Community Volunteer Coordinator described in the grant application were:

1. development and initiation of a State-wide program for the use of volunteers;
2. development and initiation of a screening, training, and evaluation structure for volunteers;
3. facilitation of the use of volunteers where interest is sufficient and stimulate interest where volunteer aid is needed;
4. establishment and maintenance of inter-agency communication in regard to coordination of volunteer programs within the entire criminal justice field; and
5. coordination of the development of specialized areas where volunteers can become involved in projects for clients.

⁵⁹Law Enforcement Assistance Administration, Grant #78-EDA-0029.

⁶⁰Governor's Commission on Law Enforcement and the Administration of Justice, Grant #A-SA-9-0.

In addition to support of the Volunteer Coordinator position, Commission funds have supported other projects designed to increase use and benefit from community resources through volunteerism. In 1971, the Volunteer Coordinator grant was merged with two other projects funded by the Commission (the Employment Coordinator, grant #A-SA-19-0 and the Speakers Bureau grant number A-SA-18-0) to form a Community Involvement Unit.⁶¹

This unit was supposed to accomplish such tasks as developing employment programs, coordinating offender programs of various social agencies, initiate public relations programs and promote parole and probation programs to the public. This grant completed three years of Commission funding and was assumed in the State budget.

Other efforts supported by the Commission have attempted to provide increased capabilities of the volunteer program through adequate training of volunteer and professional staff⁶² and funding of a program in which volunteers provided tutorial services to probationers in Calvert County.⁶³

In spite of Commission support efforts at creating a cadre of volunteer workers to improve services to parolees and probationers and decreasing agent paper work to permit increased supervision, little success has been achieved. Today, there are approximately the same number of volunteers as there were in 1974, the number appears to be decreasing rather than increasing. The staff of the Division has diminished from four paid coordinators to three full time and two part time. The inability of volunteerism in corrections and in particular in the Division of Parole and Probation is an area in need of re-evaluation. If found to remain a viable activity, the effort should receive staff and resources to carry out the function.

Volunteerism should be defined in such a manner that agencies among the community are enlisted in criminal justice efforts. The Division of Parole and Probation cooperates with the Employment Security Administration to assist offenders in job placement. A probation officer has an office in the Employment Security Administration building for this purpose.

A major step in the direction of providing more effective rehabilitation and treatment capabilities at the community level occurred with the reorgani-

⁶¹Governor's Commission on Law Enforcement and the Administration of Justice, Grant #REH-15-08-ST-1.

⁶²Governor's Commission on Law Enforcement and the Administration of Justice, Grant #5191-COR-3E.

⁶³Governor's Commission on Law Enforcement and the Administration of Justice, Grant #76-CAAC3-6125.

zation of the supervision delivery system of the Division of Parole and Probation. Through the reorganization the Division should be capable of providing effective supervision for those cases most in need of assistance in the community and provide for utilization of existing treatment resources in the community. The reorganization should therefore result in increasing use of supervision in the community as a viable sentencing alternative and an effective treatment system costing less and at the same time more productive than institutionalization of offenders in many instances. The restructuring of Parole and Probation as described in the Master Plan will require in-depth evaluation of the supervision program which will not only provide agency accountability to the courts and Parole Commission, but will provide internal accountability throughout the agency down to the agent level.

In summary, the development of an effective community program is slowly evolving in spite of public resistance toward the field of corrections generally, and community-based treatment in particular. More planning in conjunction with the Drug Abuse Administration and the Division of Alcoholism Control is needed to make sure all community programs have strong drug and alcohol components. Community-based correctional agencies must exert every effort to fully utilize all existing community treatment resources and increased attention to specific categories of cases or offenders evidencing supervision and/or treatment problems by management must become a high priority for correctional agencies.

The Maryland Governor's Commission on Law Enforcement and the Administration of Justice endorses the concept of rehabilitation in the community, recognizing that substantial operational barriers stand in the way of effectuating a community corrections program. A public opinion survey conducted for the Governor's Commission on Law Enforcement and the Administration of Justice in July, 1974 indicated that only slightly more than one third of the Maryland population surveyed claim to be at least somewhat familiar with a corrections plan under which adult prisoners who are within six months of release or who have not committed a serious crime would be placed in small community facilities where they would receive localized rehabilitation services and programs. The same survey indicated that when this concept was explained to respondents, 71% favored the proposal. Support for the proposal was reduced to 51%, if the facility was to be located within five blocks of the respondents home. In a similar study conducted in 1976, the support evidenced in both areas decreased to 65% and 46% respectively. Use of a smaller community prisons as opposed to large institutions was favored by 56% of the sample, the 1976 survey showed support reduced to 51%. Approximately, half of Maryland residents feel that rehabilitation of prisoners is the most important goal of the corrections system. Conversely, punishing the criminal is clearly the goal perceived by respondents to be operative in the existing correctional system. Increased spending of tax dollars for law enforcement and criminal justice was favored by 81% of State residents questioned.

Public information programs are needed to improve the image of corrections and to make the citizenry cognizant that preventing an offender's return to crime is society's best protection against crime and delinquency. Favorable attitudes exist but must be cultivated through education and a realistic approach to rehabilitation. Residential centers and offender programs need the support of the community to operate successfully, and the community appears to be unwilling to support both conceptually and financially these programs.

PROBLEM AREA COR-5: Need to Improve Correctional Management and Operational Procedures. In order to upgrade the current correctional system in Maryland and insure its proper operation, a comprehensive set of Standards and Goals for the State are being developed. A Correctional Standards and Goals Subcommittee was appointed by the Governor's Commission in 1974 to define and recommend both Adult and Juvenile Correctional Standards and Goals for subsequent adoption by the entire Commission. In addition to using available State-wide expertise, this Committee has been reviewing recommendations of such groups as the National Advisory Commission on Standards and Goals, the American Correctional Association and the American Bar Association.

Many of the Standards and Goals thus far adopted by the Governor's Commission have been incorporated into various other Comprehensive Plan Problem Areas in Adult Corrections and Juvenile Rehabilitation. For example, the need for the development of healthful surroundings¹ is discussed in Problem Area COR-3: "Insufficient Treatment and Rehabilitation Programs in State Correctional Institutions." The standard relating to an inmate's access to legal services² has also been included in Problem Area CT-5: "Need for Providing Effective Defense Counsel and Supportive Services for the Accused." However, these and other Standards and Goals, aimed at improving management and operational procedures in correctional facilities, require a greater effort to insure their implementation than has been exerted in the past.

Maryland's correctional system is a network of both State and local facilities. Lock-ups and jails have been traditionally locally operated, while correctional institutions have been run by the State. The existing system, especially at the local level, provides inadequate program space and a marked lack of rehabilitation programs and inmate services (see Corrections Section, Existing System Chapter). This has been caused, not only by inadequate and ancient facilities, which lead to overcrowded conditions, but lack of funds, personnel, and initiative from within the system to provide for these needed programs and services. At all levels of the adult and juvenile correctional system in Maryland, steps must be taken to improve management and operational procedures in order that the needed services be provided.

Although the problems to be discussed, which these Standards are addressing, may not be obvious or actual problems in all correctional institutions within the State, the Correctional Standards are devised to encourage implementation of policies and procedures which would insure that certain problems are eliminated or prevented. It is the

¹Corrections Standards Committee Report to the Governor's Commission on Law Enforcement & the Administration of Justice, Standard 2.5--Healthful Surroundings.

²Ibid., Standard 2.2--Access to Legal Services.

formulation of these policies and procedures within Maryland's Correctional System which is of concern here and will be addressed in this problem area.

The Correctional Standards and Goals Subcommittee of the Governor's Commission has specifically recommended that steps be taken to guarantee confined persons access to legal services³ and the courts.⁴ Incarceration should not deter or deny an individual of their rights to legal redress. Free access to these services is especially necessary for "(1) challenging the legality of conviction or confinement, (2) seeking redress for illegal conditions or treatment while incarcerated or under correctional control, (3) pursuing remedies in connection with civil legal programs, (4) asserting against correctional or other government authority any other rights protected by constitutional or statutory provision or common law"⁵ and "(5) seeking redress for probation revocation and parole grant and revocation proceedings."⁶ The Corrections Committee has encouraged the development of policies and procedures in all State and local institutions which will meet these desired goals and preserve the individual legal rights of those confined. (See COR-3; Goals, Standards, and Objectives chapter.)

In order to insure the physical well-being of inmates, Correctional Standards have also addressed the need to provide healthful surroundings⁷ and medical care,⁸ while protecting the incarcerated from personal abuse.⁹ During confinement, the accused or convicted should be free from threats of severe physical or mental punishment from institutional staff or other inmates. Proper segregation of offenders and inmate classification techniques could aid in preventing unnecessary danger from other inmates. Securing healthful surroundings is also a necessity, through examination of facilities and provisions to meet necessary health standards. In addition, procedures should be devised to insure every inmate adequate medical care through initial examinations, availability of licensed physicians and emergency services, and access to accredited hospitals. These Standards should be immediately addressed within all institutions to make the needed requirements and service available.

³Ibid., Standard 2.2 - Access to Legal Services.

⁴Ibid., Standard 2.1 - Access to Courts.

⁵Ibid., Standard 2.1 - Access to Courts.

⁶Ibid., Standard 2.2 - Access to Legal Services.

⁷Ibid., Standard 2.5 - Healthful Surroundings.

⁸Ibid., Standard 2.6 - Medical Care.

⁹Ibid., Standard 2.4 - Protection Against Personal Abuse.

Although it becomes necessary to enforce numerous restrictions in order to maintain order and security within many institutions, the Commission recommends that an inmate's personal rights, as guaranteed, to all citizens by law, need not and should not be totally eliminated. All citizen's rights, except those mandatory to order and security, should be kept intact and remain guaranteed to the inmate. Several Correctional Standards and Goals have been developed to insure that these citizen's rights, especially in the areas of Searches,¹⁰ Non-discriminatory Treatment,¹¹ Free Expression and Association,¹² Exercise of Religious Beliefs,¹³ Access to the Public,¹⁴ and Retention and Restoration of Rights¹⁵ are safeguarded. The majority of the standards adopted by the Commission regarding Rights of Offenders have been implemented in State and local institutions by either written regulations or by administration attitude conducive to informal adoptions of these Standards.

These Standards, devised to insure personal rights within institutions, call for the immediate development of policies and procedures. Rules and plans for searches and seizures should be specifically laid out in each correctional agency, to avoid unnecessary force or embarrassment, to avoid unnecessary body searches, to reduce frequency of searches, and to respect inmate's rights to personal property. These procedures and plans should be made known to all staff involved to avoid unnecessary infringements on rights.

In addition, the Commission has recommended that other rights guaranteed to all citizens should be guarded. Discrimination due to race, religion, nationality, sex, or political beliefs cannot be allowed within institutions any more than without. All legal remedies used for eliminating discriminatory treatment to non-institutionalized citizens should be available to each correctional agency. Rights to free expression, free association, exercise of religious beliefs, and access to the public (especially through the mail) should also be maintained when they do not threaten order and security. All unnecessary restrictions of these rights should be eliminated.

¹⁰Ibid., Standard 2.7 - Searches.

¹¹Ibid., Standard 2.8 - Non-Discriminatory Treatment.

¹²Ibid., Standard 2.15 - Free Expression and Association.

¹³Ibid., Standard 2.16 - Exercise of Religious Beliefs and Practices.

¹⁴Ibid., Standard 2.17 - Access to the Public.

¹⁵Ibid., Standard 2.10 - Retention and Restoration of Rights.

Upon release to the community, the Commission recommends that a previously accused or convicted individual should be completely restored of personal rights. "Maryland should enact legislation immediately to assure that no person is deprived of any license, permit, employment, office, post of trust, or confidence, or political or judicial rights based solely on an accusation of criminal behavior. This legislation should provide, further, that a convicted and incarcerated person should have restored on release all rights not otherwise retained." Insuring the achievement of these goals will take a concentrated effort not only to repeal laws which deprive civil rights, but to end prejudice in employers and the general public.

Correctional institutions, in order to maintain security and achieve their purposes, must follow certain rules of procedure and enforcement restrictions upon the inmates. However, the procedures and consequences should not be haphazard, but should follow specified rules. With working rules set down for both inmates and staff, the chances for disorder, discontent or instruction of rights could be greatly reduced. Thus, the Correctional Standards and Goals Committee suggests that all agencies specify rules for procedures in the institutions, including conduct,¹⁶ discipline,¹⁷ and non-disciplinary changes of status.¹⁸ Staff and offenders should have input into the development of all the procedural rules in order to insure the most harmonious contracts.

Rules of conduct, which are most conducive to achieving the goals of the institution, should be devised. They should be the least drastic means of achieving that interest and should specify all sanctions for failure to abide by the rules. Disciplinary procedures should also be clearly laid down. In those cases where more severe discipline becomes a necessity, just means for determining guilt, as specified in the Standards, should be followed to avoid undeserved punishment. In addition, non-disciplinary changes of status, as with classification changes or program changes, should be regulated. The reasons and procedures for changing a person's status should be reviewed and applied to all those confined. In order for all procedural rules and consequences to be understood and observed, they should be made known and explained to all staff and inmates.

¹⁶Ibid., Standard 2.11 - Rules of Conduct.

¹⁷Ibid., Standard 2.12 - Disciplinary Procedures.

¹⁸Ibid., Standard 2.13 - Procedures for Non-Disciplinary Changes of Status.

While it becomes the responsibility of the correctional authorities to meet these standards within their institutions, they may not always recognize cases or instances where persons or rights are being abused. In order that authorities be aware of circumstances within the facilities and seek to rectify them, inmates must be able to express their grievances to those with ability and authority to change conditions. Grievance procedures should be established in all agencies with direct lines to those persons in charge. All complaints of conditions or violations of offenders' rights should be heard and investigated, and when deemed unjust, remedied. Without the development of these procedures, the rights of the inmates cannot be assured.

In 1977 the Corrections Standards and Goals subcommittee of the Governor's Commission devoted attention to National Advisory Commission Standards entitled "The Statutory Framework of Corrections." The intent of the NAC recommended standards is to enumerate what types of issues are appropriate for legislation and to provide examples of issues that can be resolved by legislation. In the review and deliberation regarding standards relating to legislation, the Corrections Standards Committee has developed and recommended standards regarding: legislated regulations governing services to pre and post-trial persons;¹⁹ preservation of the authorization of the Department of Public Safety and Correctional Services to operate most adult post-trial offender rehabilitation systems and maintenance of quality control responsibility for the remainder of the institutionalization system;²⁰ preservation of legislation which authorizes Maryland's entrance into the various interstate compacts regarding criminal justice;²¹ recommending legislation which would protect top management correctional positions from political pressure while attracting competent and well trained professionals to those positions;²² and recommend that legislation be enacted limiting the delinquency jurisdictions of the courts to those juveniles who commit acts that, if committed by an adult, would be crimes to also include provisions governing the detention of juveniles with a wide variety of diversion programs authorized as alternatives to formal adjudication.²³ While the above described standards have been recommended by the Corrections subcommittee, the standards have not as yet been adopted by the Governor's Commission.

¹⁹Ibid., Standard 16.1 - Comprehensive Correctional Legislation.

²⁰Op cit Standard 16.4 - Unifying Correctional Programs.

²¹Ibid., Standard 16.6 - Regional Cooperation.

²²Ibid., Reorienting and Retraining Professional Personnel.

²³Ibid., Detention and Disposition of Juveniles.

The possible implications of Commission standards on the Correctional System in Maryland are very evident when one views the recently restructured Parole Commission. Through legislation enacted by the 1976 General Assembly many standards regarding the parole process became reality. Standards mandated by the legislation which created the Parole Commission include the Commission's Correction Standard 5.1 - Organization of Paroling Authorities; Standard 5.2 - Parole Authority Personnel; Standard 5.3 - The Parole Grant Hearings; and Standard 5.4 - Revocation Hearings. Standards incorporated in legislation include: the exercise of parole decision-making independent of correctional institutions; qualifications and conditions of appointment of Parole Commission members specified by statute; policies concerning parole release hearings and revocation hearings which insure proper, fair, and thorough consideration of every case; and provision for accurate records of deliberation and conclusions. The restructuring of the Parole Board and the funding of the new Parole Commission was implemented through a grant from the Governor's Commission awarded in June, 1976.²³

Additional standards relating to the parole process adopted by the Governor's Commission included Standard 5.7 - Measures of Control. This Standard suggests that parole rules be maintained at a minimum, retaining only those critical in the individual case and that there should be effective measures of enforcing the conditions established. Special caseloads for intensive supervision and development of closer liaison with police agencies by the agents are suggested means of providing the effective enforcement of parole rules.

Other Corrections standards have been adopted which affect the entire spectrum of adult corrections. One such standard states that correctional agencies should train management level staff to improve the system's capabilities in several areas.²⁴ Employees should have more involvement in defining their tasks, and should have delegated the authority to perform work assignments. Agencies should have the flexibility to organize around job tasks, organize employees in a goal orientation and develop promotion systems with carefully designed career development programs.

A review of the Division of Correction's "Regulations" reveals that most standards are specifically discussed in policies and procedures of the agency. The Jail Study recently conducted by staff of the Governor's Commission included a questionnaire completed by local correctional administrators which specifically addressed compliance with Commission standards. The following table provides information regarding the local jail administrator's assessment of compliance with these standards. Based

²³Parole Hearing Commission's Grant No. 5196.

²⁴Ibid., Standard 3.1 - Professional Correctional Management.

on the information from this survey, each facility appears to be at least in partial compliance with all standards but no facility is operated in a manner which results in full compliance with all standards. With the exception of one jurisdiction, partial compliance with standards regarding Healthful Surroundings (1.5) and Planning (3.2) is the rule. In only one instance, Exercise of Religious Beliefs and Practices (1.16), do all jurisdictions claim full compliance. The urban counties which house seventy six percent of the State jail population evidence the highest level of compliance. Partial compliance with many standards results from overcrowding and physical constraints imposed by the facility. See Table V-20.

TABLE V-20

LOCAL INSTITUTION COMPLIANCE WITH STANDARDS

STANDARDS AND GOALS RELATING TO CORRECTIONAL FACILITIES:	URBAN COUNTIES					NON-URBAN COUNTIES																		
	PG	MONT	BALTO CO	AA CO	BALTO CITY	WICO	WOR	SOM	DOR	TAL	CARO	QA	KENT	CECIL	HAR	HOW	FRED	WASH	CARROLL	ALLEG	GAR	ST.M	CALV	CHAR
1) 1.1 - Access to Courts	*	*	*	*	*	*	*	+	*	*	+	*	+	*	*	*	*	*	*	*	*	*	*	*
2) 1.2 - Access to Legal Services	*	*	*	*	*	+	*	*	*	*	+	+	*	*	*	*	*	+	*	+	*	*	*	*
3) 1.4 - Protection Against Personal Abuse	*	+	*	+	*	+	+	+	*	+	+	+	+	*	*	+	+	*	*	*	*	*	*	*
4) 1.5 - Healthful Surroundings	+	*	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+
5) 1.6 - Medical Care	*	*	*	*	*	+	+	+	+	+	+	+	+	+	*	+	+	+	+	+	+	+	+	+
6) 1.7 - Searches	+	+	+	+	*	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+
7) 1.8 - Nondiscriminatory Treatment	*	*	*	*	*	*	*	*	*	*	*	*	+	*	*	*	*	*	*	*	*	*	*	*
8) 1.9 - Rehabilitation	+	*	+	+	*	+	+	+	+	+	+	+	+	+	+	+	*	+	+	+	-	-	+	+
9) 1.11 - Rules and Conduct	*	*	*	*	*	+	*	+	*	*	*	*	+	*	*	+	*	*	+	*	*	+	+	+
10) 1.12 - Disciplinary Procedures	*	*	*	*	*	+	+	+	+	+	+	+	+	*	+	*	*	+	*	*	*	+	*	+
11) 1.13 - Procedures for Nondisciplinary Changes of Status	+	*	+	+	*	+	+	+	+	+	+	+	+	+	+	+	*	+	+	+	+	+	+	+
12) 1.14 - Grievance Procedure	*	+	*	+	*	+	+	+	+	+	+	+	+	+	*	+	*	*	+	*	+	+	+	+
13) 1.15 - Free Expression & Association	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	*	+	+	+	+	+	+	+	+
14) 1.16 - Exercise of Religious Beliefs and Practices	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
15) 1.17 - Access to the Public	+	+	+	+	+	+	+	+	+	*	+	+	+	+	+	+	+	+	+	+	+	+	+	+
16) 1.18 - Remedies for Violation of Offenders' Rights	*	*	*	*	*	+	+	*	*	*	*	+	+	+	+	*	*	*	*	*	*	*	*	*
17) 3.2 - Planning & Organization	+	*	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+

KEY: * Full Compliance
 + Partial Compliance
 - Not In Compliance

SOURCE: Information supplied by the Governor's Commission on Law Enforcement and the Administration of Justice staff in Jail Study, September-- June, 1978.

JUVENILE REHABILITATION

[This section addresses problems related to the major difficulties in the juvenile justice and rehabilitation systems. Problems related to the prevention, detection, investigation, and apprehension of juveniles are discussed in Section A through E. Since the operation of juvenile detention centers, training schools, and juvenile intake, probation, and aftercare services is the responsibility of the State Juvenile Services Administration, many of the problems discussed in Section F pertain to this agency.]

JD-1: Need for Improved Juvenile Justice Manpower Capabilities.

Essential to the development of an efficient, system of juvenile justice in the State of Maryland is an effective program for the allocation and utilization of qualified juvenile justice system personnel. Juvenile justice personnel includes, the court system (judges, clerks, and other supporting staff), the police, the State's Attorney, the public defender, the private bar, the Juvenile Services Administration, and those private and public agencies that provide services to Juvenile Services Administration clients. This problem area is limited to the latter two groups. Police and court-related personnel are discussed in POL-1 and CT-1 respectively.

Upgrading and improving manpower development in juvenile justice agencies throughout the State encompasses not only the need to recruit high quality personnel but also the retention of qualified staff, provision of appropriate training and education, establishment of career development plans and programs, projection capabilities to determine the type and number of staff needed presently and in the future, and placement procedures to insure the right person is in the right staff assignment. Comprehensive manpower development planning in the Criminal Justice System in general is a relatively new concept. Although many components of a comprehensive manpower plan are in existence and others are being developed, there does not exist, within any Maryland State or local juvenile justice agency, a detailed comprehensive manpower development plan. As specific areas of recruitment, retention, training, career development, and staff assignment continue to be upgraded and improved, the need for systematic planning and coordination of these efforts into a comprehensive manpower plan becomes more apparent.

Implementation of manpower planning in the criminal and juvenile justice system is an evolutionary process containing stages which reflect differing levels of sophistication. Data requirements for manpower planning, therefore, will be modified from time to time to include increasingly detailed and complex information as the process matures to advanced stages.¹

¹Lecture on Concepts of Manpower Planning given by Dr. Louis Levine, Blackstone Inst., June 16, 1976.

The National Planning Association, under contract from LEAA has completed a "Nationwide Survey of Law Enforcement Criminal Justice Personnel Needs and Resources."² An interim report has been issued; however, a final document is not yet available. The final document is expected to contain specific information in such areas as current manpower needs, projected employment trends, existing training and training needs, law enforcement education and final recommendations relating to each of these areas. Similar types of information, beyond what is currently available, should be collected and analyzed to gain a more thorough perception of manpower development and planning in Maryland juvenile justice agencies in the near future.

In recent years the problem of recruiting qualified staff by the Juvenile Services Administration for the treatment of juveniles on probation, aftercare, in training schools, or in forestry camps has decreased considerably.³ This decrease can probably be attributed to the relatively high number of individuals who would not usually seek employment in the correctional field now looking upon this area as a source of economic stability. However, with the existence of a relatively high degree of competent applicants to choose from, the Administration still has inadequate representation of minority group members in the areas of professional and administrative staff. This inadequacy can be attributed to two factors: (1) concentration of highly qualified minority staff in urban areas; and (2) inability of minority group members to score high enough on the State Professional Career Examination. The problem of minority recruitment is most serious for forestry camps in Western Maryland. The forestry camps have a substantial number of blacks in residence, however, the black population in Western Maryland is very small, which makes recruitment of qualified black staff difficult.⁴ To a lesser degree, the problem of minority recruitment is also evident in the area of court services, especially on the Eastern Shore, Western Maryland and Baltimore County.⁵ The total minority representation for the Juvenile Services Administration is 48%.⁶

²National Planning Association, Washington, D.C., "National Manpower Survey - CJS, Contract No. J-LEAA-035-74.

³Interview with Mr. William Litsinger, Assistant Director of Courts and Community Services, Maryland State Juvenile Services Administration, April 5, 1977.

⁴Census data indicates that the ratio of White males to Black males of employable age in non-agriculture, occupations for Washington County is 2.65 to 1 (1970 Census Population, Advanced Report, February, 1971), p. 7.

⁵William Litsinger, Assistant Director, Juvenile Services Administration, April 5, 1977.

⁶Moses McAllister, EEO Designee, Juvenile Services Administration.

The inability of minority applicants to score high enough on the State's Professional Career Examination so that they will be selected for employment is a difficult problem to resolve. The State Professional Career Examination was initially revised in 1972 and is again being revised at the present time by the State Department of Personnel to insure that it is a valid test which will permit entry of a more representative segment of the population into service with the Juvenile Services Administration.

The Juvenile Services Administration has also indicated that although the merit system tests screen individuals for basic knowledge it is unable to screen applicants with respect to their attitudes and ability to relate and work with youth and their families.

Similarly many private agencies such as group homes and diversion projects have not had difficulty in obtaining qualified staff given the present job market, although some appear to have had problems in recruiting minority staff. Obtaining complete and accurate employment data on the many private vendors that the Juvenile Services Administration contracts with is difficult. Juvenile Services should take measures to determine the minority representation on the staff of vendors providing services to Juvenile Services clients.

In its desire to provide better and more comprehensive services to youth, the recruitment of volunteers has been a major goal of the Juvenile Services in recent years. Presently the Juvenile Services Administration has part-time volunteer coordinators in 6 of the 8 regional offices and full-time coordinators in the upper Eastern Shore office and in Baltimore City. These volunteer coordinators assist in recruiting and training volunteers in their localities and in implementing new volunteer services projects in these jurisdictions. The Commission initially funded the volunteer coordinator positions which are now funded by the State but inadequate resources of money and staff time have hampered the recruitment and development of effective volunteers.

Juvenile Services also, on occasion, uses social worker students from the University of Maryland as student interns. These interns have been used in the area of community services and planning.

The use of volunteers in group homes, shelter homes, youth services bureaus, and diversion projects also seems to be increasing although actual data on this matter is difficult to obtain. Volunteers can, and in some instances are, utilized for tutoring, recreational activities, clerical assistance and some counseling activities. It appears clear, however, that volunteers could be utilized more by private agencies than they presently are.

With respect to the issue of recruitment, it should be noted that the Governor's Commission has adopted minimum education levels for correctional personnel as recommended by the Commission's Committee on Training and Education. These recommendations are noted on Table V-21. Juvenile Services Administration staff generally meet the standards suggested for their level of position. However, the categories of group life staff and contractual services staff (i.e.,

TABLE V-21

MINIMUM EDUCATION REQUIREMENTS AS ESTABLISHED BY THE
GOVERNOR'S COMMISSION ON LAW ENFORCEMENT
AND THE ADMINISTRATION OF JUSTICE

Executive: This category includes the Secretary, Deputy Secretary, Assistant Secretary of Public Safety and Correctional Services; Director, Deputy Director, Assistant Director of the Department of Juvenile Services; Commissioner, Deputy Commissioner, Assistant Commissioner of Corrections; and Director of Parole and Probation, Assistant Directors of Parole and Probation.

Recommendation: Correctional executives should possess a graduate degree except for current executives.

Division Managers: This category includes: Wardens; Superintendents of Institutions and Camps; Area Administrators; and Superintendents.

Recommendation: Bachelor's degree with some graduate work.

Middle Management/Supervisors: This category includes: Deputy Wardens; DPS Administrative Management Staff Supervisors; Corrections Officers VI; Regional Department of Juvenile Services Supervisors; Assistant Superintendents; Division Chiefs; Program Specialists; Juvenile Counselor Supervisors; Directors of Clinical Services; and Principals, Vice Principals.

Recommendation: Middle Management personnel should obtain a bachelor's degree.

Operative Personnel: This category includes: Correctional Officers - I to V; Parole and Probation Agents I to III; JSA Intake, Probation, After-Care Staffs; Group Life Staff; Contractual Services Staff (Youth Service Bureaus and Group Homes); Teachers; Recreation Leaders.

Recommendation: Operative personnel except for Parole and Probation Agents and Probation After-Care Staffs should be required to possess an Associate of Arts degree. As currently required, Parole and Probation Agents and Probation After-Care Staffs should possess a Bachelor's degree.

For each job category and function, educational objectives should be tied to career ladder and pay incentive programs. Educational standards should be set both for regular criminal justice personnel and for those agencies and organizations that provide services to the CJS or its clients on a contractual basis (e.g., group homes, Youth Service Bureaus [YSBs], halfway houses, etc.).

group homes) currently do not require any degrees beyond high school while the Commission's standard recommends Associate of Arts degree. Most group homes do not appear, however, to have difficulty in meeting the Commission recommendation and in fact, many Commission-funded group homes have staffed counselor positions with individuals with Bachelors. or Masters degrees.

In summary, recruitment of qualified staff, with the exception of minority recruitment in some areas of the State, has not been a major problem with either the Juvenile Services Administration or those private agencies that provide services to Juvenile Services Administration clients.

The problem of adequately training staff within the juvenile justice system is in many respects a more formidable and difficult task than that of recruitment. Training is an important function of any organization. Its importance lies in the fact that every agency has at least some special skills that must be developed to fit specific job requirements characteristic of the organization. With the increasing public interest in crime and delinquency, political and social forces are pressing the juvenile justice system of Maryland to become more effective in coping with the increasing volume of juvenile offenders.

Clearly, there is no better way to invest in correctional rehabilitation than through improving the quality of the people who staff the nation's correctional agencies, for it is these people who have the capacity to change other people.⁷

In an effort to meet training needs the Juvenile Services Administration, utilizing State funds in 1975, increased its training staff to include seven staff training positions, two clerks, 14 youth supervisors, one supervisor of group living and one chief of training and staff development. The youth supervisor and group living positions are used as temporary replacements for those being trained. As a result of these training positions, the Administration has now reached the point at which their trainers are adequately prepared to handle preservice training of new employees, particularly youth supervisors and juvenile counselors, and inservice training in a number of important areas.

The Juvenile Services Administration Training Division has recently developed a comprehensive training plan that outlines specific training objectives for the Training Division. This plan is presently in effect and is continually updated by the 22 member Director's Cabinet of Juvenile Services which includes Regional Supervisor, Institutional Directors, and other key management personnel within the Administration. This group is responsible for establishing policy subject to approval of the Director of the Juvenile Services Administration.

⁷Joint Commission on Correctional Manpower and Training, A Time to Act, (Washington, D.C., 1970) p. 75.

Juvenile Services Administration training is presently handled as follows:

The Administration provides a 13 day preservice training program on a Statewide basis for juvenile counselors. Training is delivered by Juvenile Services Training Division staff. The preservice curriculum provides 104 hours of training which involves five days of on-site experience at an institution and training sessions on juvenile law, the role of juvenile counselors, writing social histories, and drug abuse, in addition to other topics. The Administration proposes in its training plan to expand preservice training to 120 hours during the coming year. This would make the Administration's Juvenile Counselor Preservice Training Program consistent with the recommendation of the Governor's Commission that professional staff receive 120 hours of preservice training.

Approximately 90% of all youth supervisors (institutional staff) receive 112 hours of preservice training which is provided by the Administration's training staff. At present there is no mandate requiring the training of all youth supervisors. The institutions hire their own staff and decide whether or not the newly employed youth supervisors can be sent to preservice training. The Administration's youth supervisor preservice program of 80 hours should be expanded to meet the Commission's recommended standard of 120 hours of training.⁸ Proposed youth supervision job specifications state that in order to be promoted, the applicant will have to have specified hours of certified inservice training by the Administration's training division.

Since 1977, the Administration's training division has provided 40 hours of inservice training for youth supervisors, which included training in counseling techniques team building and cottage management.

The Commission has also funded a grant to provide training to trainers aid management level personnel within the Administration.⁹ The second year of the grant has had an impact on the Training Division staff in the type of program presentations which they are capable of planning and producing. Trainers have pooled their collective expertise gained through various offsite seminars in order to provide problem solving techniques to the agency's key administrators. A clear indication of the impact of these efforts in the implementation of an agency-wide reorganization based on a recommendation by a task force formed during the grant's first year.

The growing number of regional trainers provides Juvenile Services with an in-house mechanism to deliver a variety of training packages. This should increase the amount of inservice training available to line staff. Moreover, the establishment of a program to train additional regional trainers indicates that this capability should continue.

⁸ Harold Vines, Juvenile Services Administration, Update, 1978

⁹ Training of Trainers and Management Level Staff Grant #6173.

Further grant activity will concentrate on the expansion of the number of training packages available at the regional level, refinement of task force activity and meeting Commission objectives.

Other Commission funded grants designed to help juvenile services provide better inservice training include an alcoholism training program which is designed to provide training on alcoholism to 100 Juvenile Services staff. This program was implemented in the Spring of 1977.¹⁰

Table V-22 indicates all training programs funded by the Commission in 1977.

The Commission's recommended standard for inservice training is 80 hours for professional staff. The Juvenile Services Administration has not been able to meet this recommendation in the past. Inservice training efforts in the past appear to have been developed and implemented without clear goals. In a partial effort to rectify this situation, Juvenile Services has developed the training plan which was previously mentioned. The training plan calls for meeting the 80 hour recommendation through several different means. Specifically, the Administration's Training Division will provide 36 programs of 40 hours length for 900 employees. Modules to be presented are indicated on Table . As the table indicates some modules are available for all staff while other programs are limited to management staff and/or direct services (i.e., juvenile counselor, youth supervisors) staff. The programs for direct services staff would, in most instances, be available for private agency staff. In addition to training provided by staff, inservice training requirements would be met by special training programs evolving from Commission grant programs, training provided by sources other than Juvenile Services (other State agencies, for example), plus training resulting from the Administration's tuition reimbursement program which provides some funds for coursework related to job skills.

Another possible resource for meeting inservice training requirements is the Correctional Training Commission within the Department of Public Safety and Correctional Services. This Commission is responsible for prescribing standards for correctional training and certifying that correctional officers have satisfactorily completed this basic training. However, this Commission is responsible only for training adult correctional personnel. Juvenile correctional personnel were not included in the Commission's legislative mandate. The Juvenile Services Administration is of the opinion that a maximum sharing between their training staff and the Correctional Training Academy is occurring and that a merger between the two would not be appropriate.¹¹ The Education and Training Committee of the Governor's Commission has recommended that the Juvenile Services and the Correctional Training Academy participate jointly in inservice interfunctional training where appropriate and share existing resources when feasible. The Juvenile Services Administration has maintained that, at least in part, the philosophy of juvenile rehabilitation and treatment differs substantially from that of adult corrections. While this may be true in some cases,

¹⁰Alcoholism Grant #5124

¹¹Thomas Albert, Juvenile Services Administration, Update, 1977.

TABLE V-22

JUVENILE SERVICES ADMINISTRATION TRAINING GRANTS

Calendar Year 1977

PROGRAM	NUMBER OF TRAINEES	LENGTH OF TRAINING	TOPICS COVERED
Training of Trainers and Management Level Staff	80 Management level and 25 Trainers	Selected programs over a 12-month period	Training skills and organizational development skills
Staff training in Alcohol Treatment	100 Juvenile Services line staff and selected community people	Selected programs over a 12 month period	Identification and Treatment of the Alcoholic
Training Seminars for Juvenile Court Judges, Masters and Juvenile Services staff	All Juvenile Court Judges, Masters and Juvenile Services, Regional Staff and approximately 20 Juvenile Services Headquarters Staff	Selected programs over a 12 month period	Training on the meaning and implication of the new Juvenile Code

TABLE V-23

INSERVICES TRAINING MODULES
PRESENTLY AVAILABLE
FOR JUVENILE SERVICES STAFF

Available for all Staff

Career Development
Communications skills
Coping with stress
DHMH Orientation
Effective Use of Management
Job Related Human Relations
JSA and JJS
Life Planning
Pertinent Policies
Role Clarification
Time Management
Values Clarification

*Theories of Delinquency Causation
*Human Potential
*Basic skills of Performance Evaluation
*Driver Training

Available for Direct Services Staff

Appropriate use of Resources
Change Strategies
Conflict Resolution
Crisis Intervention
Family Dynamics and Interventions
First Aid
Group Dynamics (Group Counseling)
Helping skills
Juvenile Law
Mental Health
Problem Solving
Report Writing
Specific Treatment modalities
Team Building
Putting Your Personal Power to Work

TABLE V-23

Available for Supervisors, Management

Employer-Employee Relations
High Performance Team Technology
Leadership Training
Management by Objectives
Organizational Development Consultation Skills
Open Systems Planning
Basic Skills in Performance Appraisal
Public Relations-Public Speaking
Styles of Management
Third Party Negotiation
Using Consultants Effectively
Worker Motivation

*Use of Power and Authority
*Budget Process/Executive Planning
*Maryland State Government Grantsmanship
Police Formulation-Implementation
*Research and Development

*In the process of being developed.

there appear to be many areas of similarity in training needs for both the adult and juvenile systems.

In summary, during fiscal year 1977, there were 1,545 people who participated in 105 programs for a total of 2,491 hours. About one third of the programs involved pre-service and in-service training. Another substantial portion of the programs covered the topics of Family and Child, and Family Dynamics. Various techniques in areas such as crisis intervention, interviewing, organizational development, leadership and use of self in the change process were presented.

The Commission's Training Committee has developed several other recommendations with respect to training. These recommendations and the extent to which the Juvenile Services Administration complies is noted below:

1. The Training Committee recommended eight hours of interfunctional training for inservice employees. This training is presently not offered to Juvenile Services Administration employees.
2. The Committee recommended that the cost of trainee salary, replacement costs while being trained, and associated travel costs, be provided by the agency whose employees are being trained. (Travel-related costs for non-State employees would continue to be provided by the State in some instances for special programs of unique State interest.) The Juvenile Services Administration presently meets this requirement.
3. The Committee recommended that each functional area of the criminal and juvenile justice system in coordination with other components review their current curriculum status and through the procedures of job function analysis and evaluation, develop comprehensive formal pre- and inservice curriculums by January 1, 1979. The Juvenile Services Administration has not reviewed its training in conjunction with other agencies. Formalized pre-services and in-service training programs have been developed and are now in process of delivery.
4. The Committee recommended that each agency, in conjunction with other functional area authorities (such as existing training commissions), identify the type and volume of specialized training needs which would have to be provided either on a multi-functional basis or on an interstate basis. The Juvenile Services Administration does not now meet this recommendation.

5. The Committee recommended that each agency should develop a plan for releasing personnel for training. The plan should include all required procedures and fiscal requirements. These plans should be submitted to appropriate State or local officials so that fiscal planning for these requirements can be fully considered. State and local government should give priority to legitimate needs of their agencies relating to the releasing of personnel for training purposes. This has generally been accomplished by Juvenile Services; however, some provision for small private agency personnel in a training status needs to be made.

The staff retention problems of the Juvenile Services Administration have not been great, apparently because of continuing high unemployment levels although data by individual position is not available.¹²

The Juvenile Services Administration has initiated some measures to enhance career opportunities within the agency and help to insure minimal staff turnover. Several positions including Group Living Supervisors, Juvenile Counselors II, and Supervisors I and II have been raised one pay grade higher. The Administration is also attempting to remove unnecessary impediments to timely promotions. One such move would allow Juvenile Counselors II to be promoted to Juvenile Counselor III without positions require the same educational qualifications; therefore, promotions can now be based on longevity and performance of the employee. With the establishment, although not funding, of a new position classification, Senior Counselor, the Administration has begun to address another problem in retaining qualified, experienced line counselors. Once this classification level is funded it will be possible for an experienced, seasoned counselor to be promoted without moving into a supervisory or management position. Counselors would be able to continue in a direct client service mode with a caseload. Too often in the past, in all areas of the criminal and juvenile justice system, the most qualified line workers were encouraged or forced by financial constraints to move into non-direct service areas such as management, administration, or supervision, although their talents and interests may be greatest with casework.

In order to improve client services, the Juvenile Services Administration must retain and develop the expertise of its personnel at every position. Candid exit interviews should be implemented and documented by regional supervisors and forwarded to Administration headquarters. The reasons for personnel turnover and vacancies must be analyzed and reviewed at the highest management level. Appropriate measures should be instituted to encourage professional handling of clients and staff alike.

¹²William Litsinger, Juvenile Services Administration, July, 1978

Private agencies providing services to Juvenile Services clients appear in some instances to be having some staff retention problems although comprehensive data on this issue has not been developed. Contributing to turnover in private agencies are limited opportunities for advancement within small agencies such as group homes and youth service bureaus and in some cases poor compensation. Additionally the pressures of working with troubled youngsters in a residential setting results in some turnover. Counter balancing these problems to some extent is the high level of unemployment. Private agencies, perhaps with technical assistance from the State, and local governments, should attempt to develop incentives to keep experienced and capable staff employed. Consideration should be given to establishing employment banks by the Juvenile Services Administration for private agencies providing services. The utilization of recruitment pools and actual entry should be closely evaluated to improve the recruitment and retention (in the Maryland system) of private agency employees.

Future problems in the area of manpower development and training are likely to be somewhat different than those problems which presently exist. Projections by Commission staff indicate that juvenile arrests will decrease 3.9% by 1980 over 1975 arrests. This data would appear to indicate that the personnel working in the juvenile justice will probably not increase substantially in the next few years. This would mean that assuming low turnover of staff, future emphasis will be placed primarily on inservice training requirements rather than pre-service as recruitment issues.

In summary, significant progress has been made in the areas of recruitment, training and retention of juvenile justice system personnel in recent years. Continued and increasing efforts to upgrade personnel within the system are essential; however, if Maryland's Juvenile Justice System is to reach the standard of excellence that the citizens and youth of this State demand and deserve.

PROBLEM JD-2: The Need to Improve Screening and Diagnostic Capabilities for Juvenile Offenders. The Juvenile Services Administration is currently unable to provide adequate screening and diagnostic services to all juvenile offenders needing such services. Accurate and comprehensive information is needed on each juvenile so that treatment programs, tailored to the individual needs of these youths, can be developed. With an increasingly wide range of possible treatment alternatives available for delinquents and Children in Need of Supervision (CINS) effective screening and diagnosis of offenders becomes mandatory. Additionally, such services can be invaluable in identifying those offenders that are a danger to the community.

Throughout the State, available diagnostic services are not fully adequate or effective in assessing those treatment alternatives that offer the greatest potential for success. This results from both a lack of knowledge as to how to effectively diagnose as well as the inadequate availability of community-based diagnostic services prior to the disposition of juvenile cases. Many times, due to inadequate screening and diagnostic services, youth are needlessly detained in institutions. Conversely, it is the opinion of many law enforcement personnel that too many dangerous youth are released in the community.

The Maryland Children's Center is the secure, residential diagnostic facility in the State of Maryland. Youth, both alleged and adjudicated delinquents and Children in Need of Supervision, may be committed to this institution. The length of stay at this facility has been reduced from 30 to 21 days. One problem at the Children's Center is a lack of adequate diagnostic staff. Psychiatric and psychological personnel are often employed on a part-time basis. In many instances they report to the institution on weekends and in the evening, often after case workers have departed. Additionally, as the Children's Center is not located in close geographic proximity to all areas of the State, it is often difficult for family members to meet with clinicians. Without interviewing family members it is often very difficult for staff to develop appropriate treatment recommendations. Additionally, Children's Center staff often are not familiar with treatment resources in many local communities which also makes it difficult to provide appropriate treatment recommendations.¹ For these reasons and because, as a general rule, youths should only be evaluated in a residential setting when no other alternative is feasible or desirable, Juvenile Services, with financial help from the Governor's Commission on Law Enforcement and the Administration of Justice, has emphasized community-based, non-residential diagnostic, evaluation and short-term treatment programs at the regional level.² Additionally, these non-residential services are cost effective when compared with the cost of maintaining a child at the Children's Center.

¹Juvenile Services Administration, "Program Plan for Clinical Services," October 2, 1975.

²Ibid., p. 5.

Both Federal and State law prohibit the detention of status offenders. Although the Maryland Attorney General has ruled that use of the Children's Center for residential diagnostic services is not considered secure detention, the mixing of status offenders with alleged and/or adjudicated delinquents in a secure facility is not consistent with the Federal stature. Use of community-based non-residential diagnostic services is helping alleviate this situation.

At present, each juvenile court has some community-based diagnostic services although the availability and accessibility of services varies considerably from county to county. In some jurisdictions, the court has its own diagnostic clinical staff which might provide both psychological and psychiatric diagnostic services. Since these diagnostic services are designed specifically to serve the court, the range of the services as well as the time to perform them are limited. Other courts are provided these services by a local health department. Generally these resources are not adequate to meet the needs. In still other jurisdictions, the Juvenile Services Administration contracts with clinicians to provide these services. However, due to budgetary limitations on contracting for these private services, the Administration has been unable in the past to contract for sufficient staff to completely provide for the evaluation needs of juvenile courts not receiving these services through other means. In recent years the Governor's Commission on Law Enforcement has granted funds to Juvenile Services for five, non-residential, community-based regional evaluation, diagnostic and short term treatment programs. Table V-24, indicates what areas of the State are served by these programs. One grant provided for a program in Anne Arundel County, which has since been assumed by the State and provides approximately 100 evaluations a year. Another program was funded to serve the nine counties of the Eastern Shore of Maryland. This project received 1,110 referrals during its three years of Federal funding. The program is now functioning with State funds. Another program was funded to serve Baltimore County.³ This program provided diagnostic and treatment services to 308 youths and their families and diagnostic services only to three youths for the period July 1, 1975 to June 30, 1976. These services are now provided at State cost. In Prince George's County a program was funded which provided diagnostic and some treatment services to over 1,200 youths during the three year period that it was funded with Commission funds. This program has been assumed by the State. For the three counties of Western Maryland, a program was funded that provided a total of 58 evaluations completed for the first three quarters of the third grant year ending in March, 1977. Project costs have since been assumed by the State.

³ Diagnostic and Treatment Services (Eastern Shore) Grant #6070, Past Progress Report.

TABLE V-24

JURISDICTIONS BEING PROVIDED DIAGNOSTIC
SERVICES BY COMMISSION FUNDED GRANTS
1977

COUNTY AND REGION	COMMISSION FUNDING
<u>Region I</u>	
Caroline	Yes
Cecil	Yes
Dorchester	Yes
Kent	Yes
Queen Anne's	Yes
Somerset	Yes
Talbot	Yes
Wicomico	Yes
Worcester	Yes
<u>Region II</u>	
Calvert	No
Charles	No
St. Mary's	No
<u>Region III</u>	
Allegany*	Yes
Carroll	No
Frederick	No
Garrett*	Yes
Washington*	Yes
<u>Region IV</u>	
Montgomery**	Yes
Prince George's*	Yes
<u>Region V</u>	
Anne Arundel*	Yes
Baltimore City	Yes
Baltimore County*	Yes
Harford	No
Howard	No

NOTE: *Grant cost assumed by State after three years of Commission funding.

**Grant cost assumed by County after three years of Commission funding.

In Montgomery County, a grant awarded originally by the Governor's Commission on Law Enforcement and the Administration of Justice and since March 1, 1976 funded by the County, has enabled the Montgomery County Health Department to provide screening and diagnosis to delinquents and CINS (Children in Need of Supervision) being processed by Juvenile Services in that jurisdiction.

In Baltimore City, the Supreme Bench Medical Office has a juvenile division which provides diagnostic services to the Juvenile Court in the City for court-referred cases. The Governor's Commission has funded a program to provide improved evaluation capabilities to the Juvenile Services Administration for Baltimore City. This project served 120 youths during its first year of operation. Due to problems with the vendor selected to operate the program, the project ceased operation after one year, but has now refunded to offer services to the CINS Intake Unit in Baltimore City.⁴

A problem has been that some projects, such as the one in Baltimore County have attempted to provide treatment to almost all clients in lieu of referring to other community agencies when appropriate. This has, in some instances, made it difficult to provide the full range and volume of diagnostic services originally envisioned for these projects. It is the Commission's intent to emphasize diagnostic and evaluation services through these grant awards. The problem of inadequate treatment resources is being addressed through programs relating to other problem areas although all diagnostic grants funded by the Commission through the Juvenile Services Administration have a short-term treatment capability.

The funding of community-based diagnostic programs may have reduced the percentage of youth committed to the Maryland Children's Center in recent years. As Table V-25 indicates, the percentage of Juvenile Services referrals actually committed to the Children's Center for diagnostic evaluations has been steadily decreasing during the period between 1970-1976, but increased slightly during 1977.

Determining the need for actual diagnostic services is a difficult process. It has been the experience of the Governor's Commission staff that some Juvenile Services staff, Judges and masters are reluctant to fully utilize diagnostic resources. The reasons for this may vary from a lack of confidence in the clinicians providing services to an unwilling-

⁴Grant #7109.

TABLE V-25

COMMITMENTS TO MARYLAND CHILDREN'S CENTER

FY 1970 - 1977

YEAR	YOUTH COMMITTED	PERCENT OF TOTAL COMMITTED
1970	1,193	4.5%
1971	1,263	3.8%
1972	1,355	3.6%
1973	1,298	3.1%
1974	1,233	2.6%
1975	1,318	2.3%
1976	1,296	2.2%
1977	1,344	2.3%

ness to utilize new resources or, in the case of some Juvenile Services staff, a reliance on their own diagnostic capabilities. Additionally, specific criteria as to which youth should be referred to diagnostic resources have not been developed. While it may not be desirable to establish rigid criteria for diagnostic referral, it would appear advisable for Juvenile Services to begin to develop some well-defined guidelines as to which youth need to be diagnosed and evaluated. Juvenile Services has indicated in its five year plan that its objective is to provide clinical services in all counties for 75% of all cases referred to intake by 1980. The Master Plan does not clearly delineate how these goals are to be reached nor where resources are clearly needed. The Juvenile Services Administration should undertake an assessment to determine where additional services are needed. It should be noted, however, that only Howard County and Baltimore City have clearly indicated through the planning process that further diagnostic services are a priority. As has been noted above Baltimore City has recently been awarded a grant to provide diagnostic services to CINS youths. Implementation is scheduled for the autumn of 1978.

Determining the actual value of diagnostic services rendered is also a difficult task as such a determination is primarily subjective. The Commission staff in evaluating diagnostic programs does attempt to insure that diagnostic services are responsive to the needs of judges and Juvenile Services Administration staff.

One additional problem that should be noted is that many judges, prosecutors, defense attorneys, and sometimes Juvenile Services staff do not have information available to them on community-based and institutional alternatives that exist for the disposition of juvenile cases. Development of a comprehensive resource manual for these individuals or some other information system seems to be needed.⁵

In summary, development of community-based screening, diagnostic, and short-term treatment programs by the Juvenile Services Administration has occurred in many areas of the State. As a result, the commitment rate to the Maryland Children's Center have been declining in recent years. (It is too early to state with any assurance whether the slight increase in referrals noted in Table V-25 represents a revision of that seven year trend.) Further development of community-based programs is indicated in some areas of the State, as well as the development of general guidelines as to which youth should be receiving diagnostic, evaluation and treatment services.

⁵Juvenile Justice and Delinquency Prevention Advisory Committee, June, 1976.

PROBLEM JD-3: Inadequate Juvenile Detention and Shelter-Care Capabilities. The Juvenile Services Administration has the responsibility for providing care to youths who are awaiting a formal adjudicatory hearing, a detention hearing, or a disposition hearing in Juvenile Court. In order to meet this responsibility, the Administration must provide a continuum of services that are geared to both the specific needs of youths placed in shelter facilities and the interests of the community. At one end of the continuum of services that are required are relatively non-structured shelter-care services which can be provided by specially trained families. For those youths requiring a greater degree of supervision, shelter-care homes, designed for 10-14 youths and staffed on a 24-hour basis with resident counselors, can be and are utilized. Data for fiscal year 1977 indicates that the ratio of shelter-care placements to referrals rose from 13% during the previous year to 13.4%. This figure appears to confirm an increased and in some jurisdictions, excessive use of shelter-care beds. For youths who require a great deal of supervision and may pose a serious threat to the well-being of the community, secure detention facilities are essential. The Juvenile Services Administration has faced several major problems in attempting to provide the full range of detention and shelter services that are required.

With respect to secure detention facilities, one major problem facing the Administration is the absence of conveniently located detention centers throughout the State for alleged delinquents awaiting adjudication and adjudicated delinquents awaiting disposition. Presently, the Administration detains alleged and adjudicated delinquent youths at the Maryland Training School for Boys, the Montrose School Boys' Village, the Waxter Center, the Cumberland Detention Center, and the Maryland Children's Center. (This latter facility is used only for diagnostic and evaluative purposes and is the only secure facility that is allowed by law to admit status offenders.) All these facilities (with the exception of Cumberland) are located in the central part of the State which can create problems for local authorities required to transport juveniles from other areas of the State. Furthermore, Juvenile Services now plans to develop an eight to ten bed holdover facility on the grounds of the Eastern Shore Hospital. A 15-bed detention center is now in the process of construction in Kent County.

At present, the Juvenile Services Administration has eliminated detention of youths in local jails in all areas of the State with the exception of Harford County and Washington County. A 30-bed facility in Montgomery County was opened in September of 1977. The Governor's Commission on Law Enforcement and the Administration of Justice also provided funds to the Juvenile Services Administration to develop a holdover facility designed for the temporary short-term detention of youths in Cumberland serving the Western Maryland counties.

This program became operational on April 1, 1977. The Governor's Commission on Law Enforcement also provided funding assistance during the past year to the Juvenile Services Administration for a Transportation Corps for the nine counties of the Eastern Shore. This program became operational early in 1977 to provide 24-hour-a-day, 365 days a year transportation services from the Eastern Shore to the Western Shore juvenile detention facilities. The Transportation Corps is intended to eliminate the detention of youths in adult jails and police lock-ups on the Eastern Shore. At present, no youth in those jurisdictions are being held in adult jails or lock-ups.

In an additional effort to provide more detention services, the Juvenile Services Administration, with funding assistance from the Governor's Commission on Law Enforcement and the Administration of Justice, has developed three community detention programs that are designed to provide intensive supervision to alleged delinquents awaiting adjudication or disposition in their own or surrogate homes in lieu of institutionalization. The program, which has been in operation for over four years in Baltimore City and approximately two years in Prince George's County, has shown encouraging results.¹ A recently funded program will soon be implemented in Anne Arundel County. Approximately 90% of youths in the Baltimore City program have been available for their hearings as scheduled. The community detention programs can play a significant role in reducing the populations of detention centers and are also cost effective in comparison to institutionalization. Community detention programs cannot serve the very dangerous juvenile offender yet the program appears to work with less threatening youths, who, in many instances, would otherwise be unnecessarily institutionalized. Also, in an effort partially directed toward reducing admissions to the Maryland Children's Center for diagnostic evaluation, the Juvenile Services Administration, with funding assistance from the Governor's Commission on Law Enforcement and the Administration of Justice, has developed regional diagnostic and treatment projects in Baltimore City, the Eastern Shore counties, the Western Maryland counties, Anne Arundel, Baltimore, and Prince George's Counties. Additionally, there is a county-funded diagnostic project in Montgomery County. These projects resulted in fewer persons being detained in the Children's Center, and in fact, admissions decreased 1.7% for 1976 as compared to 1975.²

As has been noted (JD-2 Problem Area), admissions to the Children's Center increased slightly during 1977, but it is too early to attempt to identify reasons for that phenomenon.

³House Detention (Baltimore City), Grant #5129. House Detention (Prince George's County), Grant #6121, House Detention (Anne Arundel County) Grant #7086.

⁴Juvenile Services Administration, Annual Report, 1976.

The second major problem facing the Juvenile Services Administration is inadequate community-based shelter facilities for alleged and adjudicated Children in Need of Supervision and those alleged and adjudicated delinquents who cannot reside at home but do not require secure detention in a physically restricting facility. Presently, the Juvenile Services Administration uses a number of families throughout the State for shelter-care purposes. These families usually provide shelter services for a maximum of 30 days and receive compensation from the Juvenile Services Administration. Homes of this type are adequate for youths who require only minimal structure but cannot live at home. Juvenile Services has developed a training program for shelter parents with funds provided by the Governor's Commission on Law Enforcement and the Administration of Justice.³ The training program was designed to provide shelter parents with the expertise necessary to work with difficult youths. Also, Juvenile Services has encountered difficulty in recruiting adequate homes and maintaining homes in some areas of the State. Clearly, the Juvenile Services Administration needs to further develop its recruitment, maintenance and training activities for relatively unstructured shelter care. Generally, these homes, while obviously not appropriate for every youth, can serve a large number of youths at a cost that is far below that of institutional care and is clearly more desirable from a treatment perspective than an institution. Juvenile Services staff indicate that there are approximately 500 unstructured shelter-care beds available in the State as of August, 1978. Approximately 200 of these beds are utilized for foster care placements.

The Juvenile Services Administration also purchases shelter care services from facilities staffed by resident counselors. Generally, these facilities, which are presently limited to Dorchester, Calvert, Montgomery Counties, and Baltimore City provide care for 10-14 youths at any given time. Three of these facilities are located in Montgomery County and were funded by the Commission. In some areas of the State, group homes are used for short-term shelter care. Shelter care facilities of this type generally provide more structure than family type shelter homes and additionally, are staffed by individuals with some degree of expertise in providing services to youths. The Juvenile Services Administration indicates that as of August, 1978, 58 structured shelter care beds are available Statewide. Total "emergency placements" by Juvenile Services in shelter facilities was 3,012 in fiscal year 1976, and placements in shelter facilities had been steadily increasing in recent years. For instance, 1968, only 116 youths were placed by Juvenile Services for either shelter care or long-term residential care.⁴

³Shelter and Foster Parents Training Grant #4022.

⁴Juvenile Services Administration, Annual Report, 1977.

Despite the fact that there are inadequate detention and shelter facilities in some jurisdictions, there is also a problem of substantial overuse or inappropriate use of some existing facilities. It is estimated that not more than 10% of the total youths arrested need to be detained.⁵ In order to reduce the number of detainees to only those that are dangerous to the community or those who need custody for their own protection, such as those awaiting placement in a foster home, group home, or residential center, it is felt that juveniles should be released to the custody of their parents whenever possible.

One possible method of decreasing the number of youths detained or placed in shelter facilities is to provide 24-hour, seven days a week, intake coverage by Juvenile Services staff. This service could be provided on an "on-call" basis in jurisdictions where volume is not great or in the larger jurisdictions through placement of an intake officer at an appropriate location such as a police station. Intake staff, when available, can provide immediate interviews of youths who have just been arrested and determine if detention or shelter placement is necessary or advisable. Presently, due to insufficient staff, Juvenile Services' staff are not always able to provide continuous intake coverage and as a result, police often make the decision as to whether a youth shall be detained. Many police are not adequately trained in handling juvenile cases or are not knowledgeable about juvenile facilities, hence inappropriate decisions are sometimes made. In some jurisdictions, Juvenile Services' staff who work regular 9 to 5 workdays, make detention and shelter-care decisions on an "on-call" basis on the telephone. Obviously, this method of handling is not as desirable as having a Juvenile Services staff person personally interview a youth and his family when the service is actually required. A pilot program to provide 24-hour a day, seven days a week, intake coverage has been funded in both Anne Arundel and Carroll Counties.⁶ The project is beginning its third year of operation and has provided 24 hour intake coverage in all cases involving potential shelter-care or detention authorizations.

In summary, it is clearly seen that a combination of secure detention, shelter-care homes, and community-based methods such as house detention are necessary in order to provide an adequate range and the appropriate use of detention, and shelter services for the children of the State of Maryland. Whatever type of facility is used, those involved must consider the potential value of maintaining these juveniles to the maximum extent possible, within their communities utilizing existing community resources.

⁵ John Howard Association, Comprehensive Long Range Master Plan, p. 76.

⁶ 24-Hour Intake Coverage Project, Grant #8113.

PROBLEM JD-4: Inadequate Coordination and Cooperation Among Youth Services Agencies. In recent years, there has been a substantial increase in programs that provide services to youth. However, these programs have not always resulted in a corresponding increase in both the quality and quantity of services provided to the youth. This has occurred partly because of a lack of cooperation and coordination at the State and local levels between those agencies, both public and private, that provide youth services. In fact, a comprehensive, coordinated system of delivering services to youth does not exist in the State of Maryland.

The reasons for this overall lack of coordination and cooperation are many and complex. One factor is the nature of the law as it pertains to State agencies that provide services to youth. The law tends to assign agency responsibility for youth based on the nature of a youth's problems or the legal category that they fall into. For example, the Juvenile Services Administration has responsibility for providing services to delinquent youth and Children in Need of Supervision, while the Social Services Administration generally has responsibility for providing casework services to those youth who are abused, neglected, or without proper care and attention (Children in Need of Assistance), while the public school systems have responsibility for providing educational services to all youth. Additionally, responsibility for mentally handicapped youth, and mentally retarded youth rests with different Administrations under the Department of Health and Mental Hygiene. Unfortunately, youth who require services did not always fall solely into the categories that the law has created. For instance, a delinquent child, who would therefore be the responsibility of Juvenile Services Administration, may also be neglected by his parents, which may be the responsibility of the Social Services Administration and mentally handicapped, and thus the responsibility of the Mental Hygiene Administration. The youth may, in fact, require the services of all three agencies and by law, all three agencies have a responsibility to provide needed services. What actually occurs in many instances, however, is that services are either not delivered or duplicated by the agencies that are involved. Discussion with officials in the field of youth services indicates that there are many youth who fall into overlapping categories.

The Comprehensive Long Range Master Plan for Juvenile Services, which was a consultant study designed to develop a plan for Juvenile Services, noted that the coordination of the vast variety of services and programs to produce the greatest possible benefit to the client presents a formidable problem.¹

¹John Howard Association, Comprehensive Long Range Master Plan, Juvenile Services Administration (1976), p. 28.

Clearly, the law has fragmented responsibility for service delivery. Additionally, there are insufficient mechanisms to determine who has "lead responsibility" when more than one agency works with a youth nor is there really any accountability under the present fragmented system. While all agencies may have a responsibility to work with a child, they may not always provide needed services on the premise that a child is the responsibility of another agency. Ideally, such problems should not exist despite the nature of the law, as all agencies have as their basic purpose the provision of help to an individual in need. In fact, however, when service delivery does occur, it often occurs in spite of the "system", not because of it.

A second factor that has resulted is a lack of cooperation and coordination among youth serving agencies in the absence of effective comprehensive planning for a youth delivery system and the related problem of youth programs operating independently of other programs, especially at the local level. Many local and State youth programs created specifically to deal with the problems of troubled youth are unaware of the existence of other programs or they fail to communicate with the agencies to develop agreements to deal with clients with whom they may both have an interest. In many instances, such programs were created without any comprehensive planning that would integrate the program with existing youth service programs. This problem is especially prevalent among prevention and early intervention programs, and some group homes. The Governor's Commission on Law Enforcement and the Administration of Justice conducted a field study in three areas of the State (Baltimore City, Baltimore County, and Kent County) to review problems of coordination and cooperation among youth serving agencies. This survey noted that the problem of coordination is especially serious in the urban areas where delinquency is greatest.²

It is essential that local youth programs begin to work toward interdependence rather than maintaining independent operations. Only through a sharing of resources and increased cooperation can an optimal level of service delivery be developed. Three jurisdictions, Montgomery, Baltimore and Prince George's Counties, have created positions of youth coordinators to help insure that some overall planning and coordination of youth service programs occurs. More efforts in this direction appear necessary especially in large counties. It is also important that there be cooperation, coordination and a sharing of resources between local and State agencies. The Juvenile Services Administration does, to a considerable extent, cooperate with and utilize local, community-based treatment programs for alleged and adjudicated Children in Need of Supervision and delinquents. As Juvenile Services'

² Staff of Governor's Commission on Law Enforcement and the Administration of Justice, "Staff Study of the Coordination of Programs Related to Delinquency Prevention and Control", 1974.

use of local community resources is increasing, it is especially important that effective coordination exists between State and local agencies. This is particularly true with group homes, youth service bureaus, and diversion programs which depend to a very large extent on the Juvenile Services Administration for referrals. It appears, however, that the Juvenile Services Administration could, given increased resources, provide technical assistance and planning assistance to local communities interested in developing additional treatment resources for youth and play a larger role in coordinating youth service programs.

There are several other possible approaches to the problem of inadequate cooperation and coordination among youth serving agencies. One possible solution at the State level would be to create one agency which has responsibility for providing services to youth regardless of their legal category or specific problem. This agency would combine the resources of the Juvenile Services Administration with those sections of the Social Services Administration, Mental Hygiene Administration, Mental Retardation Administration, and Drug Abuse Administration that provide services to youth. Other parts of State agencies could, if appropriate, be included within this agency which should, given its tremendous responsibilities, be a cabinet level agency. There are several advantages to an agency of this type. First, the fragmented responsibility for providing services to youth would be eliminated; it would clearly be the responsibility of this agency to provide services. Rivalries and duplication and/or non-delivery of services that presently exist could be considerably reduced or eliminated under such an agency. Secondly, such an agency would consist of a number of professionals from various disciplines that would not ordinarily be available to some agencies under the present fragmented system. By pooling professional resources into one agency, a treatment approach that would utilize the resources of many disciplines could be developed. This could result in a more effective and comprehensive service delivery system.

The previously mentioned staff study on coordination of delinquency programs recommended that inter-disciplinary cooperation and coordination be improved through the expanded use of an inter-disciplinary team treatment approach to the problems of troubled youth. Also, a new "comprehensive service agency" could provide centralized direction and planning for the youth service system. A comprehensive service agency composed of major State functions serving youth would be more practical if accompanied by the development of a family court, with jurisdiction over delinquents, Children In Need of Assistance, Children in Need of Supervision, Child Abuse, paternity, divorce and assaults occurring among family members. The fragmented and inefficient nature of the present juvenile court structure and the possible advantages of a family court system are described in some detail in the JD-8 problem area. Suffice it to say that concomitant development

of a centralized family court, with jurisdiction over all legal matters relating to youth and their families and a single State agency designed to provide services to youth and their families could be a significant step in developing a comprehensive youth service system in the State. The approval by the Governor's Commission of a grant to support the creation of a model Family Court in Prince George's County may represent a significant step forward to this area. The grant has just completed its first year and preliminary results are encouraging.

Four possible alternatives to the present system were also discussed with respect to legal jurisdiction and service delivery for delinquents and status offenders in the Commission staff study. One alternative would place responsibility for delinquents with Juvenile Services and eliminate Juvenile Court jurisdiction over status offenders with responsibility for providing services to status offenders resting with local communities. Another alternative would leave jurisdiction over delinquents with Juvenile Services and place status offenders with the Department of Human Resources (Social Services Administration). A third alternative would place status offenders with the Department of Mental Health and Hygiene but not within Juvenile Services, the latter of which would retain jurisdiction over delinquents. A final alternative would place Juvenile Services within the Department of Public Safety and Correctional Services with jurisdiction over delinquents. Services for status offenders would be provided by the Department of Human Resources (Social Services Administration). These proposals could, however, result in further fragmentation of the youth delivery system in the State.

Another recommendation noted in the Commission staff study relating to the issue of administrative responsibility was that agency responsibilities, including Juvenile Services and the Courts, State and local relationships, including fiscal responsibility, be clearly delineated. Such a measure would help to alleviate some of the coordination problems; however, it is really not possible through legislation to address all possible coordination problems that may occur. During the 1978 session of the Maryland Legislature, an act was passed (and subsequently signed into law by the Governor) creating an Office for Children and Youth to facilitate the coordination and cooperation of youth serving agencies State-wide. This office will be advisory to the Governor and agency heads and will perform such functions as analyzing programs, plans and budgets. The staff for this office are currently being recruited.

The Governor's Commission staff study of the coordination of programs related to delinquency prevention and control also recommended that coordinating councils, composed of private citizens, public and private agencies be established at both the State and local levels. These councils would act as coordinating bodies to facilitate inter-agency cooperation and delivery of services. The councils would make recommendations on a continuing basis for the purpose of coordinating, sharing resources, suggesting priorities for budgetary expenditures and program development, particularly in the area of delinquency prevention. The advantage of these councils would be that they would bring together the various agencies that should be cooperating with one another to discuss mutual problems. There are, however, several potential problems with the concept of coordinating councils. First, such councils often have no statutory authority to order changes in the delivery system; they may only make recommendations for changes. Any agency could, and in some instances surely would, reject coordinating council recommendations if they felt the recommendations were not in keeping with the parochial interest of that agency. Coordinating councils can only be as effective as the agencies participating desire them to be. It is an unfortunate fact that some agencies are interested primarily in maintaining the status quo. Improving the quality of service delivery to youth, if it tampers with the status quo is seen as something less than desirable.

A second problem with coordinating councils is that agencies are sometimes represented by top level administrators at council meetings. As the John Howard Association Report noted, effective coordination when it is achieved, is often the product of middle-level specialists who manage to work with little regard to the parochial interests of their agencies. The top administrators, while agreeing that coordination is a problem, find themselves usually immersed in the daily problems and activities of their agencies and are unable to devote adequate attention to coordination problems that occur at lower levels within their agencies. In sum, coordinating councils, if they are to serve as effective vehicles for improving the coordination of services to youth, must: (1) have a legal mandate to actually implement changes; and (2) include some middle level and line staff, at least in an advisory capacity, to insure that appropriate information regarding the nature of coordination problems is brought to the attention of agency administrators. In Baltimore City, Prince George's, Anne Arundel and Montgomery Counties, Juvenile Court Advisory Committees exist which, to a limited extent, serve as coordinating bodies. Additionally, Baltimore County has developed a Juvenile Justice Coordinating Committee.

The four advisory committees were created consistent with Section 3-833 of the Maryland Code which states that "a juvenile court committee may be created in each county, to serve as an advisory body to the juvenile court for the county. The composition and numbers of the committee shall be determined by the governing body of the county." Little evaluation of the value of these councils has been undertaken to date; however, an assessment of their effectiveness is needed. If they should prove as valuable as envisioned, further replication State-wide may be desirable.

One area where improved cooperation and coordination is vitally needed is between the public school system and the Juvenile Services Administration. The State and local school systems represent community agencies which should also play an integral role in the development of a delinquency prevention and treatment system in Maryland. The Commission staff stated in its staff study of coordination that "an apparent hesitance in the schools to become involved in programs directed toward delinquency prevention has been noted. It appears that the attitudes of teachers and administration in many school systems tend to foster the narrow academic approach to education. Schools in general, and teachers in particular, are often not willing to view the socialization process (effective education) as part of their role. They remain content-bound and, therefore, refuse to deal with the 'troubled' student. It has become very evident that many schools are not responding to troubled youth. Although some of the available special education programs have considerable indirect impact on the delinquency problem, in terms of their attempts to reduce student frustration and reduce factors which might be contributing to delinquency, it is felt that there is a responsibility to respond to the total child beyond the academic. In light of the fact that society cannot mandate responsible family life, it must become the responsibility of all agencies dealing with youth to be socializing and preventive forces within the community."

Possible solutions recommended by the staff study were effective inservice training aimed at improving teacher skills in working with trouble youth and the development of special school programs geared to the social and psychological problems of troubled youth. It was also recommended that specially trained staff be employed to help teachers assist students with behavioral problems and also that each school system within the State establish definite referral patterns for troubled youth that require resources outside the school system.

It should also be noted that the Commission on Juvenile Justice studied the problem of coordination of services to children. The problems of fragmentation of service delivery, lack of planning, and

rigid and arbitrary service definitions were noted. The Commission proposed development of Interagency Coordinating Councils which would include representation of the State level service agencies and the establishment of the Juvenile Services Administration as a cabinet level agency as possible solution to this problem

In October of 1977, the Governor's Commission on Law Enforcement sponsored a State-wide three-day Juvenile Justice Conference attended by representatives from all segments of the juvenile justice system. The Conference explored the problems of cooperation and coordination among youth serving agencies to facilitate the provision of appropriate services to the troubled youths of the State. The Conference proved to be of considerable success in raising issues and provoking thought.

PROBLEM JD-5: Inadequate Community-Based Treatment Alternatives and Provision of Community Services for Juvenile Offenders. The community-based treatment alternatives available to both juvenile delinquents and status offenders have increased dramatically in recent years. The increased development of community-based alternatives has occurred because of several factors. First, State law, effective July 1, 1974, mandated that "Children In Need of Supervision" could not be maintained in State training schools and must, therefore, be treated in community-based programs. A second major factor has been the very large increase in the total number of cases referred to the Juvenile Services Administration in recent years. In the eight year period since 1968, referrals to Juvenile Services have increased from 19,782 cases in fiscal 1968 to 50,702 in fiscal 1977. It should be noted, however, that there was a 12.6% decrease in Juvenile Services referrals in fiscal 1977 over fiscal 1976 statistics of 58,044 cases.

A third factor has been the availability of State and Federal funding. The fourth and perhaps most important factor responsible for development of community-based alternatives has been the assumption that the community-operated approach promises to be the most efficient and desirable approach to reducing juvenile recidivism. It is the current opinion of individuals knowledgeable in the area that since, ultimately, a youth must be able to function in an open society in order to be a contributing member of the society, it is reasonable to conclude that the less artificial the treatment environment, the more realistic the rehabilitative approach. Also, removal from the community creates barriers to eventual reintegration, such as the loss of educational experiences.² Most authorities agree that the training school should be avoided where possible and be considered only as a last resort. The real opportunities for successful reintegration of offenders into society lies in the local community.

In recent years, a large number of group homes for juvenile offenders have been developed throughout the State. These facilities provide residential, community-based care although the actual programs vary considerably from home to home, as to cost, effectiveness of treatment, and staffing patterns. The homes are similar in that they generally provide services to eight to twelve youth who have been adjudicated delinquent and/or Children In Need of Supervision by the local juvenile courts.

¹Juvenile Services Administration, Annual Report, 1977.

²Stanton Wheeler and Leonard Cottrell, Juvenile Delinquency: Its Prevention and Control (New York: Russell Suse Foundation, 1966), p. 37.

Additionally, they are private non-profit organizations that depend on Juvenile Services purchase of care funds for most of their financial support. The Governor's Commission on Law Enforcement has funded a total of 26 group homes since 1970. It appears at this point that many parts of the State have a sufficient number of group homes although some areas, including Baltimore City, Prince George's County, Baltimore County, Anne Arundel County, and Howard County may require additional homes. A comprehensive Statewide study of the utilization of beds in community-based facilities is envisioned in 1979 for funding through the Juvenile Services Administration. The study would have as its primary objective an assessment of the reasons for the under-utilization of beds in residential facilities and recommendations for corrective action. To access the under-utilization of beds, such problem areas as referral procedures, entrance criteria, and realistic treatment objectives would be addressed. Attitudes of personnel involved in placement would be explored and linkages between court services, institutional personnel and group home staff would be studied.

There have been several problems in developing appropriate group home programs. First, many communities are adamantly opposed to group home facilities being located in their neighborhoods. What has occurred as a result of community opposition is very restrictive zoning in many jurisdictions which has either forced group homes to relocate, or in most instances, never get started or to engage in long and costly zoning battles which, in some instances, have resulted in prolonged litigation. There is a need for effective public information efforts on the need for, and purpose of, group home facilities and a determined effort to involve the community in the planning process. Until this occurs, effective community-based programming of any type cannot occur. A second problem with group homes has been their inability in some instances to survive due to financial problems. In Baltimore City and Harford County, for instance, group homes have been forced to close due to a lack of financial support and management. Most group homes exist primarily on Juvenile Services Administration purchase of care funds, which in some instances, are not sufficient to meet operating costs. Additionally, some group homes do not operate on a cost-effective basis. It appears that Juvenile Services needs to review its present purchase of service program to determine if it is adequate. Group homes, for their part, need to review all their costs to determine if they are operating as efficiently as possible and to develop additional local and community financial support. Presently, some group home costs approach or exceed the cost of institutional care in Maryland.

A major problem in developing accurate cost of care information is that comparable cost data is difficult to obtain as each home tends to have different accounting methods. The Regional Criminal Justice Planning Board for the Prince George's and Montgomery County area (Region IV staff) has done some work in this area. Cost data that is available, however, indicates many group homes may not be significantly less expensive than institutionalization.

In some jurisdictions (Montgomery County for instance), group homes are used almost exclusively for the status offender, which results in delinquents being committed to training schools or placed on probation. This practice is totally inconsistent with the basic premise that group homes can serve as an alternative to institutionalization. Group homes must provide services to delinquents as well as Children In Need of Supervision. In other jurisdictions there have been serious problems with existing group homes being under-utilized. It appears that there is a clear need to develop guidelines indicating specifically what type of youth are to be admitted to group homes. Based on these criteria, needs by county can be projected. As previously mentioned, a State-wide comprehensive study of the under-utilization of beds in residential facilities and recommendations for corrective action in 1979 is envisioned. Generally, only those youths who cannot be placed at their own home or a foster home under supervision should be admitted to group homes; however, there must be careful monitoring to insure that youths are not in fact inappropriately placed in group home facilities.

Another problem associated with group homes relates to the effective monitoring and evaluation of group home programs. The Juvenile Services Administration has developed a monitoring team that visits at least annually and licenses those residential facilities receiving purchase of care funds and not licensed by the Social Services Administration. The Juvenile Services Administration was required by law, effective January 1, 1977 to license residential programs utilized by the Juvenile Services Administration and not licensed by Social Services or Health and Mental Hygiene. As of July 1, 1978, Juvenile Services had issued five provisional licenses certifying that the facilities were in compliance with fire, health and zoning regulations, while 22 homes have been granted full licenses certifying that they are in full compliance with all the regulations set down by the Juvenile Services Administration. All the facilities are licensed as either community residences, community treatment facilities, structured shelter-care or youth group homes. It should be noted that the Social Services Administration monitors and licenses a number of homes used both by that agency and Juvenile Services.

It is also imperative that Juvenile Services develop a data collection system for residential facilities that will provide the Administration with the type of data that is necessary for program planning and evaluation. Specifically, the Administration needs to develop a standardized reporting system to identify the types of children in group homes, the types of treatment being employed, the range of services each home offers, capacity of the homes, staff training, and cost effectiveness of the operation of the homes. Partially in response to this concern, the Commission has provided funds to Juvenile Services for a group home evaluation study.³ It is hoped that this evaluation study will develop a data collection system for residential facilities and provide some conclusive data on the relationship between certain aspects of group home programs (such as staffing patterns and treatment modalities utilized), their impact on a youth as measured by recidivism and social adjustment. As a result of first year activity, a sample of 151 group home clients and 103 staff from 23 group homes was assessed. A set of draft instruments was developed to monitor key indicators. Second year activity involved the finalization of these instruments and follow-up on 100 terminated clients to determine program effectiveness. The project will terminate Federal funding in August, 1978, and Juvenile Services will continue funding the project in its fiscal 1979 budget. It is envisioned that results from the first and second years of grant activity will yield the final instruments to develop an evaluation and monitoring system for group homes.⁴

In 1974, the Commission provided funds to Juvenile Services for a two-part consultant study that would evaluate up to 10 group homes and provide proposed standards for group homes. The proposed standards provided the basis from which the Juvenile Services Administration was able to develop its own recommended group home standards which are being reviewed by the General Assembly. The evaluation part of the study provided some interesting facts. The report, which included seven private group homes and three Juvenile Services Administration homes, noted "Of youths referred

³Group Home Evaluation Grant No. 6001.

⁴Ruth Schliemann, Juvenile Services Administration, August, 1978.

to Juvenile Services Administration homes, 60.3 percent were referred by aftercare⁵ counselors, while only 13.3 percent of the youths in private homes were referred by aftercare, (the remainder were referred by probation counselors). Thus, a significant larger percentage of youths served by Juvenile Services Administration homes rather than private homes have had prior commitments to the training schools, and may be inferred to be more difficult cases." The study also revealed that the Juvenile Services Administration homes generally dealt with a larger number of older youth than the private homes. Forty-two percent of the Juvenile Services Administration youths were 16 or older. By contrast, only 5.4 percent of the Juvenile Services Administration youths were 13 or younger while 34.6 percent of the private home youth were 13 or younger. Statistics on recidivism were also prepared on each group home. Data compiled on the Juvenile Services' group home recidivism rates were significantly higher than any private home. Of 102 boys in the Juvenile Services' homes, 57 had no subsequent referrals for court action, 19 were referred on one occasion, 11 had two referrals and/or adult arrests and 20 had three or more referrals and/or adult arrests. No private group home's recidivism rate was nearly this high as the average was approximately a 15% referral rate for those youth released from the home. General inconsistencies noted among the 10 group homes studied included varying lengths of stay for juveniles, costs per child, treatment programs offered to residents, and available funding resources.

Although the consultant's report praised Juvenile Services for the implementation of a large number of group homes over a relatively short time span, it acknowledged that there are a number of areas that require improvement. "These include the nature of the planning and decision-making needed for a total program, well-integrated with the State's needs; the administration of the purchase-of-care program and the need for power to insure accountability of the individual group homes; central control over the processes involved in using group homes (referrals, intake, release, case review, and so on); and central recordkeeping, evaluation and program review."⁵

In addition to group homes, the Juvenile Services Administration utilizes other types of community-based residential programs. In various parts of the State, especially the Baltimore metropolitan area, Juvenile Services has entered into agreements with families (i.e., a married couple) to provide long-term foster care. Generally, youth who cannot, for some reason, reside at home but who have not demonstrated severe emotional problems or anti-social behavior, are appropriate for homes of this type.

⁵ Maryland Group Home Program, National Council on Crime and Delinquency, Austin, Texas (1974), p. 46.

Additionally, such homes are often considerably less expensive than group homes and do have access to the same community resources, such as schools and mental health clinics, that group homes do. Recruitment, retention and proper training of some foster home parents has been a problem. In a partial response to this problem, the Governor's Commission funded, through Juvenile Services, a program to provide training to both foster and shelter parents. As a result of this project a training package was developed to provide informal preservice and inservice training to foster home parents. Approximately 250-300 foster home parents are trained each year. All new parents receive preservice training while some other foster parents receive ongoing inservices training.

The Governor's Commission also funded a program through Juvenile Services that resulted the development of approximately 200 foster homes throughout the State. This project is now supported with State purchase-of-care funds. The number of foster homes range from a high of 60 in Prince George's County and Baltimore City to a low of 15 in Montgomery County. Juvenile Services statistics for fiscal 1976 indicate that 3,012 or 5.2% of the total number of cases referred to Juvenile Services intake (58,044) were placed in purchase-of-care facilities, which included placement in foster homes. In comparison, in fiscal 1977, 2,643 or 5.2% of the total number of cases referred to Juvenile Services intake, (50,702) were placed in purchase-of-care facilities, which included and 1977, Prince George's County accounted for the largest number of placements, followed by Baltimore City and Montgomery County.

Further development of foster homes, especially for Children In Need of Supervision, who don't always require close supervision, is strongly indicated. The Commission has also funded a program to provide supportive services to youth in shelter and foster homes in Prince George's County and Baltimore City. Preliminary evaluative data indicates that Prince George's County appears to be working well and is having a positive impact on program participants. Additionally, the project provides services in the community at a considerably lower cost than institutional care.⁶

⁶Foster Care Via Family Type Residential Care, Grant #4115-JD-3.

Data available from the Juvenile Services Administration indicates the tremendous increase in the use of residential community-based resources. Admissions to residential community-based programs (excluding shelter-care), have increased from 16 in 1969 to 1,047 in fiscal 1977. Budget expenditures for these programs have increased from \$92,151 in 1969 to \$5,045,029 in fiscal 1977.⁷ It is anticipated that both costs and placements will continue to rise in years to come. Table V-26 indicates the actual percentage of adjudicated youths who have been placed in either institutions and community-based facilities has remained relatively constant between 12% and 16%. Consistent with the increase of the development of community-based resources, the number of youths in community facilities has increased dramatically while institutional placements have declined.

TABLE V-26

ADJUDICATED CASES PLACED IN RESIDENTIAL PROGRAMS
1968- 1977

FISCAL YEAR	INSTITUTIONAL COMMITMENTS	COMMUNITY-BASED PLACEMENTS	TOTAL	PERCENT OF ADJUDICATED CASES PLACED IN RESIDENTIAL PROGRAMS
1968	1,914	0	1,914	12%
1969	2,124	16	2,140	12%
1970	2,140	152	2,292	14%
1971	2,138	322	2,460	16%
1972	2,089	697	2,786	15%
1973	1,715	967	2,682	14%
1974	1,409	1,295	2,704	14%
1975	1,601	1,134	2,735	13%
1976	1,621	1,292	2,913	13%
1977	1,591	1,121	2,712	14%

SOURCE: Juvenile Services Administration's Annual Report, 1977.

Many adjudicated youth may not require removal from their homes, but clearly require services. It is therefore necessary and desirable to develop non-residential treatment programs. Such programs may be cost effective when compared with residential placements, result in minimal disruption to the client, and enable the client to maintain family and community ties. Additionally, these programs can utilize community resources such as schools, vocational training, and mental health services that are vital to the rehabilitation process. The Juvenile Services Administration, with financial assistance from the

⁷ Juvenile Services Administration, Annual Report, 1977.

Governor's Commission, has developed a non-residential treatment program in Baltimore City.⁸ This program which has a capacity of 100 youths and is now funded by the State, provides academic, vocational, and counseling services to adjudicated delinquents on a 9-5, Monday through Friday basis. Youths enrolled in the program do, of course, continue to reside at home under the supervision of a probation counselor. Although this program has had some administrative and programmatic problems, it has had some success and appears to be conceptually sound. In Washington County, the Governor's Commission has funded an alternative school and counseling program for up to 30 youths a year who have been referred by Juvenile Services and have a history of academic and behavioral problems. The evaluative data available for this program indicates most students have shown increases in academic achievement levels. Truancy, however, continued to be a problem for many program participants.⁹

Community-based treatment programs can also be used effectively with drug abusers (which includes the abuse of alcohol). The Commission has funded two non-residential treatment programs for drug abusers. In Baltimore City, a program was funded for approximately 50 youth a year which provided individualized academic instruction and counseling using behavior modification techniques. Some students in the program have shown increases in academic achievement and have shown some evidence of reduced drug usage.¹⁰ This program is now being funded with a combination of State and local funds. In Baltimore County, a non-residential program geared primarily to adjudicated youth with drug (especially alcohol), problems has been funded and has served approximately 120 youths and their families in the past year. Additionally a program in Baltimore City for the alcoholic youth has been funded and will serve approximately four youth agencies.¹¹ There is a need for greater drug abuse programming especially non-residential programs. In 1973, and again in 1975, a Drug Abuse survey was conducted by the Maryland Drug Abuse Administration in which tenth and twelfth grade students participated. Table V-27 indicates the results of that survey according to type of drug abuse identified, for both the 1973 and 1975 samples. Table V-28 notes the frequency of use. As noted by the Maryland Drug Abuse Administration, nearly one out of four adolescents appears to be using marijuana. About 15% of the 1975 sample reports abusing hashish.

⁸Youth Service Center, Grant #4193-JD-5.

⁹Washington County Intervention Program, Grant #5052-JD-5.

¹⁰S.E.B.D.A.R. Grant #5151-JD-4.

¹¹TADAY #6080.

TABLE V-27
 REPORTED USAGE OF SELECTED DRUGS IN TOTAL SAMPLE
 OF PUBLIC SCHOOL STUDENTS
 MARYLAND DRUG ABUSE ADMINISTRATION *
 1973 & 1975 SURVEYS AND DRUG ABUSE AMONG ADOLESCENTS

Substance or Drug	Percent Currently Using		
	Tenth Grade 1973	Tenth Grade 1975	Twelfth Grade 1975
Marijuana	23.9	29.5	33.2
Tranquilizers	7.3	9.0	9.8
Quaaludes	NA	5.1	6.2
Amphetamines	9.4	9.8	10.3
Cigarettes	33.1	36.4	36.9
Heroin	2.5	1.9	1.5
Cocaine	4.1	3.9	5.0
Hashish	13.3	15.0	17.8
Hallucinogens	5.9	6.1	6.5
Barbiturates	10.3	9.1	9.2
Solvents	3.4	2.6	1.7
Methamphetamines	7.8	8.3	9.1

SOURCE: Drug Abuse Administration, Annual Report, 1975

*It should be noted that this survey will not be conducted by the Drug Abuse Administration again until late 1978 or early 1979.

TABLE V- 28

PERCENTAGE OF PUBLIC SCHOOL STUDENTS WHO REPORTED
USING SELECTED DRUGS FREQUENTLY
MARYLAND DRUG ABUSE ADMINISTRATION
1973 & 1975 SURVEYS OF DRUG ABUSE AMONG ADOLESCENTS *

Substance or Drug	Percent Who Used Drugs Daily or Several Times a Week		
	Tenth Grade 1973	Tenth Grade 1975	Twelfth Grade 1975
Marijuana	9.9	13.6	16.8
Tranquilizers	1.6	1.1	1.0
Quaaludes	NA	0.5	0.5
Amphetamines	2.1	1.8	2.0
Cigarettes	26.4	29.9	31.6
Heroin	1.2	0.7	0.6
Cocaine	1.0	0.6	0.6
Hashish	2.7	1.9	2.2
Hallucinogens	1.1	0.7	0.5
Barbiturates	2.0	1.1	1.0
Solvents	1.1	0.5	0.5
Methamphetamines	1.8	1.2	1.3

SOURCE: Drug Abuse Administration, Annual Report, 1975

*It should be noted that this survey will not be conducted by the Drug Abuse Administration again until late 1978 or early 1979.

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Approximately 10% are using amphetamines and slightly less are using barbiturates. For both types of products, the majority of current users appear to be less than once per week. In addition, the Maryland Drug Abuse Administration study showed that 70.2% of tenth graders and 76.5% of twelfth graders were, in varying degrees, users of alcohol in the last year. The more frequently reported quantity of beer consumed was three to six beers. Beer is the alcoholic beverage used more frequently than any other. The least frequently abused drug among those listed was heroin (.7%). When a statistical test was applied to the 1973 data generated by the survey, a pattern of high drug abuse rates was noted in areas with a lower social class rating. The relationship, while suggestive, did not prove statistically significant.¹²

No section of the State is without youth drug abuse problems. Therefore, the State, to some extent, can be considered as one large community that must be organized for action. Ongoing programs must be coordinated, and political, social, and economic boundaries must be traversed. A common perspective must be developed and shared for the mutual benefit of all.

With respect to the juvenile drug abuser, there is an immediate need for implementation of several programs. This is shown by the 4,767 drug abuse cases referred to the Juvenile Services Administration in fiscal year 1977. Of these cases, 1,033 were referred for alcoholic beverage violations. The statistics, of course, represent only a very small percentage of drug cases as many youth referred for other delinquent or status offenses do have a drug problem of some sort.¹³ Programs in the areas of education, treatment, law enforcement, and social change must be given priority importance. Drug abuse education and information dissemination must be implemented with the purpose of keeping those children who have not experimented with drugs from ever beginning, and to convince those who are only experimenters to cease before experimentation becomes a habit. Treatment programs, using a combination of medical, social and psychiatric services, must be designed to help the drug dependent child, particularly those coming in contact with the juvenile justice system, remain drug free.

Another area that requires additional programming is job training and assistance for youth in the juvenile justice system. Many youth in the system find that they lack the necessary academic and vocational skills necessary for securing gainful employment. In an effort to partially address this problem, the Commission funded a program in Baltimore City designed to provide work experience in a public agency, counseling, and educational/vocational development through a specialized curriculum. This program served 109 youths in 10 months of the second year of operations and provided individualized educational services and job assistance to chronic truants. A similar program was funded by the Commission in 1977 for Baltimore County and has served 47 youths during its first year.¹⁴ This program will serve approximately 75 youths and provide employment assistance. Both this program and the Baltimore City program provide subsidized job placement.¹⁵

¹² Juvenile Services Administration, Annual Report, 1976.

¹³ Drug Abuse Administration, Survey of Drug Use Among Adolescents.

¹⁴ Juvenile Offender Work-Study, Grant #6135.

¹⁵ Pre-Employment Manpower, Grant #7036.

Also, there may be a need to develop additional resources, both residential and non-residential, for the seriously emotionally disturbed and mentally handicapped youths who come to the attention of the Court for serious delinquent acts. Some youths who commit delinquent acts are also severely emotionally disturbed or mentally handicapped. If they are committed to a State training school, they are at risk of being victimized by the more "normal" residents while their emotional or mental handicaps remain untreated. On the other hand, existing State facilities for the mentally handicapped or emotionally disturbed are all equipped to work with aggressive anti-social youths. A recently empanelled Governor's Commission is now studying ways to remediate this problem.

A potentially valuable and necessary component of community-based programming is development of citizen involvement and volunteer programs. Citizen groups, neighborhood improvement organizations, fraternal groups, and others all have a vital role in the delinquency prevention and control process. A priority endeavor should be made to solicit and involve ethnic and minority groups who are most affected by the crime and delinquency in the municipal and urban areas. The Juvenile Services Administration is in need of the assistance that these organizations can provide. For example, volunteer services are urgently needed within the various State juvenile institutions, court services programs, and prevention/diversion programs. At the present time, limited volunteer programs are operated in these areas. The present volunteer program is, in part, based on an LEAA grant which was initially funded in 1973, and supported eight part-time regional volunteer coordinators and a full-time State-wide volunteer coordinator. When the grant ended in 1976, the program was incorporated in the Juvenile Services' budget. The costs were assumed at the same level of grant funding. There has been little increase in expenditures since 1973. The grant was intended to establish a stable staff of professional coordinators of volunteers for court and community services. This has not become a reality. There have been three State coordinators in four years. There has also been a high turnover in many local coordinators' positions because the position for eight are part-time, special payments contractual and offer no fringe benefits. As a result, programs in areas with high turnover rates have not developed sophistication, continuity or on-going community involvement. Table V-29 shows the location of the volunteer coordinators in the regions, the number of organizations that provide services, and the number of hours that are volunteered. Additionally, part-time and full-time coordinators to work with volunteers at the Maryland Training School, Montrose School, Youth Centers, Maryland Children's Center, Eaxter Center, Boys' Village and the Alfred D. Noyes Center.

TABLE V-29

REGIONAL VOLUNTEER COORDINATORS AND ORGANIZATIONS FOR JUVENILE SERVICES ADMINISTRATION
FY 1978

REGION	EMPLOYMENT STATUS	AREA SERVED	NO. OF COORDINATORS SINCE 1973	NO. OF ORGANIZATIONS THAT PROVIDE SERVICES	NO. OF INDIVIDUAL VOL. HOURS PROVIDED
I	1 Part-time	Dorchester, Somerset Wicomico, Worcester	1	40	8,752.5
II	1 Part-time 1 Full-time	Cecil Kent, Caroline Queen Anne's, Talbot	2 1	5	3,084
III	1 Part-time	Baltimore County, Harford	3	0	7,670
IV	1 Part-time	Allegany, Garrett, Washington	3	8	1,650
V	2 Part-time	Anne Arundel Carroll, Howard	4 2	0	1,770
VI	1 Part-time	Frederick, Montgomery	2	25	1,987.5
VII	1 Part-time	Calvert, Charles, St. Mary's Prince George's	6	0	1,020
VIII	3 Full-time	Baltimore City, Group Homes, MYRC	Began as HEW Funded Project in 1970. Full-time from inception, Four-prior to the present, Two-full-time, presently One-vacancy.		20 18,289

SOURCE: Juvenile Services Administration's Executive Plan, 1978.

Ownership of the volunteer program must rest with line staff, middle and top management and be demonstrated by total support for planning and supervision of cases assigned to volunteers. Role definition for volunteers must be jointly undertaken and needs assessment by line staff, supervisors, and other staff directly responsible for providing services to children must be accomplished with leadership from the regional and institutional coordinators of volunteers. The Administration however, even with these additional staff resources, should consider additional efforts to increase its use of volunteers substantially.

An important point that needs to be made with respect to all community-based programming is that data developed by Commission staff projects that juvenile arrests by police, which constitute approximately 79% of all referrals to Juvenile Services, will decline 3.9% by 1980 from 1975 levels. This decline may result in less emphasis being placed on the development of new community-based resources and enable the Administration to allocate existing resources and energies to improving and assessing the quality and cost effectiveness of existing programs.

In summary, community-based treatment programs have increased substantially in recent years and have, in some instances, provided an alternative to institutionalization. Further development of residential treatment programs in some jurisdictions and non-residential treatment programs in all jurisdictions of the State appears indicated. Developing adequate community-based programs is, however, a responsibility of local political subdivisions as well as the State. In many jurisdictions, considerable problems have been encountered in developing community-based programming; it is essential that the political subdivisions effectively resolve these problems so that the needs of youth may be met.

PROBLEM JD-6: Inadequate Institutional Treatment Program for Juveniles. The Juvenile Services Administration, in addition to providing intake, probation and after-care responsibilities, has the responsibility for operating one diagnostic assessment center, three detention centers, two training schools, and four youth centers. Only the two training schools and the four youth centers provide services to adjudicated delinquents committed by the juvenile courts throughout the State of Maryland. These institutions and the populations they serve are as follows:

1. The Maryland Training School for Boys is used to house delinquents age 16 to 18.
2. The Montrose School provides services to all delinquent girls and delinquent boys age 15 and under.
3. The four youth centers (previously called forestry camps) located in Western Maryland, are used for older delinquent boys ages 16 and 17.

The institutional programs of the Juvenile Services Administration have undergone significant changes in recent years. Effective January 1, 1974, Court and Judicial Proceedings, Title 3, Subtitle 8, Section 3-823, was implemented which prohibited the placement of status offenders in State institutions. This law resulted in the eventual closing of the Victor Cullen School, which was a training school for status offenders and the modification of two youth center programs for delinquents. Additionally, Boys' Village, although not directly affected by the new law, was converted from a training school to a detention center and separate cottages for youths with special emotional and retardation problems. In sum, there has been a rather dramatic decrease in institutions for youths committed by the local courts of the State. In fiscal 1979 Juvenile Services has been budgeted for 685 beds for committed youths. Information received from Juvenile Services Administration for fiscal 1980 indicates bed space will be budgeted for 630 beds for committed youths.

Figures obtained from the Juvenile Services Annual Report for fiscal year 1977 indicates that while the total number of youths committed to State juvenile institutions dropped from the preceding year, both the rate of youths committed compared to total referrals and the number of youths committed compared to those formally handled, have increased. Table V-30 lists comparative figures for total referrals, but does not show the 3.1% increase in the rate of formally handled cases to commitments during fiscal year 1977.

TABLE V-30

COMMITMENT TO STATE TRAINING SCHOOLS AND FORESTRY CAMPS

FISCAL YEAR	NUMBER OF YOUTHS COMMITTED	% OF CHANGE FROM PREVIOUS YEAR	% OF TOTAL REFERRALS COMMITTED
1968	1914		10%
1969	2124	+11%	8%
1970	2140	+ 1%	8%
1971	2138	No Change	7%
1972	2089	- 2%	6%
1973	1715	-18%	4%
1974	1409	-18%	3%
1975	1601	+15%	3%
1976	1621	+ 1%	2.8%
1977	1591	- 2%	4.1%

SOURCE: Juvenile Services Administration, Annual Report, 1977.

Although the percentage of youths being committed has declined, there have been substantial overcrowding problems at the training schools. Data for February, 1978 indicates that the youth centers and training schools' average daily population exceeded rated capacity from between 11% to 17%. Rated capacity is the actual number of youths for whom the institution is staffed and equipped to provide services. The decline in institutional commitments until fiscal 1975 can be attributed to the de-institutionalization of status offenders legislation passed by the State Legislature and the vigorous development and utilization of community resources by the Juvenile Services Administration. The increase in the number of youths committed for 1975 and 1976 is probably attributable to public concern about juvenile delinquency and the larger number of cases coming to Juvenile Services; however, it is important to note that the commitment rate actually declined in 1976 and again in 1977. Assuming that the commitment rate remains at approximately 3% of all cases referred to Juvenile Services and that total referrals increase or remain static, additional institutional beds may be needed. Juvenile Services is attempting to devise alternative programming and thus reduce the need for institutional beds.

The growing percentage of both referrals and formally handled cases to commitments coupled with overcrowded conditions at the institutions points a need for both increased institutional spaces and selective programs to return committed youths who have adjusted to their community. Only with a full range of alternatives will be institutions be able to provide adequate treatment and return youths to their community within the Commission objective time frame of six months. At present the institutions are holding youths on an average of seven months.

In discussing institutional population, even though institutionalization is the most expensive form of service delivery for children and the removal from the home and the community should be the last resort, it is important to note that there is still a need for adequate, secure residential facilities, if society is to be adequately protected.

Another major problem area that the Juvenile Services Administration faces is the development of effective programming in institutions that will result in lower levels of recidivism and youth who are able to be reintegrated into society as productive, functioning members. Institutions should be programmed to permit residents to solve problems for themselves, teach children to assume responsibilities, train them to interact and work together, and acquire respect for and acceptance of each other. There are several program areas within institutions that

clearly need to be strengthened. In the academic area, it is important to note that the majority of children who come to the training schools are seriously deficient in their school work and the educational experiences received while confined are often of little value. Even if psychological and sociological factors are not considered, reading ability and a proficiency in the basic skills are vital in securing employment. The present emphasis of the Administration on individual learning experiences for children should be further developed. The use of a team approach in the educational programs and individual prescriptions should be explored at these institutions.

Programmed instruction should also be expanded in some of the Administration's institutions. One such program, initiated through Commission funds, involving programmed instruction in small engine repair was in operation at the Victor Cullin School for several years and has been transferred to the Maryland Training School.

One effort to provide a more relevant educational curriculum is currently being attempted at the Montrose School. The Governor's Commission on Law Enforcement and the Administration of Justice funded a project through the Administration for the development and implementation of a course in health and family development.¹ Such topics as family planning, venereal disease, sex education, and personal hygiene are included in this curriculum. This project now supported by State money, provided services to approximately 500 youths during its three years of Commission funding. As a result of the Montrose School accepting committed boys between 10-15 years of age, this program was expanded in its second year to provide a separate curriculum for boys at the school.

Additionally, the Administration needs to improve and expand pre-vocational and vocational training. Although the Administration's institutions do offer limited pre-vocational and vocational training, they do not provide enough marketable skill programs. The institutional educational and vocational programs should be fitted to the particular needs of the population served. A realistic determination must be made after an analysis of the job market as to what long and short range goals can be achieved by a committed youth during an average length of confinement at the institution. In fiscal year 1978, the Montrose School completely revamped their vocational program and initiated a comprehensive vocational evaluation and instructional program in cooperation with the Maryland State Department of Education.

¹Health and Family Development, Grant #4038-JD-6.

In a partial effort to address the need for improved employment opportunities for youth in training schools, the Commission has funded a program that will provide subsidized employment with public agencies in Baltimore City for youth released from the training schools. The program, which was implemented in the fall of 1976, and enabled youths to gain valuable employment experience and some educational and vocational guidance. Also, the Commission provided funds for a program that would place 200 youth in jobs upon release from the training school. This program is scheduled for implementation in the Fall of 1978.

With both training and academic education, major stress must be placed on interest motivation. Even though children are not positive as to what they desire to do in life, certain types of skills do interest them. This interest should be developed in the institution through various types of programs. Even though there are various types of vocational and trade programs offered within the community, there are also a considerable number of youths in the community requiring such training. Previously institutionalized youths are handicapped in competing for admission to such programs because they often have lengthy histories of maladjusted behavior in addition to their State training school experiences. The institutional curriculum should include training in methods of applying for a job or training program and presenting one's self most favorably. Further, the need for the involvement of local trade unions in the curriculum of the schools is also of importance. The development of trade advisory boards could assist in the development of vocational curriculums and work programs off-campus. Their involvement would insure that the type of training received by the children is of sufficient quantity and quality necessary for entrance directly into the labor market. The achievement of a degree of proficiency in basic and advanced tasks should be a primary focus of motivational instruction.

Although institutional academic and vocational programs are considered rehabilitative, it must be noted that the total environment of the institution must be therapeutic. For this reason, the quality of life found within the institution should not be detrimental to the child. It is important that adequate recreational and medical services be provided youths in institutions. Although present medical coverage is inadequate in some juvenile institutions, there has been improvement in the western youth centers through cooperative arrangements with the County Department of Health.

The Juvenile Services Administration also needs to develop a mechanism for resolution of complaints lodged by residents of the institutions and to insure that Administration policy and regulations are adhered to. Client complaints that are legitimate and are not or cannot be resolved through regular administrative procedures within an institution may result in serious disciplinary disturbances and unrest. Additionally, such a situation may result in increased hostility and resentment on the part of clients which is not conducive to effectuating basic attitudinal change that is desirable. It is also important the Administration policies with respect to prohibition of corporal punishment and isolation be closely monitored to insure compliance. The Corrections Standards Committee of the Governor's Commission has also recommended that policies and procedures be developed to insure an acceptable standard of living within all correctional institutions.

Another problem area, which is related somewhat to the overcrowding of State institutions, relates to the optimum length of stay for juveniles in an institution. The average length of stay in institutions for the period fiscal 1973 through 1977 is reflected in Table V-31. The data appears to indicate that the length of stay was slightly longer in fiscal 1973, which was a period without overcrowding in State institutions than in 1975, 1976, or 1977 when overcrowding did occur.² Ideally, the length of stay for an individual in an institution should be determined by progress in accepting social responsibility and not on the overall population of the institution. It would appear appropriate for Juvenile Services to develop some basic policies on the optimal length of stay for residents; in no case should a youth's length of stay be solely related to the degree of overcrowding in the institution.

There also appears to be a need for improved alcohol and drug screening and treatment programs within the Juvenile Services Administration's institutions. Many youths in institutions have a prior history of alcohol and drug abuse although few have actually used opiates or other addicting drugs on a regular basis.³ In partial response to this problem, drug education programs have been established with financial assistance from the Governor's Commission in the Montrose School and the Maryland Training School for boys. Additionally,

²Juvenile Services Administration, Annual Report, 1977.

³Robert Harrington, Juvenile Services Administration, July, 1978.

TABLE V-31

AVERAGE LENGTH OF STAY (MONTHS)
STATE INSTITUTIONS
FY 1973 - 1977

YEAR	MARYLAND TRAINING SCHOOL	MONTROSE	BOYS' VILLAGE	VICTOR CULLEN	YOUTH CENTERS
1973	7.5	8.0	6.9	7.1	7.1
1974	5.9	7.5	6.8	---	7.0
1975	4.8	6.2	7.1	---	5.8
1976	6.0	6.1	---	---	6.9
1977	5.8	7.0	---	---	7.4

all youths admitted to any institution receive a physical examination on admittance to the institution. The Montrose School and the Maryland Training School for Boys both have resident medical staff that conduct these examinations. The Forestry Camps utilize local health department staff for medical screenings. Medical staff should be made available to all institutions. If the physical examination indicates the presence of a serious drug dependence problem, appropriate tests and/or treatment may be ordered.

With respect to treatment, all institutions utilize group treatment techniques that attempt to modify behavior through peer pressure. Drug problems are dealt with in these group sessions which are conducted by trained institutional staff. Further development of drug treatment capabilities and medical screening does, however, appear to be indicated.

The entire juvenile institutional process must be looked at with the primary goal of successful return to the community in mind. When the child enters the institution, concerted efforts must be made to fully understand the juveniles' problems and needs. Both the academic and vocational programs offered must be responsive to the defined individual needs of the juvenile. Adequate counseling must also be provided while the child is in the institution and this counseling service must be continued during the transition back to the community. Constant communication between the institution counselor and the child's family is necessary to insure that the family is fully prepared for the child's return. Training programs are needed to advise the parents of potential problems the child will encounter and how to deal with these problems in a way most conducive to the child's readjustment. In an effort to begin meeting this need, the Juvenile Services Administration received a grant from the Governor's Commission on Law Enforcement and the Administration of Justice to provide parent effectiveness training to several Administration staff personnel. Through this training, it is hoped that Juvenile Services' staff will be in a better position to prepare parents for the child's return. Final evaluative data on this program has not been submitted to date.

In summary, the vast majority of youth can be treated outside the confines of traditional institutions; however, in some cases the need to protect the child or society makes community treatment impossible. The Juvenile Services Administration needs to develop an imaginative program for these youth aimed at such objectives as effecting basic attitudinal change, improved academic education and vocational skills orientation. All programming should be designed to prepare the youth for successful return to the community.

PROBLEM JD-7: Need to Upgrade "Pre-Arrest", "Post Arrest", and "Pre-Adjudication" Screening and Diversion of Juvenile Cases. The process of screening in a broad sense means any removal of a person from the criminal justice system.¹ The point at which the youthful offender leaves the juvenile justice system can range from the time of initial contact or arrest up to a formal court hearing. Consequently, a number of authorities participate in the ultimate decision on whether the youthful offender will be subject to a formal juvenile court hearing and disposition.

Available fiscal 1977 data from the Annual Report of the Juvenile Services Administration indicates that of 50,702 cases referred to the intake offices of the Administration, 31,102 or 61% of all cases were either disapproved (legally insufficient) or handled informally by intake staff and thus diverted from the system. The remaining 19,599 cases or 39% of the total were referred to Juvenile Court for formal court action. The percent of total cases either disapproved or informally handled at intake has generally increased in recent years, except for fiscal 1976. The percent of cases screened at intake has increased from 50.7% of all cases in fiscal 1972 to 63.19% in fiscal 1975, but declined to 60% in fiscal 1976 before rising slightly to 61% in fiscal 1977. The percent of cases screened may remain at high levels or increase further as diversion resources and training of those responsible for diversion increases.

The initial choice in screening juvenile offenders usually rests with police officers. The potential arresting officer, upon contact with an alleged delinquent or status offender, is faced with several options: (1) release with no further action; (2) release accompanied by an official report describing the encounter with the juvenile; (3) a reprimand with release to parent or guardian; (4) referral to other agencies on a voluntary basis when it is felt appropriate by the officer;² (5) referral to the Juvenile Services Administration for further processing without recommending detention; and (6) referral to the Juvenile Services Administration for further processing with a recommendation for detention.

The factors that determine an official decision are generally: (1) the officers' training and experience in handling juvenile matters; and (2) official departmental policy, if it exists at all, on the handling of juvenile matters.

¹National Advisory Commission on Criminal Justice Standards and Goals, Courts (Washington, D.C., Government Printing Office, 1973), p.17.

²The Beginning of Juvenile Justice, Police Practices, and the Juvenile Offender, Ferster and Courtless, 22 Vand. L. Rev., 567, 573, (1969).

The police officer at the scene does not, in many instances, have (1) access to the essential information on a youth's background or the legal elements required for a successful disposition of the case; (2) proper training in handling of juvenile cases; and (3) adequate information on possible diversion resources.

A number of larger police departments have, in recent years, set up juvenile units to provide expertise in the handling of juvenile matters. Unfortunately, the training of these units is sometimes inadequate and the actual responsibilities and missions of these units can be ill-defined.

If qualified and interested officers were selected and training in proper procedural handling of juvenile offenders, as well as determining basic legal sufficiency and estimating what constitutes a proper referral to other agencies and what diversion resources exist, a more effective juvenile unit would be created. These juvenile officers could be deployed to provide coverage at peak hours of juvenile offenses and could advise the regular patrol officer regarding the handling of youthful offenders. One option would be for the juvenile unit officers to process all juvenile offense reports and insure that the youths' parents are contacted. The end result would be an examination not only of the offense at hand, but also a brief review of the youths' backgrounds. Should the trained juvenile officer decide not to close the case or to refer to a community resource, they would forward a well-documented report to the Juvenile Services Administration for action by the Intake Unit. An additional possibility is to train all officers on the street to handle decision-making on various juvenile problems subject to proper management controls. Given the fact that in fiscal year 1977, 38,331 or 75.6% of all cases received by Juvenile Services were from the police, improved police screening and diversion could appreciably reduce Juvenile Services' workload.

Additionally, it should be noted that although police departments are not prohibited from making direct referrals to diversion programs, this option is seldom exercised in most jurisdictions. The reason for the non-use of the diversion programs by the police department usually stems from official or unwritten policy to pass all such cases to the Juvenile Services Administration.

In response to these problems, the Governor's Commission on Law Enforcement has provided funding to the Baltimore County Police Department to increase their present Youth Bureau staff from 16 to 22. This program, provides trained juvenile officers in every police district in the County and would enable the Youth Bureau to follow up on all juvenile cases. Additionally, all Youth Bureau officers receive training in the proper use of diversion resources. In addition to the program in Baltimore

County, the Commission has funded three similar programs which are currently operating within the Howard County, Hagerstown and Cumberland Police Departments. Both the Concentrated Juvenile Crime Reduction project in Hagerstown and the Juvenile Intervention project in Cumberland operate with two trained juvenile officers handling only juvenile matters and establishing community referral services for youthful offenders. The Howard County operates with four juvenile offenders and a civilian counselor. The basic program utilizes community awareness techniques to aid in the prevention of repeat offenses. With the availability of youth officers, follow-up and counseling procedures are being used to benefit the youthful offender.

The Juvenile Services Administration is the agency designated by Maryland law to provide intake services to the Juvenile Court. The statute requires the intake consultant to make a preliminary inquiry regarding the complaint to determine whether the court has jurisdiction and whether judicial action is in the best interest of the child or the public. The intake consultant may: (1) authorize the filing of a petition; (2) conduct a further investigation into the allegations of the complaint; (3) propose an informal adjustment of the matter; or (4) refuse authorization to file a petition.³ As has been previously indicated, Juvenile Services' intake has closed, disapproved or informally adjusted 61% of all referrals received in fiscal 1977.

At the present time, intake consultants, after establishing the legal sufficiency of a complaint by a citizen or public agency, must determine the child's need for treatment by gathering additional background information. This investigation may involve: a check of the youthful offender's court history; a request for pertinent institutional records; a school report; an evaluation by a court diagnostician; and an interview with the child and his parents.

At present, the intake consultant's performance can be hampered, in some instances, by: (1) inadequate training and lack of screening criteria, (2) lack of adequate diagnostic information; (3) excessive workloads. Training for intake staff consists primarily of a week-long preservice session. Subsequent training is sometimes offered by the individual consultants that are available in many jurisdictions. It is essential, however, that training be expanded to include at a minimum, courses in interviewing, pertinent legal issues, and counseling techniques. In essence, the intake consultant's skills must be sharpened to make the most of the brief client contacts that provide the basis for decision-making. With respect to diagnostic and evaluation services; however, effective use of this resource has not always been evident. (See Problem Area JD-2 for a further discussion of this matter.) With respect to workloads, in many jurisdictions (especially in the urban counties and Baltimore City), there are sometimes not sufficient staff to provide the comprehensive in-depth review that should be allocated to all cases.

³Annotated Code of Maryland, Title 3, Subtitle 8, 3-810.

Projected juvenile arrest data developed by Commission staff indicates total juvenile arrests will decline approximately 2.8% by 1980 from 1975 levels hence, this should alleviate to some extent existing staff shortages. Some reallocation of existing resources may however be indicated.

Additionally, there is a need to further develop criteria for screening and diversion of juvenile cases at both the Juvenile Services and police levels. While very specific and rigid criteria may not always be desirable, guidelines as to what youth may be diverted from the system are essential. Funds have been made available for a survey of Juvenile Services' intake staff and development of criteria. An application for these funds was never submitted. Closely related to this need is an additional need for training in the types of resources that are available for diversion. Many times referrals made by police and Juvenile Services' intake staff are inappropriate due to a lack of knowledge of the specific services available at the community level; resource manuals and appropriate training are two possible remedies to these problems.

An additional problem encountered by both those police departments that do not divert cases to community resources and by Juvenile Services Administration intake staff is the absence of community-based diversion programs. (Diversion programs are defined by the Commission as those programs which divert youth from the juvenile justice system after arrest or initial contact with police.) If youth are to be successfully diverted from the system, it is essential that there be adequate community resources to provide counseling and referral services to youth and their families. The Governor's Commission on Law Enforcement and the Administration of Justice has funded several diversion programs. In Anne Arundel and Baltimore Counties, Community Arbitration Programs that provide services to misdemeanor youth have been funded.⁴ The Anne Arundel program serves approximately 2,500 youth a year and has proved quite successful in diverting large numbers of youth from the system expeditiously and in involving the community in the diversion process. The Baltimore County program will serve approximately 2,000 youth a year. The Commission has also funded two diversion programs in Prince George's County. These programs can provide services to approximately 400 youth per year. A diversion of status offenders program designed to serve approximately 500 youths has also been funded in Montgomery County.⁵ This project, has significantly reduced the number of status offenders coming to the attention of Juvenile Services in Montgomery County. A total of 17 youth service bureaus (which are community-based counseling and referral centers), all of which are State funded, also provide some diversion resources. Additional diversion resources are clearly indicated throughout the State for both Children in Need of Supervision and delinquents. Areas where diversion resources are especially needed are Baltimore City, Montgomery County (for delinquents only), and the eastern section of Baltimore County.

⁴Commission Grants #6212, 5172.

⁵Commission Grant #7108.

An additional responsibility of intake workers is to review requests by police for immediate detention and shelter placements pending court action on the next court day. A screening process and various alternatives are involved here and are discussed fully in Problem Area JD-3. Intake staff must also determine if a petition is to be filed. If a petition is appropriate, the case, if delinquency is alleged, is referred to the State's Attorney's Office. If a status offense is alleged, a petition is generally filed by the youth's parents, or in some instances, the schools. If the filing of petition is denied for either a status offense or delinquency case, the matter may be appealed to the Juvenile Services Regional Supervisor for status offenses and to the State's Attorney for delinquencies.

In most situations, the request for a delinquency petition is the first contact of the juvenile offender's case with the State's Attorney's Office. Rarely does a prosecutor participate in the Juvenile Services' intake process.

At the present time, Juvenile Court is often used as a training area for new, inexperienced prosecutors because it is viewed as an area where the rules of court are more relaxed and the cases do not usually have legal complications. However, when one weighs this assumption against the fact that a court experience may have great impact on the youth and development of the child, the critical need for experienced prosecutors with specialized training becomes clear. In acknowledging this shortcoming, the National Advisory Commission states "Specialized training should be provided for all persons participating in the processing of cases through the family court, including prosecutors, defense, and other attorneys, and the family court judge. Law schools should recognize the need to train attorneys to handle legal matters related to family problems, and should develop programs for that training. These programs should have a heavy clinical component."⁶

Ideally, the prosecutor who will ultimately represent the State, should enter the case as soon as possible. A number of jurisdictions have prosecutors permanently assigned to the police department in order to foster proper legal procedures and preparation of charges. In addition, several state's attorneys' offices have screening units to quickly establish legal sufficiency and to prepare charges for trial prosecutors. Cases are examined for proper procedure and evidence and to insure that an appropriate charge is placed.

⁶National Advisory Commission on Criminal Justice Standards and Goals, Courts, p.293.

Another area of screening by the prosecutor is the point at which the prosecutor must decide whether to file a petition requesting waiver of the jurisdiction of the Juvenile Court over the youth and have him tried as an adult in a Circuit Court. The State has the burden of presenting a waiver petition to the court stating that the juvenile is not amendable to further juvenile rehabilitative measures. Training should be provided to prosecutors to give them the capability to properly assess a case in conjunction with Juvenile Services' staff to determine if the youth and society would not be best served by having the youth processed by the Juvenile Court. Waiver criteria, as established by statute, are as follows:

- (1) A child who is 15 years or older; or
- (2) A child who has not reached his 15th birthday, but who is charged with committing an act which, if committed by an adult, would be punishable by death or life imprisonment.
 - (b) The court may not waive its jurisdiction until after it has conducted a waiver hearing, held prior to an adjudicatory hearing and after notice has been given to all parties as prescribed by the Maryland Rules. The waiver hearing is solely to determine whether the court should waive its jurisdiction.
 - (c) The court may not waive its jurisdiction unless it determines, from a preponderance of the evidence presented at the hearing, that the child is an unfit subject for juvenile rehabilitative measures. For purposes of determining whether to waive its jurisdiction, the court shall assume that the child committed the delinquent act alleged.
 - (d) In making its determination, the court shall consider the following:
 - (1) Age of the child;
 - (2) Mental and physical condition of the child;
 - (3) The child's amenability to treatment in any institution, facility or program available to delinquents;
 - (4) The nature of the offense and the child's alleged participation in it; and

(5) The public safety.

- (e) If the jurisdiction is waived, the court shall order the child held for trial under the regular procedures of the court which would have jurisdiction over the offense if committed by an adult. The petition alleging delinquency shall be considered a charging document for purposes of detaining the child pending a bail hearing.
- (f) An order waiving jurisdiction is immediately appealable.
- (g) If the court has once waived its jurisdiction with respect to a child in accordance with this section, and that child is subsequently brought before the court on another charge of delinquency, the court may waive its jurisdiction in the subsequent proceeding after summary review.⁷

Notwithstanding the above, it should be noted that Title 3, Subtitle 8, Section 3-808, paragraph 4 states that: "The Court does not have jurisdiction over: a child 16 years old or older alleged to have committed the crime of robbery with a deadly weapon, unless an order removing the proceeding to the juvenile court has been filed."

Additionally, as the National Advisory Commission has pointed out, there is a clear need for the development of adequate, well-defined criteria when screening cases at every point in the system prior to adjudication. "The equal dispensation of justice is jeopardized when screening without adequate criteria exists. Lack of well-defined criteria may mean that inequities exist in screening and that some decisions are made erroneously. Even if those engaged in screening have adequate criteria available, the lack of procedures for ascertaining all relevant facts may lead to misapplication of these criteria procedures within police departments and prosecutors' offices on an administrative level to provide sufficient assurances of fair and appropriate screening."⁸

Once a prosecutor has made a decision to file a petition for a delinquency offense or request a waiver hearing, defense counsel may be obtained or may be appointed through the Public Defender's Office for the juvenile charged. In some instances, the Public Defender or defense attorney obtained may negotiate with the prosecutor as to the defendant's

⁷ Court and Judicial Proceedings, Title 3, Subtitle 8, Section 3-817.

⁸ National Advisory Commission on Criminal Justice Standards and Goals, Report on Courts, p. 18

plea to the charges or the nature of the charges. The options available to the prosecutor are limited to nolle prosequere the charges, placing the charges on the stat docket, or modifying the charges to a less serious or different offense. This plea negotiation process is discussed under Problem Area CT-3. This, in effect, represents the last possible step in the screening of a juvenile case prior to adjudication.

For further information on the role of the Public Defender and State's Attorney in the adjudication process, refer to Problem Area CT-5.

In summary, all agencies involved in the process from initial contact of the juvenile with the system through the time for formal court hearing, play an integral part in the screening process. Specialization, training, and well-defined criteria for screening are essential for this process to operate efficiently and effectively while insuring that the needs and welfare of the child and society are met. Additionally, those who make screening decisions should specify in writing the basis for their reasons. Such a system would provide more accountability than presently exists.

PROBLEM JD-8: Inadequate Administration, Management and Operational Techniques in Juvenile Courts. The efficient administration of juvenile courts throughout Maryland continue as a major problem for the Maryland Court System. Constricted budgets and heavy workloads tax an already struggling system. Prior to 1977 the number of formal cases being referred for hearing were increasing at a rate of 10% or more annually. In fiscal 1977, 50,702¹ cases were referred to the Juvenile Services Administration. This is a sizeable increase over 1968 when 19,782 cases were referred; however, it represents a 3.2% decrease from the previous year (1976 - 58,044 cases referred).

In 1976, a total of 169,301 persons were arrested in Maryland, of whom 59,888 or 35.1% were juveniles.² In 1977, a total of 181,965 persons were arrested in Maryland of whom 59,558 or 32.7% were juveniles.³ It should be noted that these figures reflect only the number of delinquent and Children in Need of Supervision cases heard in Juvenile Court. Most cases require more than one hearing. Additionally, Juvenile Courts often hold review hearings, violation of probation hearings, restitution hearings, and adjudicatory hearings for Children in Need of Assistance (i.e., dependent, and neglected cases), and trials for adults charged with contributing to the delinquency of a minor. In sum, the workload of the Juvenile Court is substantial. (Table V-32 represents all cases filed and terminated in the juvenile courts throughout the State for fiscal 1977.) Perennial difficulties including lack of resources and manpower, inefficient recordkeeping, lack of space, and lack of efficient planning further exacerbate the problem. However, with the projections that juvenile crime will decline 3.9% over 1975 levels by 1980, the problems caused by continued expansion of workloads should be reduced over the coming years.

Perhaps the chief difficulty in addressing the problem of the Juvenile Court "system" in Maryland is that it is not a unified system at all. For example, despite a number of attempts to bring the juvenile court in Montgomery County to the Circuit Court level, it remains under the jurisdiction of the District Court. As such, the District Court reports and utilizes State of Maryland procedures while the circuit courts are, to some degree, local in nature with varying procedures. In November, 1976, a proposal that would enable other jurisdictions to utilize the District Court as the court of juvenile jurisdiction, was passed by voters as a referendum item. If implemented by the legislature, this development could further fragment the "system".

Still another controversial issue is the use of Masters in juvenile courts. At the present time, eight counties (and Baltimore City), employ Masters on a full or part-time basis. Until the passage of the current State Juvenile Code, Masters were appointed by the judge of the circuit court exercising juvenile jurisdiction. Under the code, Masters are appointed subject to the approval of the Chief Judge of the Court of Appeals. In one instance, the Master is not an attorney. Compounding

¹Juvenile Services Administration, Annual Report, 1977.

²State Central Crime Reports, 1976.

³Ibid, 1977.

TABLE V-32

JUVENILE CAUSES FILED AND TERMINATED
IN THE COURTS OF MARYLAND

July 1, 1976 - June 30, 1977

CIRCUIT	FILED	TERMINATED
	TOTAL	TOTAL
FIRST CIRCUIT - TOTAL	670	695
Dorchester County	250	248
Somerset County	56	67
Wicomico County	228	241
Worcester County	136	139
SECOND CIRCUIT - TOTAL	600	666
Caroline County	66	85
Cecil County	234	234
Kent County	111	125
Queen Anne's County	79	108
Talbot County	110	114
THIRD CIRCUIT - TOTAL	2,219	2,080
Baltimore County	1,509	1,468
Harford County	620	612
FOURTH CIRCUIT - TOTAL	999	943
Allegany County	425	389
Garrett County	194	190
Washington County	380	364

TABLE V-32 - Continued

CIRCUIT	FILED	TERMINATED
	TOTAL	TOTAL
FIFTH CIRCUIT - TOTAL	2,494	2,345
Anne Arundel County	1,782	1,603
Carroll County	351	385
Howard County	361	357
SIXTH CIRCUIT - TOTAL	3,068	3,473
Frederick County	154	134
Montgomery County ^a	2,914	3,339
SEVENTH CIRCUIT - TOTAL	6,090	6,057
Calvert County	212	153
Charles County	356	371
Prince George's County	5,242	5,262
St. Mary's County	280	268
EIGHTH CIRCUIT		
Baltimore City	10,689	11,657
STATE TOTALS	26,739	27,916

SOURCE: Administrative Office of the Courts, Annual Report, 1976 - 1977.

NOTE: ^aJuvenile Causes heard at the District Court level.

this problem is the fact that many of the Masters only sit on a part-time basis. In this way, they not only fail to gain the necessary experience on the bench, but risk potential conflict of interest if their private activities and judicial paths should cross. The current State Juvenile Code also redressed another flaw in the Master system by requiring that the Master's hearings be recorded.⁴

In spite of attempts to upgrade the Master system, it remains an expedient measure. The Master's findings only stand when confirmed by the authority of the Juvenile judge.⁵ Moreover, a dissatisfied party may file an exception to the Master's findings and request a trial on the record or a trial "de novo" before the judge of the circuit.⁶ Data is not currently available to define the exact extent that Masters' findings have been reversed, exceptions to Masters' findings filed, or appeals of Masters' findings requested. However, to insure proper utilization of the Masters' system, this data is sorely needed. Data of this type may eventually be available through automated juvenile court information systems such as the one being developed in Baltimore City.

The Supreme Court has in the case of Swisher vs. Brady⁷ ruled in June of this year that the procedures which allow the State to file exceptions from the Master's findings at an adjudicatory hearing does not constitute double jeopardy.

The abolition of the Master System has been recommended by a number of standards setting groups as well as the Commission on Juvenile Justice. Legislation was introduced during the last session of the Maryland General Assembly; however, no action was taken except for Prince George's where Masters will be phased out no later than the Autumn of 1978.

⁴ Annotated Code of Maryland, Courts and Judicial Proceedings, 3-813, Section (B).

⁵ Ibid., Section D.

⁶ Ibid., Section C.

⁷ Swisher vs. Brady U.S. Law Week, Vol. 45, 1978.

The administrative disadvantages of the fragmented juvenile court structure are obvious. Different reporting procedures and requirements, the overall lack of uniformity, and differing methods of handling cases point to a need for remedial measures. A large backlog of cases has resulted from the ineffectiveness of the juvenile justice system. Table V-33 IV-68 indicates the average days from filing to hearing in all 23 counties and Baltimore City. as the table indicates, the average days from filing to hearing increased from fiscal 1976 to fiscal 1977 in four of 24 jurisdictions and decreased in 20 jurisdictions. Serious delays in filing to hearing (more than 90 days) exist only in Harford County (95 days). This data rather conclusively indicates that substantial progress in bringing juveniles to a hearing in a timely fashion is being made. According to the Administrative Office of the Court's Annual Report, the large difference between 1975-1976 figures and those of 1976-1977: "may be due to the method of computation. Previously a standard deviation and correction error factor were used but this year's figures are based on straight averages."⁸

The establishment of a unified State funded court system under the supervision of the Chief Judge of the Court of Appeals is one partial means of solving some of these problems. Under such a system, the administration and procedures of the juvenile courts could be standardized and the collection of data simplified. Moreover, the streamlined system would facilitate the monitoring and analysis of case flow through the system. Effective studies of the system could be implemented and since authority would also be centralized, swift remedies could be initiated Statewide at once.

The adoption of a "Family Court", which would assume jurisdiction over all matters pertaining to family life, could also pose a solution to simplify the court procedures. The jurisdiction of the family court could include delinquency, neglect, support, adoption, child custody, paternity actions, divorce and annulment, and assault offenses in which both the victim and the alleged offender are members of the same family.⁹ The advantage of this system would be the consolidation of all such matters within one court system.

⁸Administrative Office of the Court Statistical Abstract 1976-1977, p. 22.

⁹National Advisory Commission on Criminal Justice Standards and Goals, Courts (Washington, D.C. Government Printing Office, 1973), p. 293.

TABLE V-33

AVERAGE DAYS FROM FILING
TO HEARING

COUNTY	JUVENILE		
	1974-1975	1975-1976	1976-1977
Allegany	17	11	20
Anne Arundel	63	69	32
Baltimore	42	58	51
Calvert	109	91	17
Caroline	33	23	27
Carroll	86	45	36
Cecil	29	41	27
Charles	129	50	27
Dorchester	22	45	8
Frederick	22	21	17
Garrett	54	36	4
Harford	48	58	95
Howard	206	105	48
Kent	51	67	24
Montgomery	167	138	64
Prince George's	79	67	13
Queen Anne's	89	22	21
St. Mary's	65	39	36
Somerset	13	15	8
Talbot	10	52	34
Washington	34	33	18
Wicomico	9	39	23
Worcester	120	143	35
Baltimore City	67	60	38

SOURCE: Administrative Office of the Courts Annual Report, 1977.

The Governor's Commission has recently funded a Family Court project in Prince George's County which was implemented in the Spring of 1977. The Family Court concept appears sound, however, the problems encountered in implementing such a project are considerable, which is evidenced by some of the problems being faced with the Prince George's County Family Court project. For instance, if the Family Court is to provide uniform standards for screening cases and effective delivery of services to clients, both the screening process, case scheduling and the service delivery system of the Court should be consolidated. At the present time in Prince George's County, child abuse and intra-family assaults are screened by the State's Attorney Office while juvenile matters are handled by Juvenile Services Intake staff. Similarly, services for clients coming through the court may be handled by Parole and Probation, or the Juvenile Services Administration or the Social Services Administration depending on the nature of the client's problem. Moreover, case scheduling is handled by the different clerk's office, within the Court system. Consolidation and coordination of the different agencies involved is difficult because some are local agencies, (State's Attorney's office, Clerk's Office) and others are State agencies (Juvenile Services Administration, Parole and Probation, and the Social Services Administration). A means of effectively coordinating those agencies serving the Family Court must be developed if the Court is to fulfill its expectations. The Governor's Commission staff requested and received technical assistance from LEAA to deal with this problem. Although the grant has just recently completed its first year, it has made progress in eliminating jurisdictional barriers and enhancing provision of services. The major problem which continues to plague the Family Court is the inability of the support agencies to function as one division. The administrative staff is currently working towards the implementation of a one judge-one family calendar system for the court so that all cases involving a family unit would be assigned to one judge for trial.

Another factor that may help alleviate some problems with the Administration of juvenile justice is that the Commission staff projections indicate juvenile arrests will decline 3.9% over 1975 levels by 1980. If this occurs, the need for increased staffing may be diminished within the Court system.

An integral part of identifying problem areas, thereby providing improved court services, is the implementation of an adequate method to monitor case flow. The Juvenile Services Administration should develop a "Juvenile-Based Transaction System (JBTS)" and a "Juvenile Delinquent History (JDH)" system to provide the elements for this method. "The State-Wide Criminal Justice Information System Master Plan" produced by

the Governor's Commission describes the JBTS as providing statistical information on an individual and the person's processing "from the point of intake through final termination and exit from the Juvenile Justice System."¹⁰ The JDH, as conceived by the "Master Plan" is a record that provides for positive identification of an adjudicated delinquent and further that: "The delinquent history should include, for each arrest and referral of the juvenile that results in an adjudication of delinquency, a record of major processing points and decisions from juvenile intake to termination including the proceedings of the court as well as the juveniles contact with and services received while in custody or on supervision or in some other treatment program or activity."¹¹ With the implementation of JBTS and JDH the identification and retrieval of juvenile court information would be possible. (See RES-2 Problem Area for a further discussion of this issue.)

Specific functional areas of court management that require improvement are: calendaring, judicial research and planning, administration and providing notice for court appearances.

"Calendaring entails the scheduling of cases, defendants, prosecutors, public or private attorneys, witnesses, judges, and courtrooms in order to minimize trial postponement and to assure the disposition of the case within a reasonable period of time."¹² In some court jurisdictions where the volume of defendants is not sufficiently large, much of this work can be performed without the aid of on-line or computer assisted services. However, in court jurisdictions with a significant defendant flow, on-line computer services would facilitate the management of case flow data for more effective case scheduling."¹³

Information on the current status of the defendant's case, the number of cases and defendants active or awaiting disposition, the backlogs of unscheduled cases, the defendant's status (e.g., release, status) and location (e.g., in detention) are the kinds of information required to meet the judicial functional needs. Information on the current case history, case age, and the defendant's location and status offer the capabilities for making more effective decisions about the processing of cases and defendants.¹⁴

¹⁰ State-Wide Criminal Justice Information System Master Plan, Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Cockeysville, Maryland (1975), p. 211.

¹¹ Ibid., pp. 211-212.

¹² National Advisory Commission on Standards and Goals, Criminal Justice System, Standard 5.2, p. 71.

¹³ State-Wide Criminal Justice Information System Master Plan, Maryland Governor's Commission on Law Enforcement and the Administration of Justice, p. 218.

¹⁴ National Advisory Commission on Standards and Goals, Criminal Justice System, Standard 5.3 "Court Management Data," p. 73.

Prosecutors and public defenders should be provided with calendaring and judicial court agency information to handle their cases. The prosecutor should have available information to weigh cases by priority, policy, or probability of success; daily calendar workloads and case schedules; and age of cases. The public defender needs information about the defendant's background in addition to calendar workloads, case schedules, and age of cases.¹⁵ The need on the part of the Public Defender's Office for this information is supported by their fiscal year 1977 workload data; 11,184 juvenile cases were provided public defender representation.¹⁶

In the urban counties, statistical and research reports compiled from court scheduling and judicial information can expose areas where backlogs in the court process occur or where special attention should be given to improve case flow management. These reports can further serve as a basis for evaluating the overall court operations and determining alternatives to improve the level of court operations and determining alternatives to improve the level of court effectiveness by developing models which simulate the defendant's flow through the judicial system.¹⁷

Analysis of workloads is another function which can be performed from statistical and research reports. The workload factors (e.g., judge, prosecutor, defense counsel), can provide agency information for improving the utilization of court resources in response to the fluctuations in court volumes.¹⁸ The Administrative Office of the Courts and the Commission staff are in the process of developing this issue.

The printing of court notices, process service control notices, and warrant control notices can be designed to be a product of a court agency information system and can be used to inform individuals of court appearances, of outstanding warrants, and of the charges filed against the defendant.¹⁹

In summary, only through a reorganization of the Juvenile Court accompanied by standardization of procedures and reallocation of resources will the system become fully responsive. The institution of efficient methods of case flow monitoring will enable administrators to address the reasons for delay in implementing the Governor's Commission's five year objective to increase the efficiency of the juvenile justice system by instituting up-to-date management techniques resulting in a maximum of 30 days between apprehension and petitioning, a maximum of 20 days from filing to adjudication, and a maximum of 15 days from adjudication to disposition.

¹⁵ Ibid., Standard 5.1 "Decision-Making in Individual Cases," p. 70.

¹⁶ Sixth Annual Report of the Office of the Public Defender, Fiscal Year 1977.

¹⁷ Ibid., Standard 5.5 "Research and Evaluation in the Courts," p. 77.

¹⁸ State-Wide Criminal Justice Information System, "Master Plan," Maryland Governor's Commission on Law Enforcement and the Administration of Justice, p. 218.

¹⁹ Ibid., p. 219.

PROBLEM RES-2: Insufficient Data Collection and Statistics in the Juvenile Justice System. The multi-functional problem area (RES-1, Insufficient Data Collection and Statistics in the Criminal Justice System) describes in considerable detail the information needs of the adult criminal justice system and the steps to be taken to meet these needs. This problem area is designed to take a similar look at the problems and needs with respect to information and information system development in the juvenile justice system and to outline some suggested strategies and recommendations for addressing these needs.

The juvenile justice system differs in some significant ways from the adult system. Unlike the adult system the juvenile justice system in Maryland is more centrally administered. The Juvenile Services Administration located within the State Department of Health and Mental Hygiene, is designated by law, as the Central Administrative Agency for the determination of the manner by which juveniles are to be processed and for the provision of most of the treatment services for juveniles. The agency is organized into two functional operating divisions.* (1) The Division of Court and Community Services, which includes Intake, Probation, and Aftercare; this Division is also responsible for the operation of the Department's group home residences, as well as the Department's purchase of services (residential and non-residential) and prevention programs including Youth Services Bureaus; (2) The Division of Institutional Services, which encompasses the operation of the State Training Schools, the Youth Centers, the Detention Centers (including the TJS Waxter Center) and the Maryland Children's Center (a diagnostic center). These two functional areas are supported by a Division of Special Services responsible for planning, information systems, research and evaluation, coordination of Title 20 funding, and coordination of LEAA grants; a Division of Training and Staff Development responsible for the design and implementation of orientation and inservice training programs.

The juvenile justice system as currently defined also differs from the adult justice system in that juvenile "offenders" unlike adult "offenders" are classified into one of two principal categories:¹

*A reorganization plan is pending which would result in some modification to the process described above.

¹A third category of juvenile clients is Children in Need of Assistance (CINA). CINA are those children under 18 years of age who are mentally handicapped or are not receiving ordinary and proper care and attention as well as children whose parents, guardian, or custodian are unable or unwilling to give proper care and attention to the child. While CINA are processed by the Juvenile Services Administration at intake, most of these clients are referred to the Department of Social Services.

Delinquents and Children in Need of Supervision (CINS). Delinquents are those children under eighteen years of age committing acts which, if committed by an adult, would be criminal. Children in Need of Supervision (CINS) are those children under eighteen years of age committing juvenile status offenses (i.e., truancy, running away from home, and ungovernable behavior) which are forms of behavior that would not be considered illegal if committed by an adult.

These two rather significant differences between the juvenile and adult justice systems have the potential for both aiding and hindering the development of improved data collection and statistics in the juvenile justice system. The more centralized organization of the juvenile justice system means that the problems associated with coordination and cooperation in data collection and analysis among the components of the system is somewhat minimized in comparison with the adult system. The Juvenile Services Administration is in a position to identify the juvenile at the point of intake and to monitor and track the juvenile through the processing and adjudication stages as well as the treatment activities.

There still exists, however, a need for continued efforts directed at coordination and cooperation with both law enforcement agencies and the courts. In the case of police apprehensions of juveniles, not all cases are referred to juvenile intake and only minimal information on the informal manner of handling of such cases by the police currently exists. In fiscal year 1977 there were a total of 60,826 police arrests of juveniles State-wide (including juveniles arrested for capital offenses and arrests of juveniles ages 16 and 17 for robbery). The Juvenile Services Administration information, however, indicates that there were only 38,368 police referrals disposed of by juvenile services State-wide in FY 1977. In the case of the juvenile courts, all juveniles to be formally processed are referred to the courts for adjudication and disposition. Coordination and cooperation between the Administrative Office of the Courts and the individual juvenile courts and the Juvenile Services Administration and its regional offices is essential to the maintenance of accurate and non-redundant data collection and analysis of this portion of the juvenile justice flow process. Available State-wide data from the Juvenile Services Administration for fiscal year 1977 shows that of a total of 50,766 police and non-police referrals disposed of only 19,662 or 38.7% were treated formally by the courts as opposed to being treated informally or disapproved or closed at intake.

The fact that the juvenile justice system is handling three specific categories of juveniles (i.e., Delinquents, CINS, and to a lesser extent CINA) complicates any effort to integrate the data collection and statistical analysis activities of the juvenile and adult systems

respectively. Children in Need of Supervision (CINS) and Children in Need of Assistance (CINA) have no counterpart in the adult system. Unlike in the adult system, a formal court adjudication of a juvenile as a delinquent is not a conviction of a crime (Section 70-21 of Article 26 of the Annotated Code of Maryland, Courts). This statutory distinction between juveniles processed as delinquent clients and adults processed as criminal defendants poses a problem to any integration of the client and defendant related information that would be maintained by juvenile and adult information systems respectively. This is particularly true from an operational standpoint where one would, for example, be interested in viewing a given individual's juvenile and adult "criminal" actions as a continuum rather than as a dichotomy. It would appear to pose less of a problem from a statistical standpoint where an analysis of the juvenile-adult continuum could be expressed in aggregate displays that would not uniquely identify a given individual.

The information needs of the juvenile justice system are much the same as those identified for the adult system. There is a need to develop a client oriented data base that would track the juvenile through the justice system and record the events and actions which have taken place at each step of the process and the reason for the actions taken. Such a data base at a minimum would provide the potential for generating:

1. A statistical description of the flow of activities and events as the juvenile proceeds through the juvenile justice system, such a description of the juvenile justice system would, for example, provide information on the number of persons processed and the resulting dispositions as well as the length of time taken to process the juvenile through the various steps of the system;
2. a timely description of client status and location in the system. Such a description would, for example, provide the basis for more effectively managing client case flow and assessing the availability of resources (e.g., judge time, treatment beds) in relationship to the demand for these resources; and
3. a historical description of the client's prior referrals and juvenile justice system processings. Such a description would, for example, provide the basis for more effectively determining the manner of client handling as well as assessment of the effectiveness of services.

Thus, the creation of client oriented data base for the juvenile justice system would form the basis for addressing the management, operational, planning, and evaluation needs of the juvenile justice system.

Unlike the Law Enforcement Assistance Administration's (LEAA) Comprehensive Data Systems (CDS) program for the adult system, there exists no comparable comprehensive program for development of a State-wide juvenile justice data collection system. The need for the development of such a State-wide system for the juvenile justice system is rather apparent simply from looking at the current volume and rate of police arrests. Table V-34 shows the breakdown of arrests for juveniles and juvenile arrests as a percentage of total arrests for certain types of crime for calendar year 1977. Table V-35 illustrates by age groupings the 1977 State-wide arrest rate for selected groupings of crime types and further demonstrates the concentration of arrests in the juvenile age range (particularly the 15-17 age range).

In an effort to better identify the needs for juvenile justice information system development and to partially fill the void created by the exclusion of juvenile justice system information development in LEAA's CDS program, the Commission's Information System Policy Committee included a partial analysis of the existing juvenile justice information system and its needs in Maryland's State-wide Criminal Justice Information System Master Plan.² The Master Plan addresses the issues of juvenile justice information system development as it relates to the development of a State-wide Criminal Justice Information System, specific juvenile justice agency management information needs, and administrative and management requirements for juvenile justice system development and security and privacy.

The Master Plan in its discussion of the development of a State-wide Criminal Justice Information System (i.e., the system to support criminal history record information and statistics) addresses the need to consider an appropriate exchange of State-wide juvenile and adult information.

The discussion of such an interaction between the adult and juvenile systems is principally restricted to delinquent juvenile and adult criminal justice information.

The intent of any interaction between juvenile and adult information systems would be to provide for a sufficient exchange of information between the adult and juvenile systems as required for the

²State-wide Criminal Justice Information System Master Plan, Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Spring 1975.

TABLE V-34

NUMBER OF ARRESTS FOR PERSON UNDER 18 AND (JUVENILE ARRESTS AS A PERCENT OF TOTAL
ADULT AND JUVENILE ARRESTS) - CY 1977

JURISDICTIONS	MURDER & NON-NEG. MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	ACCR. ASSAULT	BURGLARY (BREAKING OR ENTER.)	LARCENY- THEFT	MOTOR VEHICLE THEFT	TOTAL INDEX	TOTAL PART 1	TOTAL
District 1: Baltimore City	33 (16.8)	92 (20.5)	1422 (45.4)	499 (23.1)	2653 (57.1)	4236 (49.7)	1118 (57.6)	10053 (47.8)	10212 (22.3)	20266 (30.3)
District 2: Dorchester, Somerset, Wicomico, Worcester	1 (5.9)	1 (7.1)	16 (26.7)	28 (9.8)	233 (45.3)	319 (37.7)	58 (47.5)	656 (35.3)	898 (20.5)	1544 (24.9)
District 3: Caroline, Cecil, Kent, Queen Anne's, Talbot	0 (0.0)	2 (6.9)	3 (11.1)	16 (9.3)	150 (46.0)	177 (34.5)	40 (57.1)	388 (33.9)	891 (23.8)	1279 (26.1)
District 4: Calvert, Charles, St. Mary's	2	2	13	51	316	308	61	753	1057	1810
District 5: Prince George's	1 (2.2)	31 (28.2)	373 (46.7)	256 (35.8)	1666 (68.2)	2664 (51.8)	257 (63.6)	5248 (54.4)	6799 (39.2)	12051 (44.6)
District 6: Montgomery	1 (5.0)	3 (10.3)	76 (39.0)	29 (15.6)	514 (56.8)	1426 (47.4)	231 (60.9)	2280 (48.3)	2929 (31.2)	5209 (36.9)
District 7: Anne Arundel	2 (9.1)	7 (12.3)	51 (38.5)	49 (20.9)	585 (61.7)	849 (47.0)	110 (55.0)	1659 (48.6)	2320 (24.3)	3979 (55.0)
District 8: Baltimore	2 (8.3)	17 (12.6)	164 (35.9)	184 (31.9)	802 (52.8)	1735 (44.7)	203 (54.7)	3107 (44.6)	3715 (34.2)	6824 (38.3)
District 9: Harford	1 (33.3)	3 (16.7)	12 (27.9)	25 (14.5)	249 (66.8)	460 (56.2)	61 (80.3)	811 (53.9)	774 (25.4)	1585 (34.8)
District 10: Carroll, Howard	0 (0.0)	3 (9.7)	40 (52.6)	62 (15.4)	251 (62.0)	344 (49.0)	72 (60.0)	772 (44.3)	952 (25.3)	1724 (31.3)
District 11: Frederick, Washington	0 (0.0)	1 (7.7)	27 (40.9)	21 (10.7)	193 (59.9)	420 (52.2)	46 (49.5)	708 (47.1)	966 (20.3)	1675 (26.7)
District 12: Allegany, Garrett	0 (0.0)	0 (0.0)	0 (0.0)	9 (6.7)	81 (47.9)	146 (53.2)	17 (44.7)	255 (39.8)	588 (33.6)	843 (35.2)
Statewide ^a	43 (11.8)	162 (17.6)	2203 (43.6)	1240 (22.5)	7693 (58.9)	13006 (48.7)	2293 (58.0)	26720 (47.9)	32830 (26.0)	59855 (32.7)

TABLE V-35

STATE-WIDE JUVENILE ARRESTS BY AGE GROUPING AND THE ARRESTS RATE
PER 100,000 POPULATION - CY 1977 (PERCENT OF COLUMN TOTAL.)

AGE GROUPING	POPULATION ^a	INDEX-VIOLENT		INDEX-PROPERTY		TOTAL ALL PART I		TOTAL ALL PART II		TOTAL-PARTS I & II	
		# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.	# OF ARRESTS	ARR. RATE PER 100,000 POP.
≤ 12	911,174 (68.7)	301 (8.3)	33.0	2,676 (11.6)	293.7	2,977 (11.1)	326.7	3,304 (10.1)	362.6	6,281 (10.5)	689.33
13-14	167,995 (12.7)	727 (19.9)	432.8	5,666 (24.6)	3,372.7	6,393 (23.9)	3,805.5	7,274 (22.2)	4,329.9	13,667 (22.9)	8,135.4
15-16	162,171 (12.2)	1,646 (45.1)	1,015.0	9,860 (42.7)	6,080.0	11,511 (43.1)	7,098.1	14,144 (43.1)	8,721.7	25,655 (43.1)	15,819.7
17	84,263 (6.4)	974 (26.7)	1,155.9	4,870 (21.1)	5,779.5	5,847 (21.9)	6,939.0	8,108 (24.7)	9,622.3	13,955 (23.4)	16,561.2
TOTAL JUVENILE	1,325,603	3,648	275.2	23,072	1,740.5	26,728	2,016.3	32,830	2,476.6	59,558	4,492.9

SOURCE: Maryland State Police - Uniform Crime Reporting Section of the Criminal Records Central Repository.

NOTE: ^aCY 1977 Juvenile population estimated using the 1975 and 1980 juvenile population projections as determined by the Maryland Department of State Planning in their Maryland Projection Series - Population and Employment 1975-1990 (May, 1977 Revisions).

improved administration of justice and for research intended to measure the impact of the justice system on crime and the individual who commits crime. It was recognized that existing legal, as well as administrative constraints place limits on the dissemination and exchange of juvenile delinquent record information. Section 70-21 of Article 26 of the Annotated Code of Maryland, Courts, states that a proceeding with reference to a child in a juvenile court is not deemed a conviction of a crime. However, the proceedings with reference to a child in the juvenile court can be used as admissible evidence in a criminal proceeding after conviction of a crime in determining a sentence. The court also currently retains the right to seal a juvenile record at any time and to allow the record to be reopened only under court order.

With these constraints in mind, the Master Plan proposes some directions that ought to be seriously considered in efforts directed at improving the juvenile justice information system at the State-wide level.³ The recommendations are directed at those juveniles referred to the Juvenile Services Administration for acts of delinquency (i.e., those activities which, if committed by an adult, would be criminal acts). It is recommended that any Juvenile Services Administration information system development should provide for the creation of an appropriately secure juvenile delinquent name based record, supported by sufficient positive identification and indexed to all principal transactions of the juvenile from intake to termination. The same record should have the capability (through the identification data elements) to link together current and prior juvenile delinquent processings for the same juvenile. Such a State-wide level juvenile justice information system should be able to support the following kinds of output records:

1. Juvenile Based Transaction System (JBTS) - a client output record supported by sufficient positive identification of the client and containing sufficiently descriptive data elements to describe the processing of the individual from the point of intake through final termination and exit from the juvenile justice system and linking current juvenile processing to past juvenile processings resulting from previous arrests and/or referrals to the Juvenile Service Administration. This output record should allow the juvenile justice system to generate appropriate statistics for

3

Op. Cit., Master Plan, pp. 199-214

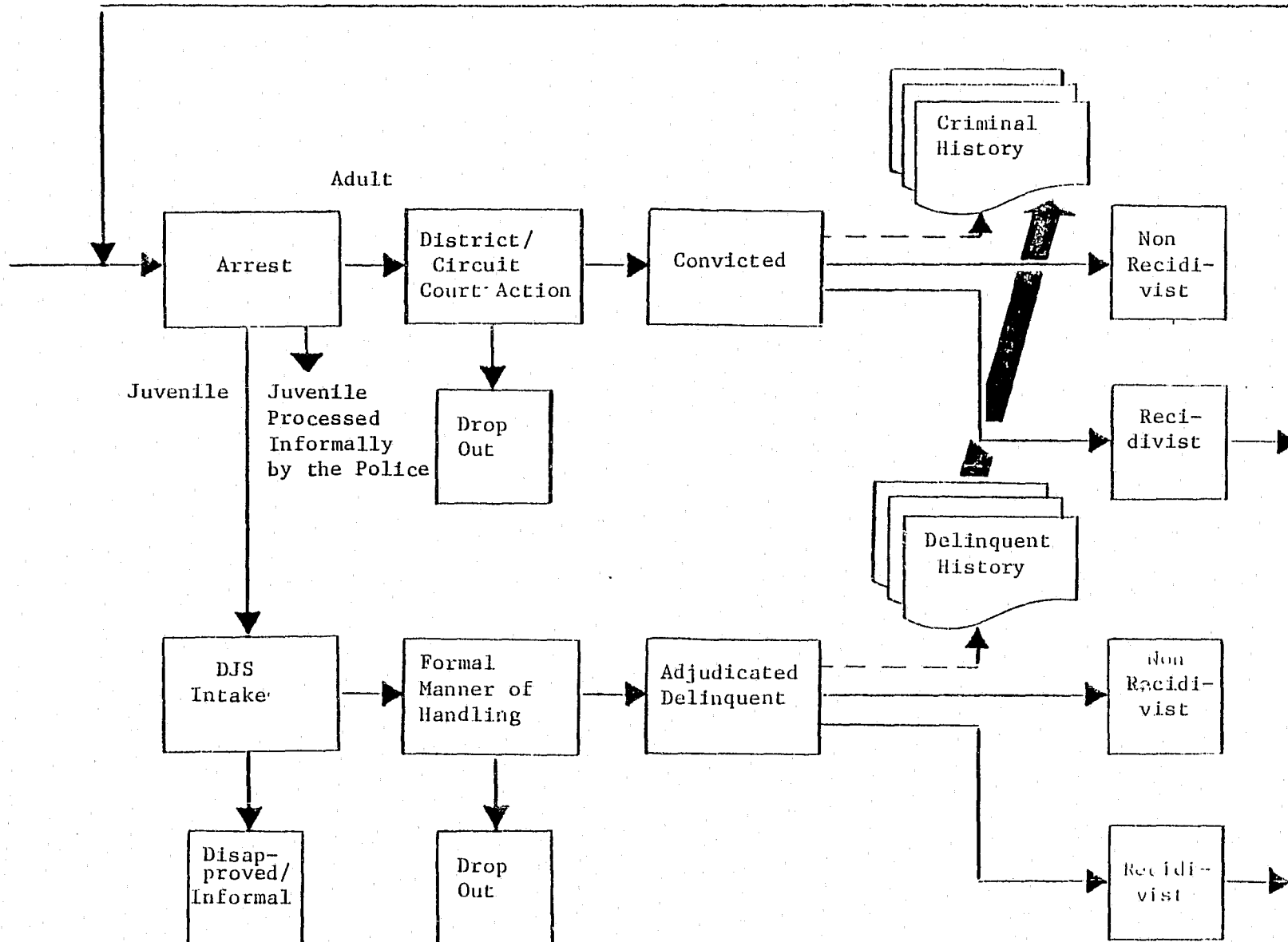
planning and evaluation purposes. From this data base, aggregate recidivism analyses on the portion of the juvenile delinquent population that commit subsequent crimes as juveniles should be derived. In addition, the juvenile based transaction system (JBTS) and the offender based transaction system (OBTS) should be able to be linked together, in an appropriately secure manner that safeguards individual privacy, for the purpose of generating aggregate statistical analyses that describe that portion of the adult offender population that previously had contact with the juvenile justice system for delinquent acts. The JBTS and OBTS output records should be maintained separately from one another and should be linked only on a temporary basis while these appropriate statistical aggregations are being generated.

2. Juvenile Delinquent History (JDH) - a client output record supported by sufficient positive identification of the client and containing delinquent history and appropriate treatment processing history information. This output record would probably be maintained for only those juveniles adjudicated delinquent (with possible additional restrictions based on type of complaint) and for only those complaints resulting in an adjudication of delinquency. The delinquent history should include for each arrest and referral of the juvenile that results in an adjudication of delinquency, a record of the major processing points and decisions from juvenile intake to termination including the proceedings of the court as well as the juveniles contact with and services received while in custody or on supervision or in some other treatment program or activity. The delinquent history or portions of that history should be subject to sealing and purging criteria which at a minimum should be as restrictive as those for conviction record information in an adult criminal history record. Additionally, this output record should be available for access by the courts (juvenile or adult) after either an adjudication as a juvenile delinquent or conviction as an adult to aid in the sentencing process. Figure I illustrates the set of circumstances in which access to a juvenile delinquent history by the adult criminal justice system could occur.

Additional recommendations are made for further study of the need for establishing appropriate yet restricted exchanges of information between the adult and juvenile justice system for use in making decisions regarding adult offenders (e.g., bail bond decision) and for the development of appropriate legislation for the establishment and

FIGURE I

INTERFACE BETWEEN JUVENILE DELINQUENT HISTORY OUTPUT
RECORD AND STATEWIDE LEVEL CRIMINAL HISTORY OUTPUT RECORD



maintenance of such a system and for the security and privacy requirements of such a system. Finally, it was recommended that the Juvenile Services Administration conduct a study that would include a preliminary design for the information system requirements to meet these identified needs.

The creation of a juvenile justice information system, including the above stated capabilities, would appropriately bridge the existing information gap between the juvenile and adult justice systems. Such a system would, if properly administered and controlled, not infringe on the rights of the juvenile and in some cases might better protect those rights by establishing a formal and more uniform procedure for the use of such information. An improved statistical output record would be essential to any efforts designed to measure the impact of the system and its processing and treatment services on the problem of delinquency. A juvenile client history output record would enable the administration of justice to proceed more rationally particularly in those instances where the juvenile's criminal activities continue as an adult as well as offer greater protection to society in those instances of a history of serious juvenile delinquent activity. In addition to meeting the inter-criminal justice system needs of the juvenile and adult criminal justice systems the development of these output records should enable the Juvenile Services Administration and the juvenile court process to better manage its various functions, to plan and evaluate performance, and to identify gaps in the delivery of services.

The Master Plan also addresses the specific intra-agency needs of the juvenile justice system for administrative and operational as well as planning and evaluation information.⁴ The information requirements of juvenile justice agencies should cover the full range of processing and treatment activities provided to juveniles; screening and diversion; detention and shelter care; court processing of juveniles, and correctional services (e.g., training schools, probation, group home, and purchase of care). The intra-agency information needs for detention, court processing and correctional services (with the possible exception of group home and purchase of care facilities) are essentially the same as those required by the adult criminal justice detention, judicial, and correctional agencies. The areas requiring unique juvenile information needs are those less formal processes of the juvenile justice system, i.e., intake, screening, and diversion; shelter care, group home, and purchase of care. With the possible exception of shelter care services (which are provided on a temporary basis while a decision is being made on how to process the

⁴ Ibid., pp. 220-223

juvenile), all these activities represent alternative treatment modes. All of these services require the establishment of information services that (1) maintain basic information on the youth served and the services provided and (2) evaluate the impact of the services provided on the juvenile's likelihood of subsequent contact with the justice system (juvenile or adult).

Appropriate information services should be available to Juvenile Services to meet the basic administrative and management needs of the juvenile justice agencies in processing the juvenile whether the processing be formal or informal. This would include the capability for delineating program capacities and correctional services capabilities so that clients identified as eligible for specific services can be properly directed to the available resources. Such information services should also aid in monitoring the workload of juvenile justice programs and facilities. Particular information services required in juvenile court processing (e.g., managing juvenile case movement through adjudication) should be developed where appropriate.

Information services should also be available to juvenile services for planning, including projections of the future client caseload and client composition as well as client caseload services needed. Information services for evaluation should include both short term assessment of whether programs are operating as planned as well as more long term evaluation of program impact on client rates of recidivism. Juvenile Services should also maintain a client accounting capability which records all juvenile client transactions from the point of intake to termination including informal or formal processing as well as any subsequent correctional services.

In light of these intra-agency information needs and the suggested inter-relationship that might evolve between the juvenile and adult system, it was recommended that the Juvenile Services Administration conduct as part of its information needs study, a review of its current information system including the present processes used for obtaining information, the forms used, the validity and reliability checks employed, and the manpower and other resources required. Such an information system study would be closely tied to Juvenile Services planning and evaluation efforts, with the Department of Health and Mental Hygiene data system, and with the State-wide Criminal Justice Information System development. Such a study should generally precede further information system development with regard to the juvenile justice system.

Consistent with the development of the juvenile justice information applications described above is the need to address the security and privacy requirements for juvenile justice record information. The Master Plan calls for a thorough study and review of the confidentiality of juvenile

justice record information in Maryland in conjunction with any study and review of the existing Juvenile Services Administration Information System.⁵ Federal rules and regulations with respect to the collection, storage, and dissemination of criminal history records provides very limited guidance with respect to juvenile history record information. There is a need to formally address the issues of where and how juvenile record information is to be maintained, the manner of reporting and collecting this information to assure its accuracy and completeness, the limits to be imposed on the dissemination of such information (both in the form of uniquely identifiable records and aggregate statistics), the security and auditing requirements for such a record system, and the right of the individual to inspect and challenge the accuracy of the record maintained.

In an effort to address these information needs the Juvenile Services Administration received block grant funding for a management information needs study in the fall of 1975.⁶ In May, 1976, a consulting firm was selected by Juvenile Services to perform the information needs study. An assessment of information needs was conducted through the semi-structured interviewing of both Juvenile Services Administration central office administrators, planners, researchers, regional supervisors, and Superintendents, as well as the administrators of several outside agencies - Public Safety and Correctional Services, Administrative Office of the Courts, and Special Services Information System staff. Based on these interviews, as well as existing studies and recommendations for information system development (including the Commission's State-wide Master Plan) the following information needs were recognized:

1. Client status and history information;
2. Client treatment program information;
3. Statistical information on client processing including measures or indicators of program effectiveness; and
4. Case management information for resource allocation.

The juvenile justice information needs study recommended the development of an on-line, real time, client-centered data base that would meet the following information needs:

⁵Ibid., p. 265

⁶Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant #5094-RES-1.

1. complete tracking of the juvenile through the system;
2. timely inquiry into historical data on the juvenile;
3. more complete information on juvenile client problems and services for better program evaluation;
4. timely case management reports for better determination of workload requirements; and
5. timely statistical reports for planning and evaluation.

The concept of a client-centered system which would provide a trackable record of all events and services related to the juvenile was approved by the Juvenile Services Administration in the fall of 1976. As proposed in the design, juvenile client information would be maintained on all juveniles referred to the Juvenile Services Administration (i.e., delinquents, children in need of supervision (CINS), and children in need of assistance (CINA)). Three principal groupings of data were recommended for collection:

1. Data "about" the child
 - Personal data
 - Educational/schooling data
 - Medical/physical data
 - Family/social data
2. Data on the child's "Case/Disposition"
 - Referral data
 - Offense/disposition data
 - Case-Court data
 - Others involved in case data
3. Data on "Services" provided the child
 - Detention/Institution data
 - Probation/Aftercare data
 - Program/Service Plan data
 - Treatment in use data

In April, 1977, a Juvenile Services Administration grant application for implementation of the information needs study recommendations was approved by the Governor's Commission.⁷ In keeping with the recommendations of the information needs study a five-phase time frame for implementation of the State-wide juvenile justice information system was proposed:

⁷Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant #75-JDRS1-5198 and #76-CARS1-6178.

- I. Project Initiation
- II. System Development
- III. Program Module Testing/Diagnostics
- IV. System Pilot Test
- V. State-Wide Implementation

During the first year of funding Phases I and II would be completed, with Phases III and IV in the second year, and Phase V in the first six months of the third year, thus, resulting in a 2.5 year time-frame for completion of the system implementation.

The tasks to be performed in Phase I and II include: design analysis, procurement of hardware and communications equipment, input and output documents, program test and debug, conversion test and debug, file initiation, and preparation of training materials and workshops. In the second year Phases III and IV would be completed including the pilot testing of the completed system. During the pilot testing two terminals would be installed at Juvenile Services Headquarters for data entry and inquiry. Telephone inquiry/update methods would be employed for data entry and inquiry from the field offices. Computer generated forms from data entry would be returned to the contributing source for editing purposes. Should this telephone inquiry/update prove too cumbersome in the larger volume jurisdictions, remote terminals would be installed in the third year, Phase V. Four terminals would be installed in Baltimore City and one each in four other regional locations which comprise the larger jurisdictions.

Anticipated funding for the three years of project implementation are as follows:

	<u>First Year</u> <u>Phases I & II</u>	<u>Second Year</u> <u>Phases III & IV</u>	<u>Third Year</u> <u>Phase V</u>	<u>Total</u>
Contractual	\$122,759	\$ 63,650	\$ 73,825	\$260,234
Personnel Support	25,004	43,004	22,042	90,050
Other Costs	16,560	16,880	7,590	41,030
Total	\$164,323	\$123,534	\$103,457	\$391,314

Actual work on Phases I and II of the system implementation commenced in July 1977. To date the design analysis and approval and the input and output documentation have been completed and the hardware and equipment needs identified and ordered. Work has started on the system's programming and completion of Phases I and II are currently scheduled for the fall of 1978.

The State-wide Criminal Justice Information System Master Plan specifically states that the Juvenile Services Administration is to provide for administrative and management control over the State-wide juvenile justice information system including a Juvenile Based Transaction System (JBTS) and a Juvenile Delinquent History (JDH) record output. Such a system would also be designed to meet other specific management and administrative needs of the juvenile system.⁸ The Master Plan also provides for the Administrative Office of the Courts to possess complete control over the development of court related information systems necessary to support both a State-wide level court information system and the court contribution to the State-wide level criminal justice information system.⁹ The Master Plan, however, does not specifically address the relationship of the courts and juvenile services in the development of a State-wide Juvenile Justice Information System.

The courts are specifically responsible for the adjudication of all juveniles (i.e., delinquents, CINS, CINA) processed formally by the juvenile justice system. The jurisdiction of the courts with regard to juvenile causes is generally described in Article 26, Section 70-2 of the Maryland Annotated Code. This provides for the courts to have exclusive original jurisdiction over persons alleged to be delinquent, children in need of supervision (CINS) or children in need of assistance (CINA).

In addition, the court has the authority under Article 26, Section 70-6 to allow an "... intake consultant [Juvenile Services Administration personnel] or other person authorized by the court [to] make an inquiry and approve or disapprove the filing of a petition." In addition, under Section 70-7 of Article 26, "... the intake consultant or any other person authorized by the court may give counsel, and advice to the parties with a view to an informal adjustment...". In either of the above cases, juveniles may receive a disposition without a formal adjudicatory hearing and, therefore, without a direct impact on the juvenile court workload. Section 70-17 of Article 26 describes the formal court procedures (i.e., adjudicatory hearing; disposition hearing) for those juveniles for which a petition has been filed. Where an adjudicatory hearing is held and the allegations sustained, the court has the authority with regard to disposition (Section 70-19) and review (Section 70-20).

The records of the juvenile court are to be maintained by the Clerk of Court. The general duties of the clerks with regard to the custody of records are defined by Article 17, Section 1 of the Maryland Annotated Code which includes the maintenance of "...entries

⁸Op. Cit., Master Plan, pp. 233-234

⁹Ibid., p. 233

of all proceedings in the court of which he is a clerk." In addition, under Article 17, Section 2, the clerk of the Circuit is authorized under the supervision and subject to the approval of the judges of the Circuit Court of the county to develop a modern and accurate system (including installation of necessary equipment) for indexing the records of the court.

The authority of the Administrative Office of the Courts with regard to the collection and maintenance of information and statistical data on the courts can be found in Article 26, Section 9 of the Annotated Code of Maryland:

"SECTION 9. JUDGES, ETC., TO COMPLY WITH REQUESTS FOR INFORMATION AND STATISTICAL DATA

The judges, clerks of court and all other officers, State and local, shall comply with all requests, as may be approved by the Chief Judge of the Court of Appeals, made by the director or his assistants for information and statistical data bearing on the state of the dockets of such courts and such other information as may reflect the business transacted by them and the expenditure of public moneys for the maintenance and operation of the judicial system. (1955, ch. 343)."

Finally, the Juvenile Services Administration as stated in Article 52A, Section 5(a) of the Maryland Annotated Code "... is the central administrative agency for juvenile intake, detention authorization, investigation, probation, protective supervision and after-care services and for the State juvenile, diagnostic, training, detention, and rehabilitation institutions...". Under Section 8(a) of Article 52A, the Juvenile Services Administration is charged with the responsibility "... to collect and compile statistics and reliable data on all aspects of the program." It is also noted in Section 8(b) of Article 52A that all records collected for the purposes described in Section 8(a) "which name or otherwise identify any person or persons are confidential records within the custody and control of the Department..." The records, thus, maintained by the Juvenile Services Administration include juveniles handled informally and disapproved and closed at intake in addition to the formal cases on which the courts also maintain records.

In order to more fully address the inter-relationship of juvenile justice system information needs and juvenile court information needs the Commission's Information Systems Policy Committee has made additional policy recommendations for information system development in the juvenile area.¹⁰ The recommendations call for the development of a relationship between the courts and the Juvenile Services Administration with respect to juvenile justice information system development similar to that in the adult system between the courts and the

¹⁰Recommendations considered by the Information Systems Policy Committee at its June 8, 1976 meeting.

Department of Public Safety and Correctional Services with respect to criminal justice information system development.

Specifically, the recommendation is made that a State-wide Juvenile Justice Information System be established, operated, and maintained by the Juvenile Services Administration. The Administrative Office of the Courts would develop juvenile court information and statistical data sufficient to perform its duties. Juvenile court management information systems would also be developed to service jurisdictions where volume and workload dictates to improve caseload management and case processing. Juvenile court information systems, where developed, would contain the minimum prescribed data elements necessary to meet the information needs and responsibilities of the Juvenile Services Administration and the Administrative Office of the Courts. The Administrative Office of the Courts would establish guidelines for the type of juvenile court information systems to be developed. The development of juvenile court information systems should be coordinated with the Juvenile Services Administration (both Regional and Central Offices).

Figure 2 indicates the proposed relationship to be maintained by the State-wide Juvenile Justice Information System and Court management information systems. As in its adult system counterpart, the Juvenile Services Administration would maintain a client oriented data base from which such outputs as juvenile based transaction statistics (JBTS) and juvenile delinquent histories (JDH) would be generated. The Juvenile Services Administration would track all referrals (i.e., police and non-police) for all categories of clients (i.e., delinquent, CINS, CINA) and for all manners of client handling (i.e., disapproved, informal, formal). The juvenile court management information system would simply track all juveniles processed formally while they are actively being adjudicated by the court. All court related events required to be maintained on the State-wide juvenile justice data base would be reported to the Juvenile Services Administration. Once a juvenile's case is formally adjudicated by the court it would be closed on the juvenile court management information system. Relevant court related information would also be reported to the State-wide level court data base maintained by the Administrative Office of the Courts for the purpose of court planning, resource allocation, budgeting, and administrative policy determination.

The Administrative Office of the Courts initiated in July, 1976, through a block grant the reorganization and upgrade of the Juvenile Clerk of Court's Office for the Baltimore City Supreme Bench and the study, design, and implementation of a viable manual and automated system for more efficient juvenile client court processing.¹¹ This block

¹¹ Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant #6045-RES-1, second year #77-CARS2-7047.

grant is being implemented consistent with the policy recommendations described above for juvenile justice information system development. The court management information system study, design, and implementation has been coordinated with the Juvenile Services Administration and its management information needs study. Full initiation of this system commenced in June, 1978. With the implementation of the State-wide juvenile justice information system continued contact between the Juvenile Services Administration and the Administrative Office of the Courts is required to assure compatibility between the State-wide juvenile system and the juvenile court system in both the collection and exchange of information and the determination of the specific requirements for interface between the systems. To date work has been initiated on assuring compatibility between the systems for those data elements that would be maintained on both systems (e.g., formal charge and disposition information).

Several additional issues with respect to juvenile justice information system development have been considered by the Information Systems Policy Committee.¹² The question has been raised as to whether or not it would be appropriate to provide for the development of geographic based systems for the juvenile justice system (i.e., locally directed systems for juvenile client tracking and case flow management) similar to those described in the Master Plan for the adult system.¹³ The comments of the Committee indicate that the more centralized nature of the juvenile justice system as well as the need for stringent security and privacy requirements eliminates the necessity for geographic based system development. This was also the approach recommended by the juvenile information needs study.

The question of the need for fingerprint identification of at least certain classes of juvenile cases has also been addressed. This issue is particularly relevant to any development of accurate juvenile delinquent histories. The Juvenile Services Administration has stated its opposition to the fingerprinting of CINS (including CINA).¹⁴ The fact that juvenile court administrative judges in several jurisdictions have

¹² June 8, 1976 meeting.

¹³ Op. Cit., Master Plan, pp. 71-93.

¹⁴ Letter From the Director of the Juvenile Services Administration to the Chairman of the Information Systems Policy Committee dated July 2, 1976.

ruled that police departments can fingerprint juveniles apprehended for delinquent activity suggests that the potential may exist to maintain unique, fingerprint supported identifiers on delinquent juvenile referrals by the police to the Juvenile Services Administration.

The juvenile services information needs study recognized the fact that some juveniles in certain jurisdictions are fingerprinted upon police arrest, thus, providing a mechanism in certain instances for unique, positive juvenile client identification. The juvenile system as designed during the study does not rely on fingerprint identification and instead places principal emphasis on the use of other personal identifiers to support client tracking (e.g., name, date of birth, hair color, eye color, alias). Should fingerprint supported identification be used, for example, for juvenile identification within a court management information system, such information would in all likelihood, be used by the State-wide juvenile information system to assure the proper identification and exchange of information on the juvenile between the court system and the State-wide juvenile system. Further clarification on the need for unique, fingerprint supported identification is required. The Juvenile Services Administration is to develop a plan stating its policy position on the need for identification information on juvenile clients maintained on the State-wide information system.

The issue of limits on the dissemination of juvenile delinquent history (JDH) record information is continuing to be pursued. As described previously in this problem area, the recommendation has been made for "restricted" access to juvenile delinquent histories by the adult justice system. The Juvenile Service Administration historical policy position has been that:

"... Although we recognize the need for the courts to have access to our data and the value to criminal justice system planning and evaluation for other criminal justice agencies to access JSA [Juvenile Services Administration] data, we feel that it is improper to provide information on individual delinquents to non-criminal justice agencies and individuals or to criminal justice agencies other than the courts... However, I would support the provision of aggregate data and/or data on individuals without unique identifiers, such as through the use of a soundex coding system..."¹⁵

¹⁵ Ibid.

The information needs study in its review of the possible inter-relationship of the State-wide juvenile justice information system with the State-wide adult criminal justice system recommended that the Juvenile Services Administration consider the reporting to the adult system of juvenile history information on (1) delinquent juveniles only, or (2) formal cases only, or (3) formal cases on major offenses only. This reporting would be either via an automated transfer of the information to the adult system or via a manual transfer. The Juvenile Services Administration tentatively rejected this recommendation in the fall of 1977. Instead, only aggregate statistics on juveniles subsequently entering the adult system would be disseminated. Juvenile history information would be restricted to that which is currently disseminated, (i.e., where the juvenile judge authorizes release of the individual's juvenile history at the time of court sentencing in the adult system). Further consideration of the limits on dissemination of juvenile record information need to be considered in light of this proposed system.

The Juvenile Services Administration has stated its continued willingness to address the nature of State statutes, executive orders, and court rules related to appropriate access to juvenile records to determine whether or not procedural and/or changes on the dissemination of juvenile history record information to the adult criminal justice system are needed.

The issue of the role of CINS (and CINA) in juvenile justice information system development is another subject of discussion. The Juvenile Services Administration states that while it has no difficulty including the CINS and CINA juvenile categories in its information system, such client records would not include unique fingerprint supported identifiers nor would any uniquely identifiable data on CINS (or CINA) be made accessible to the adult system.¹⁶

A final issue that has been under discussion with respect to juvenile justice information system development is that of system security. Discussion to date indicates that juvenile justice information system development should be subject to stringent security standards (similar to those for the adult system). This issue is being addressed along with privacy considerations as part of the Juvenile Services Administration's information needs study and subsequent implementation of that study.

¹⁶Ibid.

The juvenile information needs study specifically addressed requirements for the systematic audit of records to assure their accuracy and completeness and the use of operating procedures and physical safeguards to prevent unauthorized access to the system. The proposed system accuracy and reliability checks would consist primarily of automated edit checks on the data entered on the system, training of appropriate personnel in the procedural flow of data in the system, and use of audit trail reports on the day's transaction to verify data entry. The physical security features of the system design would include the use of passwords and worker ID's to limit terminal access to the system, terminal locks to prevent unauthorized access, and the placing of restrictions on the terminal operations that can be performed at a given remote location by a given operator. In addition, the system would maintain logs on all inquiries and updates to the system, terminal utilization, printout displays, and security violations. The study also recommended the use of external, manual controls to assist in maintaining system security. These controls would consist of agency and individual agreements notifying those working with the system or contributing data to the system of their obligation to assure the quality of the data base and to limit its access to those with a need to know and a right to know. Such agreements would exist between the Juvenile Services Administration and the data processing service agencies as well as between the Juvenile Services Administration and its employees.

Further consideration needs to be given during implementation of the State-wide juvenile system to the requirements on dissemination of the information and the right of the client or the clients authorized representative to review and challenge the accuracy and completeness of the record. The Juvenile Services Administration states that it will take the approach that the existing federal and state security and privacy requirements will eventually be placed on juvenile record information.

The current status of juvenile justice information system development as well as anticipated considerations for the upgrading of the existing juvenile justice information system are summarized in Table V-36.

TABLE 3 - CURRENT STATUS AND FUTURE CONSIDERATIONS IN JUVENILE JUSTICE INFORMATION SYSTEM DEVELOPMENT

Juvenile Information Systems Applications and Requirements	Current Status	Future Considerations
<p>A. Juvenile Services Administration</p> <p>1. Juvenile Identification/Index</p>	<p>The Juvenile Services Administration currently maintains a batch-oriented client based tracking system on which each juvenile is identified by non-unique identifiers (e.g., name, race, sex, date of birth)</p>	<p>The State-wide juvenile information system as designed places emphasis on personal identifiers other than unique fingerprint based identification. Consideration of the needs for identification has been addressed as part of the implementation effort.</p>
<p>2. Juvenile Based Transaction System and Statistics</p>	<p>The existing Juvenile Services Administration batch oriented system tracks the principal events and dispositions associated with client processing from intake, through adjudication and treatment. From this system, statistics on client flow and processing are currently generated and are made available.</p>	<p>Expansion of the transaction data base, to include a more complete and accurate description of client processing. From this system, more descriptive statistics would be obtainable.</p>
<p>3. Juvenile Client Status</p>	<p>The current batch-oriented system is not sufficiently timely to provide useful information on the point in process of a client active at some stage in the juvenile justice system.</p>	<p>The on-line system would maintain more timely juvenile client information, thus, enabling client status to be maintained.</p>

TABLE V-36 - Continued

Juvenile Information Systems Applications and Requirements	Current Status	Future Considerations
4. Juvenile Delinquent History	The existing batch-oriented system with its non-unique identifiers has been used to perform analyses of juvenile client recidivism. The current system is not sufficiently accurate or complete for the generation of uniquely identifiable client histories.	The State-wide information system as designed would maintain juvenile history record information. Exchange of juvenile record information with the adult system still requires further review.
5. Client Treatment Services and Measures of Program Effectiveness	The existing batch-oriented system does not record with any specificity the treatment services received by a client or measures of client success or failure.	The State-wide juvenile information system as designed would provide information on treatment services and the relationship between the juvenile's problem, the services provided, and the treatment goal set for the juvenile.
6. Facility and Resource Utilization	The existing system provides only minimal information to assist administrators in managing the utilization of facilities (e.g., detention, training schools) and human resources (e.g., aftercare, protective supervision workers)	The anticipated upgrade to the Juvenile Services information system would better address the management information needs for facility and resource allocation and utilization.

TABLE V-36 - Continued

Juvenile Information Systems Applications and Requirements	Current Status	Future Considerations
7. Data Control, Data Accuracy, Reliability Requirements	Only minimal procedural efforts are currently in existence to assure data control and data accuracy and completeness	The State-wide juvenile information system as designed places greater emphasis on data accuracy, completeness and timeliness.
8. Security and Privacy	Security and privacy requirements consistent with existing State law for juvenile records are in effect.	It is anticipated that security and privacy requirements similar to those for the adult criminal history records would be implemented for the State-wide juvenile information system.
B. Administrative Offices of the Court 1. Juvenile Court Management Information System	No automated management information system for juvenile case flow management through the formal court process currently exists in any jurisdictions in the State. The Administrative Office of the Courts has received a grant to implement an automated case flow management information system for the juvenile court in Baltimore City.	Development in those jurisdictions where volume warrants it of improved case flow management information systems. Such systems would be linked to the Juvenile Services Administration's system to report on court related disposition events. In addition the courts would be able to retrieve from Juvenile Services juvenile history record information.

TABLE V-36 - Continued

Juvenile Information Systems Applications and Requirements	Current Status	Future Considerations
2. Juvenile Court Case Flow Statistics	The Administrative Office of the Courts has implemented a juvenile court case flow statistical inventory and disposition reporting system. This system is separate from the existing Juvenile Services batch-oriented system which also records caseflow information on juveniles processed formally by the courts. Statistics on formal processing, as currently generated by the courts and Juvenile Services respectively, are not fully compatible with one another.	Development of mechanisms for court reporting of disposition related events on formal court processing of juveniles. This should assist in the maintenance of more complete and accurate information for both operational and statistical purposes. Both the court heads and Juvenile Services information needs for formal court dispositions should be met by the same data collection system or procedure.

PROBLEM RES-3: Lack of Systematic Program Planning and Evaluation in the Criminal Justice System. One of the trends in the field of public administration is the evaluation of governmental programs through precise definition of program objectives and the development of measures of performance to verify success (or failure) in meeting objectives. It is also recognized that efforts toward evaluation of public programs should utilize, as much as possible, objective, systematic and comprehensive measurements of performance, while minimizing subjective and haphazard measurements used too often in the past.

Program evaluation is not an end in itself; however, it is meant to serve as a means toward the larger goal of improving decision-making on the allocation of resources to and within the public sector. Evaluation can thus serve as an aid in three areas of governmental decision-making.

Improved Management of Individual Programs - by uncovering weaknesses in programs and enabling remedial action to be taken.

Improved Overall Agency Management - by providing information on the effectiveness of programs.

Improved Fiscal Decision Making - by providing information to legislators, other officials, and the general public on benefits received from expenditures.

The evaluation of activities in the private sector has advanced, principally because such activities are easily subject to monetary measurements of profits and losses. Activities in the public sector, on the other hand, are not as subject to the same monetary measurements. In recent years, tools have been developed for use by managers of public programs to judge the effectiveness of their programs including the Planning, Programming and Budgeting System (PPBS), the Program Evaluation Review Technique (PERT), cost-benefit analysis, cost-effectiveness analysis, program budgeting, and zero based budgeting.

The early initiative in advocating application of modern program evaluation techniques to the decision-making process was taken by the Federal government. The initial large scale attempt to use the Planning, Programming, and Budgeting System to evaluate governmental activities took place in the Defense Department in 1961, even though the practice had been used as early as 1942 by the War Production Board.¹

¹David Novick, Origin and History of Program Budgeting (Los Angeles: Rand Corporation Paper #P-3427, October, 1966), p. 1.

Although program evaluation by itself is not sufficient to insure improved governmental decision-making, it does generate information on program effectiveness. This information must be made available to managers on a comprehensive basis and be used by them in a systematic manner.

Therefore, program evaluation should be viewed as a part of a larger process, termed program planning and evaluation, which has four components, as follows:

Programming - the categorization of all activities of an agency into programs and further into subprograms.

Budgeting - the accounting of resources being allocated to each program and subprogram (termed program budgeting).

Evaluation - the determination of objectives of each program, development of means to verify success in accomplishing objectives, and actual evaluation of program.

Planning - the use of the results of evaluation in the management of programs, with a view toward shifting resources away from unsuccessful programs to successful programs.

The actual implementation of tools for program planning and evaluation has been slow. It is apparent that program planning and evaluation systems need not necessarily attempt to copy the Planning, Programming, and Budgeting System approach.

The need for program evaluation in the criminal justice system was recognized by the President's Commission on Law Enforcement, which said:

There is no activity, technique, program or administrative structure in the criminal justice system that is so perfect that it does not need to be systematically scrutinized, evaluated, and experimented with.²

²United States President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society (Washington, D.C.: Government Printing Office, 1967), p. 274.

In addition, the President's Commission stated that expenditures for criminal justice activities "could be more rationally allocated by making use of the program budgeting techniques now being used by the Federal government."³ Therefore, it can be said that the Commission recognized the need for program planning and evaluation systems in everything but name.

The present problem, however, is not the absolute lack of program planning and evaluation in criminal justice agencies. Indeed, most agencies carry out one or more of the activities (programming, budgeting, evaluation and planning). But few, if any, can be said to perform all of the activities in a systematic and integrated manner. The existing processes for determining program effectiveness (evaluation) and for shifting resources toward effective programs (planning) are too often of a subjective and haphazard nature.

In Maryland there have been several attempts aimed at improving planning and evaluation. Some of the State level criminal justice agencies were included in a report by the Maryland Task Force on Modern Management that recommended the establishment of a Management Information and Program Evaluation System (MIPES) in the State government. The report, completed January 6, 1969, lays a foundation for a full-scale program planning and evaluation system. It includes program definitions, statements of objectives, and measures of effectiveness for some of the State agencies, including the Division of Correction, Patuxent Institution, the Maryland State Police, and the Governor's Commission on Law Enforcement and the Administration of Justice. However, the Judiciary, the State Department of Juvenile Services, and the Division of Parole and Probation were omitted from the Management Information and Program Evaluation System report. Very little further work has been done in implementing this system. However, the Department of Health and Mental Hygiene has completed conversion to a modified program budget.⁴ More importantly, the State has begun a comprehensive planning and evaluation process which includes all State level agencies. The basic purpose of this process is to improve the quality of decision-making and to communicate those decision to all concerned parties in a concise and well-organized manner. Each agency provides its five year goals, objectives, program descriptions, and evaluation. The ultimate purpose is to provide fiscal projections to the State budget and planning

³Ibid., p. 246.

⁴Telephone interview with Planning, Grants and Program Development Section, Department of Health and Mental Hygiene, April, 1977.

personnel. All state criminal justice agencies, except the judiciary, are required to participate in the process. The judiciary participates voluntarily on a modified basis.

In addition, the Committee on Police Standards and Goals, the Correctional Standards Committee, and the Committee on Courts Standards of the Maryland Governor's Commission on Law Enforcement and the Administration of Justice, have recommended standards to develop more effective planning in police and correctional and court-related agencies.⁵ The committees suggest that procedures be developed for establishing and reviewing organizational goals and objectives, for researching and predicting future impact, for monitoring objectives and assessing future needs. Planning should include not only within-agency, but between-agency and agency-community (including physical planning) problems and programs.

The current status of program planning and evaluation in the criminal justice agencies in the State is as follows:

Police.

State Agencies. The Planning, Research and Inspection Division of the Maryland State Police has a staff of eleven sworn personnel and six civilians. Of these 17, eight have bachelor's degrees (three with additional graduate credits), four have high school diplomas (two with some college credits) and three have master's degrees. Three of the civilians provide clerical support.⁶

The functions of the Division are many and varied but with two primary objectives: 1) standardization of developmental policies and operation procedures and 2) development of further professionalization within the Maryland State Police.⁷

Non-State Agencies. For the most part, large police departments in the urbanized areas of the State have adopted budgets approaching

⁵Committee on Police Standards and Goals Report to the Governor's Commission on Law Enforcement and the Administration of Justice, Standards 5.3, 5.4, and 5.5, 13.2.

⁶Information received from John O'Neill, Planning, Research and Inspection Division, Maryland State Police, March, 1977.

⁷Maryland State Police, Operational Procedures Manual for Planning, Research and Inspection Division, (Baltimore, November 1, 1971), p. 6.

the program budget concept. A good example is the Baltimore City Police Department's budget, which is broken down into six programs, with each program divided into three to thirteen subprograms (termed "activities"). Numerous difficulties would be encountered in adopting a true program budget, not the least of which is the traditional appropriation process. Measures of effectiveness, except in the very sense of analyzing variables such as crime incidence trends and calls for service, have not been designed to measure the effectiveness of the various programs and subprograms. However, the Police Department's Division of Planning and Research is utilizing their data bank for measuring the effectiveness of various programs and projects of the Department, including those funded by the Governor's Commission on Law Enforcement and the Administration of Justice. Planning and Research has a professional Criminal Analysis Section, Operational Crime Analysis Section, and Management Section. Of the 30 professional employees, eight have high school diplomas, one has an associate of arts degree, ten have bachelor's degrees, and one possesses a master's degree. Ten staff members are currently working on undergraduate or graduate degrees.⁸

Police departments in the municipalities (large and small) and in the non-urban counties of the State utilize the traditional line-item budget concept, except for some cases where departments segregate traffic activities from other activities in their budgets. The use of measures of effectiveness to evaluate police activities is tied to statistics on crime incidence and arrests, which in themselves are often unsystematically gathered. The Commission has awarded funds for two years to the Hagerstown Police Department to establish a Planning and Research Unit. A planner with a bachelor's degree manages this operation. The City of Rockville and City of Frederick are also receiving funding for police planners to head planning and research units. Few others have full-time personnel in planning and research operations.

The four urban county police departments have divisions established for the express purpose of program development and assessment. The

⁸Information received from the Mayor's Coordinating Council on Criminal Justice, and the Baltimore City Police Department, July, 1978.

Prince George's County Police Department has a Research and Planning Division which is divided into two sections, Administrative Planning and Operational Planning. The Division is staffed by eight people with seven sworn officers and one civilian. The Division Commander, a Captain with a bachelors degree, is responsible for planning, organizing, and coordination all activities of the Division. The Administrative Planning Section is staffed by a sergeant with an Associate of Arts degree, a private with a bachelors degree and a civilian with a background in data processing/computer science. This section is responsible for development and updating of plans and future departmental direction, development of criminal justice related projects and activities, coordination of various consultant studies and projects developed by special committees, and development of projects involving federal funding. The Operational Planning Section is staffed by a lieutenant with a master's degree, a sergeant and corporal with Associate of Arts degrees, and a private with a bachelors degree. The responsibility of this section is the development and updating of guidelines, standard operating procedures and plans pertaining to the execution of responsibilities and relationships between and among operational units of the Department; development of operational manpower, deployment and distribution plans; testing and evaluation of special operational equipment; and conducting of basic research on programs which reduce or control crime.

In Baltimore County, the Planning Research and Fiscal Division is divided into two sections: Planning and Research, and Operational Analysis.

The Planning and Research Section is responsible for the revision of the departmental manual of rules, regulations, and procedures. Its primary duty is to supervise the technical procedural operations of the Department. In addition, this section manages all grants and evaluates new and present functions, programs and equipment. The Operational Analysis section conducts the statistical analysis function.

Educational backgrounds of the thirteen staff assigned to these functions include six with associate of arts degrees, five with bachelor's degrees, and two with high school diplomas and additional college credits. All of the personnel have several years of practical experience on the force plus inservice law enforcement training.⁹

⁹Information obtained from the Baltimore County Police Department, July, 1978.

The Planning and Research Section of the Montgomery County Police Department divided into four sections is directed by a sergeant with a bachelor's degree, assisted by an administrative aide and administrative assistant. The Written Directives Unit is staffed by a private first class and a civilian administrative assistant neither of whom have college degrees. The Operational and Management Planning Unit is staffed by a civilian with a bachelor's degree. The Grants Management and Evaluation Unit is staffed by two civilians, one who has a masters degree and one with a bachelors degree. Another civilian may be added to this Unit. The Systems and Data Unit is staffed by a civilian with an associate of arts degree.¹⁰

Anne Arundel County's Police Department Research and Development Unit is divided into four sections: Statistical Analysis, Fiscal Management, Grants Management and Planning. Staff operates in either of the units. The staff consists of one sergeant and three patrolmen. Two possess bachelors degrees and two have high school diplomas with credits earned towards A.A. degrees.¹¹

Adjudication.

None of the courts (any level) or state's attorney's offices have adopted a program budget concept, or any budget concept approaching it. The traditional line-item budget is used by all adjudicative agencies in the State, State level or otherwise. Of course, the utility of program budgeting concepts in such areas is unknown at present.

Evaluation of activities (in those agencies that do) is limited to statistical analyses of workloads, results of cases handled, and case backlogs.

Administrative Office of the Courts.

The Administrative Office of the Courts has a two-man professional planning staff. The Director of Judicial Planning Services was funded by the Governor's Commission on Law Enforcement for three years before the position was picked up by the State. The Assistant Director's position is currently being funded by the Commission. Both planners possess JD degrees. The unit is charged with the responsibility of providing the

¹⁰Information obtained from the Region IV staff, March, 1977.

¹¹Information obtained from the Anne Arundel County Police Department, July, 1978.

judiciary with the capability to plan and coordinate court programs at the State and local levels. Additionally, the planner is responsible for developing uniform standards and objectives for the courts and increasing the efficiency and effectiveness of judicial programs, procedures and operations by projecting the future needs of the court system.¹²

The planning staff is currently developing an interim judicial plan to tie into the State Executive Plan and the Governor's Commission Comprehensive Plan. Included in the plan will be a mission statement, goals, an existing systems, caseload statistics and trends, objectives and proposals. In September, 1977, the unit began a comprehensive planning effort.

Prevention and Rehabilitation (Adult and Juvenile).

State Agencies.

Department of Public Safety and Correctional Services.

The Program, Planning, and Evaluation Division of the Office of the Secretary is staffed with a supervisor, a criminal justice evaluator, and a criminal justice planner. Of the three professionals, two possesses bachelor's degrees with additional undergraduate credits and the other has several advanced degrees.

The Division functions primarily in the area of strategic program planning and evaluation to identify areas of improvement in basic capabilities and implementation. Methods of planning and evaluation are flexible and vary with the problem as the Division operates without a comprehensive work plan.¹³

Division of Correction.

Planning and Research is staffed by a director and two administrative assistants. The director possesses a master's degree and the administrative specialists have earned bachelor's degrees. Research and evaluation of programs is coordinated with the Division's Data Processing section. The planning and evaluation procedures for Federally funded projects are set up and monitored by the unit. Project directors of the Federally funded projects

¹²Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grants #3173-CT-6 and 6028-RES-2.

¹³Information received from A. Lawrence Lambert, Department of Public Safety and Correctional Services, March, 1977.

report quarterly statistics and activities to the Planning and Research unit for purposes of evaluation. Based on the data collected, final reports on each Federally funded project are developed and written by the Planning and Research unit in conjunction with project directors. Currently, according to the division staff, insufficient staff and limited access to sufficient relevant data prevents long range research or follow-up reports.¹⁴

Patuxent Institution.

Program planning and development at the Patuxent Institution is done by the Associate Director for Behavioral Sciences and his staff. This staff includes two assistant associate directors, both with master's degrees. This staff is assisted by the institution's data processing unit which is under the direction of a data processing systems analyst.

Programs developed by this unit are submitted for final approval to the Administrative Review Committee of the Patuxent Institution, comprised of the Director, three Associate Directors, Chief Psychologist and Director of Social Services. Recent efforts have been aimed towards the development of innovative rehabilitation programs. Evaluation of programs is also the function of this group.¹⁵

Practical research includes the planning, development, and evaluation of programs of operation and treatment and with long term evaluation of the effectiveness of various programs.¹⁶

Some of the programs subject to the evaluation are personnel training, educational and vocational training, psychotherapy programs, and parole supervision.

Division of Parole and Probation.¹⁷

The Division of Parole and Probation newly created Bureau of Policy and Program Development contains a Planning, Research and

¹⁴Information received from Planning and Research, Division of Correction, July, 1978.

¹⁵Information received from Ronald Pike, Assistant to the Associate Director, Patuxent Institution, March, 1977.

¹⁶Patuxent Institution, Annual Report 1970 (Jessup, Maryland, 1971), p. 18.

¹⁷Information received from Division of Parole and Probation, August, 1978.

Evaluation Unit which is responsible for providing agency management with information which enables the administration to operate agency programs and make policy decisions. This unit provides technical support in the areas of short and long range planning, data analysis, and interpretation of research efforts. The Planning, Research, and Evaluation Unit is responsible for conducting research projects, organizing available information about divisional issues, for overseeing proposal preparation, for preparing special quarterly and annual statistics reports, for preparing the Agency's Executive Plan, and the Annual Program Evaluation Reports. The head of this unit is responsible for coordinating the various activities associated with research, planning, and evaluation and to synthesize this material into alternative courses of action for the Agency's management staff. The present staff of this unit includes a supervisor and one vacant position, both require Bachelor's Degrees.

In addition to planning responsibilities, the Bureau of Policy and Program Development is assigned data collection and computer informations systems responsibilities is responsible for administration of Federal grants and oversees agency activities which interface with Community Adult Rehabilitation Centers, volunteer programs in the community, and employment for ex-offenders. The two employees in the Data Analysis Center and the three staff of the Community Services Coordination Unit have Bachelor's Degrees. One of the two staff assigned the Federal Grants Administration unit has a law degree and the other a master's degree.

Juvenile Services Administration.

Within the Juvenile Services Administration, the planning, research and evaluation functions are included in the Division of Special Services. The Research and Analysis section within that Division is responsible for research, program evaluation, information systems development and statistical reporting. Of an allotted staff strength of five, one has a Bachelor's Degree and is presently enrolled in a graduate program, and one position is vacant.

The Research and Analysis section is currently concentrating on the development of program evaluation methodology in all major program areas, maintaining and modifying a centralized data base and addressing administrative and day-to-day program problems related to these functions.

Planning is the full-time responsibility of an Administrative Specialist. This staff person coordinates all administration-wide planning functions, to include those relating to the Executive Planning Process and to those functions of the Governor's Commission related to the development of the Comprehensive Plan.

During the summer of 1976, a Planning Task Force of Central Office and field administrative staff was formed to review and provide

guidance on the Executive Planning Process. For the fiscal years 1981 - 1985 Executive Plan, a detailed flow chart of the JSA planning methodology was developed prior to initiation of the process; this chart specified key decision points by the Task Force and by Central Office and field administrative staff. In addition, key points for input from significant non-JSA groups are specified, such as local LEAA regions, MARFY, etc.

The Research and Analysis unit's evaluation functions are being tied into this planning process at key points in two primary ways. First, Research and Analysis and Planning units work together to formulate plan objectives. Second a portion of the planning process is being devoted to determining future (priority) evaluation needs.

Currently, Special Services is in the process of implementing a Planning-Implementation-Evaluation Model (PIE) which is designed to integrate its research, monitoring, implementation, and planning efforts. This approach includes the following elements: 1) an information systems study to provide recommendations on providing optimum data for planning, evaluation and decision-making; (the study has been completed; under an LEAA grant a new information system is being developed); 2) a multi-year research plan; this is being accomplished by identifying research units and objectives in the annual Executive Plan; 3) a standard recidivism definition; 4) a sophisticated planning methodology to tie policy analysis, criminological theory and Federal grants needs into the Administration's planning effort; JSA's planning methodology becomes increasingly sophisticated each year; in the fiscal years 1980-1984 plan, the policy section specified the criminological thesis underlying JSA policy directions; JSA Executive Plans indicate needed LEAA projects to implement JSA's overall goals and objectives; 5) assignment of Research and Analysis staff to provide evaluation design assistance to department staff seeking LEAA funds (currently being done); 6) a procedures manual to optimize input into the LEAA funding process; 7) development of guidelines for administration research publications; and 8) development of policy for research conducted by outside groups and JSA staff (currently being made into policy).

The Juvenile Services Administration is operating under a modified Planning Program Budget System, identifying costs by areas of services rendered by the Administration (e.g., courts, group homes institutions). Information as to specific treatment modalities (e.g., Guidance Group Interaction, Behavior modification and cost of each court) is not collected by Juvenile Services at the present time.

Non-State Agencies.

Jails.

The Montgomery County Detention Center is the only local facility with a designated Research and Planning Unit. Staff

includes three full-time personnel. Of the two full-time professionals in the unit one possesses a Doctorate degree and one a master's degree. The unit was established under the County and State Annotated Codes. In addition, the Research and Planning Unit prepares a Six-Year Projection which is used as a comprehensive work plan. This unit functions in the areas of planning and program development, evaluation of on-going programs and routine operations, research, development and coordination of grants, and development of the departmental budget.¹⁸

The current trend of the various criminal justice agencies has been to develop and expand their planning and evaluation staffs. However, major inadequacies such as a lack of comprehensive work plans, a lack of appropriate educational background of staff, particularly in the law enforcement agencies, and a lack of training, particularly in use of various methodologies and data, are preventing these staffs from being utilized to maximum benefit. This inadequacy in the area of juvenile delinquency prevention has been addressed by the Commission's Juvenile Justice and Delinquency Prevention Advisory Committee. This committee has emphasized the need for increased delinquency prevention planning capabilities within each major jurisdiction. This capability might be developed through existing or increased manpower with related expertise. This might also take the form of a work plan consisting of programmatic requirements and guidelines which could be molded to each jurisdiction's particular needs and provide the basis for planning activity and programmatic implementation. A significant contribution was made in the area of planning and development data by criminal justice agencies in the area of planning and development data by criminal justice agencies in the establishment of the JUSSIM Model in Prince George's County and Baltimore City. The JUSSIM Model is an interactive computer program which describes the criminal justice system by means of a flow diagram showing offender flow between stages, the accompanying system resources consumed, and the associated resource costs and workloads. The model provides a quantitative description of the criminal justice system which can be used to assess the impact of alternative actions on the system. The major focus of the Baltimore City model has been on measuring the impact of City criminal justice activities (police, courts, etc.) upon the State correctional system. A pressing need exists to expand this type of capability among criminal justice agencies State-wide.

¹⁸ Information received from Region IV Criminal Justice Planning Staff, March, 1976.

The program planning and evaluation components of criminal justice agencies are, for the most part, in the early stages of development, though some have increased their staffing and attained a degree of sophistication. The opportunity is present for these components to make a definitive contribution to the criminal justice process.

Currently, the trend State-wide is toward the maximum development of planning and evaluation capabilities in criminal justice agencies. A major restructuring is needed to overcome the inadequacies of 1) lack of comprehensive guidelines; 2) lack of appropriate educational and law enforcement backgrounds; and 3) lack of training in the use of methodologies and data. Current developments in the Criminal Justice Information Systems area will soon be making substantial data available to decision makers which was never available in the past. It is imperative that planning and evaluation skills be developed in all major juvenile and criminal justice agencies to insure proper and full utilization of this projected management and operational information.

PROBLEM COP-1: Need for Improved Efforts Aimed Directly at Reducing High Crime Incidence in Specific Categories or Specific Geographic Areas. While much must be done to improve the structure, professionalize, and increase the efficiency of the criminal and juvenile justice system, there is a corresponding need to coordinate and focus the resources of the system on specific crime control objectives. Even though it is true that many actions and programs that are needed to reduce crime must be carried out by other governmental subsystems such as health and education, the public expects some degree of crime control to come from the criminal justice system and its major component agencies.

Results of a mid-1976 State-wide opinion survey conducted for the Governor's Commission indicated that Maryland residents are more fearful of being victimized by vandalism and burglary than any other crimes. A total of 53 percent of those interviewed said they were very fearful or somewhat fearful of being victimized by vandalism and burglary.

Also high in this fear of crime category were robbery (49%) and assault (43%).

The public's highest priority crime was rape, rated as deserving increased attention by 44 percent of those interviewed. The next highest priorities were murder/manslaughter (39 percent) and burglary (30 percent).

The need for this control and reduction of crime can be illustrated by Maryland's high ranking in crime incidence as reported in the Federal Bureau of Investigation Uniform Crime Reports. As indicated in Table V-37 Maryland crime rates have been particularly high for robbery and for aggravated assault. It should be noted, however, that since the implementation of the Crime Control Act in Maryland in 1968, Maryland's ranking in all crime categories has declined. Most notable is burglary, where Maryland has fallen from fifth to twenty-first. As noted in Table V-38, Baltimore city, urban counties, non-urban counties, large municipalities and small municipalities each have certain crimes which are most serious for that particular jurisdiction. Of special interest are the very high violent property crime rates in Baltimore City and the relatively high rate of larceny/theft in large municipalities.

Efforts that have been made to reduce crime have been primarily in the police subsystem and have depended on the single agency approach. Components of the criminal justice system and cooperating agencies have failed to set target areas of crime or types of crime. This has, in many cases, led to fragmentation and dissipation of resources.

In addition to the Part I crimes, growing concern has been expressed regarding other types of crimes, including vandalism, arson, unaggravated assaults and child abuse. For example, although substantive data has not

TABLE V-37
RANK OF MARYLAND AMONG THE
50 STATES FOR PART I OFFENSE RATES

1958 - 1976

YEAR	TYPE OF OFFENSE RATE						
	Murder, Etc.	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Thefta	Auto Theft
1958	15th	22nd	16th	8th	18th	10th	6th
1959	21	23	11	12	26	17	12
1960	20	20	19	11	27	21	17
1961	21	15	10	11	24	15	13
1962	15	11	11	11	25	16	17
1963	12	11	9	15	21	13	11
1964	12	20	9	9	21	10	11
1965	11	9	7	3	11	10	8
1966	14	9	4	5	11	10	5
1967	13	4	1	2	7	7	4

TABLE V-37 - Continued

YEAR	TYPE OF OFFENSE RATE						
	Murder, Etc.	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Theft ^a	Auto Theft
1968	10	4	2	1	5	12	3
1969	14	2	2	1	13	13	5
1970	16	6	3	3	16	10	10
1971	11	9	3	3	17	14	12
1972	9	10	2	3	17	13	8
1973	13	11	2	3	22	14	9
1974	14	10	2	4	20	13	9
1975	16	11	3	7	22	13	11
1976	21	10	3	10	21	14	14

SOURCE: United States, Federal Bureau of Investigation, Crime in the United States, Uniform Crime Reports, 1958-1976. (Washington, D.C.: Government Printing Office, 1959-1977).

NOTE: ^aSince 1958 Larceny \$50 and over has been used as one of the Crime Index Offenses. Effective January, 1973, total Larceny-Theft is being used instead of the Larceny \$50 and Over category. This change distorts any comparison between 1973 and previous years for Larceny-Theft, Total Property Crime, and Total Index Crime.

TABLE V-38

MARYLAND CRIME RATES BY TYPES OF JURISDICTION
1977

OFFENSE	BALTIMORE CITY	URBAN COUNTIES	NON-URBAN COUNTIES	MUNICIPALITIES		STATE
				Large ¹	Small ²	
Murder and Non- Negligent Man- slaughter	24.2	133.4	4.8	3.7	1.9	8.7
Forcible Rape	55.6	31.4	21.4	20.8	17.5	33.7
Robbery	938.3	172.7	60.6	123.4	104.7	296.8
Aggravated Assault	699.5	279.3	229.4	225.7	298.1	350.4
(Total Violent Crime)	(1717.6)	(616.8)	(316.2)	(373.6)	(422.2)	(689.6)
Burglary	1866.2	1412.5	1007.4	1131.8	1235.7	1398.5
Larceny-Theft	3953.0	3386.8	2131.8	3551.2	3119.9	3175.6
Motor Vehicle Theft	713.4	427.7	179.9	304.1	209.4	420.8
(Total Property Crime)	6532.6	5227.0	3319.1	4987.1	4565.0	(4994.9)
TOTAL PART I CRIME	8250.2	5843.8	3635.3	5360.1	4987.2	5684.5

SOURCE: Maryland State Police Uniform Crime Reporting Program, May, 1978.

TABLE V-38 (continued)

NOTES: ¹Large Municipalities included are Aberdeen, Annapolis, Cumberland, Frederick, Gaithersburg, Greenbelt, Hagerstown, Hyattsville, Rockville, Salisbury, and Takoma Park.

²Small Municipalities include all towns with a population of less than 15,000 which have a police department.

been gathered, it is known that over 60,000 cases of suspected child abuse were reported in the United States in 1973, a tenfold increase above those reported in 1967. It can be estimated that 10-100 times as many incidents can be classified as suspected child abuse but are not reported for a number of reasons, ranging from inability to recognize the difference between accidental injuries and abuse to apathy or a desire to remain uninvolved.¹

There were 2,597 suspected child abuse cases reported in Maryland in calendar year 1977 compared with 2,113 reported cases for calendar year 1976.² This 23% increase added to a 42% increase in reported incidents from 1975 to 1976 shows the dramatic increase in reported crime but does not represent the true incidence of the cases since so many cases go unreported. Calendar year 1977 reported cases compared with calendar year 1973 cases reveals a 205% increase in the five year period.

In calendar year 1975, 1,486 suspected child abuse cases involving 1,508 children were reported in Maryland. This represents a 21% increase over 1974. During calendar year 1974, 1,251 cases of suspected child abuse were reported in the State of Maryland. In 1973, 852 cases of child abuse were reported. A total of 880 children were involved in these cases. Abuse was subsequently ruled out in 182 cases and 96 cases were judged to be accidents. Between 1969 and 1971, 67% (1,132) of the suspected child abuse incidences occurred in Baltimore City, 21% (360) occurred in the urban counties, and 12% (194) occurred in non-urban counties. It should be noted that many areas report a very low incidence of reported offenses; thus it may be impractical to deal with problems in these areas on a large-scale basis.

While Maryland's criminal justice system and elements of related systems such as drug abuse have been imaginative in developing innovative programs, direct attacks on specific types of crimes or on crime incidence in specific high crime geographic areas has been lacking.

For instance, although police in several major departments are continuing to develop a rather sophisticated manpower allocation system that enables them to concentrate their resources on identified crime control problems, other agencies within the criminal justice system or related agencies are not usually involved in this effort. For example, police planning may show that juvenile street crime is high

¹ Findings of Dr. C. Henry Kempe, Department of Pediatrics of Colorado School of Medicine as reported in the Senate Hearings on the Child Abuse Prevention and Treatment Act of 1974, U. S. Senate, 93rd Congress, 1st Session (S1191) March 26, 27, 31 and April 24, 1973.

² PROJECT HELP, Maryland Social Services Administration, August, 1978.

in a certain sector of a jurisdiction and, as a result, police will concentrate resources in that area. Another agency may set up a juvenile delinquency prevention program in a less troublesome part of the jurisdiction. At the same time, juvenile probation may set up a reduced caseload project in still another section. Given the resources available to the system it would be better in many instances to concentrate these efforts in well-defined priority areas. Such concentration would not only increase the chance of reducing crime, but results would also be far easier to evaluate. Proven methods could then be extended to other areas or jurisdictions. Similar examples can also be drawn from the adult system. For example, the often-fragmented efforts of police, prosecution and treatment programs in controlling narcotics incidence can be concentrated on a coordinated basis.

A problem with the planning aspect of crime reduction is that the focus has often been on the improvement of the criminal justice system itself. Planning has taken the view that by "improving" the agencies of criminal justice, crime should be curtailed. This is an assumption that perhaps should be rethought. Crime may wander outside the realm of the existing criminal justice agencies. By concentrating on the improvement of criminal justice agencies, the planning process may be overlooking other variables in crime reduction.

If the criminal justice system is to gain the confidence of the public in its ability to be of major assistance in the control of crime, immediate efforts are required to implement specific crime oriented objectives. These efforts should bring together all appropriate agencies in both planning and action phases.

The first major attempt at crime oriented planning in Maryland was the High Impact program in Baltimore City. This program had as its objective the reduction of stranger to stranger street crime and burglary in Baltimore. While no specific planning methodology was required for the program, the planning did result in a wide range of police, court, juvenile delinquency and correctional programs. Systems for evaluating these programs have been implemented and evaluation data is being collected and analyzed.

The Governor's Commission on Law Enforcement has been working closely with numerous jurisdictions throughout the State in crime oriented planning. The objective of the crime oriented approach is to reduce the incidence of a selected Uniform Crime Report offense in a specific geographic area of a jurisdiction within a designated time period. The Maryland Impact programs are achieving this objective by using a Three-Step Planning Process. Presently, the offenses of aggravated assault, robbery, burglary, larceny and auto theft have been addressed in the Planning Process. Future planning efforts will be expanded to include other Uniform Crime Report Offenses.

The following describes the Planning Process currently used for concentrated crime reduction programs.

Step 1:

For each selected Part I Offense, the numbers of reported incidents within each offense category or incident category should be recorded. It is crucial that this breakdown reflect a geographic dispersion analysis so that specific areas of the county or municipality can be isolated as to the types and numbers of offenses occurring there. Such an analysis can be developed by the spot-mapping of incident reports or by evaluating differences between the various police precincts or substation in terms of reported incidents. If these two methods are to be used, population disparities and crime rates between the reporting units should be taken into consideration. The offense categories should be limited to the following: aggravated assault, robbery, burglary, larceny, and auto theft. The reporting period should cover at least three years with breakdowns to show variations within each year as appropriate. Trends should be established for each category of offense for a three year period. A priority should be chosen from this data (such as burglary of residences within postal zones 36, 42, and 96). Sufficient justification for the selection should be provided. The target chosen must be such that success is attainable and of some priority within the county or municipality. For the target selected, a three year objective should be established. In addition, qualitative and time specific benchmarks for the first two years should be set.

A control area should also be established for the project. This control area should be similar to the target area in increases and decreases of crime, geographic size, and population makeup. The control area should not be directly adjacent to the target area. If after analysis a suitable control area cannot be established, the Commission may waive this requirement.

Aside from overall project objectives, objectives for reduction of crime in the target area in comparison to the control area should also be developed.

Step 2:

Once this priority category of crime and geographic setting has been identified and approved by the Commission staff, a detailed analysis of the target crime should be made. This analysis should provide a geographic, offender, and a victim profile.

Method for Geographic Profile:

The in depth geographic profile will be dependent on the crime target selected in Step 1. This profile should include such information as the population of the area to be concentrated upon, the prevailing type of premises within the area related to the identified offense (private dwelling, commercial dwelling, commercial or business premises, open public entertainment areas, and etc.). If the theft of vehicles is selected, the types of vehicles stolen

should be indicated. The number of social service agencies impacting and/or located within the geographic area should also be identified. This step should also indicate the time of day in which the targeted offense occurs most frequently within the selected geographic area. All factors examined should provide a maximal overview of the geographic area selected for a concentrated crime reduction program.

Method For Offenders and Victims Profiles:

A profile of the range of offenders apprehended and adjudicated for the targeted offense and geographic area should be provided. The data could be obtained from the arrest card after disposition and should provide the following information either as a range of the exact elements of the targets chosen, an average, or a numerical frequency listing:

1. sex, race and age grouping of offender;
2. residence and employment status of offender;
3. arrest history of offenders;
4. marital status (including dependents);
5. stranger to stranger vs. offense where offender is known by the victim;
6. use of threat by offender and type of threat (verbal, weapon, no threat);
7. time and location of arrests;
8. disposition of charge.

Additional information may be collected regarding the victim of the selected offense. Such information might reflect the victim's role and position in the commission of the offense such as the robbery of a citizen on the street. Any injury the victim may have suffered might also be noted.

In addition, the following information should be provided concerning the victim:

1. sex, race and age grouping of victim;
2. marital and employment status of victim.

Because a single offense can affect many governmental agencies, an inventory should be provided describing all agencies and actions that may impact the target offense, offender, victim and geographic, victim, and offender profiles should be forwarded to the Commission staff for review and approval before proceeding to Step 3.

Step 3:

The selection of a coordinated program mix to attack the target areas and crime with a maximum utilization of the criminal justice and non-criminal justice resources available should be clearly specified. It should be noted that, should a police component be envisioned, only police departments who meet the Commission's minimum standards for funding beyond training and communications equipment may receive funding under this program. The selected program mix must clearly reflect possible alternative approaches to meeting the objective of reducing a specific crime in a specific geographic area. All the alternative programs considered should be indicated and sufficient justification provided for those alternatives selected.

Sub-objectives should also be established for each element in the program (investigation, public information, patrol, prosecution, corrections, etc.)

The development of an evaluative design for quantitatively measuring the effectiveness of this program mix should be an integral part of the overall design. Such a design may provide for the comparison of experimental and control groups and other necessary research requirements. The control group should be matched as closely as possible to the experimental area in which the concentrated crime reduction project will take place. A copy of the evaluation design should be forwarded to the Commission staff upon completion.

With regard to the development of an evaluation design, a general evaluation methodology was developed by Commission staff and a consultant. Funds were awarded for a consultant to assist in the evaluation of five of the operational concentrated crime reduction programs to determine the validity of the strategy, the cost effectiveness, and the impact of programs on the public in target areas and surrounding jurisdictions. To date, 18 quarterly reports have been submitted by the consultant. Additionally, the consultant was to provide technical assistance to the Commission, Regional, and project staffs in evaluating all local concentrated crime reduction programs.

An overall evaluation of the Commission's Concentrated Crime Reduction Program effort was submitted by the consultant to the Commission staff in November, 1975. This evaluation covered the programs individually and collectively as they related to the planning process.

The Concentrated Crime Reduction evaluation, according to the consultant, has not been an isolated endeavor but rather has been linked

to the operations of each project. Evaluations have occurred throughout the life of each project and have been used to modify project activities. According to the consultant, evaluation techniques utilized for the crime specific projects have produced conclusive evaluation results. These techniques include the use of a control area, comparisons between control areas and target areas, analysis of project activities in relation to efforts and effects, and an analysis of crime displacement.

The Planning Process was felt to be beneficial to the CCR program in that it assisted police agencies in organizing their planning efforts. The process provided a consistent and logical approach to the development of individual projects. The process encouraged police agencies to work with other criminal justice agencies and provided an opportunity for all agencies to become aware of problems and viewpoints of other agencies.

With regard to cost benefit analysis, the consultant believed that results indicate that the concentrated crime reduction programs have not always been cost effective mainly due to their experimental nature. It was noted that the cost effectiveness may be more acceptable if the projects can expand or be transferred to other jurisdictions.

Crime specific program efforts began with the four urban counties (Prince George's, Baltimore, Montgomery, and Anne Arundel) and expanded first to the large municipality of Salisbury. Subsequently, programs were also developed and approved for the cities of Hagerstown, Annapolis, and Frederick, all of which are large municipalities (municipalities with over 15,000 persons). In fiscal year 1976, CCR programs were funded in Rockville, Takoma Park and Bowie (large municipalities), Havre de Grace (small municipality), and Charles and Howard Counties (non-urban counties). Of the ten largest police departments in the State of Maryland, all but the Maryland State Police and Baltimore City Police have been involved in this Concentrated Crime Reduction effort. Prince George's County and Annapolis selected robbery as the target offense, Howard County and Ocean City selected breaking and entering, while the other jurisdictions are concentrating efforts on reducing burglaries. Anne Arundel County's program has completed its third year and although the project personnel were picked up in the County, the project does not exist in its original form. Montgomery and Prince George's Counties have completed their third year and have been picked up by their jurisdictions. Baltimore County, Salisbury, Annapolis, Hagerstown and Frederick cities' programs are presently in their third year, and Takoma Park, Bowie, Rockville, Charles County and Howard County are in their second year. Ocean City is presently implementing its first project year. Table V-39 identifies each jurisdiction, selected target offense, jurisdictional and target area crime reduction objectives and the focus of the implemented program.

Most of the concentrated crime reduction programs have primary focus on police activities. However, as seen in Table V-39 Baltimore County, Anne Arundel County, Prince George's County, Salisbury, Annapolis and Takoma Park have special prosecutorial components.

The Prince George's County Impact program was designed to combat commercial robbery in the Hyattsville area of the county.³ The objective of the unit in the first year of funding was a reduction of commercial robbery by 10% in the Hyattsville area. During its first 13 months of operation, the project team made 29 arrests in the target area, 79% of which were for robbery. The clearance rate for the unit in the target area was approximately 19%. In the period, armed robbery decreased 19% in the target area compared to a 12% increase County-wide.

The Baltimore County program is designed to reduce the crime of breaking and entering in the Essex District through investigation, public information and prosecution.⁴ The unit consists of one lieutenant, two sergeants, two corporals, twenty-three patrolmen and one cadet.

The consultant's report, covering the first two years of project operation, indicated that residential burglaries increased 76% in the target area in the first year (while the comparison area showed an increase of 25%), and decreased 2% in the second year (while the comparison area showed a 20% increase). For commercial burglaries, the Essex District showed no change in the first year and a 5.7% decrease in the second year, while the comparison area experienced 26 and 22% increases. Additionally, the investigators funded in the program had a 44.8% clearance rate compared to 20.4 for the total Eastern District. With regard to the public information component, a telephone survey indicated that 45% of the target population had made improvements in home security. Finally, convictions have occurred in 127 of the 137 cases taken to court by the program's investigators.

The Montgomery County Concentrated Crime Reduction Program selected residential and commercial burglary as its target crime and four areas in the County as the target area--two commercial and two residential--with high burglary rates.⁵ Most of the burglary reduction efforts of the unit have been concentrated in these target areas; however, some

³Grant Number 5176-COP-1, Governor's Commission on Law Enforcement

⁴Grant Number 6016-COP-1, Governor's Commission on Law Enforcement

⁵Grant Number 5163-COP-1, Governor's Commission on Law Enforcement

CONTINUED

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TABLE V-39

IMPACT PROGRAMS IN OPERATION
CRIME ORIENTED PLANNING METHODOLOGY

JURISDICTION	TARGET OFFENSE	JURISDICTIONAL CRIME REDUCTION OBJECTIVE ^d			TARGET AREA CRIME RELATED OBJECTIVE			FOCUS OF IMPLEMENTATION
		1st Year	2nd Year	3rd Year	1st Year	2nd Year	3rd Year	
Baltimore County	Burglary	5%	7%	10%	30%	35%	40%	Prevention, Appre- hension, Prosecution.
Prince George's County	Robbery	10%	20%	25%	10%	20%	25%	Prevention, Appre- hension, Prosecution.
Montgomery County	Burglary	5%	5%	5%	10%	20%	20%	Prevention, Appre- hension.
Anne Arundel County ^b	Burglary	10%	10%	18%	10%	18%	25%	Prevention, Appre- hension, Prosecution.
Salisbury	Burglary	10%	10%		20%	10%	20%	Prevention, Appre- hension, Prosecution.
Hagerstown	Burglary	5%	N/A	N/A	10%	10%	10%	Apprehension and Prevention.
Frederick	Burglary	N/A	5%	N/A ^a	10%	15%	N/A	Deterrence, Prevention, and Apprehension
Annapolis	Robbery	N/A	5%	5%	N/A	10%	10%	Deterrence, Prevention, Apprehension and Prosecution.

TABLE V-39 - Continued

JURISDICTION	TARGET OFFENSE	JURISDICTIONAL CRIME REDUCTION OBJECTIVE ^d			TARGET AREA CRIME RELATED OBJECTIVE			FOCUS OF IMPLEMENTATION
		1st Year	2nd Year	3rd Year	1st Year	2nd Year	3rd Year	
Takoma Park	Burglary	N/A	N/A	N/A	5%	5%	N/A	Prevention, Apprehension, Prosecution
Charles County	Burglary	N/A	N/A	N/A	N/A ^d	N/A	N/A	Prevention, Apprehension, Public Info.
Howard County	Breaking & Entering	N/A	N/A	N/A	N/A ^e	N/A	N/A	Prevention, Apprehension, Public Info.
Bowie	Burglary	10%	N/A	N/A	12.5%		N/A	Prevention, Education Deterrence
Havre de Grace	Burglary	N/A	N/A	N/A	N/A ^f	5%	10%	Prevention, Investigation, Apprehension
Rockville	Burglary	N/A	N/A	N/A	5%	5%	N/A	Prevention, Apprehension, Information
Ocean City	Burglary and Brkg. & Entrg.	N/A	N/A	N/A	10%	8%	7%	Prevention, Education, and Apprehension

TABLE V-39 - Continued

^aFirst year objective for the Annapolis program was to prevent an increase in crime in the target area.

^bThe Anne Arundel County program also provides after-care and probation services through two State-level projects.

^cBaltimore County, Prince George's County, Montgomery County, Anne Arundel County and Salisbury had established control areas which form the basis for further evaluation.

^dThe goal of the first year program is to reduce burglary in the target area.

^eThe Howard County program goal is to stabilize the rate of increase of crime using 1973 as a base year.

^fThe goal of the Havre de Grace program in the first year is to maintain the 1974 level of target crime offenses.

unit activities are county-wide. In the second grant year, the target area was expanded to include the whole Silver Spring District.

The major objectives have been to reduce the occurrence of burglary in the target areas by 20% and in the County by 5%, to continue the ongoing burglary prevention program in Montgomery County through comprehensive and systematic planning, and to expand and improve police-community interaction and cooperation in burglary prevention efforts. Other objectives of the program are aimed at improved patrol deployment, faster response to burglary reports, increased public awareness and information on burglary and its prevention, and identification and development of effective program approaches to burglary prevention.

During its first sixteen months of operation, in the original target areas as compared to the same periods of the prior year, rates in the target areas decreased by 19%, compared to no change in a residential control area and a 30% increase in the County-wide burglary rate. Commercial burglary rates decreased by 32%, compared to a 15% increase in the control area and a 3% decrease in the County-wide burglary rate.

In the new target area encompassing the entire Silver Spring District, the combined burglary rate during its nine months of operation decreased by 19.5% compared to the same period a year earlier. It would appear that the Montgomery County program has achieved its objective of reducing the burglary incidents in the related target areas by 20%. Although the project has not attained its objective of reducing the county-wide burglary rate by 5%, it appears the project has had some impact on the county's burglary incidents when analyzing the burglary trends in the past five years. According to the consultant, the unit's activities undoubtedly have had an impact on burglary in the County, the reductions in crime are substantial in comparison to early forecasts, but that the success of the program must be tempered by the fact that there was a State-wide decrease in crime.

The major goal of the Anne Arundel Impact project (BEST - Breaking and Entering Strike Team) was to reduce the incidence of breaking and entering in 16 target areas.⁶ The second year evaluation indicated that residential breaking and enterings increased 2.3% in the target areas compared to a 24.3% increase in the control area and 15.1% in the rest of the County. However, attempted residential breaking and entering

⁶Grant Number 5091-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

increased 80% in the target area while decreasing 7% in the control area. After the third year of operation, the officers funded in the grant were picked up by the County; the program itself was not continued.

Two State-level programs relating to the BEST project were funded by the Commission.

The Department of Juvenile Services was awarded a grant by the Governor's Commission on Law Enforcement and the Administration of Justice for the Community Treatment Program of Impact Offenders in Anne Arundel County.⁷ This program provides probation and aftercare, community-based treatment to juvenile Anne Arundel County impact offenders and their families. From March, 1974 to March, 1976, a total of 369 youth were arrested by the Anne Arundel County BEST Strike Team and referred to Juvenile Services. Approximately 85% of these youth were referred to Juvenile Services. Approximately 85% of these youth were referred for breaking and entering offenses. The project was able to provide services to 225 of the arrested youth with the remaining 144 youth being handled through regular Juvenile Services Administration procedures. The rearrest rate for all youth handled by project staff was approximately 18%, while the rearrest rate for 144 youth handled through regular Juvenile Services' staff was approximately 42%. A possible reason for this may be that various statistical variables have not been controlled; however, the types of offenders in both samples are similar with respect to referring offense. It seems more probable that the immediate pre-court supervision offered project clients versus the long unsupervised waits to get into court encountered by youth handled by regular Juvenile Services' staff have played a role in reducing the rearrest rate. Also, intensive supervision and the relatively smaller caseloads of the project staff may play a significant role in reducing rearrests. After three years of funding, the project costs were not assumed by the State.

The Division of Parole and Probation was awarded a grant by the Commission entitled Impact Probation Services.⁸ This project provides intensive supervision services and presentence investigation for this increased volume of offenders arrested through the Anne Arundel County Concentrated Crime Reduction Program. It was envisioned that the program mix of the Impact projects could include the efforts of non-criminal justice State agencies such as the Employment Security Administration and the Department of Vocational Rehabilitation.

⁷Grant Number 5115-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

⁸Grant Number 5115-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

Full investigative coverage is being provided for BEST defendants⁹ as requested by the Courts. The evaluation period of July, 1975 to May, 1976, indicated that the unit recommended probation in 63% of its cases. Presentence investigations are full reports and meet National Advisory Commission standards. While the unit is recommending probation in 63% of its investigations, the Courts are following these recommendations 90% of the time. Numerous investigations also provide special recommendations (e.g., alcohol treatment, employment training) which provide the Courts or agent with a basis for treatment plans. The agents have not experienced difficulty in meeting the 21 day requirement for completing presentence investigation reports.

Statistics seem to indicate intensive community-based treatment is being provided. The agents have had the opportunity to explore available community resources and make them available. This phase of the BEST program was not assumed by the State.

During the three years the Salisbury project was funded, the objective was to reduce burglaries by 20% in the concentrated area (i.e., target area) of Salisbury and reduce burglaries by 10% City-wide.⁹ During the second year of operation the number of burglaries decreased by 32.8% in the concentrated area and decreased by 40.7% in the non-concentrated area, netting a 36.7% decrease City-wide. It should be noted that the previous year included only six months during which the project was fully operational. Over the three years of project operation, total incidences of burglary increased 18% in Salisbury, however, the burglary rate per 1,000 population decreased 9%.

Annapolis selected robbery as the offense on which to concentrate reduction efforts.¹⁰ A Robbery Action Team (R.A.T.) anticipates accomplishing this effort through four objectives--deterrence, intensive investigation, quick apprehension and prosecution, and public education. The teams consist of one uniformed foot patrolman and two plainclothes officers. An Assistant State's Attorney is available to prosecute all robbery offenders and give legal consultation to the team. A Juvenile Services' worker handles all juvenile robbery offenders referred to that agency as a result of the project. The project has led to a statistically significant decrease in robbery in Annapolis. Robberies decreased from 106 in the 12 months prior to the program to 64 during a 12 month period of project operation. The clearance rate for robberies increased from 37% prior to the project's operation to 57% during the first 15 months.

⁹Grant Number 5167-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

¹⁰Grant Number 76CACPI06157, Governor's Commission on Law Enforcement and the Administration of Justice.

The City of Hagerstown's Concentrated Crime Reduction Program consists of a Burglary Unit made up of three officers within the Hagerstown Police Department.¹¹ The three man burglary unit conducts surveillances and completes follow-up burglary investigations in the target area. A public awareness component of the project provides residents of the target area with commercial and residential security surveys to be completed by the Burglary Unit and meetings with residents and the unit to discuss burglary safety tips. During the second year of project operation, this project seems to have achieved its goal of decreasing burglary in the target area by 10% in 1976. The total number of commercial and residential burglaries in the target area declined by 12.6% in 1976. Although the total number of burglaries in the target area declined for the year 1975 through 1976, burglaries did not decline over the base year 1974. The clearance rate inside the target area declined from 15.61% in 1974 to 6.93% in 1975. In 1976, 43 of the 216 burglaries reported in the target area were solved for a clearance rate of 19.91%, an increase of 12.98% over the 1975 clearance rate. Additionally, pre-recorded tapes concerning burglary prevention were broadcast a total of 491 times, and two newspaper articles describing the Unit's activities appeared in the local press. The Unit conducted a total of 17 crime prevention seminars within and outside the target area before 17 citizen groups.

The Frederick program focuses on reducing residential and commercial burglaries in the Southwest Patrol Sector of the city.¹² This multi-faceted effort involves a program of citizen education and involvement, improved street lighting, installation of protective alarm devices on burglary-prone premises, motorized patrol of the target sector, and distribution of protective making devices. Delays in project implementation have plagued the program. Although burglary increased 34% in the two years of operation, the area outside of the target area experienced a 100% increase. The major weakness of the project is in the lack of committment of those assigned to the public information function.

The Charles County program focuses on reducing burglary and larceny in its sixth election district (Waldorf).¹³ Two experienced officers follow up on all target crimes and conduct a multi-media public information campaign. A confidential telephone line is also used to involve the public in the apprehension process.

¹¹Grant Number 77CACP1-7006, Governor's Commission on Law Enforcement and the Administration of Justice.

¹²Grant Number 5166-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

¹³Grant Number 5135-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

Howard County's breaking and entering reduction program consists of a five man police unit that provides investigation, education, security checks and a project identification program.¹⁴

When examining the target area itself over the initial 10 month operational period (from October 1975 to July 1976), there was a statistically significant decrease in the number of burglaries committed (28%). However, when looking at the target area over a 30 month period, it appears that crime was decreasing in the target area prior to implementation of the Target Burglary Program. The program has accomplished 250 residential surveys during the first four months of operation of that component. No statistics have been made available regarding the implementation of suggestions made during the surveys.

In Bowie, a broad attack is made on the crime of burglary.¹⁵ The program involves an information component, a prevention aspect (including an engraving program), follow-up interview of victims, and a statistical analysis of data that might lead to new prevention techniques. In its first year of operation, from January 1 to December 31, 1976, the target area experienced an 19% increase in total burglaries, while areas in Bowie outside of the target area experienced an 11% decrease. In residential burglaries, the target area experienced a 7% decrease compared to a 12% decrease in Bowie area outside the target area. However, none of the changes in burglary or residential burglary for the target area during the operation of the grant were statistically significant.

In the first seven months of operation of this project, the Project Director gave 29 crime prevention talks to Bowie residents, designed and implemented a crime prevention display for the public library and the Bowie telephone book, designed and implemented five crime prevention displays totaling more than three weeks of work, designed and implemented 38 press releases on crime prevention, designed and coordinated five radio spots on crime prevention, made 57 surveys of residences in the target area, recruited and coordinated 74 block captains to implement an operation identification program, maintained and evaluated the operation identification and security survey programs. The Project Director also handled approximately 340 calls from citizens of Bowie regarding crime prevention or the activities of the grant.

¹⁴Grant Number 6115-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

¹⁵Grant Number 76CACPl-6150, Governor's Commission on Law Enforcement and the Administration of Justice.

The Rockville program, a combined effort of the Montgomery County Police Department and the Rockville City Police Department, is provided funding for a modified policing program utilizing seven sworn Rockville officers, four sworn Montgomery County officers as well as Juvenile Services counselors and program development specialists.¹⁶ The team develops prevention programs, conducts follow-up investigation and apprehension efforts, develops a referral and diversion program for youths and coordinates police/community efforts.

It appears that this project has had an impact on burglary in Rockville in the short time it has been operational. Although burglary is generally down in Montgomery County for the months of July through December, 1976 (a decrease of 5%), burglary in Rockville decreased 29% during the same time period.

A four man police team has been created in Takoma Park to reduce the frequency of burglary.¹⁷ The unit conducts investigations, performs proactive patrol, conducts security checks, and implements education programs.

The strength of the project appears to be that a considerable reduction in the rate of City burglaries occurred during the operation of this project. The initial project objective called for a 5% reduction in burglary incidents; however, the project has demonstrated a 25.2% reduction. During the first eleven months of project operation (January through November, 1976) a total of 205 incidents were handled by the Unit which reflected a decrease of 69 incidents over the 1975 total of 274 burglaries during the same time period. This decrease is statistically significant and is particularly notable in light of the increase in most other Part I offenses during this time period. Of the 205 cases handled, 132 cases were investigated, 20 arrests were made, 66 cases were closed for a clearance rate of 32.2% and \$32,373 in property was recovered.

Public education activities performed included 36 prevention presentations to over 1,300 people; the completion of 210 security surveys; the publication of numerous articles in local newspapers; development of information letters to residences and commercial establishments; the implementation of Neighborhood Watch which encourages citizens to be watchful for suspicious individuals in the neighborhood, Operation Identification, a School Crime Prevention Program; and the maintenance of a telephone hot-line to report burglaries or make inquiries about the various aspects of the program.

¹⁶Grant Number 77CACF1-7005, Governor's Commission on Law Enforcement and the Administration of Justice.

¹⁷Grant Number 76-CACF1-6151, Governor's Commission on Law Enforcement and the Administration of Justice.

Havre de Grace has established a three man police team concentrating on reducing the frequency of burglary and larceny.¹⁸ This unit conducts follow-up investigations, performs preventive patrol, conducts security checks, and develops public information and prevention programs.

In its first 10 months of operation, grant personnel made a total of 173 arrests for crimes that occurred in the target area. In addition, nine public information talks on crime prevention were given to residents of the City.

However, despite the efforts of the Unit, both burglary and larceny have increased in the City since this project became operational. Statistical computation noted that in the case of larceny, the increase could well have been due to factors other than chance occurrence (such as the implementation of a new offense reporting procedure), while in the case of burglary, chance occurrence could not be eliminated from among the possible causes of the increase.

Table 7-40 summarizes the results of operational concentrated crime reduction programs funded by the Governor's Commission on Law Enforcement and the Administration of Justice.

Finally, in April, 1977, Ocean City was awarded a grant for a concentrated crime reduction program with the target crime of burglary and breaking and enterings in the northern sector of the City. Patrol, investigation, security surveys, an Operation ID program and a media program will be involved.

The Governor's Commission believes that the Concentrated Crime Reduction approach has potential for significant success. However, it should be noted that several problems have been experienced in the planning and administration of these programs. Some programs have not adhered to the established work programs. Equipment utilized in some of the projects has not been efficient. Some citizen involvement components of the Concentrated Crime Reduction Programs have not been implemented nor emphasized. Additionally, little effort has been expended to develop offender-victim profile analyses in the programs. Despite these shortcomings, the Commission believes that these programs should continue to be supported while being closely monitored by staff. As noted earlier, Maryland's national ranking in burglary, the target crime most often selected by participants in the Concentrated Crime Reduction programs, has fallen from fifth highest to twenty-first highest since 1968. This shift in the national ranking occurred despite an increase in the crime rate of burglary from 1301.2 to 1359.9 over the same period.

¹⁸Grant Number 6114-COP-1, Governor's Commission on Law Enforcement and the Administration of Justice.

TABLE V-40

SUMMARY ANALYSIS OF OPERATIONAL
CONCENTRATED CRIME REDUCTION PROGRAMS

Jurisdiction	Target Crime	Crime Change in Target Area After First Yr. Operation	*Crime Change in Target Area After Second Year of Operation
Baltimore County	Burglary	+7.4%	-10%
Prince George's Co.	Robbery	-11%	-19%
Montgomery Co.	Burglary	-20%	-26%
Anne Arundel Co.	Burglary	-24%	+2.3%
Salisbury	Burglary	-12.7%	-20%
Hagerstown	Burglary	+36%	-12.6%
Frederick	Burglary	-34%	+34%
Annapolis	Robbery	-50%	-43%
Takoma Park	Burglary	-25.2%	-16% (9 mos.)
Charles Co.	Burglary	+5%	-2% (3 mos.)
Howard Co.	Breaking & Entering	-17.7%	-47% (9 mos.)
Bowie	Burglary	+18%	-36% (8 mos)
Havre de Grace	Burglary	+ 4%	-4.7% (11 mos.)
Rockville	Burglary	-27%	-38%

*Change calculated over base year.

The Commission staff has also developed a planning process for Concentrated Juvenile Crime Reduction Programs. The objective of this program is to reduce and prevent the incidence of juvenile crime committed within a specific geographic area of an urban county, Baltimore City or a large municipality. The steps of this planning process are as follows:

Step 1:

Analyze the total volume of arrests and referrals by juvenile age groups and by crime committed for the selected jurisdiction. (Note: Do not include CINS activity.) The reporting period should cover at least two years with comparison as to percentage increase or decrease of juvenile arrests with breakdowns to show variations within specific age groupings and seasonal variations as appropriate. The offense categories should be limited to the following: aggravated assault; robbery; burglary; larceny; auto theft (to include unauthorized use); vandalism; and narcotic offenses relating to the sale and distribution of "hard core" narcotics. A geographic dispersion analysis by residence of offender, location of offense, or location of arrest should be performed. Information should be gathered to the extent possible on time of offense and week-day versus weekend.

Step 2:

A priority age group should be chosen from this data such as 16 to 18 year olds arrested for all relevant offenses. (However, consideration may be given to selecting all juveniles arrested for a particular offense.) Sufficient justification for either selection should be provided as a result of Step 1. The target group chosen must be such that success is attainable and of some priority within the county or municipality. For the target group selected, a three year objective should be established. In addition, benchmarks for the first two years should be set. A possible objective may be the reduction of arrests for 14 to 16 year olds by 20% for all Part I crimes, or reduction of all juvenile arrests for a specific offense.

Step 3:

Once this priority category of age group or crime is identified, a detailed analysis of the selection should be made. This analysis should provide a profile of the juvenile justice system. Data should be collected relevant to the arrest, adjudication, treatment (institutional or community) and aftercare phase of the process relating to the flow of the targeted offenders through the system.

Step 4:

An inventory should be provided describing all agencies and actions that may impact the target offense, offender, victim and geographic area. This inventory should reflect criminal justice and non-criminal justice resources. The inventory should include school, recreational, health, mental health, drug, alcohol, JSA resources and other social services and civic resources within the specific jurisdictions. A copy of the inventory should be forwarded to the Commission staff prior to completing Step 5.

Step 5:

The selection of a coordinated program mix to attack the target offenders and offenses with a maximum utilization of the criminal justice and non-criminal justice resources available should be clearly specified.

Currently, Baltimore City and Hagerstown are involved in Juvenile Concentrated Crime Reduction Programs. Generally, there has been a lack of interest in the program by other jurisdiction.

The Baltimore City Program has not completed a full year of funding; however, the program's objectives are to reduce the number of delinquent offenses in zone 21215 of Baltimore City and reduce further involvement of program participants with the juvenile court system.

The Hagerstown Juvenile Crime Reduction Program which is going into its second year of funding, is composed of a two-man Juvenile Services Bureau which handle the preliminary and follow-up investigation for the offenses of larceny, burglary, aggravated assault, robbery, auto theft, vandalism, and narcotics. Statistics kept by the Police Department indicate that the program is making a significant impact on the reduction of juvenile crime. U.C.R. crime data for the Hagerstown Police Department indicates a 40% reduction in the clearance rate of crimes committed by juveniles for 1977. The total crime rate showed a 6% crime reduction from the previous year.

In future planning, efforts by local units of government, this kind of crime specific programming should receive serious consideration in local budget allocations. In addition to developing new projects for the problems identified by the Multi-Step Planning Processes, some consideration should be given to redeploying and reallocating existing resources to areas of need as more success is demonstrated by the concentrated crime reduction programs. Even though considerable refining of the Crime Oriented Planning Process will be necessary, the substantial cooperation and coordination among agencies to date render much promise for the future of this type of planning and program development in Maryland.

PROBLEM COP-2: Inability to Recognize and Respond to Organized Criminal Activity. Statistics on the precise scope of organized criminal activity in Maryland are not fully available. As a result of the State Police Organized Crime Intelligence Unit's operations considerable data has been collected in each of Maryland's 23 counties and in Baltimore City. This data, according to the State Police, indicates that in all 24 jurisdictions organized criminal activities in the area of illegal distribution of controlled dangerous substances exist; in 16 jurisdictions organized gambling was uncovered; illegal theft rings were found to exist in 14 jurisdictions; and organized crime was found to be involved in labor disturbances in eight jurisdictions. Other crimes found to involve organized criminal activities in different areas of the State included: arson, fraud, government corruption, pornography, prostitution, loan sharking, fencing and illegal aliens. With the exception of narcotics efforts, in most parts of the state, only minimal law enforcement activity has been directed toward the area of organized crime prior to this State Police effort. It should also be noted that many people in Maryland recognize that an organized crime problem exists in the State. A public opinion survey conducted in 1974 by the Governor's Commission (based on a random sample of 1,000 people in the State) indicated that 69% of the people surveyed felt that organized crime was a problem in Maryland. This survey was recently updated in June, 1976, and indicated that 70% of the people surveyed felt that organized crime was a problem in Maryland.

This high percent of respondents indicating that organized crime is a problem is not surprising because the geographical location and makeup of Maryland are conducive to organized crime. A major seaport and an air terminal provide potential access for the import and export of illicit commodities. Commodities, both at these terminals and in the voluminous interstate commerce shipments which travel highways throughout the State, are potentially prime targets for organized crime. Both the urban corridor created by the Baltimore-Washington Metropolitan Area and the large outlays of funds which have accompanied Maryland's recent and rapid economic development are potential areas of interest to organized crime. Finally, the suppliers of illicit narcotics have permeated communities throughout the State and have contributed to the increase of drug-related crimes. All of these problems and other socio-economic conditions contribute to the possibility of an organized crime problem within the State.

Government reports dealing with organized crime on a nationwide level, such as the Task Force on Organized Crime of the National Advisory Committee on Criminal Justice Standards and Goals, characterize organized crime as:

- "1. Organized crime is a type of conspiratorial crime, sometimes involving the hierarchical coordination of a number of persons in the planning and execution of illegal acts, or in the pursuit of a legitimate objective by unlawful means. Organized crime involves continuous commitment by key members, although some individuals with specialized skills may participate only briefly in the ongoing conspiracies.
2. Organized crime has economic gain as its primary goal, though some of the participants in the conspiracy may have achievement of power or status as their objective.
3. Organized crime is not limited to patently illegal enterprises or unlawful services such as gambling, prostitution, drugs, loansharking, or racketeering. It also includes such sophisticated activities as laundering of illegal money through a legitimate business, land fraud, and computer manipulation.
4. Organized crime employs predatory tactics such as intimidation, violence, and corruption, and it appeals to greed to accomplish its objectives and preserve its gains.
5. By experience, custom, and practice, organized crime's conspiratorial groups are usually very quick and effective in controlling and disciplining their members, associates, and victims. Therefore, organized crime participants are unlikely to disassociate themselves from the conspiracies and are in the main incorrigible.
6. Organized crime is not synonymous with the Mafia or La Cosa Nostra, the most experienced, diversified, and possibly best disciplined of the conspiratorial groups.
7. Organized crime does not include terrorists dedicated to political change, although organized criminals and terrorists have some characteristics in common, including types of crimes committed and strict organizational structures."¹

¹National Advisory Committee on Criminal Justice Standards and Goals, Report of the Task Force on Organized Crime, 1977 pgs. 7 and 8.

This definition in no way implies that all crimes of an organized nature are controlled by any particular organization or ethnic group. Rather, organized crime is so large that it is beyond the total control of any one criminal element. As such, "organized criminal groups participate in any illegal activity that offers maximum profit at minimum risk of law enforcement interference."² Generally, these activities involve something the public wants badly enough to risk criminal sanctions. Providing them requires certain skills and an organization, in return for which there is great potential for profit.

Gambling, narcotics, prostitution, and pornography all meet these conditions, and supplying them is relatively free of risk. Since the public tolerates the activity, indeed a large segment demands it, there rarely is a complainant. Moreover, there is little incentive for strict law enforcement or tough judicial decisions. Even if there were, the laws are extremely difficult to enforce. Evidence is hard to come by, witnesses are scarce, and the organized crime hierarchy is insulated from implication.

Organized crime tries to achieve monopolistic control of specific activities and geographical areas in which it operates. There is some dispute over the extent of its control, however, the Organized Crime Task Force of the National Commission on Law Enforcement and the Administration of Justice states that few independent operators exist in cities where organized crime exists.³ Conversely, other sources characterize organized crime as a type of conspiratorial crime, sometimes involving the hierarchical coordination of a number of persons in the planning and execution of illegal acts, or in pursuit of a legitimate objective by unlawful means.⁴ In terms of hierarchical coordination, organized crime members may be part of a very rigid structure where each participant's role is well defined.⁵

² Kiester, Edwin, Jr., Crimes With No Victims, New York's Alliance for a Safer New York, 1972, p. 3.

³ Task Force Report: Organized Crime, Task Force on Organized Crime, The President's Commission on Law Enforcement and Administration of Justice, Washington, D. C.: U.S. Government Printing Office, 1967, p. 2.

⁴ National Task Force on Organized Crime, National Commission for the Review of Federal and State Laws Relating to Wiretapping and Electronic Surveillance, May, 1976, p. 2.

⁵ Ibid.

Certain indicators have become available which provide substantial evidence as to the nature and extent of organized criminal activity in Maryland. In addressing a meeting of the Maryland Chiefs of Police Association, the then U. S. Attorney George Beall made reference to the multimillion dollar gambling operation of a Baltimore underworld figure.⁶ In an operation of this dimension, gambling stakes are so high that no one individual is able to back all bets by himself; consequently, he has to "lay off" certain of the bets. "Laying off" requires organized financial arrangements for backing of larger bets between individuals or groups scattered throughout the country.⁷ In addition, the local bookmaker is dependent on an organized wire service. "This takes personnel--personnel in different parts of the nation because the bookie is taking bets on tracks all over the country and on sporting events occurring in various parts of the country."⁸

The high profits that are amassed from illegal gambling lead to other crimes such as extortion, where gambling debtors are coerced, often brutally, into paying their bookmaker; loan sharking, where a victim is "financed" by gambling syndicates when he runs out of funds, or a businessman is given easy credit at exorbitant interest rates; bribery; tax evasion; and drug trafficking.

Recently, Commission staff conducted an informal analysis to evaluate the impact of the legalized lottery system presently operating in Maryland on organized crime. According to the Maryland State Police's Organized Crime Intelligence Unit, legalized lottery has not had a significant effect upon the operations of Organized Crime in the State of Maryland. The rationale offered by the State Police unit is that when a legalized system of betting is implemented, the individual must go to a designated locale and place his bet. Conversely, when illegitimate means of betting are employed, the individual simply calls his bets in and payment may be delayed depending on the relationship of the participants. These variables would appear to adversely impact the legalized lottery's ability to significantly reduce the organized crime efforts in Maryland.⁹ Further evaluation is needed to determine the full effect of the lottery and other legal gambling on organized crime.

⁶ George Beall, United States Attorney, in an address before the Maryland Association of Chiefs of Police, Lord Baltimore Hotel, Baltimore, Maryland on November 21, 1970.

⁷ This information was obtained from an unpublished manuscript by Louis Scalzo, entitled "Organized Crime - Your Silent Partner." Mr. Scalzo is considered an expert on organized crime and was in the former Organized Programs Division of Law Enforcement Assistance Administration, n.d.

⁸ Ibid.

⁹ Maryland State Police Organized Crime Intelligence, September, 1976.

Of particular interest to the State of Maryland has been the inability of police agencies to restrict the activities of major narcotics and dangerous drug traffickers. Narcotic sales are organized like a legitimate importing-retailing business, distributing drugs through several levels to the street peddler. Because of potential severe penalties, organized crime appears to be less involved at the retail level, leaving that to the individual pushers.

To deal with the rising incidences of narcotic traffic, the Governor's Commission provided funds to the Maryland State Police to establish a Narcotic Task Force on June 30, 1973.¹⁰ During the project's duration, the Narcotics Task Force and Expansion personnel increased the number of charges placed against suspects relating to heroin, cocaine, LSD, and hashish offenses. A total of 657 charges were placed during the period 5/1/73 - 3/31/75. It should be noted that during the same period the unit made a total of 522 criminal arrests. During calendar year 1976, 918 charges were placed and the unit arrested 367 adults and 21 juveniles.¹¹ The State Police incorporated the 15 man Narcotic Task Force into their Intelligence Unit on June 30, 1976 following the completion of the three year funding.

In a 1971 survey of Maryland police departments, all of the major agencies indicated that criminal activities normally associated with organized crime were present in their jurisdiction, and one county, in particular, indicated that organized criminal activity was a substantial problem within its jurisdiction.¹²

Six major Maryland police departments (State Police, Baltimore City, Anne Arundel, Montgomery, Prince George's, and Baltimore Counties) currently have some form of an intelligence unit, organized and trained to investigate gambling and narcotics.¹³ Other departments have special units, but unlike the larger departments, which work independently, most of the medium size departments (80% of those polled) work in conjunction with a larger organization. The larger organizations, such as the State Police or county departments, are called in when intelligence reveals such criminal activity or there is need for assistance in carrying out a raid.

¹⁰ Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number #5036.

¹¹ Information received from Maryland State Police, May 1977.

¹² Survey of Police Departments in Maryland conducted by the Maryland Governor's Commission on Law Enforcement and the Administration of Justice and Regional Planning Agencies, updated April, 1977.

¹³ Ibid.

When asked in the 1971 survey how organized crime can be more effectively combated by law enforcement agencies, 71% responded to the question by indicating that greater cooperation among law enforcement agencies was needed, especially in the sharing of intelligence data. In addition, it was also indicated that cooperative programs were needed between local, State and Federal law enforcement agencies. There was also a consensus of opinion that the public must be made aware of the reality of the organized crime problem.

With recently expanded capability at the State Police level and in Montgomery County, and with other local police agencies, more sufficient data will be gathered on the nature and extent of organized criminal activity in the State to allow action by criminal justice officials in setting priorities. Once these priorities are defined, more specific tactical planning will be needed to insure coordination and concentration of the relatively limited resources available to combat this problem.

In attempting to combat organized crime, law enforcement agencies are hampered by other factors in addition to the lack of inter-departmental operations. One such factor is the lack of coordination between the prosecutors and the police. "The keystone of a law enforcement offensive against organized crime is the prosecutor."¹⁴ The police investigator needs legal advice and direction and the prosecutor needs the resources of an investigative unit.

The real importance of the prosecutor is the ability to complement the investigator's field work with court-controlled investigative tools--the empaneling of a grand jury, the immunizing of key witnesses, the petitioning of contempt orders, or the seeking of warrants to search and seize. Without these evidence-gathering devices, investigations will not be able to pierce the insulation of the criminal hierarchy.¹⁵

In the 1974 public opinion survey of 1,000 citizens of Maryland, 32% indicated that the best way to combat the organized crime problem is with a State-wide task force. The 1976 public opinion survey indicated that 43% saw a need for a special State-level task force to investigate and prosecute organized crime. However, Maryland lacks the necessary prosecutorial staff with State-wide or local jurisdiction, to effectively investigate and prosecute organized criminal activity that by its very nature requires lengthy, and most often, multi-jurisdictional, complex investigations.

¹⁴ Pennsylvania Crime Commission, Report on Organized Crime (Harrisburg, Pennsylvania, 1970), p. 85.

¹⁵ Ibid.

To partially address this issue, the General Assembly passed legislation in 1976 creating a State Prosecutor's Office. The State Prosecutor may investigate criminal activity conducted or committed partly in this State and partly in another jurisdiction, or which is conducted or committed in more than one political subdivision of the State. If the State Prosecutor finds that an alleged violation of the criminal law has occurred, the State Prosecutor shall make a confidential report of the findings together with any recommendations for prosecution to the state's attorney having jurisdiction to prosecute the offense. If the state's attorney, within 45 days after receipt of the State Prosecutor's finding and recommendations fails to file charges and commence prosecution in accordance with the recommendations, the State Prosecutor may prosecute those criminal offenses as established in the State Prosecutor's investigative report and recommendations.

The significance of the State Prosecutor's Office is that it represents a more coordinated approach to reduce the prevalence of organized crime. This office should complement Maryland's law enforcement agencies with court-controlled investigative tools (e.g. empaneling of a grand jury, the immunizing of key witnesses, the petitioning of contempt orders, or the seeking of warrants to search and seize). Without these evidence gathering devices, the impact of the reduction of organized crime could be hampered.

Maryland also lacks a comprehensive law, permitting under legal safeguards, mechanical or electronic surveillance by law enforcement personnel.

Organized crime encroachment into legitimate business is even more difficult to discover and to prosecute than the more salient organized crimes such as gambling and narcotics. The iceberg effect of organized crime is greater in the infiltration of business than in any other area. The National Advisory Committee on Criminal Justice Standards and Goals--Report of the Task Force on Organized Crime reports that in the Northeastern portion of the United States

"...organized crime exists in both urban and rural areas. Organized criminals in this region, many of whom are associated with traditional Mafia operations, maintain relationships with their counterparts in other States and in other countries.

Organized crime income in this region is presently invested in a variety of businesses, including liquor establishments, night-clubs, health spas, travel agencies, massage parlors, motels, real estate agencies, nursing homes, and pornographic book stores. Law

enforcement officials do not have sufficient information at this time to clearly indicate that labor unions are dominated by organized crime in the Northeast, but this area is under investigation. In short, there are no "safe" enterprises, for organized crime may choose to infiltrate and take over wherever there is a potential profit.

Gambling has long been a traditional arena for organized crime, and in one area law enforcement officials fear that there may be attempts by organized crime elements to take over any gambling operations that may be legalized in the future. As for other activities, the drug business (notably cocaine trafficking) is growing; pornography also is showing astronomical distribution profits. Loansharking is found to be tied into several other activities, including gambling, and arson and fraud are tied into insurance irregularities. There are also large, organized hijacking rings, armed robbery groups, and increasing vehicle losses, including heavy equipment. Untaxed cigarettes are another major problem. Credit card and stock frauds, sale of stolen and counterfeit securities, and the manufacture and distribution of counterfeit money are among prevalent white collar crimes."¹⁶

Unfortunately, most unsuspecting businessmen are unaware of the nature and extent of organized criminal syndicates and many "think that the only threat they face from organized crime is that of the company falling into the hands of racketeers."¹⁷ Organized crime has various methods of manipulation and outright take-over of a business and also has various methods to bilk an unsuspecting consumer.

In August, 1974, LEAA awarded the State Police through the Governor's Commission \$182,131 in discretionary funds to combat organized crime. These funds were used to augment the existing intelligence section of the department consisting of two men, with nine additional personnel. The objective of this intelligence unit in the first year was to collect and analyze intelligence data throughout the State in order to establish the necessary data base for strategic planning to impact on organized crime.

¹⁶ National Advisory Committee on Criminal Justice Standards and Goals, Report of the Task Force on Organized Crime, pg. 10.

¹⁷ Chamber of Commerce of the United States, Deskbook on Organized Crime (Washington, D. C., 1969), p. 11.

The Governor's Commission on Law Enforcement awarded third and final year funding in 1976 to continue the State Police Organized Crime Intelligence Unit. Since the project began operations 14,264 automobile suspects, business and telephone files have been developed. In addition, charges relating to organized crime have been placed by the State and local law enforcement agencies against various organized crime suspects. In addition over 791 contacts were made with other State, Federal and local law enforcement agencies. These contacts included answering requests for information and in collecting information on organized criminals in the State. Also in the time span that this grant has been operational, 208 charges were placed against individuals¹⁸ based on information supplied by the Organized Crime Intelligence Unit.

An analysis of the first two years of this program's operation conducted by Commission staff indicates that the Maryland State Police did not maintain dispositions on organized crime cases on a regular basis. In addition, although the unit now has a comprehensive definition of organized crime, it appears that this definition is not always used to decide what cases are to be investigated by the unit. The following represents the State Police definition of organized crime for cases which are handled by the Unit:

"The Organized Crime Unit investigates complaints or information developed concerning the following categories of crimes:

- a. Mafia (traditional)
- b. labor racketeering
- c. loan sharking and extortion
- d. pornography and organized prostitution
- e. corrupt practices in private industry and government, including bribery
- f. extortion
- g. infiltration or acquisition of legitimate business enterprise by force or coercive tactics
- h. organized gambling

Investigations of these crimes are limited to specific cases which manifest two or more of the following factors:

- a. conspiratorial activity involving a number of persons in the planning and execution of the crime, or in the pursuit of a legitimate objective by unlawful means.

¹⁸ Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant #6060, Quarterly Reports.

- b. conspiratorial activity in which economic gain is the primary goal of the perpetrators.
- c. the application of predatory tactics such as intimidation, extortion, violence or the threat of violence and corruption.
- d. the acquisition of power or status to achieve unlawful objectives, and to preserve such gains.
- e. continuous or the reasonable expectation of continuous unlawful activity by the principals in the conspiracy even though some individuals with special skills or resources may participate only briefly in the operation.
- f. conspiratorial activity in which the principals effectively control and discipline their own members, as well as associates and victims, in an effort to discourage or prevent them from disassociating themselves from the principals.¹⁹

In March, 1975, Montgomery County received \$195,015 in discretionary funds for the creation of an effective Organized Crime Section to collect intelligence data in conjunction with the Maryland State Police.

During the first 18 months of operation of this project, 5,000 card files were developed detailing organized crime in Maryland. Even though the Organized Crime Section is in Montgomery County, this does not preclude them from investigating and coordinating efforts with the State Police in regard to the development of card files. Each card contains either a suspect's name, or automobile license number of a suspected organized crime figure, or the name of a business suspected of having organized crime connection. These cards are in alphabetical and numerical order. In the second year of operation, the unit should cross-reference this card system into subcategories such as business, suspects, and automobiles. Also during the first year of operation, monthly meetings and daily phone contacts were made with the State Police to exchange information on organized crime. All information obtained by project personnel on organized crime in Montgomery County was turned over to the Maryland State Police. In addition, investigators assigned to the Organized Crime Unit conducted over 3,342 hours of activity relating to organized crime.

¹⁹Information received from State Police, April, 1977.

The chief weakness of this project in the first grant year (18 months) of operation was the lack of dispositional data received on organized crime cases referred for local prosecution. Organized Crime Unit Personnel should institute a system with local prosecution officials that would allow the unit to receive dispositions on cases submitted to the office for prosecution. The program was refunded in September, 1976 for 18 months in the amount of \$397,825.

During the second grant period, Montgomery County supported an extensive evaluation of the first grant year's operations. The evaluation was critical of the project's operation in terms of the project's commitment to the original documented need (intelligence gathering) and the continued staff re-assignments (turnover), in the project. The project was redesigned based on some of the consultant's comments which appear to have strengthened the program. Quarterly reports submitted during the second grant period reveal greater emphasis on business fraud and intelligence gathering.

It is hoped that the enlarged State Police Unit, with the cooperation and assistance of the Montgomery County Police Department as well as other local police agencies, will be able to gather sufficient information on the nature, extent, and location of organized crime activities in Maryland to allow pertinent criminal justice officials to begin setting priorities on specific crimes (activities) and locations to be concentrated upon. Once these priorities and targets are defined, more specific tactical planning will be needed to insure coordination and concentration of limited resources available to combat this problem.

It is an understatement to report that the detection, prosecution, and prevention of organized crime on the local level is a difficult task. Local agencies, city or county, are limited by jurisdictional restrictions, lack of highly trained specialists, and limited information on the nature and extent of the organized crime problem. Although Maryland police departments try to deal with the small-scale manifestations of the organized crime problem, such as street level narcotics, hijacking, gambling, auto theft, and vice, a thorough attack on organized crime is beyond the capabilities of the local police. Maryland also lacks complete State-wide coordination of criminal intelligence, enforcement, and prosecution in relation to organized crime; however, it is envisioned that the grant to the State Police to gather data on organized crime will reduce this problem.

In late 1974, the President's Commission on Law Enforcement and Administration of Justice-Task Force on Organized Crime established subcommittees to review standards and goals presented by the National Advisory Commission and other professional organizations (ABA, IACP, and ACA).

In December of 1976, the National Advisory Committee on Criminal Justice Standards and Goals published standards on Organized Crime.²⁰ This "Report of the Task Force on Organized Crime" contains over 70 recommended standards in the following areas: Organized Crime and Corruption; Executive and Legislative Responsibilities; Private Citizen Involvement; Business, Industry and Professional Community Involvement; Regulatory and Administrative Agencies; Intelligence Units; Investigation and Prosecution; Post-Trial Procedures; and Training and Education. The Commission staff is in the process of reviewing these standards to determine applicability and compliance in Maryland. Although the review is not completed, it appears that Maryland is in compliance with the standards on Organized Crime Prevention Councils,²¹ Political Campaign Financing,²² Financial and Professional Disclosure Requirements,²³ Regulation of Corporate and Fictitious Name Organizations,²⁴ Organized Crime Intelligence Unit Operations,²⁵ Access to Files and Dissemination of Information,²⁶ and Use of Dispositions²⁷. Standards recommended by the National Advisory Committee which Maryland may not fully comply with at present include: Non-Political Prosecutors²⁸, Judicial Selection and Removal,²⁹ and State and Local Organized Crime Intelligence Unit.³⁰ When the staff analysis is completed for all of the Organized Crime Standards, the Commission's Organized Crime Prevention Council will study the standards and develop recommendations for the Commission's consideration. This process is not expected to be completed until 1979. The analysis and resulting recommendations should substantially provide policy direction and operating agency procedures to the agencies in Maryland dealing with the Organized Crime program.

²⁰ National Advisory Committee on Criminal Justice Standards and Goals, "Report of the Task Force on Organized Crime", (U.S. Government Printing Office, Washington, D.C. 1976).

²¹ Organized Crime Standard 1.1

²² Organized Crime Standard 1.5

²³ Organized Crime Standard 1.6

²⁴ Organized Crime Standard 5.6

²⁵ Organized Crime Standard 6.4

²⁶ Organized Crime Standard 6.5

²⁷ Organized Crime Standard 7.7

²⁸ Organized Crime Standard 1.3

²⁹ Organized Crime Standard 1.4

³⁰ Organized Crime Standards 6.1 and 6.2

. In responding to the question in the Commission's 1971 Police Survey which asked how can organized crime be more effectively combated, the majority of law enforcement agencies replied by stating that a State-wide task force with State-wide jurisdiction was needed if an effective effort was to be made to combat crime of an organized nature.

Such a task force should have sufficient personnel to allow for in-depth investigations into organized crime. The task force should ultimately be composed of prosecutors, criminal investigators, accountants, tax specialists, and sufficient clerical staff. A legislative proposal by the Maryland Attorney General to set up an organized crime strike force was not approved in the 1974 session of the Maryland General Assembly. Additional planning is necessary to further define the role and composition of a State level organized crime task force. The Organized Crime Prevention Council of the Commission has recommended that such a task force be formed. The new State prosecutor could be the focal point of such a task force.

Even without a State task force, there are many things that can be done at the State level to attack organized crime using current laws and agencies that do exist. Among the agencies which could be involved in this effort are the State Law Department, the Comptroller of the Treasury, the Department of Public Safety and Correctional Services, and the Department of Licensing and Regulation. In this regard, it should be noted that often civil proceedings and licensing laws can be more effective in controlling organized crime than criminal law enforcement.

It is hoped that the information generated as a result of the recently funded organized crime intelligence gathering projects will be of great value in determining the nature, scope, and extent of organized crime activities in Maryland and will provide the data base necessary for tactical efforts aimed at investigation, prosecution, and suppression of organized criminal activities.

²¹Police Survey, 1971.

PROBLEM CON-1: Need for Improved Architectural Design, Work Space, and Physical Condition of Facilities for Criminal Justice Programs.

A. Introduction

The state of repair and physical area of a building and its component parts (e.g., offices, sections) can have an impact on employee morale and system effectiveness, as well as on the willingness of citizens to participate or cooperate with criminal justice programs and procedures. For instance, cramped workspace for staff or activity areas for clients, especially if coupled with the situation of deteriorated physical surroundings, can lead to low morale which, in turn, can result in less than optimal work efficiency on the part of staff or willingness to participate in programs by clients.

In addition to having an impact on individual clients and staff members of an organization, the adequacy of a building, especially its architectural design, plays a major role in the functioning of the entire organization. Limited space and inadequacies in floor plan design can have a negative impact on such aspects of program operation as the efficiency of work flow, and the ability of managers to supervise their employees or staff to supervise clients, and the degree of communication among staff and between staff and clients. In fact, the inadequacies of facilities can make some programs and projects impossible to operate.

Inadequacies in facilities is a problem for all functional areas of the criminal justice system in Maryland. In addition to needs for renovation of certain facilities and to build to replace others, there is the need in some instances for entirely new design concepts so as to implement new and potentially valuable approaches to coping with the problems of crime and delinquency. There also is a need to consider new and different uses of existing facilities, including those of non-criminal justice organizations such as colleges. Inadequacies in facilities is a problem for all functional areas of the criminal justice system in Maryland.

B. Detection, Investigation and Apprehension

The inadequate size of local law enforcement agency buildings or offices can affect the day-to-day operations of these organizations. A police department may, for example, be unable to modernize its communications equipment because the size of the building limits available offices and places a high premium on the little space that is available. Officers may be unable to conduct interrogations and interviews in private due to the lack of office space. Prisoners may be detained in public view because the building is not large enough to provide for more private detention facilities.

During 1975, technical assistance through the National Clearinghouse for Criminal Justice Architecture and Design was provided to the Hagerstown Police Department. The technical assistance revealed that an old railroad station was usable as a police facility and recommended various interior arrangements in accordance with departmental needs. The City of Hagerstown purchased the structure with plans to renovate for use as the police headquarters. The Appalachian Regional Planning Council awarded funds through LEAA to Hagerstown to complete these renovations to provide sufficient facilities to the police department. The original Appalachian Regional Planning Council award of 1976 was supplemented by an additional award in 1978 necessitated by cost over-runs.

A review of Table V-41 indicates that 42 out of 79 police facilities surveyed by the Commission's 1971 police survey and updated in 1976, were found to have inadequate floor space for effective operations. One department has had to scatter various subsections, such as records and communications, through several municipal buildings due to lack of space. It should be noted that when this survey was first conducted in 1971, only 37 percent of the facilities were rated as having sufficient floor space, whereas in the latest survey this has increased to 47 percent. Although this improvement is encouraging, it still indicates a need for better facilities. The problem of insufficient floor space exists in a majority of the police departments throughout the State.

C. Adjudication

Inadequate space and facilities appear to be problems for several courts in the State. In addition, many of the court-related services, such as pretrial release, probation, and court medical services lack space within which to expand.

Although several new facilities have been built or acquired by the District Court, operations are hampered by less than adequate facilities in Baltimore City, urban counties, and non-urban counties. Space for counsel to confer with clients and witnesses is not available. Additional courtrooms are needed in many other jurisdictions.

In 1975, the Governor's Commission on Law Enforcement and the Administration of Justice funded a grant to Baltimore City for a consultant/architect to study the old Post Office Building to determine its feasibility as a criminal court complex for use by the Supreme Bench and allied court services. The consultant studied the entire court function including security, location linkages,

TABLE V-41

AGE, CONDITION, AND FLOOR SPACE OF
BUILDINGS UTILIZED BY LAW ENFORCEMENT AGENCIES BY
JURISDICTION

1976

TYPE OF JURISDICTION	AGE OF BUILDING						CONDITION OF BUILDING				FLOOR SPACE	
	0-9	10-14	15-19	20-29	30-39	40+	Excellent	Good	Fair	Dilapidated	Sufficient	Insufficient
Baltimore City	1	...	6	...	...	3	1	8	...	1	9	1
Large Municipalities	1	...	...	1	...	4	1	3	2	...	1	5
Small Municipalities	11	1	5	4	6	20	12	18	16	1	18	29
Urban Counties	2	3	1	2	1	3	2	5	5	...	7	5
Non-Urban Counties	2	...	...	1	...	1	1	1	2	...	2	2
TOTAL	17	4	12	8	7	31	17	35	25	2	37	42

SOURCE: Survey of Police Departments in Maryland conducted by the Maryland Governor's Commission on Law Enforcement and the Administration of Justice, and staff of the regional planning board, May-July, 1971 and updated information as available.

sequence of operations, space requirements, engineering solutions, and cost estimates.¹ The facility was found to be acceptable for court usage, and following renovation, the Supreme Bench began use of the building for criminal court activities in the Spring of 1978.

Of the three urban counties responding to the 1971 Circuit Court Survey (Prince George's, Anne Arundel, and Baltimore Counties), all three stated that courtroom space and facilities were less than adequate; two of these counties, however, have constructed new courthouses and the other county has begun feasibility studies on building a new courthouse. Seven of the 15 non-urban counties responding claimed that space and facilities currently existing in the county circuit courthouse were inadequate. Baltimore City also indicated that its courthouse facilities were inadequate.² Carroll and Frederick Counties are planning to construct new courthouse facilities to provide additional space. Due to the increase of volume at the District Court level, several auxiliary buildings are presently planned for throughout the State.

A similar problem exists for prosecutors throughout the State. Seven of the 18 state's attorneys' offices in non-urban counties responded negatively to the question of adequate space for personnel, filing and storage. All four of the urban counties plus Baltimore City responded that such space and facilities were totally inadequate. Of the 19 non-urban state's attorneys, seven were located in their private offices, ten are located in the circuit courthouses, and two in some other public buildings.³

The Baltimore County State's Attorney has been allocated additional office space in the old County Courthouse building made available due to the movement of court personnel to the recently constructed new Courthouse facility. The State's Attorney has relocated to this new space.

The State-wide Public Defender System has located offices in each of the twelve districts throughout the State. The central office for the Public Defender is located in Baltimore City. The Public Defender indicates that a critical need for additional space exists at the central office. Adequate space is not available to support the activities of the administrative staff and to provide interviews and case preparation areas for the legal staff.

¹Governor's Commission on Law Enforcement Grant #5030-CON-1.

²Circuit Court Survey, 1971 and selected updated information.

³State's Attorney's and Circuit Court Survey, 1971 and selected updated information.

It is evident that in many jurisdictions throughout the State there is a lack of space and facilities for the court and court-related services. Some jurisdictions are in the process of constructing new facilities, others are renovating and expanding old structures, while still others are not facing the problem at all. It must be remembered that caseloads and court-related services are expanding. Many non-urban and urban counties are expanding quickly in population. Whatever is done with regard to improving and expanding courthouses and office space should be carefully planned and designed. Space and facility needs studies could possibly help to avoid costly repairs and renovations which may be necessary in the not too distant future. Such studies can also help design facilities which aid in the efficiency of the judicial operations. Consideration should be given to such surveys in all areas of the State.

D. Adult Rehabilitation

The architectural design of penal institutions has reflected the correctional philosophy of the times during which they were constructed. The original eighteenth century concepts of hard labor, imprisonments and punishment led to large state structures for the handling of criminals. These penitentiaries and reformatories were constructed to provide hard labor and isolation as punishment for individuals guilty of a crime. Present correctional objectives and the practical application of the rehabilitative process calls for the institution to serve not so much as a place of penance and hard labor, but as a treatment facility designed to rehabilitate as many offenders as possible.⁴ The existing penal institutions are a source of frustration to modern correctional administrators and have handicapped rehabilitation efforts. The American Correctional Association has suggested that:

.....there is no possibility of realizing any general and widespread success in introducing the methods and practices of rehabilitation ... until the physical plant of our correctional institution is brought into basic harmony with the assumptions and requirements of the philosophy of rehabilitation.⁵

In Maryland, the State Division of Correction has suffered from the limitations imposed by its facilities. The physical structure of prisons built in the 1800's makes it hard to operate

⁴American Correctional Association, Manual of Correctional Standards (Fifth Edition), 1969, p. 327, 329.

⁵Ibid., p. 329.

programs. Additionally, overcrowding has, in some cases, frustrated attempts to initiate meaningful programs. Table V-42 gives a breakdown of the rated capacity, annual average daily population, and over-capacity by institution. As illustrated in this Table, State facilities are housing over 1,700 persons in excess of their American Correctional Association rated capacity.

As noted in Problem Description COR-2 - Insufficient Screening, Diagnostic and Classification Capabilities for Adult Offenders, the Division of Correction has received Law Enforcement Assistance Administration technical assistance for the purpose of reviewing the Reception and Classification Center operation. The consultant noted the following problems:

1. impossibility under the present physical structure to completely isolate the Center's inmates from the Penitentiary's inmates;⁶
2. limitations on expansion of staff officers; lack of multi-purpose rooms for small and large groups;⁷
3. budget and staff limitations;⁸
4. overtaxing staff and physical facilities.⁹

The Division's annual report indicated that "up to the present time, owing to...(limited)...operating space and equipment, the [Reception] Center has been conducted principally as a receiving installation...."¹⁰ The Center staff is solely responsible for the initial assignment of all inmates in the Maryland correctional system. In April, 1977, construction of a new reception center on grounds adjacent to the present site began. Although occupancy was expected to occur in November, 1979, several difficulties have arisen and the expected completion date is now January, 1980. As of June, 1978, the foundation of the structure has been completed.

⁶J. Kerry Rice, Report of Consultation, Maryland Reception and Diagnostic Center, Law Enforcement Assistance Administration Technical Assistance Contract, No. J-LEAA-015-71, July 13, 1971, p. 10.

⁷Ibid.

⁸Ibid., p. 329.

⁹Ibid., p. 13.

¹⁰Maryland Division of Correction, Forty-Second Report, Fiscal Years, 1968 and 1969, p. 12.

TABLE V-42

DIVISION OF CORRECTION
INSTITUTIONAL RATED CAPACITY AND POPULATIONS
FOR FISCAL 1978

INSTITUTION	CAPACITY*	ACA RATED** CAPACITY	ANNUAL AVERAGE DAILY POPULATION	POPULATION OVER/UNDER CAPACITY	
				DOC RATED	ACA RATED
Maryland Penitentiary Including Reception Center (Max. Security)	1531	1003	1479	-52	+476
Maryland House of Corrections (Med. Security)	1703	912	1697	-6	+785
Maryland Correctional Institution - Hagerstown	951	598	936	-15	+338
Maryland Correctional Training Center	1627	1407	1433	+196	-26
Maryland Correctional Institute for Women	249	249	225	+24	+24
Correctional Camps (Min. Security)	1530	1211	1512	+18	+301

*As determined by the Division of Correction.

**As determined by the American Correctional Association.

Problem Area COR-3 describes the inadequacies of presently operated State institutions. The Master Plan for Corrections, Phase I report submitted to the General Assembly also provided a complete description of the inadequacies of the facilities. On December 1, 1976, the State correctional system had a total assigned inmate population or bed need of 8,064 (6,957 housed in State institutions and 1,107 in local jails). On that date, 977 additional beds were needed to house offenders waiting to enter the State system and 2,062 additional beds were needed to eliminate overcrowding within existing State institutions (7,087 total effective beds, less the 5,025 ACA rated inmate bed capacity). The Master Plan also provides information regarding the projected correctional bed deficit if no additional beds are added. The deficit would increase from 3,039 in December, 1976, to 4,319 by January, 1982. Based upon the current and projected deficit figures, several recommendations regarding acquisition of additional beds are provided in the Master Plan. Recommendations include the following:

1. conversion of the existing minimum security Camp Center at Jessup to a medium security facility;
2. placement of a medium security, prefabricated Emergency Housing Unit in the Hagerstown complex;
3. acquisition and conversion of a 25 acre tract located at 3500 East Biddle Street in Baltimore City to provide 640 medium and 250 minimum security beds; (The site for the new facility was changed in the 1978 General Assembly from Biddle Street to Fort Armstead, the capacity remains the same.)
4. construction of a 500 bed medium capacity annex at the Jessup complex.

In summary, the Master Plan proposes actions which would meet the entire projected inmate population increase while at the same time eliminating the use of local jails for State inmates and further reducing the current overcrowding in State facilities by approximately 28%.

The projections made in the Phase I plan appear to have been fairly accurate, however, subsequent events have significantly changed the projected correctional needs. In three civil suits filed in the U.S. District Court, Division of Correction inmates have alleged conditions of confinement to be unconstitutional. The Court rulings in these suits resulted in prohibition of State sentenced inmates being housed in Baltimore City Jail, a reduction in the House of Correction and Penitentiary populations by approximately eleven hundred inmates, and improvement in various programs offered inmates. The full effect of these rulings has not yet been determined, however, one effect is an increase in the projected 1982 bed deficit by approximately 547 beds.

The limitations of the physical plant and overcrowding have been recognized as detrimental to correctional rehabilitation. The Department of Public Safety and Correctional Services has recognized that one approach to alleviating these problems is through the development of a community corrections system that would, to the maximum extent possible, locate the offender within his community. The Community Corrections Committee of the Governor's Commission on Law Enforcement and the Administration of Justice has recommended a system of "programs and facilities culminating with all adjudicated offenders not requiring maximum security being maintained and rehabilitated in their respective communities."¹¹ Such a system would reduce the numbers of offenders coming into the State central institutions. The State facilities needed for the system would be small community-based institutions with a maximum capacity of about 108. The facilities would operate on a county or regional basis based on population requirements. Community correctional facilities would house offenders with short sentences, or pre-release status, and those awaiting trial for extended periods of time.

Legislation effective on July 1, 1972, authorized the Commissioner of Correction, with the approval of the Secretary of Public Safety and Correctional Services, to lease, operate and/or purchase any facility for use as a community correction center. The Commissioner was also authorized to provide pretrial detention services on contract from local jurisdictions and to contract for community-based programs with local jurisdictions and private parties.¹²

At present, only six centers in Baltimore City are operational with several urban county and Baltimore City sites in the developmental stages. Three of the centers (St. Ambrose, 920 Greenmount Avenue, and City Jail Work Release) are State operated and the other two operate under State contracts. With the exception of one private center, all programs began operation under funding by the Governor's Commission on Law Enforcement.

In the past three years, several possible sites identified by the Division of Correction have been rejected by the local governmental authorities. Lack of community acceptance for site selection has been the major difficulty in implementing community corrections. In an effort to overcome past problems experienced in attempting to establish community corrections centers, new legislation was enacted

¹¹Report of the Community Corrections Committee, p. 15.

¹²Maryland Annotated Code, Article 27, Section 706.

in the 1976 legislative session. The new legislation calls for the Department of Public Safety and Correctional Services to develop and publish the guidelines to be used in determining locations in need of community facilities and, if the local government does not furnish a location for the institution in eighteen months, the Department is empowered to establish the location in that geographic area. The new legislation also requires 25 percent of the construction costs to be borne by the local government.¹³ A new problem with the new legislation is the fact that a unit of local government can refuse to pay the 25 percent and possibly block the placement of the center.

In response to the recent legislation regarding Community Adult Rehabilitation Centers, the Secretary of Public Safety and Correctional Services certified a five year need for 382 additional Community Adult Rehabilitation Center beds as follows: Anne Arundel County - 38 beds; Baltimore City - 244 beds; Baltimore County - 23 beds (plus an additional 57 for locally committed offenders); and Prince George's County - 77 beds.

Article 27, §706, as rewritten by the General Assembly in 1976, provides that these subdivisions have eighteen months to submit proposed sites for these beds, together with plans for the acquisition or construction of facilities on them in accordance with the standards adopted by the Secretary. In recent months the Division of Correction has worked with representatives in the political subdivisions with certified bed needs and are reporting progress in site selection and plan development in Prince George's County and in Baltimore City. In Prince George's County a site has been selected and architectural plans are being developed. In Baltimore City, three sites have been identified, zoned, and are in final stages of development leaving a need for two additional sites. Little progress has been made in the remaining counties with currently certified needs.¹⁴

The local jails in Maryland traditionally have served the function of holding both suspected offenders awaiting trial and offenders serving short sentences. Because of their accessibility to the surrounding community, local jails have become the "catch-all" for individuals who cannot be housed or controlled through other agencies or facilities. Alcoholics, mentally disturbed persons, and juveniles are incarcerated with criminals serving sentences. This problem is significantly compounded by the back-up of State sentenced offenders in local facilities. The limitations of local financing and antiquated

¹³Laws of Maryland, 1976, Chapter 234.

¹⁴Information supplied by the Division of Correction, June, 1978.

physical facilities, in many cases, prevent local institutions from providing necessary segregation by age, legal status, and seriousness of offense. The housing of juveniles near or with adult criminals, and accused persons with convicted offenders may be detrimental to the rehabilitation process of adjudicated offenders on the one hand, and may further the criminal education of juveniles and accused persons, on the other. In Maryland, the housing of juveniles with adults is inconsistent with the law (see Problem Area JD-4).

The jails throughout Maryland are operated by local units of government; however, they remain subject to minimum standards set by the State Jail Programming and Inspection Officer of the Division of Correction. In a special report to the Legislative Committee on Prison Administration, the State Jail Inspector reports:

"On inspections of the various jails and lockups in the State of Maryland within the last year, I have become very impressed over the job that the wardens and sheriffs throughout the State are trying to do under very adverse circumstances and lack of physical facilities. Unfortunately, the jail has been considered for some time as the last facility that receives any attention regarding the needs of inmates. In most cases, the County Commissioners or other persons who make budgetary allocations are reluctant to provide funds for the basic needs of the jail and are not prone to spend any funds for any correctional programs. Many of our jails are operating on what is call a 'residency' type of operation and have been operating in this manner for some 50, 60, and even in some cases, 75 years. Residency operations are where the sheriff and his wife alone operate the jail facility."¹⁵

The Governor's Commission on Law Enforcement and the Administration of Justice has adopted a standard relating to the incarcerated person's right to healthful surroundings. This standard specifies minimum requirements for physical plant facilities and advocates annual safety and sanitation inspections. (See Goals, Standards, and Objectives Chapter, COR-3.)

State legislation and the development of a system of State psychiatric institutions have removed emotionally disturbed persons from the local jails. In 1969, the Legislature, in the "Comprehensive Intoxication and Alcoholism Control Act," also recognized that traditional procedures for "dealing with public inebriates as criminals has proved expensive, burdensome and futile" and designated alcoholics as sick persons.¹⁶

¹⁵Maryland Division of Correction, State Jail Programming and Inspection Officer, Special Report to the Legislative Committee Prison Administration, 1969. Updated September, 1976. Interview with Mr. Joseph Egeberg, Jail Inspection and Programming Officer.

¹⁶Maryland Governor's Commission on Law Enforcement and the Administration of Justice Grant #214-CON-1-STS-F.

The legislation established an Alcoholism Control Administration under the State Department of Mental Hygiene with the responsibility for preparing a comprehensive alcoholism plan.¹⁷ Detoxification units, as defined by Article 2C, Section 302 of the Maryland Annotated Code (1969 Replacement Volume and Supplement), are to be "open 24 hours every . . . conveniently located in population centers . . . (to) provide appropriate medical services for intoxicated persons, including initial examination, diagnosis and classification."¹⁸ To date, however, sufficient funding has not been provided to develop a State-wide system of detoxification centers. However, proposals have been funded to the Division of Correction and the Division of Parole and Probation for counseling services to incarcerated alcoholic offenders and offenders on parole and probation.

The Baltimore City Jail has a maximum capacity of approximately 958 beds. Juveniles, women, homosexuals, and Federal prisoners are routinely kept separate from normal adult male prisoners. The facilities provide segregation of juveniles in a separate wing of the facilities. Additionally, the Baltimore City Jail separates felons from misdemeanants, and sentenced from those awaiting trial. The jail has a 40-bed hospital facility to separate the sick from the general prisoner population.¹⁹

A Reception, Diagnostic and Classification Center, funded under a grant from the Governor's Commission on Law Enforcement and the Administration of Justice has been implemented at the Baltimore City Jail. This project provides for more thorough evaluation and placement of detainees at the City Jail.

The Baltimore City Jail has experienced some difficulties in segregating offenders by age, legal status, and seriousness of offense in times of overcrowding. Adequate segregation of prisoners was hampered by the necessity to overcrowd the existing facilities.²⁰ Table V-43 shows the county facilities' maximum capacities as specified in reports of the State Jail Inspector. Pre-trial release and recognition programs had helped to contain the City Jail population but the population exceeded its single cell capacity and in a recent Federal court ruling the population was ordered reduced to the 950 maximum.

¹⁷Maryland Annotated Code (1957 Edition and Cumulative Supplements), Article 2C, Section 101-501.

¹⁸Ibid.

¹⁹Local Jail Survey, June, 1971.

²⁰Region V Criminal Justice Planning Board, "Problem Descriptions," August, 1971.

TABLE V-43

COUNTY FACILITY MAXIMUM CAPACITY
1978

COUNTY AND REGION	1978 MAXIMUM CAPACITY
<u>Region I</u>	
Caroline	24
Cecil	70
Dorchester	64
Kent	33
Queen Anne	20
Somerset	28
Talbot	60
Wicomico	76
Worcester	57
<u>Region II</u>	
Calvert	14
Charles	33
St. Mary's	35
<u>Region III</u>	
Allegany	78
Carroll	36
Frederick	77
Garrett	67
Washington	106
<u>Region IV</u>	
Montgomery	272
Prince George's	201
<u>Region V</u>	
Anne Arundel	218
Baltimore City	950
Baltimore County	243
Harford	160
Howard	38
STATE TOTALS	2,960

SOURCE: Jail Programming and Inspection Office, July, 1978.

The urban county detention centers and Baltimore City Jail are generally thought to provide better classification and programming than is likely to be found in Maryland's other jails. In these institutions procedures are generally found to exist which identify inmates needing specialized care for mental and/or physical infirmities at time of intake. However, urban and non-urban jails suffer equally from a lack of space which can be devoted to care and treatment of inmates. Similarly urban and non-urban jails suffer equally from a lack of space for inmate recreational activity. Visitation is severely limited in urban as well as non-urban centers. In summary, urban jails offer more complete programming than is generally offered in non-urban jails but the need for additional space in all jurisdictions, urban and non-urban, is severe.

Although legislative provisions have been enacted to provide for separate accommodations within local institutions, the limitation of local financing and lack of physical facilities has hindered the implementation of these minimum segregation standards. The Jail Programming and Inspection Officer's reports indicate that the majority of jails in non-urban counties were built before 1900 and lack adequate physical facilities for the segregation of inmates.²¹

A major concern to be considered when plans are being made to remedy current correctional deficiencies is the age of the facility and the feasibility of renovation. Age and concept of facility design do not necessarily constitute cause for facilities being declared obsolete. However, most older facilities would be extremely costly to renovate and in most instances are not considered worth such investments of capital. The fact that a correctional facility is of recent vintage does not guarantee its adequacy. The most recently constructed facility in Maryland (Prince George's County Detention Center completed in 1977) is overcrowded and lacks treatment programming capability to such an extent that it is considered inadequate. However, using age of the facility as a general guide, one can surmise that the majority of local correctional facilities are of such an age and would require such an expenditure for a major renovation that replacement is

²¹Kent County Jail Inspection Report indicates that the "institution was built in 1884, and no major renovations since that time." Queen Anne's County Jail Inspection Report adds "that facility is considered unsatisfactory for the incarceration of juveniles and females. It is highly impractical and almost impossible to provide adequate segregation." Finally, the Caroline County Jail Report concludes that "proper segregation for the incarceration of juveniles and females is considered unsatisfactory." Updated March, 1977, Interview with Mr. Robert Clark, Jail Inspection and Programming Office.

necessary. Nine of the twenty-four local correctional facilities were constructed prior to 1900 and five others were completed in the first decade of this century. Several of these facilities have undergone significant renovation since originally constructed. Correctional facilities constructed in the eighteenth and early nineteenth centuries were designed to provide punishment to inmates and allow the inmate to reflect upon past misdeeds. The concept upon which the facilities were designed has changed significantly in recent years. The change in correctional philosophy is more than innovative, court decisions have declared facilities designed under previous concepts inadequate:

What was once, in our past, not cruel and unusual punishment may well be considered unacceptable punishment today because of what the United States Supreme Court has called "the evolving standards of decency that mark the progress of a maturing society." Trop v. Dulles, 365 U.S. 85 (1958).²²

The State Jail Inspector has noted that none of the 24 jails conform to all the minimum standards and that conditions in 13 of them justify their immediate closing.²³ Although some of these jails have improved their facilities, they do not meet all of the established minimum jail standards. While current conditions in the jails are not adequate, several counties are in the process of planning for construction of new facilities and the matter of financing construction will become a significant problem for State and local government in the near future. The currently operative minimum standards have been under revision for several years. Failure to approve revised standards in the near future will result in construction of new jails which meet out of date State standards but fall short of meeting nationally accepted standards. The urgency of the need for new standards is made obvious when one observes that four new jails were approved for State/local funding in 1977 and five others in 1978. State level leadership in dealing with local jail problems has also suffered in that the original community corrections plan and previous community corrections legislation contained provisions for partially alleviating local facility problems (i.e., restricting intake to short-term pretrial, sharing local facilities among jurisdictions, and reorganization); however, the new law does not provide for these approaches.

The U.S. Department of Commerce provided funding for public works construction projects in 1976 through the Economic Development Administration. The requirements for funding of projects through the EDA were

²²National Clearinghouse for Criminal Justice Planning and Architecture, The High Cost of Building Unconstitutional Jails (Champaign, Ill.: University of Illinois, 1977), p. 6.

²³Mr. Robert Clark, Jail Inspection and Programming Office, March, 1977.

TABLE V-44

YEAR OF CONSTRUCTION^a

LOCATION OF CORRECTIONAL CENTER	YEAR CONSTRUCTION COMPLETED
Baltimore City	1859
Frederick	1871*
Cecil	1875*
Howard	1878*
Talbot	1881
Dorchester	1883
Washington	1884*
Kent	1884*
Worcester	1895*
Charles	1900 (est.)*
Somerset	1904
Garrett	1905*
Caroline	1905*
Queen Anne's	1908*
Wicomico	1935
St. Mary's	1945*
Calvert	1955*
Baltimore County	1957*
Montgomery	1961
Anne Arundel	1967
Allegany	1969
Carroll	1971
Harford	1973
Prince George's	1977

NOTE: ^aInformation obtained from Governor's Commission on Law Enforcement and the Administration of Justice Jail Survey.

*New construction in process or being planned.

quite restrictive and resulted in the award of construction money for only one jail (Garrett) although several applications were submitted. It is anticipated that the EDA funding will be increased in the next year and it is hoped that several needed correctional facilities will receive funding.

E. Needs of Juvenile Facilities

The State Juvenile Services Administration has indicated the need for the construction or acquisition and renovation of additional facili-

ties throughout the State including additional group home spaces. Given recent low occupancy rates of a number of grant funded group homes, the Commission has reserved funds for a State-wide study to examine the current utilization of beds and further explore the need for and location of future homes. Juvenile Services also proposes an expansion in the number of shelter care beds and non-residential services presently available.

The Juvenile Services Administration has advocated a variety of alternatives to institutionalization. Currently, through the purchase of services from private child care facilities and the development of their own facilities, the Administration has available a limited amount of group home placements, single-family specialized foster care facilities, and non-secure residential treatment facilities. These efforts have demonstrated the need for additional facilities throughout the State because of advantages children receive in small community-based facilities. This matter is discussed in considerable detail in the JD-4 Problem Area.

As of January, 1974, Children in Need of Supervision (CINS) could not be institutionalized in State training schools, but instead rely upon community diagnostic and treatment resources. The passage of this law resulted in the aggressive development of community-based facilities in the State.

The need for treatment housing alternatives is great in Maryland. This is due, in part, to the increase in the number of juvenile court referrals in recent years. Total cases referred to the Juvenile Services Administration increased from 19,782 in fiscal year 1968 to 50,702 in fiscal year 1977; an increase of 156%.²⁴ In planning for facility requirements, paramount importance should be given to the development and increased utilization of a variety of community-based programs as alternatives to institutionalization. This includes careful analysis of the utilization of intervention by various community services such as the police, the courts, diversion programs, social services agencies, community mental health facilities, and probation and aftercare services in order to provide the basis for more effective and efficient treatment within the community.

Maryland statute provides that after January 1, 1978, a child alleged to be delinquent may not be detained in a jail or other facility for the detention of adults, or in a facility in which children who have been adjudicated delinquent are detained.²⁵ Adequate detention facilities will have to be developed to meet this mandate. This issue is discussed in considerable detail in the JD-2 Problem Area.

²⁴ Juvenile Services Administration, Annual Report, 1977.

²⁵ Courts and Judicial Proceedings Article, Annotated Code of Maryland Title 3, Subtitle 8, Section 3-815.

The State Jail Programming and Inspection Officer has developed minimum standards with regard to separate housing:

Distinct separation of sexes shall be provided, preferably beyond sound and sight of each other at all times; all juveniles shall be kept apart from adult prisoners, regardless of charge or disposition, and separation shall be complete from adult offenders or as distinct as feasible under existing conditions; and persons serving sentences, awaiting sentence, appeal, transfer, or under detainer, shall be separated from those awaiting trial, whenever it is possible to do so.²⁶

On a national level, the President's Commission on Law Enforcement and the Administration of Justice made a similar recommendation. The President's Commission suggested that "separate detention facilities should be provided for juveniles."²⁷

The Federal guidelines for the implementation of the Juvenile Justice and Delinquency Prevention Act of 1974²⁸ requires that juveniles alleged to be or found to be delinquent shall not be detained or confined in any institution in which they have regular contact with adult persons incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges.

Presently, the Administration detains alleged and adjudicated delinquent youths at the Maryland Training School for Boys, the Montrose School, Boys' Village, and Waxter Center, the Cumberland Detention Center and the Maryland Children's Center (the latter facility is used only for diagnostic and evaluative purposes and is the only secure facility that admits status offenders). All these facilities (with the exception of Cumberland) are located in the central part of the State which can create problems for local authorities required to transport juveniles from other areas of the State. Furthermore, Juvenile Services has plans to develop an eight to ten bed holdover facility on the grounds of Eastern Shore State Hospital. A 15 bed detention center is now in process of construction in Kent County. A 30 bed facility in Montgomery County was opened in September of 1977. The Governor's Commission on Law Enforcement and the Administration of Justice also provided funds to the Juvenile Services Administration to

²⁶Maryland, Division of Correction, State Jail Programming and Inspection Officer, Minimal Jail Standards, May, 1972, Section 4.

²⁷United States President's Commission on Law Enforcement and Administration of Justice, Challenge of Crime in a Free Society (Washington, D.C.: Government Printing Office, 1966).

²⁸Public Law 93-415, 93rd Congress, S. 821, September 7, 1974.

develop a holdover facility designed for the temporary short-term detention of youths in Cumberland serving the Western Maryland counties. This program became operational on April 1, 1977. The Governor's Commission also provided funding assistance during the past year to the Juvenile Services Administration for a Transportation Corps for the nine counties of the Eastern Shore. This program became operational early in 1977 to provide 24-hour-a-day, 365 days a year transportation services from the Eastern Shore to the Western Shore juvenile detention facilities. The Transportation Corps is intended to eliminate the detention of youths in adult jails and police lock-ups on the Eastern Shore. At present no youth in those jurisdictions are being held in adult jails or lock-ups.

At present, Juvenile Services has eliminated detention of youths in local jails in all areas of the State with the exception of Harford County and Washington County.

F. Criminal Justice Training

The orientation and inservice training of criminal justice personnel in Maryland is normally an individual agency function. For instance, the State Juvenile Services Administration normally provides orientation training to its personnel in one of its own facilities. Local police departments, individual state's attorney's offices, the Circuit Court system, and the District Court system also provide services to their own staff in their own facilities, or any other facilities that might be available. Occasionally, special training institutes might be held by all agencies of the same type (such as state's attorney's offices) in facilities rented for the specific training session.

Although local police departments throughout the State provide some training to their own personnel, the Maryland State Police Training Commission also provides inservice training to those departments desiring their services. This training is provided throughout the State in local police departments.

The orientation and inservice training of criminal justice personnel in Maryland is received at the Maryland Correctional Training Academy. As mandated by law, all correctional personnel in both State and local jurisdictions are required to attend preservice training (see Problem Area COR-1). Although the Academy is approaching its third year of operation, there is no physical facility which houses the training program. Pre-service training is conducted in existing State and local institutions throughout the Maryland area.

In addition to the Maryland Correctional Training Commission, many Maryland universities, four year colleges, and community colleges provide academic programs in the criminal justice field. Most of these institutions of higher education are participants in the Law Enforcement Education Program.

Although adequate facilities are available for academic programs, the individual agency training programs are hampered in their operation by the lack of inadequacy of facilities available for training purposes. For example, the Juvenile Services Administration sometimes uses facilities of a training school which was formerly a hospital for tuberculosis patients. Due to its age, condition, space and architectural layout, it is not fully adequate as a training facility. An additional difficulty is that many agencies are individually offering similar training programs, which results in less than efficient use of total available training staff resources, equipment, and available training facilities. The Governor's Commission on Law Enforcement and the Administration of Justice completed a study of criminal justice training facility needs. As a result of this study, a plan for solving current problems has been proposed. The Training and Education Report provided the basis for expanding a grand request from the Correctional Training Academy for conversion of an abandoned NIKE missile site to include study of the site for use by all criminal justice agencies for training purposes.

The Correctional Training Commission requested funds from the Governor's Commission for an architectural and engineering study to assess the feasibility of renovation of an abandoned NIKE Missile Site in Baltimore County for use as a training center. The grant request resulted in examination of the site for use as a center to house the Correctional Training Commission and also the Police Training Commission staff, the Criminal Justice Resource Center and utilization for multi-functional training. To assist in the evaluation of the site, technical assistance from the American Correctional Association and the National Clearinghouse for Criminal Justice Planning and Architecture was obtained by the Governor's Commission. The technical assistance report stated that the NIKE Site could be converted for a training academy and drawings and specifications for the development of a correctional training facility have been furnished. Further details for the establishment of a multi-functional training facility are being studied with final recommendations expected in September, 1978.

PROBLEM AREA CI-1: Need to Improve Citizen Interaction in the Criminal Justice System. Citizens' involvement and support of the criminal and juvenile justice systems can enhance its operational effectiveness and reduce crime. A review of the various parts of the criminal justice system indicates that every component could effectively utilize more citizen involvement and support. Additionally, the various criminal and juvenile justice agencies could enhance the potential of this support by being more service oriented in their interaction with the public. There are several areas where citizens' involvement in the criminal or juvenile justice system would clearly be of significant value. One such area is citizen involvement with law enforcement agencies. The police depend on citizens reporting crimes before any action can be taken. A recent Law Enforcement Assistance Administration report on a survey of 200,000 persons (Crime in Eight American Cities), determined that approximately one half of all crimes go unreported. According to a former Law Enforcement Assistance Administrator, "Approximately one half of the victims of crime did not have enough confidence in their criminal justice agencies to seek their assistance when victimized by crime."¹ As the Law Enforcement Assistance Administration report notes, "Among the eight cities there emerged a fairly uniform pattern of whether or not victimizations were reported to police authorities, despite some inter-city differences with respect to specific offenses."²

In each city, the most commonly cited reasons for not reporting personal, household, and commercial victimizations to the police were a belief that, because of lack of proof, nothing could be accomplished, and a feeling that the experience was not sufficiently important to merit police attention.

For all eight cities combined, Table V-45 gives the percentage distribution of possible reasons advanced for not reporting personal, household, and commercial victimizations.

As is shown, fear of reprisal and reluctance to become involved rarely were advanced as reasons for failure to report. The belief that the police would not want to be bothered³ was also infrequently cited as a reason for not notifying the police.

¹Kurt Weis and Michael E. Milakovich, "The Political Misuses of Crime Rates" Crime and Punishment, July-August, 1974, p. 33.

²U. S. Law Enforcement Assistance Administration Report, Crime in Eight American Cities, p. 5.

³Ibid.

TABLE V-45

PERCENTAGE DISTRIBUTION OF
REASONS CITED FOR NOT REPORTING VICTIMIZATIONS

REASON	PERSONAL	HOUSEHOLD	COMMERCIAL
Nothing could be done, lack of proof	34	38	37
Not important enough	28	32	33
Police would not want to be bothered	5	7	4
Too inconvenient or time consuming	3	2	5
Private or personal matter	6	5	--
Did not want to become involved	--	--	1
Fear of reprisal	2	1	--
Reported to someone else	10	3	8
Other and not available	12	12	12

In view of this problem, the National Advisory Commission on Criminal Justice Standards and Goals recommends that "Every police agency should recognize the importance of bilateral communication with the public and should constantly seek to improve its ability to determine the needs and expectations, and to inform the public of the resulting policies developed to improve the delivery of police services."⁴ In improving these services, through such actions as faster, more effective and courteous response, the police agencies would encourage citizen interaction. These actions might, therefore, dispel any negative attitudes regarding the ability of the criminal justice system to accomplish its goal.⁵ Written policy defining the police role, their priorities for the delivery of police services, and performance guidelines should be distributed to each citizen, and discussed at neighborhood or community meetings.⁶

As noted in a report of the Governor's Commission on Law Enforcement and the Administration of Justice Region IV Planning Board's staff, police perform their duties under the scrutiny of the public eye. A misunderstanding of police actions may result if the public is not aware of police policies and practices, including the limits of police authority. The public needs to know when an officer may or may not legally conduct an investigation or make an arrest without a warrant.

Public opinion polls conducted by the Commission in 1974 and again in 1976 indicated that county and State Police are highly familiar to the public, while municipal police are considerably less familiar and approximately half of the State's residents are at least somewhat familiar with local jails, district courts, state prisons, circuit courts and public defenders. Since 1974, the public level of familiarity with the organizations of the criminal justice system has decreased with the exception of the public defenders office according to the 1976 public opinion survey. This data would appear to indicate that more

⁴National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C., G.P.O., 1973), Standard 14.5.

⁵Information submitted by the Governor's Commission on Law Enforcement and the Administration of Justice Region IV Planning Staff.

⁶Police, Standard 1.6.

⁷Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Crime and the Criminal Justice System in Maryland, An Opinion Survey (Cockeysville, Maryland, 1974) and A Tracking Survey of Public Attitudes Toward Crime and the Criminal Justice System of Maryland, June, 1976.

communication between the public and criminal justice agencies is needed if community involvement is to be increased.

In defining the objectives, priorities, and policies that govern the delivery of police services, a police chief must have adequate information about the needs of the community. One alternative for accomplishing this is to adopt specific programs, such as neighborhood meetings, for direct public involvement in the formulation of basic objectives and priorities in service delivery. In addition, techniques to measure the effectiveness in producing these services should be instituted. One possible technique for this measurement is public opinion surveys. Further development of these techniques should be considered.

National studies such as the President's Crime Commission Report and reports completed by the National Institute of Law Enforcement and Criminal Justice state that citizens can help prevent their becoming victimized by taking personal security precautions. The Commission funded a project to increase the public's awareness of what these precautions are for various crimes. This project has developed television and radio spot commercials which advise citizens of methods to prevent themselves from becoming victims of assault, rape and burglary. Another topic of spot commercials is citizen apathy with regard to crime and reporting of suspicious activity to the police. Public Service time on television and radio is being utilized in this project. Phase II consists of conducting research and developing a detailed public relations plan to supplement the television and radio activity.

In response to specific citizen concerns, the Montgomery County Police Department implemented a crime prevention program for elderly citizens through Commission funding. This project is operated by the crime prevention section of the Montgomery County Police Department. This program is designed to improve the delivery of criminal justice services to elderly persons residing in the Silver Spring area by: (1) educating elderly persons in techniques to prevent themselves and their homes against being a victim of crime; (2) responding to victims of crime and providing follow-up social service information; and (3) evaluating the reduction of crime obtained as a result of this team. In Prince George's County a Commission funded program designed to provide intensive police patrol¹⁰ in areas with a large number of elderly citizens has been established. This program also employs public education techniques.

⁸Governor's Commission on Law Enforcement Grant #76-CAC1 6053.

⁹Governor's Commission on Law Enforcement Grant #77CAC11 7099.

¹⁰Grant #77CAC11 7029 (Prince George's County).

Another project in Baltimore City has also received funds from the Governor's Commission through the Baltimore City Impact Program. This project utilized the media to inform citizens on crime prevention, while involving neighborhood groups and other organizations in crime prevention efforts.¹¹ A Citizens' Advisory Group was appointed by the Mayor of Baltimore City which was involved in the formulation of the proposal. These types of Citizen Advisory Groups can be effective in not only insuring that the criminal justice systems is aware of the citizens' interest and concerns, but also very helpful to the system in implementing the proposed program.

In 1977, Baltimore City was given funds through the Commission for a project to implement a campaign against crime for older Baltimoreans. There are two components to this program, a Victim Assistance Program and a Crime Prevention Education Program. The Victim Assistance Unit provides the elderly with a direct referral system between the Police Department and the Unit. Immediate assistance to victims is provided in the area of counseling, recovering lost documents, and referrals to supportive agencies. This unit includes an attorney who provides legal services to victims seeking restitution. Also, an emergency fund has been established to give cash assistance on a one time only basis for necessities. The second component is the development of a new approach to crime prevention education for the elderly.¹²

There are many additional efforts which can increase the police departments' effectiveness in encouraging citizen involvement. These include: procedures to increase crime reporting; procedures to regularly inform victims of the progress in the investigation of their cases; formation of actual citizen involvement units; and establishment of formal procedures for responding to complaints and recommendations initiated by citizens, providing such measures do not exist.

The Police Standards Committee of the Governor's Commission has adopted three standards related to enhancing citizen involvement in the law enforcement area:

Every Maryland police agency should keep the community informed of problems with which they deal, and cooperate with those community members seeking to understand police operations.¹³

¹¹Maryland Governor's Commission on Law Enforcement, and Administration of Justice Grant Number HI-25.

¹²Governor's Commission on Law Enforcement and Administration of Justice Grant Number 76CAGI-6171.

¹³Standard 1.4, "Communication with the Public."

Every Maryland police agency should establish programs to inform the public of the agency's defined police function.¹⁴

Every Maryland police agency should establish programs that encourage members of the public to take an active role in preventing crime, that provide information leading to the arrest and conviction of criminal offenders, that facilitate the identification and recovery of stolen property and that increase liaison with private industry in security efforts.¹⁵

In an effort to assess the extent to which this objective was being met in Maryland, a crime prevention survey was conducted in 1978.

Approximately 107 police departments and sheriffs' offices were contacted. Responses were obtained from 91. Of the departments responding, 76 or 84% were involved in some type of crime prevention activities. However, the extent of involvement did vary.

The departments' responses also indicated the following facts and general information:

1. Eighteen percent (18%) or 16 departments have staff assigned to crime prevention units. However, it should be noted that five other departments indicated either interest in, or attempts to, organize crime prevention units with specially assigned personnel. Six other departments advised that crime prevention is presently being handled by personnel in other units or divisions of the police department.
2. Information with regard to crime prevention equipment available within the departments is outlined below:
 - a. Vans: Seven departments or eight percent (8%) had a crime prevention van or marked crime prevention vehicles.
 - b. Lock Displays: Twenty-one departments or 23% had lock displays for use (some having more than one set). It should be noted that some departments were using MSP and other departments' equipment.
 - c. Engravers: Thirty-nine departments or 43% had engravers. Six other departments, or 7% indicated that they either used the State Police equipment or another source (e.g., Jaycees, other departments).

Thus, a total of 45 departments or 49% of the respondents have access to, and use of engravers.

¹⁴Standard 1.6 "Public Understanding of the Responsibility of Policy."

¹⁵Standard 3.2, "Crime Prevention."

Many of the departments that responded to the staff's survey had crime prevention materials that were distributed to the general public and various groups. Forty-three departments or 47% indicated that they had these materials. Some departments also had films. It should be noted that some exchange of informational materials was evidenced since several departments cited the State Police, other police departments, and the Governor's Commission as sources for their materials.

The staff also questioned the departments about whether they were involved in: (1) security surveys; (2) Operation I.D.; and (3) community presentations. The following information was obtained:

1. Security Surveys: Fifty-four departments or 59% advised that they performed some type of security survey. Some departments did commercial and/or residential surveys; some only performed these functions when specifically requested.
2. Operation I. D.: Fifty or 55% of the departments responding indicated that they were participating in the Operation I.D. program. Some were working in conjunction with the State Police and other departments with established Operation I.D. programs. Several other departments indicated that they were very interested in the concept and some had Operation I.D. programs in the developmental stages.
3. Community Presentation: This was the last area of questioning on the staff's survey.

Sixty-three departments or 69% of the respondents indicated that they were involved, in varying degrees, in community presentations. Examples of the range of discussions in community presentations would be from crime prevention talks to senior citizens, women's clubs, and civic/community groups to commercial presentations to businessmen on theft.

It is also worth noting that many departments that did not have full-time crime prevention staff, or substantial materials for distribution, still were heavily involved in security surveys (59% of respondents), and community presentations (69% of respondents).

New and existing crime prevention materials and resources are being located through this survey, and will provide for a greater exchange of information in the future. The staff has requested that the departments send in samples of their materials so that these can be maintained in the central resource file.

Citizen interaction in the criminal justice system is not only identified as a need at the beginning of the process in the police area, but also exists throughout the process of criminal justice. While the police depend on citizens to report criminal activity, and the process must necessarily begin there, the courts cannot function without the citizens as witnesses and jurors. The first principle of lawlessness was outrageousness, according to Wilson Mizner, one must "always leave his victims laughing or laughed at if he was to be successful."¹⁶

As noted by the Region IV Planning Board staff in their assessment of regional criminal justice problems, there are several areas of concern in present court-community relations. The misuse of jurors' and witnesses' time is perhaps the major shortcoming of the court that increases citizen complaints about the judicial system. A Law Enforcement Assistance Administration national study on operations estimates that courts use less than one-half of the people called to jury pool.¹⁷ The study suggests that criminal court pools could be reduced by 20-25% and still provide enough jurors, in addition to saving an estimated \$50 million annually throughout the country. It would also reduce the number of citizens being called for jury duty. This same LEAA study cites jurors' complaints about misuse of their time. There are long waiting periods before they are called for jury selection; they are sometimes summoned hours before they are needed; and often jurors must wait while motions are heard or discussions are conducted at the bench or in the judge's chambers. The extent to which this is a problem in Maryland is not fully known. The Commission's recent opinion survey showed that 32% of those surveyed considered personal inconvenience at least a moderately serious deterrent to testifying in court. Twenty-five percent (25%) considered this an extremely serious problem.¹⁸

¹⁶Burke, John, Rogue's Progress, The Fabulous Adventures of Wilson Mizner (New York, G. P. Putnam's, 1975).

¹⁷U. S. Department of Justice, Law Enforcement Assistance Administration, Jury System Operations.

¹⁸A Tracking Survey of Public Attitudes, June, 1976.

In a move to alleviate this difficulty, the Governor's Commission has awarded a grant to the District Court of Maryland to improve its system of handling witnesses in Baltimore City, Prince George's and Montgomery Counties, including notification. Available evaluative data on this project reveals a decision in¹⁹ postponements due to maintaining contact with witnesses before trial.

Quite often, even physical facilities for witnesses are either inadequate or nonexistent. Provisions should be made for witnesses waiting and assembly rooms, which provide, where possible, for separation of prosecution and defense witnesses.²⁰ The provision of adequate physical facilities for witnesses and jurors should be accompanied by information services concerning the court's functions and the participant's rights and responsibilities. One possible approach would be to establish an information desk, accessible to the courthouse, to provide answers to questions on the location of facilities and courtrooms, location of judges' chambers, and the status of cases being tried in each courtroom. Staff should be available to answer legal inquiries and other questions regarding the judicial process. These services should²¹ be directed to the general public, the defendant, witnesses and jurors.

Jurors usually know little about the criminal justice system and their individual responsibility. The Commission opinion surveys in 1974 and 1976 showed that approximately 50% of those surveyed believed that "Too many juries cannot understand what is going on and therefore cannot make a fair decision." This was as an "extremely serious" or "quite serious problem" by those surveyed. Jury pools should be addressed by a judge or a representative of the court and explanation should be provided on how jurors are selected, how criminal and civil trials work, the difference between direct and cross-examination, and the basic rules of juror conduct. A jurors' manual could also be provided to include necessary legal information.

In addition to the above examples, the Region IV Planning Board staff has suggested that other types of projects could be implemented in Maryland to improve the courts' response to the needs of jurors, witnesses, the public, and defendants. These include establishment of a clearinghouse

¹⁹Maryland Governor's Commission on Law Enforcement and Administration of Justice Grant Number 5041-CI-1.

²⁰National Advisory Commission on Criminal Justice Standards and Goals, Courts, (Washington, D. C.: Government Printing Office, 1973), Standard 10.1, p. 196.

²¹Ibid., Standard 10.2, p. 199.

for citizen complaints and suggestions, and a telephone alert system in the court whereby witnesses and victims can be summoned to appear shortly before they are to testify. This eliminates their having to wait at the court, perhaps for several days, or waiting at the court and not even being called to testify. The City of Milwaukee is planning such a system. In this regard, a study in New York by the Vera Institute of Justice Project found that the average time between notification of a witness and his arrival in court was 62 minutes.²² It should be noted that the Milwaukee project also includes victim counseling on financial, legal and medical problems; and a Witness Emergency Unit that will provide services and protection for witnesses and victims who are subject to intimidation.

The Governor's Commission on Law Enforcement and the Administration of Justice allotted funds in its 1976 Comprehensive Plan for a program which would provide information and assistance to victims, jurors and witnesses in several jurisdictions. The goal of this program would be to insure fair and just treatment of victims, witnesses and jurors as well as insuring that they are fully informed of their duties, responsibilities and the events which are to occur. Efforts would also be made to insure proper utilization of their time and efforts.

In order to qualify for Federal funding under the victim, witness and juror program area, eligible jurisdictions must complete a seven step analysis of the flow of cases and people through the criminal justice system. This process examines each point in the system where victims, witnesses, or jurors are involved and details the degree of involvement. Victim, witness and juror participation is studied to pinpoint problem areas where remedial action may be taken. Corrective measures may be in the form of administrative action or in the development of a complete program which may be submitted to the Commission for possible funding.

The planning steps for the victim, witness and juror participation are as follows:

Step I:

A general overview of the criminal justice system in the jurisdiction from arrest to disposition with an indication of each place in the process where victims, witnesses, and jurors are involved.

²²Vera Institute of Justice Project, Weekly Statistical Summary, (May 9, 1972).

Step II:

For each point of witness, victim, or juror involvement noted in Step I, a general assessment of problems currently encountered should be made.

Step III:

Once the target problem is chosen, an in-depth analysis of that selection should be made.

Step IV:

A compilation of alternative programs to meeting the objective outlined in Step II should be made in this step.

Step V:

Each alternative listed in Step IV should be evaluated as to its desirability, feasibility and potential impact.

Step VI:

After evaluation of the alternative programs is completed, the program that is considered the most desirable should be developed into a fully operational program design.

Step VII:

The development of an evaluation design for quantitatively measuring the effectiveness of this program mix should be an integral part of the overall design.

Beginning in September of 1976, the State's Attorney's Office of Baltimore County followed the seven step planning procedure. Three target problem areas were identified which involve the occurrence and reporting of crime, victim/witness notification, and reduction of postponement problems. As a result of this process, Baltimore County was awarded a grant to develop a special unit which will be responsible for victim/witnesses, who are unable to get to and from court and teaching the victim/witness about court procedure.²³

Prince George's County also identified target areas through the seven step planning process. The major problem was the plight of

²³ Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number 76CACI 1-6168.

victims and witnesses. There is a need for better communication within the system relating to continual postponements, lack of understanding of the criminal process, crowded facilities with no seating space, loss of salary while attending court proceeding and the inability of victims to recover property held by police. Prince George's County was awarded a grant to develop a unit in the State's Attorney's office to resolve these problems with Circuit Court cases.²⁴

Montgomery County recently identified frustrations of witnesses as a major problem and developed a program which would concentrate on the needs of victims/witnesses in the District Courts. The program provides four witness coordinators each assigned with responsibility for specific areas involving victims and witnesses.²⁵ Citizens are able to call a coordinator to obtain information on the status of a case and written notices are sent to the witnesses regarding the trial date and court procedures.

Baltimore City completed the planning process in 1977 and implemented a victim/witness program primarily designed to provide assistance to felony victims and witnesses at the Criminal Court Level.²⁶ The Unit assists with transportation problems, gives notification of formal filing of charges and disposition of cases, educates victims and witnesses about court processing and provides limited child care services.

Interest has also been shown in Anne Arundel County for a victim/witness unit in the State's Attorney's Office, however, this planning process is in its initial stages.

It should be noted that the existing programs are aimed at prosecution witnesses and generally do not serve defense witnesses.

²⁴ Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number 76CACII-6187.

²⁵ Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number 76CACII-6186.

²⁶ Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Grant Number 75CACII-6219.

Several standards have been established by the Governor's Commission with reference to Court Community Relations. These standards are as follows:

Standard 8-1 - Responsibilities of Chief Judges

- A. The chief judge of each court should establish procedures for interchange between the judiciary, non-judicial members of the court's staff, interested members of the community, the bar and public agency personnel with the goal of increasing public input in the courts system and coordinating activities relating to the administration of justice.

Standard 8-2 - Court Public Information and Education Programs

- A. The court, the news media, the public, and the Bar should have coordinated responsibility for informing and educating the public concerning the functioning of the courts. The court should pursue an active role in this process.

Standard 8-3 - Court Information and Service Facilities

- A. Facilities and procedures should be established to provide information concerning court processes to the public and to participants in the justice system.

Standard 8-4 - Production of Witnesses

- A. Prosecution and defense witnesses should be called only when their appearances are of value to the court. No more witnesses should be called than necessary.
 - 1. Witnesses Other than Police Officers. Steps that should be taken to minimize the burden of testifying imposed upon witnesses other than police officers should include the following:
 - a. Prosecutors and defense counsel should carefully review formal requirements of law and practical necessity and require the attendance only of those witnesses whose testimony is required by law or would be of value in resolving issues to be litigated.
 - b. Procedures should be instituted to place certain witnesses on telephone alert whenever practicable.

Standard 8-5 - Compensation of Witnesses

- A. Witnesses, other than experts, should not be compensated for giving testimony but should be reimbursed for reasonable travel expenses incurred by their appearance in court.

The correctional system (adult and juvenile) must also depend on citizen and community support in order to develop and carry out genuine rehabilitation efforts.

As noted in the National Advisory Commission Corrections Standard 16.2, the State should afford interested parties, including offenders, the opportunity to have input in any policy or procedure developed by correctional authorities.

In addition, the Corrections Standards Committee of the Maryland Governor's Commission on Law Enforcement and the Administration of Justice has recommended that the correctional system take responsibility for the creation of "(a) a multi-purpose public information and education unit, to inform the general public on correctional issues and to organize support for and overcome resistance to general reform efforts and specific community-based projects; and (b) an administrative unit responsible for securing citizen involvement in a variety of ways within corrections, including advisory and policymaking roles, direct service roles, and co-operative endeavors with correctional clients."²⁷

According to the Commission's most recent public opinion surveys, only 35% of those surveyed were at least somewhat familiar with adult community correction facilities, 34% with juvenile community facilities, 41% with juvenile institutions, and 45% with parole and probation services. There is a need for the community to recognize the desirability of viable community-based programs (see JD-5 and COR-3) and community members should be encouraged to participate in volunteer programs developed throughout the State.

There are presently programs for citizen involvement in the Maryland Division of Parole and Probation through the American Bar Association and various groups throughout the State.

The Juvenile Services Administration has also received grant funds from the Commission to establish volunteer coordinators in seven of the eight Juvenile Services regions.

²⁷ Corrections Standards Committee Report to the Governor's Commission on Law Enforcement and the Administration of Justice, Standard 7.3 - "Correction's Responsibility for Citizen Involvement."

In the past several years, increased attention has been given to the victims of sexual abuse and assault crimes. The Commission has supported four programs which provide varied services to these victims.

A Rape Crisis Center was originally funded in early 1977 for Howard County.²⁸ Crisis intervention services have been supported utilizing trained volunteers for telephone counseling, emergency room services, family counseling, support to the victim in court and legal consultation. Services are available to rape victims on a 24-hour basis through this project.

Anne Arundel County has also received Commission funds for a Sexual Offenses Crisis Center.²⁹ The program coordinates service for the victims with the police, hospitals and the State's Attorney's office. Victims of sexual offenses are provided with 24-hour hot line and crisis services; assistance during medical treatment, police investigation and court proceedings; and immediate and long term counseling for the victim and the family. During the first year of operation, over 3500 calls were received through the hot line and the incidences of reported sexual offenses increased significantly.

In Harford County, a Battered Spouse and Rape Crisis Center has recently become operational through Commission funding.³⁰ It is expected that this project will deal with the problems of domestic counseling and outreach services to the victim. A 24-hour hot line will be developed using trained volunteers along with counseling services and assistance through the court process.

A program in Baltimore City has recently been approved by the Commission which would enhance the services offered by the Department of Social Services for children who are the victims of child abuse.³¹ It is expected that 45 cases of suspected or confirmed child abuse would be treated through the project by a special father-daughter incest treatment modality.

In summary, there is an overall need for greater interaction between the general public and those agencies of the Maryland criminal justice system which deal with the problems of crime and delinquency. Police, courts, and correctional agencies must not only keep the public informed of their operations, problems, and needs, but must actively solicit the

²⁸ Maryland Governor's Commission on Law Enforcement and Administration of Justice. Grant #76CACI-1-6163.

²⁹ Maryland Governor's Commission on Law Enforcement and Administration of Justice. Grant #78CACI-1-8009

³⁰ Maryland Governor's Commission on Law Enforcement and Administration of Justice. Grant #77CACI-1-7096.

³¹ Maryland Governor's Commission on Law Enforcement and Administration of Justice. Grant Number 77-JDCI-1-7100.

involvement of citizens in determining priorities, levels of service, and methods of service delivery. Citizen needs must also be recognized as they become involved in or part of the operations of the criminal justice process as witnesses, jurors, defendants, or victims as well as when they serve as volunteers to courts, corrections, and police functions. An uninformed and uninvolved public cannot provide the needed support for criminal justice system improvements and changes such as community-based correctional efforts and pretrial diversion programs. Only through more direct involvement and with better insight will the public be able to provide the support so sorely needed by the criminal justice system in Maryland. However, this involvement must be an effective two-way line of communication. The criminal justice agencies must be willing to seriously consider and implement appropriate recommendations made by the public and remove existing obstacles to their involvement.

PROBLEM CJE-1: Need to Upgrade Criminal Justice Employee Educational Levels. The need to upgrade the educational level of criminal justice personnel and, therefore, to make the quality of law enforcement "fairer and more effective," has been recognized as a priority at both the national and State level for sometime.¹ In 1967, the report of the President's Commission on Law Enforcement called for "dramatic improvement in the quality of personnel throughout the system."² The Omnibus Crime Control and Safe Streets Act of 1968 authorized "the Administration to carry out programs of academic educational assistance to improve and strengthen law enforcement and criminal justice."³ To implement this Act, funds were provided by Congress for the purpose of providing educational benefits for both pre and inservice personnel. In order to receive the funds, students committed themselves either to repayment of a grant or to criminal justice employment in return for debt forgiveness. Through this program, Congress hoped to accomplish the dual goal of upgrading existing personnel and preparing potential employees for entry into the criminal justice field.

Since the passage of the original Act, funds for education have been allocated by LEAA through the Law Enforcement Education Program (LEEP), a categorical grant program, which provides funds to academic institutions meeting the criteria of national accrediting associations and LEAA. The institutions receiving the funds must have criminal justice or criminal justice related programs. The schools are responsible for making awards to individuals based on eligibility guidelines established by LEAA. Some additional funds for education-related training have also been spent directly by states from block grant funds.

In Maryland, over nine million dollars has been received by academic institutions participating in LEEP for funding both pre and inservice students. Table V-46 indicates funds level by Maryland region, college and year for fiscal years 1969 through 1978. It should be noted that there are no predictable procedures at the Federal level in order that it would allow a state or school to do advance planning. The Commission has requested that the LEAA implement such a system but no action has been taken.

The Academy of Criminal Justice Sciences whose membership consists of several hundred full-time professors from accredited two or four year colleges has adopted a set of accreditation guidelines for post secondary criminal justice education programs. At this time, efforts to complete

¹President's Commission Report, p. 285.

²Ibid., p. 282.

³Omnibus Crime Control and Safe Streets Act, 1968.

TABLE V-46

LEAP AWARDS BY REGION, COLLEGE AND YEAR

REGION	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973	FY 1974	FY 1975	FY 1976	FY 1977	FY 1978
<u>Region I</u>										
Cecil Community College	\$	\$	\$ 6,100	\$ 6,030	\$ 7,200	\$ 9,200	\$ 6,600	\$ 7,851	\$ 8,633	\$ 3,750
Chesapeake College		12,700	51	4,140	13,836	8,692	5,627	7,478	8,478	6,544
Salisbury College					10,000	7,271	7,200	10,849	12,856	13,540
<u>Region II</u>										
Charles County Community College		10,800	4,200	8,230	14,000	16,574	12,200	9,871	11,857	10,404
<u>Region III</u>										
Allegheny Community College	6,400	7,800		2,115	1,500	1,680	1,865	1,725	2,405	4,180
Frederick Community College		4,000	605							
Hagerstown Community College		10,800	16,000	24,150	31,643	39,232	23,316	24,460	28,201	28,000
Mount Saint Mary's College				10,000	4,800	5,400	3,000			
<u>Region IV</u>										
Bowie State College			20,000	22,000	30,000	26,267	7,000			
Montgomery College	3,700	12,000	32,200	33,550	49,500	39,146	8,782	3,786		
Prince George's Community College			15,000	19,000	26,750	29,255	15,796	14,205	14,205	17,028
University of Maryland	37,400	130,000	332,000	375,160	400,000	409,469	332,700	399,337	392,237	392,237
<u>Region V</u>										
<u>Baltimore City</u>										
Community College of Baltimore	38,000	42,800	77,000	85,600	164,000	152,714	92,000	70,245	84,245	60,000
Coppin State College		29,000	65,000	80,000	80,000	112,100	93,090	67,734	67,734	60,000
Loyola College		12,600	2,000	16,660	14,000	25,017	27,640	49,105	49,105	50,000
Morgan State College	36,800		18,000	18,000	22,000	21,867	19,782	10,978	11,512	9,500
University of Baltimore	4,000	9,100	90,000	98,000	204,200	232,430	148,790	154,744	217,150	173,550
John Hopkins University										
Evening College										10,000
<u>Surrounding Metropolitan Area</u>										
Anne Arundel Community College	3,700	13,300	2,200	11,270	24,250	32,663	26,081	25,186	32,647	21,760
Catonsville Community College	13,773	91,300	107,000	143,160	157,150	163,152	115,800	101,347	101,347	101,000
Essex Community College	14,500	40,900	30,000	47,290	55,000	57,390	49,200	40,129	52,729	22,720
Harford Community College	3,100	6,000	15,500	15,290	10,980	11,600	9,881	16,365	20,565	15,770
Towson State College	8,500	8,900	25,000	27,000	31,200	34,451	25,150	21,484	25,260	30,428
TOTAL	169,873	442,000	857,856	1,047,095	1,352,009	1,435,570	1,037,603	1,036,879	1,141,166	1,030,401

SOURCE: Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Award Notices from LEAA.

arrangements for the establishment of an accreditation process are still in progress. The guidelines require the following: that each criminal justice program have a clearly defined written statement of its purpose, goals, social and educational roles; that one full-time administrator or faculty member be responsible for the administration or direction of the program; that the criminal justice curriculum give explicit recognition to its multidisciplinary character; that there be regular evaluation of the criminal justice curriculum; establishment of minimum educational qualifications for faculty in associate, baccalaureate and graduate programs; schools meet minimum faculty student ratios and that not more than 30 percent of annual criminal justice credit hours be taught by part-time faculty.

Originally, funding of academic programs depended more on institutional initiatives and past funding commitments than on any formal assessment of a State's education needs. Beginning in 1972, the Governor's Commission staff began reviewing all funding applications from State schools and made recommendations to the Philadelphia Regional Office for dollar awards. In the Fall of 1975 the Commission discontinued this activity since it was duplicative of LEAA efforts and the State really had no ultimate control or influence over it. In 1973, the Commission hired a consultant to survey existing programs and educational levels of system personnel in preparation for the inclusion of education in the planning process. With the completion of the study, a series of recommendations pertaining to education were developed by the Criminal Justice Education and Training Committee of the Commission. These recommendations were approved by the Commission and published as A Report on Maryland Higher Education.

The recommendations were based on the findings of the report, views of the Training and Education Committee, and Commission staff analyses of the LEEP program. The report made recommendations on the following problem areas in education: Program Planning, Interjurisdictional Arrangements, Fund Distribution, Development of Educational Objectives and Curriculum, Upgrading Educational Level of Employees, and Financial Control Systems.

Of primary importance in any attempt at upgrading the educational level of system employees is the ability to plan for the fund allocation process. To make sure financial allocations supported the plans, the Commission reviewed previous methods used in making awards to academic institutions participating in the LEEP program, and then established criteria which would reflect the overall manpower needs in education for the State.

The criteria which were developed covered the following areas:

1. Criminal Justice Personnel Population - LEEP funds should be distributed in such a way as to provide adequate funding in relation to the criminal justice personnel needs in that area.
2. Geographic Assessibility - LEEP funds should be distributed in such a way as to eliminate unnecessary duplication of programs in the same geographic area.
3. Student Status - Priority in use of LEEP funds should go to inservice students. Preservice funding should be available only to juniors, seniors, and graduate students participating in intern or work-study programs.
4. Program Quality - While the accreditation of academic schools is not a function of the Commission, program factors such as faculty qualifications, course requirements, student attendance records, and passing grade levels should be taken into consideration.

The Commission has also recommended that within each school program the following situations should be given priority in the use of LEEP money:

- a. students endeavoring to meet Commission minimum standards;
- b. students attempting to meet promotional requirements within their agencies;
- c. students involved in a clearly defined degree plan; and
- d. students in certain priority job categories where the educational level is in the greatest need of improvement.⁴

An additional recommendation was for a comprehensive data system to be developed in order to plan, monitor, and evaluate LEEP in Maryland.⁵ It was recommended that operational agencies begin to update educational data in their personnel files so that they will be aware of the usage of LEEP benefits by employees within their agency. Such data should be capable of providing a variety of statistical data including such items as current educational level of employees and information as to courses agency employees are taking.

⁴Report on Maryland Criminal Justice Higher Education Program, Governor's Commission on Law Enforcement and the Administration of Justice, 1974.

⁵Ibid.

At the present time, problems exist in implementing these criteria since priorities for LEEP funding are determined by the Central Office of LEAA in consultation with its regional offices. While LEAA must meet the overall requirements of a system based on national priorities, the particular needs of State systems with differing conditions are almost never satisfied by the Federal prioritization. If funding were changed to a block grant process in line with other LEAA programs, a planning process could be implemented with funding priorities and procedures for fund distribution established in line with the criminal justice manpower needs of the State system.

One of the important accomplishments of the higher education survey was the compilation of statistics on the current educational level of the State's criminal justice personnel by functional areas. Information was collected on each job level for the functional areas of police, courts, and corrections. For planning purposes, data now exists on current educational levels so that future funding needs for education can be identified. Tables V-47, V-48, and V-49 give a general indication of the 1973 educational levels for each of the functional areas. It should be noted that it was not possible to collect complete data, as many agencies do not keep this information.

A review of the police statistics indicates that only six percent of police at the operational level have an associate or higher degree. While comparable figures are not available for most other states, the National Advisory Commission on Standards and Goals in Police reports that in 1967, only 70% of the nation's police departments required a high school diploma as a condition of employment. Since that time, police departments in nine states and 32 police agencies in California have added educational requirements beyond high school.⁶

Congress, in amending the Safe Streets Act in 1974, imposed a condition that LEAA conduct a comprehensive study of manpower needs in the field of law enforcement and criminal justice and evaluate the ability of Federal, State, and local programs to meet these needs. A contract was awarded to the National Planning Association in June, 1974. The objectives of the study were to define present and projected personnel resources; present and projected requirements; and present and projected training and educational resources for law enforcement and criminal justice agencies throughout the country. The final report of this study should be released in the Spring of 1977.

⁶National Advisory Commission on Standards and Goals, Police, p. 369.

TABLE V-47

EDUCATIONAL LEVEL OF POLICE PERSONNEL IN MARYLAND
1973

Level	Job Categories	Sample Size	Educational Level			
			B.A. or Higher	A. A.A.	HS	Non Degree Training
Executives	Director of State Agencies Police Chiefs Sheriffs	n = 59	13.5%	10%	41%	36%
Middle Management	Managers (Lieuts. and Captains) Supervisors (Corps and Ser- geants)	n = 916	3.0%	8%	61%	28%
Operative Personnel	Patrolmen Troopers Deputies	n = 2277	2.0%	4%	70%	23%
Technical Specialists	Fingerprints Prints Communications Detectives	n = 240	1.0%	3%	75%	21%
Professional Specialists	Planning and Research	n = 22	28.0%	0%	45%	28%

SOURCE: Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Report on Maryland Criminal Justice Higher Education Programs, (Cockeysville, Maryland, 1974).

NOTE: Actual totals may not equal 100% due to rounding. A total of 45 agencies or 3,514 personnel were included in this sample.

TABL V-48

EDUCATIONAL LEVEL OF COURT PERSONNEL IN MARYLAND^a

Level	Job Category	Sample Size	Educational Level			
			BA or Higher	AA	HS	Post HS Non-Degree
Executives	State Public Defenders State's Attorneys District Public Defenders Chief Judges Supervisory Judges Judges Court Administrators	n=41	100%	0	0	0
Middle Management Supervisors	Deputy State's Attorney Deputy Public Defender	n=32	100%	0	0	0
Operative	Assistant Public Defender Assistant State's Attorney District Clerks Assignment Office Personnel	n=362	74%	1%	25%	1%
Technical Specialists	Investigators Para-Professionals Interviewers Pretrial Release Agents District Court Commissioners Juvenile Masters	n=165	35%	7%	50%	8%
Professional Specialists	General Staff of Administrative Office of the Courts	n=14	100%	0	0	0

NOTE: ^aActual totals may not equal 100% due to rounding. 12 Total Agencies and 614 Total Personnel.

SOURCE: Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Report on Maryland Criminal Justice Higher Education Programs (Cockeysville, 1974).

TABLE V-49

EDUCATIONAL LEVEL OF CORRECTIONAL PERSONNEL IN MARYLAND^c

Level	Job Category	Sample Size	Educational Level			
			BA or Higher	AA	HS	Post HS Non-Degree
Executives	Secretary and Assistant Secretary of Public Safety and Correctional Services Division Heads Director & Assistant Director of Juvenile Services	n=12	92%	0%	0%	8%
Middle Management/ Supervisors	Wardens; Deputy Wardens D.P.S. ^a Administrative Management Staff Supervisors Correctional Officers VI Superintendents of Institutions and Camps Regional D.J.S. ^b Supervisors Project Directors Assistant Superintendents H.Q. D.J.S. Administrative Management Staff Supervisors	n=463	81%	2%	10%	7%
Operative Personnel	Correctional Officers I-V Parole and Probation Agents I-III D.J.S. Intake-Probation-Aftercare Staffs Group Life Staff Contractual Services Staff (YSB and Group Homes)	n=3095	37%	3%	51%	9%
Technical Specialists	Rehabilitation/Treatment Industrial Training	n=249	90%	1%	3%	7%
Professional Specialists	Part and Full-Time Psychologists & Psychiatrists Project Evaluators D.J.S. Research Staff	n=116	95%	1%	0	4%

NOTE: ^aD.P.S. Refers to Department of Public Safety and Correctional Services^bD.J.S. Refers to Department of Juvenile Services^cAgency totals may not equal 100% due to rounding. 56 Total Agencies and 3935 Total Personnel.

SOURCE: Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Report on Maryland Criminal Justice Higher Education Programs (Cockeysville, 1974).

In Maryland, the Minimum Standards for Police Services adopted by the Commission in 1972 included a recommendation "that educational qualifications for recruitment of all police personnel should be a high school degree and two years of college to be obtained within five years of employment."⁷

Of more cause for concern is the educational level of police personnel at the middle management and executive level, since these are the employees responsible for supervision, policy setting and general tone of agencies. In 1974, at the executive level in Maryland, less than 25% of police chiefs have an associate's or higher degree and, at the middle management level, only 11% of the employees have at least an associate's degree. These figures indicate a need for considerable inservice academic training, since the pattern of employment in police agencies is typically one of high retention and low lateral entry.

Statistics on corrections personnel represent a combined sample from both the juvenile and adult area. In the adult corrections area, at the operative level, all correctional guards since 1967 have had to possess a high school degree as a minimum condition of employment. The Division of Parole and Probation has imposed a minimum requirement of a bachelor's degree for their agents as has the Juvenile Services Administration for its Probation and After-Care staffs.

In corrections, over 80% of the supervisory employees at the middle management and executive level now possess a bachelor's degree or higher. However, in 1974, only 81% of the middle managers as compared to 92% of the executives possess four-year degrees. Since middle managers often advance to executive positions, there is a need to continue to encourage and make available suitable education programs for inservice personnel holding policy-making positions.

At the level of professional specialists in corrections, 95% of those performing evaluation, research and psychological tasks possess at least a bachelor's degree. In the courts area, 100% of the professional specialists (general staff of Administrative Office of the Courts) possess a bachelor's degree. The situation in police differs considerably since only 28% of those performing sophisticated functions such as planning and research possess bachelor's degrees or higher.

⁷Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Minimum Standards for Police Services, 1972.

The National Police Standards and Goals report points out that "the attempt" to increase the educational level of personnel in criminal justice does not depend just on faith. Empirical evidence is beginning to be collected which suggests that college educated students are better suited for police work.⁸ Studies have been conducted in individual police departments in Ventura, California, New York City, and Chicago, Illinois. The reports indicate that actual differences in performance by personnel having some college training and those having only a high school degree can be documented, thus lending support to a continued emphasis on higher education.

A study was conducted in California, Michigan, New Jersey, and Texas to determine the current educational levels of police recruits in the United States, the affect of efforts to raise these levels, and recommendations to improve curricula. The findings indicated that 37 percent of the recruits had at least one year of college. California was atypical in that 73 percent of the recruits had at least one year of college.⁹

While it has become the accepted view that advanced education provides significant benefits to the criminal justice system, problems of implementation arise because most criminal justice agencies lack detailed job descriptions based on actual tasks performed by their employees. This means that agencies are not prepared to establish coordinated educational development plans for various job levels in their organization.

The performance of job analyses and the development of a list of skill/knowledge requirements by job category would enable agencies to know what education was needed and to more effectively use training and educational resources available at various academic institutions. Further, it would provide justification for any educational requirements attached to a job's entry level requirements.

The lack of skill/knowledge information for various occupational levels has also hampered the development of departmental programs at colleges based on actual job requirements. Most of the current criminal justice educational programs were organized in 1969 when Federal monies became available for funding criminal justice employees at academic institutions. Since that time, no empirical research has been conducted by either colleges or agencies which could lead to the development of new programs for various job levels (i.e., supervisory, planning and research personnel) or would indicate whether existing courses meet agency needs.

⁸Police, p. 370.

⁹Hoover, Larry T., Police Educational Characteristics and Curricula (Washington D.C. G.P.O., 1975).

Skill/knowledge lists would also help in the development of core curricula for various functional areas and job levels. Knowledge of the minimum basic education required for each function could be determined, shorter certificate granting programs could be implemented and quality standards could be established for all participating agencies and institutions. In times of fund shortages, emphasis could be placed on funding core curricula rather than on degrees as funding priorities are determined. In order to improve curriculum, the Commission has recommended that criminal justice system curricula and programs should be revised and further developed by criminal justice agencies in conjunction with the agencies of higher education in order to unify the body of knowledge which would serve as a basis for preparing persons to work in the criminal justice system.¹⁰

The process of curriculum development should also have a positive effect on the current low level of contact which now exists between criminal justice agencies and academic institutions. The Commission's survey of institutions and agencies reveals the degree of cooperation in Table V-50.

In regard to curriculum development, the Commission has also recommended that planning for educational and training needs for the criminal justice system be carried out on a coordinated basis with the schools.¹¹ It further recommended that academic credit for training should be encouraged where the quality of courses and expertise of the instructors meet academic requirements and training needs.

Both the National Standards and Goals reports on Corrections and on Police recognize the need to develop adequate incentive plans to raise employees educational levels.¹²

As of 1974, only nine of the local and State criminal justice agencies have instituted some form of incentive programs encouraging attendance at college or the acquiring of a degree. This

¹⁰Report on Maryland Criminal Justice Higher Education Program, Maryland Governor's Commission on Law Enforcement and the Administration of Justice, 1974.

¹¹Ibid.

¹²Corrections, p. 490 and Police, p. 372.

TABLE V- 50

NUMBER OF LEEP PARTICIPATING INSTITUTIONS AND AGENCIES
REPORTING LIAISON ACTIVITIES BY TYPE OF ACTIVITY

Liaison Activity	Colleges/ Universities	Police	Courts, State's Attorneys and Public Defenders	Corrections
Curriculum Planning	9	8	0	2
Selection of Students	4	2	0	1
Use of Colleges' Instructors by Agencies	7	8	0	2
Use of Colleges' Facilities by Agencies	5	5	0	4
C. J. Personnel teaching courses in college	10	7	0	2
Other	7	4	2	0
Total Responding LEEP Participants	20	25	2	5

SOURCE: Maryland Governor's Commission on Law Enforcement and the Administration of Justice, Report on Maryland Criminal Justice Higher Education Programs (Cockeysville, 1974).

has occurred despite the fact that funds are available for inservice personnel through LEEP. It seems apparent that more than just tuition grants are needed to encourage college attendance. The Commission recognizes that educational studies involve the use of personal time and effort, and has recommended that scheduling changes, incentive pay systems and sabbatical leaves be considered as incentives for increasing employee educational levels.¹³

While the Commission is encouraging the development of incentive systems, it also recognizes the recent Federal Court rulings that suggest the imposition of educational requirements for entry into a job are not acceptable unless directly related to the job performed. However, the Court has also said that employers can enforce formal educational upgrading of their employees on the job as an alternative approach to improving educational levels.¹⁴ It is vital, therefore, that job descriptions be completed to reflect major job functions performed, if salary incentives and other benefits are adopted by criminal justice agencies.

Problems in the delivery of educational services also exist because of the organization of fiscal responsibility for the LEEP program. Records are kept at the LEAA Central Office, but schools and State planning agencies communicate with regional offices. Often, the regional office has outdated or incomplete records of an institution's financial account causing both governmental and institutional employees to spend an excessive number of manhours attempting to balance accounts.

Under present legislation, program monitoring responsibility for LEEP rests at the Federal level. However, there is no program monitoring of schools on a continued basis because of the large number of participating schools within each region and the shortage of qualified personnel at the regional level to accomplish this job, and the apparent low priority of such activity at LEAA. States, while qualified to monitor programs, often do not want to perform program monitoring tasks because they lack any authority to perform this task. The National Conference of State Criminal Justice Planning Administrators has requested LEAA to set up procedures for allowing states to administer LEEP to the extent allowed within the current Federal law. Maryland has requested this responsibility but has received no adequate response from LEAA.

¹³Report on Maryland Criminal Justice Higher Education Program, Maryland Governor's Commission on Law Enforcement and the Administration of Justice, 1974.

¹⁴Holliman v. Prince, Civ. No. 575 (E.D. Mich 1973).

The organizations responsible for carrying out the objectives of the LEEP program are the LEEP participating institutions of the State. Each of the five Commission planning regions in the State has at least one LEEP school in its area. Except for the University of Maryland, these schools primarily serve the criminal justice agencies in their immediate vicinity. A comparison of percent personnel and percent LEEP funding by geographic area reveals a close correlation between funding and employees except for Region IV which contains the University of Maryland (see Table V-51).

Region I: Three colleges on Maryland's Eastern Shore receive funds under LEEP: Cecil Community College, Chesapeake College and Salisbury State College. The colleges serve approximately 600 criminal justice agency employees, almost two-thirds of whom are police personnel and one-third of whom are corrections employees. See Table V-52.

Region II: Region II is located in Southern Maryland and comprises the counties of Calvert, Charles, and Saint Mary's. Located in the region is one LEEP participating college and seven criminal justice agencies employing 254 criminal justice personnel. See Table V-52.

Region III: Region III is located in Western Maryland includes two institutions participating in the program and 29 criminal justice agencies employing 1,405 people. Fifty-nine percent of the employees are affiliated with correctional institutions in the area and 39 percent with police agencies. See Table V-52.

Region IV: Region IV (Prince George's and Montgomery Counties) contains two schools participating in the LEEP program. There are 32 criminal justice agencies employing 2,232 persons, with over seventy percent of these being local police employees. See Table V-52.

Region V: There are 11 colleges and two divisions of the University of Maryland participating in LEEP in the greater Baltimore metropolitan area. Classes are held at eight locations in Baltimore City and five locations in the surrounding counties. The Baltimore City schools are the Community College of Baltimore, Coppin State College, Loyola College, Morgan State College, the University of Baltimore, John Hopkins University-Evening College, and two division of the University of Maryland. The surrounding area schools are Anne Arundel, Catonsville, Essex, and Harford Community Colleges and Towson State University. Region V has 26 criminal justice agencies employing 9,781 people. See Table V-52.

TABLE V-51

COMPARISON OF LEEP FUNDING PER REGION WITH
CRIMINAL JUSTICE PERSONNEL EMPLOYED PER REGION¹

COUNTY	POLICE ²			COURTS ³		CORRECTIONS ⁴				TOTAL C.J. PERSONNEL	LEEP FUNDING BY REG. FY 74	COMPARISON : CJ EMPLOYEES WITH : LEEP FUNDING	
	Local	State Police	Total	Total	Juv. Ser.	Par. & Prob.	Institutions					% Employees	% Funding
							State	Local	Total				
Region I													
Caroline	23	11	44	3	5	4	-	-	9	56			
Cecil	34	48	82	6	8	4	-	-	12	100			
Dorchester	44	11	55	5	4	6	-	-	10	70			
Kent	11	7	18	3	4	5	-	-	9	30			
Queen Anne's	6	18	24	3	3	4	-	-	7	34			
Somerset	11	10	21	3	1	3	-	-	4	28			
Talbot	21	34	55	3	2	7	-	-	9	67			
Wicomico	45	45	90	5	4	11	32	-	47	142			
Worcester	70	12	82	6	3	4	-	-	7	95			
			471	37					114	622	\$25,163	4.4%	1.8%
Region II													
Calvert	16	21	37	3	2	3	-	-	5	45			
Charles	42	39	81	4	7	3	26	-	36	121			
St. Mary's	21	29	50	3	2	4	29	-	35	98			
			168	10					76	254	\$16,574	1.8%	1.1%
Region III													
Allegany	110	49	159	6	47	4	-	-	51	216			
Carroll	29	41	70	6	4	4	53	-	61	137			
Frederick	84	51	135	5	157	6	-	-	163	303			
Garrett	14	14	28	3	24	1	-	-	25	56			
Washington	114	46	160	6	6	7	514	-	527	693			
			552	26					827	1405	\$46,312	9.8%	3.2%
Region IV													
Montgomery	766	41	807	28	39	28	-	62	129	964			
Prince George's	816	121	937	40	240	51	-	(100) ⁵	291	1268			
			1744	68					420	2232	\$504,137	15.6%	35.1%
Region V													
Anne Arundel	424	305 ⁵	729	29	62	22	1018	(31)	1102	1860			
Baltimore City & County	4690	272	4962	229	921	256	477	352	2006	7197			
Harford	98	115	213	11	8	7	-	(29)	15	239			
Howard	100	54	154	7	6	7	311	-	324	485			
			6058	276					3447	9781	\$843,384	68.4%	58.7%
Totals			8993	417					4884	14,294	\$1,435,570		

SOURCE: Maryland Governor's Commission on Law Enforcement and the Administration of Justice,
Report on Maryland Criminal Justice Higher Education Programs, (Cockeysville, 1974).

NOTES:

1. These are estimates of CJ personnel derived from returned questionnaires, the Governor's Commission Comprehensive Plan, 1973, and figures supplied by the Governor's Commission. All of the figures should be considered estimates. In some cases, the figures may be slightly higher than actual since authorized Table of Organization figures were used where actual numbers were unavailable.
2. Estimates include city, county and state police personnel.
3. Estimates include judges, prosecutors and public defenders.
4. Estimates include county and State corrections, parole and probation, and juvenile corrections. Local corrections were assumed to be police personnel and therefore included in the police category unless otherwise noted.
5. This includes State police (110), the Alcohol Tax Enforcement Unit (9), and the Maryland Natural Resources Police Force (186).
6. Local Corrections Personnel are indicated in () but since they are members of local police agencies they are included in those totals.

TABLE V-52

MARYLAND COLLEGES' AND UNIVERSITIES' PARTICIPATION
IN THE LAW ENFORCEMENT EDUCATION PROGRAM (LEEP)

COUNTY & REGION	PARTICI- PATING INSTITUTION	PROG. FIELDS (POL., CTS., CORR., OTHER)	C.J. DEGREES CERTIFICATES OR MAJ. OFFERED	TOTAL ENROLLMENT FALL TERM			TOTAL C.J. ENROLLMENT FALL TERM			TOTAL LEEP DEGREES		C.J. ADV. COMM.	NUMBER OF CRIMINAL JUSTICE FACULTY		TOTAL LEVEL OF FUNDING FY 77-78
				75 ^a	76 ^a	77	75 ^a	76 ^a	77	76	77		Full Time	Part Time	
Region 1															
Cecil	Cecil Community College (2 yrs.)	Law Enforcement (Police, Correc- tions)	A.A. in Law Enforcement	937	976	b	44	36	30	3	8	Yes	2	-	\$ 3,250
Queen Anne	Chesapeake College (2 yrs.)	Law Enforcement, Police	A.A. in Law Enforcement (Degree and Certificate)	233	262	b	8	6	9	0	5	No	0	5	\$ 6,544
Wicomico	Salisbury State College (4 yrs.)	None	None	2935	3157	b	12	0	0	2	2	Yes	0	11	\$13,540
Region 11															
Charles	Charles Co. Community College (2 yrs.)	Law Enforcement	A.A. in Law Enforcement	612	673	b	34	30	44	9	9	Yes	1	2	\$10,404

TABLE V.-52 - Continued

COUNTY & REGION	PARTICI- PATING INSTITUTION	PROG. FIELDS (POL., CTS., CORR., OTHER)	C.J. DEGREES CERTIFICATES OR MAJ. OFFERED	TOTAL ENROLLMENT FALL TERM			TOTAL C.J. ENROLLMENT FALL TERM			TOTAL LEAP DEGREES		C.J. ADV. COMM.	NUMBER OF CRIMINAL JUSTICE FACULTY		TOTAL LEVEL OF FUNDING FY 77-78
				75 ^a	76 ^a	77	75 ^a	76 ^u	77	76	77		Full Time	Part Time	
<u>Region III</u>															
Allegany	Allegany Community College (2 yrs.)	None.	None	1273	1453	b	b	b	b	1	2	No	0	0	\$ 4,180
Washington	Hagerstown Junior College (2 yrs.)	Police, Corrections	A.A. in Admin. of Justice. A.A. in Police Administration of Justice - Corrections Services	1223	1227	b	157	160	44	30	28	Yes	4	2	\$28,000

TABLE V-52- Continued

COUNTY & REGION	PARTICI- PATING INSTITUTION	PROG. FIELDS (POL., CTS., CORR., OTHER)	C.J. DEGREES CERTIFICATES OR MAJ. OFFERED	TOTAL ENROLLMENT FALL TERM			TOTAL C.J. ENROLLMENT FALL TERM			TOTAL LEAP DEGREES		C.J. ADV. COMM.	NUMBER OF CRIMINAL JUSTICE FACULTY		TOTAL LEVEL OF FUNDING FY 77-78
				75a	76a	77	75a	76a	77	76	77		Full Time	Part Time	
Region IV Prince George's	Prince George's Community College (2 yrs.)	Police, Courts	A.A. in Law En- forcement Tech- nology	6601	3391	b	368	398	b	16	b	Yes	b	b	\$ 17,028
	University of Maryland (2 yrs; 4 yrs. graduate)			31239	36852	b	1083	1257	1214	161	178	Yes	-	-	\$392,237
	Inst. of Criminal Justice and Criminology	Courts, Correc- tions, Police	B.A., M.A. Ph.D. in Crimin- ology; B.A. in Law En- forcement; M.A. in Criminal Justice.	b	b	b	b	b	b	b	b		11	9	b
	University College	Criminal Justice System	A.A., B.A. in Law Enforcement & Criminology	b	b	b	b	b	b	b	b		4	14	b

TABLE V- 52- Continued

COUNTY & REGION	PARTICI- PATING INSTITUTION	PROG. FIELDS (POL., CTS., CORR., OTHER)	C.J. DEGREES CERTIFICATES OR MAJ. OFFEED	TOTAL ENROLLMENT FALL TERM			TOTAL C.J. ENROLLMENT FALL TERM			TOTAL LEEP DEGREES		C.J. ADV. COMM.	NUMBER OF CRIMINAL JUSTICE FACULTY		TOTAL LEVEL OF FUNDING FY 77-78
				75 ^a	76 ^a	77	75 ^a	76 ^a	77	76	77		Full Time	Part Time	
Region V															
Baltimore City	Community College of Baltimore (2 yrs.)	Corrections, Special Police Police	A.A. in Correc- tional Adminis- tration; A.A. in Security Administration; A.A. in Law En- forcement; A.A. Criminal Justice.	6886	5358	b	600	225	181	30	26	Yes	3	9	\$60,000
	Coppin State College (4 yrs. Grad.)	Corrections Special Education Police, Courts, Corrections Dept.	M.A. in Correc- tional Educa- tion and Counsel- ing. B.A. & M.S. in Criminal Just.	2359	b	b	473	b	350	51	30	Yes	6	8	\$60,000
	Loyola College (4 yrs.)	Police	Sociology; law enforcement option. Psycho- logy; 1 law en- forcement option	3126	3323	b	463	366	147	8	b	No	3	8	\$50,000
	John Hopkins Univ.-Evening College		M.A. in Adminis- trative Science	b	b	b	b	b	b	b	b	No	1	b	\$10,000

TABLE V-52 - Continued

COUNTY & REGION	PARTICI- PATING INSTITUTION	PROG. FIELDS (POL., CTS., CORR., OTHER)	C.J. DEGREES CERTIFICATES OR MAJ. OFFERED	TOTAL ENROLLMENT FALL TERM			TOTAL C.J. ENROLLMENT FALL TERM			TOTAL LEAP DEGREES		C.J. ADV. COMM.	NUMBER OF CRIMINAL JUSTICE FACULTY		TOTAL LEVEL OF FUNDING FY 77-78
				75 ^a	76 ^a	77	75 ^a	76 ^a	77	76	77		Full Time	Part Time	
Baltimore City	Morgan State College (4 yrs, grad.)	None	None	5404	6036	b	22	17	11	5	5	No	b	b	\$ 9,500
	Univ. of Baltimore (4 yr. grad.)	Police Law En- forcement Corrections	B.A. in Criminal Justice, M.A. in Criminal Justice	3758	2466	b	450	345	355	103	115	Yes	13	13	\$173,550
	University of Maryland			b	b	b	b	b	b	b	b		b	b	b
	Univ. College School of Social Work			b	b	b	b	b	b	b	b		b	b	b
Anne Arundel	Anne Arundel Community College (2 yrs.)	Police	A.A. in Law Enforcement	3443	3780	b	82	78	64	15	15	Yes	3	7	\$ 21,760

CONTINUED

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TABLE V- 52 - Continued

COUNTY & REGION	PARTICIPATING INSTITUTION	PROG. FIELDS (POL., CTS., CORR., OTHER)	C.J. DEGREES CERTIFICATES OR MAJ. OFFERED	TOTAL ENROLLMENT FALL TERM			TOTAL C.J. ENROLLMENT FALL TERM			TOTAL LEEP DEGREES		C.J. ADV. COMM.	NUMBER OF CRIMINAL JUSTICE FACULTY		TOTAL LEVEL OF FUNDING FY 77-78
				75 ^a	76 ^a	77 ^a	75 ^a	76 ^a	77 ^a	76	77		Full Time	Part Time	
Baltimore County	Catonsville Community College (2 yrs.)	Corrections Police	A.A. in Police Administration; A.A. in Correctional Services.	6521	5290	b	360	329	417	45	40	Yes	4	16	\$101,000
	Essex Community College (2 yrs.)	Criminal Justice System	A.A. in Criminal Justice	2340	2428	b	247	252	273	67	78	No	5	11	\$ 22,720
Harford	Harford Community College	Police	A.A. in General Studies-Law Enforcement; A.A. in Criminal Justice. Certificates in Law Enforcement & Criminal Justice.	3004	1735	b	891	599	531	7	9	Yes	3	11	\$ 15,770
Baltimore County	Towson State University (4 yr. grad.)	Law Enforcement	B.A. with a Law Enforcement Theme.	10309	10484	b	44	68	85	12	4	No	21	17	\$ 30,428

NOTE: ^aTotal Enrollment reflects full-time equivalent.^bNot available.

With the completion of the Report on Maryland Criminal Justice Higher Education Programs, the Commission has now adopted educational goals for the police and corrections area of the State's Criminal justice system. The following represent the standards, timetables (where appropriate), and educational goals for each job level.

POLICE PERSONNEL

- a. Executive. This category includes directors of State agencies, police chiefs and sheriffs.

Recommendation: Law enforcement executives should possess at least a bachelor's degree. (It is not expected that incumbents would have to meet this as a standard.) Sheriffs should also possess a bachelor's degree. However, since they are elected officials, this is only a standard of desirability.

- b. Middle Management/Supervisors: Generally speaking, managers are defined as lieutenants and captains. Supervisors are defined as sergeants.

Recommendation: All middle management personnel in law enforcement should obtain an associate of arts degree as first priority, then a bachelor's degree.

- c. Operative Personnel: This category includes patrolmen and equivalent personnel.

Recommendation: Operative personnel should be required to possess an associate of arts degree by 1982 in any subject area.

CORRECTIONS PERSONNEL (ADULT AND JUVENILE)

- a. Executive: This category includes the Secretary, Deputy Secretary, Assistant Secretary of Public Safety and Correctional Services; Director, Deputy Director, Assistant Director of the Department of Juvenile Services; Commissioner, Deputy Commissioner, Assistant Commissioner of Corrections; and Director of Parole and Probation, Assistant Director of Parole and Probation.

Recommendation: Correctional executives should possess a graduate degree except for current executives.

- b. Division Managers: This category includes: Wardens; Superintendents of Institutions and Camps; Area Administrators; and Superintendents.

Recommendation: Bachelor's degree with some graduate work.

- c. Middle Management/Supervisors: This category includes: Deputy Wardens; DPS Administrative Management Staff Supervisors; Corrections Officers VI; Regional Department of Juvenile Services Supervisors; Assistant Superintendents; Division Chiefs; Program Specialists; Juvenile Counselor Supervisors; Directors of Clinical Services; and Principals, Vice Principals.

Recommendation: Middle management personnel should obtain a bachelor's degree.

- d. Operative Personnel: This category includes: Correctional Officers - I to V; Parole and Probation Agents I to III; DJS intake - Probation After-Care Staffs; Group Life Staff; Contractual Services Staff (YSB's and Group Homes); Teachers, Recreation Leaders.

Recommendation: Operative personnel except for Parole and Probation Agents and Probation After-Care Staffs should be required to possess an Associate of Arts Degree. As currently required, Parole and Probation Agents and Probation After-care Staffs should possess a bachelor's degree.

The Juvenile Services Administration is in compliance with the educational recommendations for all four levels of "Correctional Personnel." In addition, skill/knowledge inventories have been prepared for individual classifications of employers to provide a framework for inservice training. Education incentive systems for employers pursuing job related education have been established to include tuition reimbursement and administrative leave to attend classes.

In Maryland, the ability to make decisions for funding educational programs has progressed from the early ad hoc award process to the present, where the Commission could possess adequate data to begin making recommendations based on actual educational needs of system personnel.

While the Commission now has the decision-making ability, it does not possess the authority to make awards based on standards adopted for fund distribution, geography, population, program quality and student status. Additional emphasis must also be placed on the development of job analyses, incentive systems, program monitoring, and curriculum development as the State system attempts to meet the standards established for criminal justice personnel.

At present, the Commission staff developed a proposal for a Model Criminal Justice Education Program to be established at an academic institution serving one geographic area and fulfilling the needs of the criminal and juvenile justice agency or agencies in that area. This program could be a means of implementing Maryland's Comprehensive Plan for criminal justice training and education and serve as the basis for improved criminal justice education in Maryland and other states as it progresses. However, LEAA has failed to take any action on this proposal.

VI

Goals, Objectives, Standards

SECTION A: INTRODUCTION

Section B and C of this chapter discuss the objectives and priorities that have been set by the Maryland Governor's Commission on Law Enforcement and the Administration of Justice.

These Commission objectives and priorities constitute an important part of the Comprehensive Plan. The objectives set by the Commission serve to clarify and define the major intermediate goals which can be attained in the State over the next five consecutive years. The priorities set by the Commission structure the objectives by organizing them according to the greatest degree of importance and need.

Section D outlines the Commission estimated One Year Funding Objective for those program areas where funding in 1979 is envisioned.

Section E of this chapter outlines changes in Commission adopted standards and goals. Revised time schedules developed since the issuance of the 1978 Plan are included. The entire page containing the time schedule has been reprinted. However, the narrative on these pages remains unchanged. Sections A, B, and C are printed here as revised. Therefore, only the Standards and Goals which are inclusive in pages 855-1068 (Section D) of the 1978 Plan are still valid.

SECTION B: FIVE YEAR OBJECTIVES

Chapters IV and V of this Comprehensive Plan examine the nature and extent of crime and delinquency in Maryland and the identified and bounded problems of the State's law enforcement system which either impede crime control efforts or limit the system's ability to deal effectively with the offender.

Because the severity and extent of many of these problems indicate a long-term commitment to criminal justice improvement is needed, this Plan is based upon reasonable and attainable intermediate objectives which, when accomplished, will reduce crime and improve Maryland's criminal justice system.

In preparing the 1979 Plan Supplement, the Commission re-examined each problem area identified and each Commission objective formulated in the 1978 Plan. In some cases, the Commission objectives were modified. These objectives serve as the basis for program area evaluation within the five-year span projected by the Plan. It should be noted that in some cases the objectives chosen by the Commission, once accomplished, will eliminate the problem completely. In many cases, however, the Commission objectives must be considered as intermediate goals. The Commission employed the following criteria in selection of its objectives.

1. The objectives selected had to be within reach given the current state of the criminal justice art.
2. The objectives selected had to be governmentally appropriate.
3. The objectives selected, when accomplished, had to represent significant advances in the criminal justice or juvenile system.
4. The objectives selected had to be achievable within a five-year time period and primarily through Commission resources.

It should be noted that reductions in planned funding by the Congress caused several objectives to be revised to lengthen the period of implementation.

I. CRIME PREVENTION

Commission Objective: Coordinate and encourage the development of programs that are aimed at preventing the incidence of adult and juvenile offenses, thereby causing a reduction in the offense rate and increasing public awareness and access to prevention programs. (Refer to problem PRE-1).

II. DETECTION, INVESTIGATION AND APPREHENSION

Commission Objective: Improve the quality of police manpower as measured by increasing the minimum recruit educational level to an Associate of Arts degree or its equivalent within a period of five years; providing a minimum of 350 hours of preservice training, 35 hours of annual inservice training and 60 hours of management training and 40 hours of supervisory training for newly promoted personnel; and decreasing turnover rates of sworn personnel, not to exceed 7%, while meeting all agency, governmental, and legal standards. (Refer to problem POL-1.)

Commission Objective: Reduce fragmentation and duplication of police services in the State by combining certain support services in specific jurisdictions and by eliminating or redefining the authority of certain agencies and coordinating the public and private agencies in providing services in the same jurisdiction. (Refer to problem POL-2.)

Commission Objective: Implement the Commission's recommended Police Standards for all those agencies meeting the Minimum Standards as adopted by the Commission. (Refer to problem POL-3.)

Commission Objective: Develop efficient agency management and manpower allocation systems in all police agencies meeting Commission minimum standards and provide for a review and update of manpower allocation system annually and management system every five years. (Refer to problem POL-4.)

Commission Objective: Insure that every police agency meeting the Commission minimum standards develops, implements and continually evaluates a plan for cooperation and coordination between police and citizens and between police and the business community. (Refer to problem POL-5.)

Commission Objective: Increase use of the crime laboratory system services by 50%*with the majority of narcotic evidence processed within three days and the majority of other evidence within seven days through improved awareness of laboratory services available and improved evidence collection techniques. (* 1975 base year.) (Refer to problem POL-6.)

Commission Objective: Develop a comprehensive and coordinated State-wide law enforcement communications network; and implement area-wide dispatching and special emergency call systems where appropriate. (Refer to problem POL-7.)

III. ADJUDICATION

Commission Objective: Upgrade the professionalism of court-related personnel by developing standards within which preservice and continuing legal education programs would provide: (a) prosecutors and defenders throughout the State with at least 80 hours of preservice training and at least 40 hours of continuing legal education annually; (b) all judges within the State at least 125 hours of preservice training and at least 40 hours of continuing legal education annually; and (c) court administrative personnel 80 hours of preservice training and at least 40 hours of continuing legal education and professional education annually. (Refer to problem CT-1.)

Commission Objective: Establish a State-wide pretrial release capability with evaluation feed-back which would service both the District and Circuit Courts with the goal to decrease pre-trial detention in local jails to only those necessary to insure the protection of society or appearance at trial. (Refer to problem CT-2.)

Commission Objective: Exclude from the Adult Criminal Justice System those cases which do not have prosecutorial merit, divert those defendants who should be provided services by other agencies outside the adjudicative process and increase the effectiveness of prosecution of those cases that are actually brought to trial. (Refer to problem CT-3.)

Commission Objective: Develop standards for prosecutorial services and provide effective full-time prosecutorial services with necessary supportive capabilities to meet standards in Circuit and District Courts in all juvenile and adult proceedings. (Refer to problem CT-4.)

Commission Objective: Provide effective defense counsel through the Public Defender System within 24 hours after arrest throughout each stage of the adjudicative process and to make available criminal justice legal services to indigent inmates of State correctional facilities. (Refer to problem CT-5.)

Commission Objective: Increase the efficiency of the Circuit and District Courts by instituting up-to-date management techniques resulting in a maximum 15-day period between arrest and final disposition of a District Court case; for a maximum 90-day period between arrest and final disposition of a Circuit Court case, except where unique and unusual circumstances do not permit. (Refer to problem CT-6.)

IV. ADULT REHABILITATION

Commission Objective: Establish effective recruitment and retention programs providing qualified staff meeting all agency, governmental, and local standards for all adult correctional agencies or programs. Develop training standards and training curricula through the Correctional Training Commission providing for a minimum of 126 hours of preservice training and 24 hours of inservice training for correctional custody staff annually, 120 hours of preservice training and 60 hours of inservice training for correctional counselors annually, 156 hours of preservice training and 60 hours of inservice training for parole and probation agents annually, and 35 hours of management training for new correctional managers. (Refer to problem COR-1.)

Commission Objective: Provide technical and planning assistance with selected program funding to develop comprehensive systems for pretrial information gathering, screening, diagnosis, presentence reports, and classification capabilities within the criminal justice system. (Refer to problem COR-2.)

Commission Objective: Increase the proportion of sentenced offenders and pretrial defendants participating in effective treatment and rehabilitative programs at the community level;*and implement the recommendations of the community corrections committee relating to substandard jails and regional correctional detention centers. (* 1976 base year.) (Refer to problem COR-3.)

Commission Objective: Provide effective treatment and rehabilitation program capabilities within the State institutional system coordinated with community agencies and provide treatment opportunities to all individuals within two years of projected release for reintegration into the community or a community-based program. (Refer to problem COR-4.)

Commission Objective: Improve correctional management and operational procedures by implementing Commission's recommended correctional standards. (Refer to problem COR-5.)

V. JUVENILE REHABILITATION

Commission Objective: Establish effective recruitment and retention programs providing qualified staff meeting all agency, governmental and legal standards for all juvenile correctional agencies or programs. Make available a minimum of 120 hours of preservice training and 40 hours of inservice training for custody-oriented personnel, and a minimum of 120 hours of preservice training and 80 hours of inservice training for all professional staff and other client services persons of the Juvenile Services Administration and community-based programs. (Refer to problem JD-1.)

Commission Objective: Develop a master plan and improve the capability for screening, and diagnostic, services to all youths being processed by Juvenile Services Administration and the Juvenile Court. (Refer to problem JD-2.)

Commission Objective: Eliminate the detention of Children In Need of Supervision, reduce unnecessary detention of alleged and adjudicated delinquents through the development of adequate alternatives to detention and insure the separation of juveniles and adults in detention facilities. (Refer to problem JD-3.)

Commission Objective: Develop a unified system of service delivery to youth and their families through development of standards and appropriate legislation. (Refer to problem JD-4.)

Commission Objective: Provide adequate treatment to all adjudicated delinquents and selected programming for appropriate status offenders through the development and operation of viable community-based programs. (Refer to problem JD-5.)

Commission Objective: Successfully reintegrate institutionalized juveniles into the community or community-based programs within an average of six months from date of commitment by providing an adequate range of treatment programs within State juvenile institutions. (Refer to problem JD-6.)

Commission Objective: Exclude from the Juvenile Justice System those cases which do not have prosecutorial merit; to divert those juveniles who should be provided services by other agencies; to increase the effectiveness of prosecution of those cases that are actually brought to trial. (Refer to problem JD-7.)

Commission Objective: Increase the efficiency of the juvenile justice system by instituting up-to-date management techniques resulting in a maximum of 30 days between apprehension and petitioning, a maximum of 30 days from filing to adjudication, and a maximum of 15 days from adjudication to disposition. (Refer to problem JD-8.)

VI. MULTI-FUNCTIONAL

Commission Objective: Establish a State-wide criminal justice information and statistics system with capabilities for planning, operation, management and evaluation in accord with the State-wide plan adopted by the Commission. (Refer to problem RES-1.)

Commission Objective: Establish a State-wide juvenile justice information and statistics system with capabilities for planning, operation, management and evaluation in accord with the State-wide plan being developed by the Commission. (Refer to problem RES-2.)

Commission Objective: Insure that all major criminal justice agencies have adequate staff and skills for the utilization of modern techniques in program planning and evaluation. (Refer to problem RES-3.)

Commission Objective: Implement selected demonstration crime reduction programs which can decrease individual UCR crime rates in specific geographical areas. (Refer to problem COP-1.)

Commission Objective: Determine the extent of organized crime and develop a State level capability with local assistance in the investigation and prosecution of organized criminal activity including narcotics. (Refer to problem COP-2.)

Commission Objective: Develop and maintain a State-wide detailed plan for the administration of justice under emergency conditions, and provide for the development of contingency plans by local governments in conjunction with the overall State Plan. (Refer to problem RCD-1.)

Commission Objective: Development of a master plan(s) and standards relating to the design and needs of criminal and juvenile justice facilities in Maryland, begin substantial implementation of the central training capability identified in the Commission's training and education plan and provide assistance to at least one regional post trial/pre-trial community corrections facility. (Refer to problem CON-1.)

Commission Objective: Increase citizen involvement in reducing crime and improving the criminal justice system by increasing the ability of the police, corrections, and courts to determine the needs of the public; to act upon these needs and to inform the public of the resulting policies developed to improve delivery of services by the criminal justice system. (Refer to problem CI-1.)

Commission Objective: Upgrade and improve the educational levels of agency employees through selective implementation of the recommendations of the Commission plan for criminal justice education. (Refer to problem CJE-1.)

SECTION C: PRIORITIES

This section of the Comprehensive Plan describes the criteria and procedures used by the Commission to establish priorities among its program objectives.

The following factors are considered by the Commission setting priorities:

1. the priorities previously set by the Commission for its 1978 Plan and fiscal commitments made for 1979 in that Plan;
2. material submitted or suggestions made by the various regional planning organizations and State agencies during the past year;
3. the time scheduling required to reach Commission Five Year Objectives;
4. the anticipated receptiveness of potential applicants;
5. evaluation of past Commission funding and the results of current planning;
6. policy actions taken by the Commission since submission of the 1978 Comprehensive Plan.

A review of Governor's Commission funding since its inception indicates that COP-1, Concentrated Crime Reduction programs has received the largest commitment of funding (sixteen percent), followed by COR-3, Adult Community Corrections (fourteen percent), JD-5, Community-Based Juvenile Rehabilitation (eight percent), and RES-1, Information Systems (five percent).

The description of changes in the problem areas' scopes indicate the dynamic nature of the priorities addressed by the Governor's Commission. The Commission essentially sets its priorities in a three step process relying on the judgement of a majority of the individual members, after taking into consideration State, local and private input. The three step process includes problem definition, objective setting, and budgeting to meet objectives.

Commission priorities are also reflected in the amount of funds allocated to each program area in the Annual Action and Multi-Year Plans. These priorities are also illustrated by means of scheduling of reaching or meeting objectives in the Multi-Year Plan. Program areas to which 1979 funds are committed are as follows:

I. CRIME PREVENTION

PRE-1: Need to Upgrade Programs Aimed at the Prevention of Crime

II. DETECTION, INVESTIGATION AND APPREHENSION

POL-1: Need for Improved Police Manpower Capabilities

POL-2: Need for Reduce Fragmentation and Duplication of Police Services

POL-3: Need for Improved Police Services

POL-4: Need for Improved Systems for Management and Allocation of Police Resources

POL-5: Need for Improved Cooperation Between Police and Citizens

POL-6: Insufficient Utilization of Crime Laboratory and Crime Scene Investigative Capabilities

III. ADJUDICATION

CT-1: Need for Improved Courts Manpower Capabilities

CT-4: Need for Improved Prosecutorial Services in the Circuit and District Courts

CT-6: Need to Upgrade Administration, Management, and Operational Techniques in Court and Court-Related Agencies

IV. ADULT REHABILITATION

COR-1: Need for Improved Correctional Manpower Capabilities

COR-2: Insufficient Screening, Diagnostic and Classification Capabilities for Adult Offenders

COR-3: Lack of Effective Rehabilitation and Treatment Capabilities at the Community Level

COR-4: Insufficient effective Treatment and Rehabilitation Programs in State Correctional Institutions

COR-5: Need to Improve Correctional Institutional Management and Operational Procedures

V. JUVENILE REHABILITATION

- JD-2: Need to Improve Screening and Diagnostic Capabilities for Juvenile Offenders
- JD-3: Insufficient Juvenile Detention and Shelter Care Capabilities
- JD-5: Insufficient Community-Based Treatment Alternatives and Provision of Community Services for Juvenile Delinquency
- JD-6: Inadequate Institutional Treatment Programs for Juveniles
- JD-7: Need to Upgrade "Pre-Arrest," "Post-Arrest" and "Pre-Adjudication" Screening of Juvenile Cases
- JD-8: Inadequate Administration, Management and Operational Techniques in Juvenile Courts

VI. MULTI-FUNCTIONAL

- RES-1 Insufficient Data Collection and Statistics in the Criminal Justice System
- RES-2: Insufficient Data Collection and Statistics in the Juvenile Justice System
- RES-3: Lack of Systematic Program Planning and Evaluation in the Criminal Justice System
- COP-1: Need for Improved Efforts Aimed Directly at Reducing High Crime Incidence in Specific Categories or Specific Geographic Area
- CON-1: Improved Architectural Design, Work Space, and Physical Condition of Facilities for Criminal and Juvenile Justice Programs
- CI-1: Need to Improve Citizen Interaction in the Criminal and Juvenile Justice System

SECTION D: ONE YEAR FUNDING OBJECTIVES

1. CRIME PREVENTION

One Year Funding Objective: Reduce by 3% those youths referred to juvenile justice system agencies in selected areas of some urban and non-urban jurisdictions. (Refer to PRE-1).

2. DETECTION, INVESTIGATION AND APPREHENSION

One Year Funding Objective: Continue selected model programs to improve police recruitment and retention. Continue development of model inservice training program at local level, reflecting the State-wide objective of 35 hours of inservice training. (Refer to POL-1).

One Year Funding Objective: Reduce fragmentation and duplication of police services in two small municipalities through the continued implementation of contractual police services programs which would increase the number of law enforcement personnel and provide crime prevention services. (Refer to POL-2).

One Year Funding Objective: Continue programs which implement the Commission's recommended police standards, specifically Standard Pol-12 which recommends Police Legal Advisors in police departments. (Refer to POL-3).

One Year Funding Objective: To provide assistance to two large municipal police departments in the form of manpower allocation and resources studies. (Refer to POL-4).

One Year Funding Objective: To insure that at least one urban county police department develops plans and programs for improved cooperation and coordination between police and students, minority groups, and the general citizenry. (Refer to POL-5)

One Year Funding Objective: Provide support for increased Central Crime Laboratory services aimed at improving the delivery of services to agencies. (Refer to POL-6.)

One Year Funding Objective: No funding anticipated. (Refer to POL-7.)

3. ADJUDICATION

One Year Funding Objective: Support training to provide eight District Court Judges with at least 80 hours of continuing training; provide at least 40 hours of continuing education annually for court administrative personnel taking part in an overall continuing education program; continue support for increased staff capability of the Administrative Office of the Courts in the area of Judicial Branch Education and Training; provide at least 120 hours of continuing legal education to six Circuit Court level judges; and provide continuing education for up to 120 judges, masters and jury commissioners through a series of two day seminars. (Refer to CT-1).

One Year Funding Objective: No funding anticipated. (Refer to CT-2).

One Year Funding Objective: No funding anticipated. (Refer to CT-3).

One Year Funding Objective: Continue support for effective full-time prosecution by supporting full-time prosecutorial services in four non-urban counties, Baltimore City, and one urban county at the Circuit, District and Juvenile Court levels. (Refer to CT-4).

One Year Funding Objective: No funding anticipated. (Refer to CT-5).

One Year Funding Objective: Increase the efficiency of this court system by consolidating intake cases and juvenile matters into a family court for an urban county; and facilitating the efficient disposition of cases in Baltimore City by reducing the backlog of the county by 30%, reducing the period from arrest to trial by 20%. (Refer to CT-6).

4. ADULT REHABILITATION

One Year Funding Objective: Develop and implement training modules for correctional supervisors and correctional administrators throughout the State and provide management and technical training for up to 500 correctional officers in support of reaching projected five year objectives. (Refer to COR-1).

One Year Funding Objective: Provide funding for analysis of current sentencing practices in Maryland Courts and to support the development and implementation of policy or legislation resulting from this study. (Refer to COR-2).

One Year Funding Objective: Increase the proportion of sentenced offenders and pretrial defendants participating in effective treatment and rehabilitative programs at the community level by continuing support for various community-based programs serving approximately 2,000 persons annually. (Refer to COR-3).

One Year Funding Objective: Provide crisis intervention services to all inmates in the Maryland House of Correction general population and insure proper psychological follow-up treatment. (Refer to COR-4).

One Year Funding Objective: Provide funding for improved protection of civil rights to support the provision of legal services to inmates in State Correctional Institutions. (Refer to COR-5)

5. JUVENILE REHABILITATION

One Year Funding Objective: No funding anticipated. (Refer to JD-1).

One Year Funding Objective: To provide diagnostic services to 250 youths referred by the Juvenile Services Administration in Baltimore City. (Refer to JD-2).

One Year Funding Objective: Transfer the detention of juveniles in the Eastern Shore area of the State to a more satisfactory facility, thereby eliminating the use of jails for this purpose to provide an alternative to detention in State institutions in two urban counties by providing shelter care services for up to 24 youths at any given time, and provide non-secure house detention with intensive supervision to up to 450 youths as an alternative to secure detention. (Refer to JD-3).

One Year Funding Objective: No funding anticipated. (Refer to JD-4).

One Year Funding Objective: Provide support for commitment alternatives in two urban areas of the State; provide community-based residential services and supplemental services in four jurisdictions; provide two programs for job training in urban counties; and provide two programs specially geared to delinquent youths remaining within the public school system, all of which would provide increased community-based services to over 700 youths in the State and examine bed utilization in community-based programs State-wide. (Refer to JD-5).

One Year Funding Objective: To provide job placement and job training assistance to 200 youths released from Juvenile Services Institutions and provide community-based services to up to 100 youths while under a commitment to a juvenile institution, thus resulting in early release from institutional confinement. (Refer to JD-6).

One Year Funding Objective: Divert approximately 1,500 status offenders and youths committing minor offenses in the urban county and non-urban counties and improve the effectiveness of at least one large municipality police department in proper screening, diversion, and referral of juvenile offenders. (Refer to JD-7).

One Year Funding Objective: Increase the efficiency of the juvenile court system in Baltimore City by reducing the dismissal rate and postponement rate and thereby reducing the time from filing to adjudication. (Refer to JD-8).

6. MULTI-FUNCTIONAL

One Year Funding Objective: Continue implementation of the State-wide criminal justice information systems plan in accord with the policy established in that plan. (Refer to RES-1).

One Year Funding Objective: Continue implementation of a State-wide juvenile justice information system in accord with the policy established by the Commission and its Information System Policy Committee and the Master Plan for criminal justice information system development. (Refer to RES-2).

One Year Funding Objective: Increase the number of police agencies with planning, research and evaluation skills. Complete the establishment of basic capability within the State Court system.

One Year Funding Objective: Continue selected demonstration crime reduction programs which can decrease juvenile crime and individual UCR crime rates particularly for burglary, and vandalism in specific geographic areas, primarily municipalities and non-urban counties. (Refer to COP-1).

One Year Funding Objective: No funding anticipated. (Refer to COP-2).

One Year Funding Objective: No funding anticipated. (Refer to RCD-1).

One Year Funding Objective: Provide funding for support of operations and equipment costs for creation of a training academy for criminal justice employee pre and inservice training. (Refer to CON-1).

One Year Funding Objective: To assist elderly victims of crimes and prevent crimes against the elderly in Baltimore City, to improve the present method of contact with the courts as victims and witnesses in four urban counties and one non-urban county as well as a cooperative effort in three non-urban counties; a non-urban county and two urban counties; to provide services to families with serious family abuse related cases in Baltimore City and in a cooperative effort in three non-urban counties; to provide for a battered spouses

center in a non-urban county; to support community crime prevention efforts at the State level and in one urban and one non-urban county; and to provide support for a state-wide network of citizens and representatives of various special and State agencies to become involved in planning for the juvenile justice system and to advise the Juvenile Services Administration. (Refer to CI-1).

One Year Funding Objective: No funding anticipated. (Refer to CJE-1).

SECTION E: STANDARDS AND GOALS

Since the submission of the 1978 Comprehensive Plan Standard and Goals activity have continued. The standards presented in the 1978 Plan were the final products of several years of Commission activity and are not yet standards covering the entire spectrum of criminal justice in Maryland.

The Commission established subcommittees to develop a comprehensive set of standards and goals for Maryland taking into consideration the activities of the National Commission on Criminal Justice Standards and Goals, American Bar Association, American Correctional Association and other state or national organizations. The standards identified represent the accomplishment of the majority of the standards to be developed for Maryland by the Commission. However, additional development in the areas of police, juvenile delinquency, adult corrections and organized crime may occur during the next twelve months.

Until the final set of Maryland standards is developed, the numbering system identifying each standard and subpart is the product of the subcommittee reviewing the standards; it is intended that a unique identifier system will be developed in conjunction with the publishing of a comprehensive set of standards and goals. The current numbers associated with the standards relate to the sequence of Commission adoption and area designations (i.e., police, courts, and corrections) identifying the subcommittee who reviewed the standards. Decimal points in the numbering of standards denotes a separate standard (i.e., Standard 11 is a separate standard from 11.1), and letters or numerals in parenthesis after a standard number refers to specific subparts that relate to the program area discussed. All of the standards adopted by the Commission as of June 1, 1978, have been incorporated into the section.

Four Juvenile Justice Standards were adopted by the Commission in 1977-78, these standards (Standards JD 2.2, 2.3, 2.4 and 2.5) relate to Program Area JD-2 and are included in this plan supplement. In addition timetables indicating that the standard has been implemented or estimated when the standard will be implemented are included where changes have occurred since the 1978 Plan.

JD-2: The Need to Improve Screening, Diagnostic, and Classification Capabilities for Juvenile Offenders.

Long Range Goal: Utilize a State-wide Master Diagnostic Plan to develop a full range of community based diagnostic services. These resources would enable the court to remove from detention for diagnosis all but those children who require confinement for the public safety or their own welfare and development of treatment plans for all youth under the supervision of the Juvenile Services Administration.

Five Year Objective: Develop a master plan and improve the capability for screening, diagnostic, and classification services to all youths being processed by Juvenile Services Administration and the Juvenile Court.

One Year Funding Objective: To provide diagnostic services to 250 youths referred by the Juvenile Services Administration in Baltimore City.

Applicable Standards and Goals:

1. JD-2.1 - Diversion
2. JD-2.2 - Age at which Delinquency Jurisdiction Attaches
3. JD-2.3 - Venue
4. JD-2.4 - Traffic Offenses
5. JD-2.5 - Duration of Jurisdiction

The following standard has been adopted by the Maryland Governor's Commission relating to this program area.

JD 2.1 - Diversion

Every Maryland police agency, where permitted by law, immediately should divert from the criminal and juvenile justice systems any individual who comes to the attention of the police, and for whom the purpose of the criminal or juvenile process would be inappropriate, or in whose case other resources would be more effective. All diversion dispositions should be made pursuant to written agency policy that insures fairness and uniformity of treatment.

1. Police chief executives may develop written policies and procedures which allow, in appropriate cases, for juveniles who come to the attention of the agency to be diverted from the juvenile justice process. Such policies and procedures should be prepared in cooperation with other elements of the juvenile justice system.
2. These policies and procedures should allow for processing mentally ill persons who come to the attention of the agency, should be prepared in cooperation with mental health authorities and courts, and should provide for mental health agency referral of those persons who are in need of professional assistance but are not taken into custody.

JD 2.2 - Age at Which Delinquency Jurisdiction Attaches

The jurisdiction of the Juvenile Court in delinquency cases should be determined by the age of the juvenile at the time of the delinquency act and not by the age at the time of apprehension or adjudication.

JD 2.3 - Venue

The Juvenile Court that has jurisdiction within the city, county, or other political subdivision where the delinquent act was allegedly committed should be the court that adjudicates the act, unless, on the motion of the Juvenile or the prosecution or on its own motion, the court decides to transfer the case to the jurisdiction of the juvenile's residence.

JD 2.4 - Traffic Offenses

The Juvenile Court's jurisdiction over traffic offenses and boating offenses should be limited to the following:

1. Traffic offenses and boating offenses committed by juveniles under the age of 16; and
2. Major traffic or boating offenses that prescribe a penalty of incarceration.

All other traffic offenses committed by juveniles should be handled by District Court.

JD 2.5 - Duration of Jurisdiction

The dispositional authority of the Juvenile Court over juveniles who have been adjudicated delinquent should not extend beyond any juvenile's 21st birthday.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS							
	MET	1/79	7/79	1/80	7/80	1/81	7/81
JD 2.1	B	AC		D			
JD 2.2	ABCD						
JD 2.3	ABCD						
JD 2.4	ABCD						
JD 2.5	ABCD						

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

POL-1

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
Police 5	ABC					D	
Police 7	ABC					D	
Police 8	ABC					D	
Police 9	ABCD						
Police 10	ABC					D	
Police 11	ABC					D	
Police 38	ABC					D	
Police 15(4)	ABC					D	
Police 22(1)	ABC					D	
Police 23(1)	ABC					D	
Training and							
A	A						
B					ABCD		
C					ABCD		
D					ABCD		
E						A	
F	A						
G						ABCD	
H						ABCD	
I	A			BC			D

(POL-1 - Continued)

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Police 44	ABC					D
Police 45	ABC					D
Police 46	ABC					D
Police 47	ABC					D
Police 48	ABC					D
Police 49	ABC					D
Police 50	ABCD					
Police 51	ABCD					
Police 52	ABC					D
Police 53	ABC					D
Police 55	ABC					D
Police 56	ABCD					
Police 57	AB					CD
Police 58	ABC					D
Police 59	ABC					D
Police 60	ABC					D
Police 61	ABC					D

NOTE: Completion points are designated as: A=State; B=Baltimore City; C=Urban Counties; and D=Other.

POL-2

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
Police 12	ABC _____ D						
Police 14	ABC _____ D						
Police 21	A (BCD - Not Applicable)						

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

POL-3

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
Police 12	ABC						D
Police 16	ABC						D
Police 17	ABC						D
Police 18	ABC						D
Police 23	ABC						D
Police 25	ABCD						
Police 29				ABC			D
Police 31				ABC			D
Police 39	ABC						D
Police 43				ABC			D
Police 62	BC						AD
Police 63	ABC						D
Police 64	ABC						D
Police 65	ABC						D
Police 66	ABC						D
Police 67	ABC						D
Police 68	ABC						D

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

POL-4-

Police 37 - Selection and Assignment of Reserve Police Officers

Every Maryland police agency should consider employment of police reserve officers to supplement the regular force of sworn personnel and increase community involvement in local police service, consistent with the needs of the community.

1. Every Maryland police agency should establish minimum standards for reserve police officer selection and training according to the following criteria:
 - a. reserve officer selection standards should be equivalent to those for regular sworn personnel except that the reserve specialist should be selected on the basis of those limited duties which he will perform. Reserve officer medical and age requirements may differ from those for regular sworn personnel;
 - b. reserve officer training should be compatible to that of regular sworn personnel, but reserve specialists should be trained according to the requirements of the speciality which they will perform.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Police 3	ABC					D
Police 4				ABC		D
Police 5				ABC		D
Police 6	ABC					D
Police 19	ABC					D
Police 20				ABC		D
Police 24	ABC					D
Police 36				ABC		D
Police 37				ABC		D

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Police 1	ABCD					
Police 2	ABCD					
Police 22.1				BC		AD

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other

POL-6

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Police 12 (D-3)	<u>ABC</u>					D
Police 12 (D-5)	<u>ABC</u>					D
Police 30	<u>ABC</u>					D
Police 40	<u>ABC</u>					D
Police 41	<u>ABCD</u>					
Police 42	<u>ABC</u>					D
Police 54	<u>ABC</u>					D

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

CT-1

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Training and Education Standards						
A				B		ACD
B	A			D		BC
C						ABCD
D						ABCD
E						ABCD
F						ABCD
G			A			BCD
H						ABCD
I	AD					BC
CT-8						A
CT-9						A
CT-10	A					
CT-11	A					
CT-13						ABCD

NOTE: Completion points are designated as: A-Judiciary; B-Prosecutors; C-Public Defender; D-Court Support Personnel.

CT-3

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
CT 3.1						BCD
CT 3.2						BCD
CT 3.3	B			C		D
CT 3.4	B			C		D

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

CT-4

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
CT 4.1	B		C			D
CT 4.2	B				CD	
CT 4.3	BC				D	
CT 4.4	B			C		D
CT 4.5						A
CT 46						ABCD
CT 47	<u>BCD</u>					
CT 48						BCD

NOTE: Completion points are designated as: A=State; B=Baltimore City; C=Urban Counties; and D=Other.

CT-6

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
CT 6.1						ABCD	
CT 6.2						ABCD	
CT 6.3						ABCD	
CT 6.4						ABCD	
CT 6.5						ABCD	
CT 7						ABCD	
CT 12	ABCD						
CT 12.1	ABCD						
CT 14	A						
CT 15	ABCD						
CT 16						ABCD	
CT 19						ABCD	
CT 20	ABCD						
CT 21	ABCD						
CT 22						ABCD	
CT 23	ABCD						
CT 25						ABCD	
CT 43	A						
CT 44						A	

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

Additional Court Standards

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	MET	1/79	7/79	1/80	7/80	1/81	7/81
CT 18							ABCD
CT 24	ABCD						
CT 28							ABCD
CT 40	ABCD						
CT 41							ABCD
CT 42	ABCD						
CT 45							ABCD
CT 54	ABCD						

NOTE: Completion points are designated as: A = State; B - Baltimore City; C = Urban Counties; and D = Other.

COR-1

5. Recruitment efforts should be designed to produce a staff roughly proportional in ethnic background to the offender population being served.
6. Use of volunteers should be extended substantially.
7. Training programs designed to deal with the organizational issues and the kinds of personnel required by the program should be established in each parole agency.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
COR 3.1 (1-4)							ABCD
COR 3.3							ABCD
Training and Education Standards							
A							A
B							A
C							ABCD
D							A
E							A
F							ABC
G							ABC
H							ABC
I							ABC D
COR 10.4							A
COR 12.2							A
COR 12.8							A

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

COR-2

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/80
CT-26							ABCD
CT-27							ABCD
CT-29	ABCD						
CT-30	ABCD						
CT-31	ABCD						
CT-32							A
CT-33	A						
CT-34				A			
CT-36							A
CT-37							A
CT-38							A
CT-39							A

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

COR-3

9. Small community-based group homes should be available to parole staff for prerelease programs, for crises, and as a substitute to recommitment to an institution in appropriately reviewed cases of parole violation.
10. Limited funds for experimental programs should be made available to parole staffs to purchase needed community resources for parolees.
12. Specialized resource agents and experimental programs should be established for offenders with specific types of problems, such as drug abuse.

Police Standard 12.4 - The Detention System

Maryland police agencies should maintain only those facilities necessary for short term processing of prisoners immediately following arrest. Police agencies operating detention facilities should insure professionalism in its jail management and provide adequate detention services. All other persons detained should be the responsibility of a local or State correctional facility.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Standard 2.1						ABCD
Standard 2.2						ABCD
Standard 2.4						ABCD
Standard 1.9						ABCD
Standard 10.2	A.					
Standard 12.4	A*					
Standard 12.6					A	
Police						
Standard 12.4	ABC				D	

NOTE: Completion points are designated as: A = State; B - Baltimore City; C = Urban Counties; and D = Other.

*Only applicable to implementation by the State.

COR-4

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Standard 1.2				A		BCD
Standard 1.4						ABCD
Standard 1.5					AB	CD
Standard 1.6	AB			C		D
Standard 1.9						ABCD

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

COR-5

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Standard 1.1	AB				CD	
Standard 1.2					BCD	
Standard 1.4	AB					CD
Standard 1.5						ABCD
Standard 1.6	AB			C		D
Standard 1.7	ABC				D	
Standard 1.8	ABCD					
Standard 1.9					B	ACD
Standard 1.11	ABC				D	
Standard 1.12	AB					OD
Standard 1.13	AB			D		D
Standard 1.14	AB				CD	
Standard 1.15						ABCD
Standard 1.16	ABCD					
Standard 1.17	A				BCD	
Standard 1.18	AB				CD	
Standard 2.3						A
Standard 3.2					ABC	D
Standard 10.1					A	
Standard 12.1	A					
Standard 12.3	A					
Standard 12.5						A
Standard 12.7	A					
CT-35						ABCD

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

JD-1

- I. Making Staff Available for Training: Each agency should develop a plan for releasing personnel for training. The plan should include all required procedures and fiscal requirements. These plans should be submitted to appropriate State or local officials so that fiscal planning for these requirements can be fully considered. State and local government should give priority to legitimate needs of their agencies relating to the releasing of personnel for training purposes.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Training and Education Standards						
A						A
B	A					
C						A
D						A
E	A					
F						A
G						A
H						A
I	A					

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

JD-6

Standard 1.9 - Rehabilitation

Juvenile offenders who are legally bound by age to attend school should be required to do so. Although no juvenile offender should be required, unless bound by law, to remain in a rehabilitative program, the juvenile offender should be required to begin a rehabilitative program but not be forced or coerced in any way to remain in a particular program.

Standard 1.12 - Disciplinary Procedures

Each correctional agency should immediately adopt disciplinary procedures for each type of residential facility it operates and for the persons residing therein.

In the case of juvenile offenders, rules governing major violations should provide for a hearing on the alleged violation which should be conducted as follows: be brought to the attention of the court through a petition and the normal adjudicatory process should follow.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Standard 1.2						A
Standard 1.4	A					
Standard 1.8	A					
Standard 1.9	A					
Standard 1.12	A					

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

RES-1

13.4 Responsibility for drafting revised data reporting legislation should be done in conjunction with the development of appropriate security and privacy guidelines. Such legislation should be prepared for submission to the 1976 session of the Maryland General Assembly.

The following time-table is projected for the implementation of these standards:

Commission Standards	Time Schedule						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
Standard 1							A
1.1	A						
1.2				A			
1.3					A		
1.4						A	
Standard 2	B						C
2.1	B						C
2.2	A						
2.3	AB						C
Standard 3	A						
3.1	A						
3.2					A		
3.3							A
Standard 4							ABCD
4.1							ABCD
4.2							ABCD
4.3							A
4.4							A
4.5							ABCD
Standard 5	ABD						C
5.1	ABD						C
5.2	A						
5.3	ABCD						
Standard 6							
6.1							A
6.2							A
6.3							A
Standard 8	A						
8.1	A						
8.2	A						

RES-1 - (Continued)

Commission Standards	Time Schedule						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
Standard 9	A						
9.1						A	
9.2	A						
Standard 10						A	
Standard 11	A						
Standard 12	A						
12.1	A						
12.2	A						
12.3						A	
12.4						A	
12.5	A						
Standard 13	A						
13.1	ABCD						
13.2	A						
13.3	A						
13.4	A						

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

RES-2

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
RES 7						A
7.1						A
7.2						
RES 12.5						A
12.5.1	A					
12.5.2						A
12.5.3	A					
12.5.4						A
12.5.5						A
RES 13.5	A					
13.5.1	A					
13.5.2	A					
RES 14			B			AC
14.1			B			AC
14.2			B			AC
14.3						AD

NOTE: Completing points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

RES-3

Police 13 - Police Research Standard

Every Maryland police agency should designate a segment of their department to be responsible for the collection and dissemination of research data within their agency and make available to other law enforcement agencies who make requests or where it is thought to be of interest to other agencies. Law Enforcement agencies should be encouraged to participate in National and State research activities where appropriate.

CT 17 - Participation in Justice Planning

- a) Judges and court personnel should participate in justice planning activities as a means of disseminating information concerning the court system and of furthering the objective of coordination among agencies of the criminal justice system.
- b) No grant application submitted on behalf of any judge or any court should be considered by the Governor's Commission on Law Enforcement and the Administration of Justice unless first approved by the Chief Judge of the Court of Appeals.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
Police 15	ABC						D
Police 27	ABC						D
Police 28			ABC				D
COR 3.2							ABCD
Police 13			ABC				D
CT 17	ABCD						

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

RCD-1

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
Police 14						A
Police 32						ABCD
Police 33	ABCD					
Police 34						ABCD
Police 35						ABCD
CT 55						A

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; D= Other.

CON-1

Standard CON-1.1 - Courthouse Physical Surroundings

1. Adequate facilities should be provided for all courts.
2. A courthouse accreditation commission should be established. This commission, supported by adequate staff, should at the minimum have power to establish standards for courthouse construction, design, maintenance, and improvement and to survey existing court facilities and rate them according to compliance with the standards. Especially at the trial court level, attention should be given to the need for having executive branch agencies in close proximity to the judiciary agencies with which cooperation is required.
3. The commission might also be given authority, in the case of a court facility rated below minimum standards, to require action to bring the court facility up to standard, and to apportion the cost of this activity between the State and local (and, if relevant, Federal) governments.
4. In any event, appropriate arrangements for sharing State/local costs of facilities should be made as an interim measure pending full State funding of all court physical facilities.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE						
	MET	1/79	7/79	1/80	7/80	1/81	7/81
COR 1.5					AB		CD
COR 2.1					ABCD		
CON 1.1					ABCD		

NOTE: Completion points are designated as: A = State; B = Baltimore City; C = Urban Counties; and D = Other.

CI-1

- b. police agencies should provide to the authority scheduling court appearances the dates on which each police officer will be available. The schedules should list a sufficient number of available dates for each month or term of court to permit the scheduling authority flexibility in choosing among them when assigning court dates. The scheduling authority should consult the schedules in selecting dates for criminal proceedings. Insofar as possible, the scheduling authority should schedule court appearances that inconvenience the officer and his department as little as possible.

The following timetable is projected for the implementation of these standards:

COMMISSION STANDARDS	TIME SCHEDULE					
	MET	1/79	7/79	1/80	7/80	1/81 7/81
CI 1.1						ABCD
CI 1.2						ABCD
CI 1.3						ABCD
CI 1.4				ABC		D

NOTE: Completion points are designated as: A= State; B= Baltimore City; C= Urban Counties; and D= Other.

VII **Annual Action Program**

SECTION A: INTRODUCTION

The Annual Action Program presented in this chapter outlines the Commission's 1979 funding plan. The projects described are the product of the Commission's coordination with State and local officials and represent the initial step toward the accomplishment of the Commission's Five Year Objectives.

Section B identifies the project activities contemplated in response to each of the Commission's Five Year and One Year Objectives during 1979. Each program description, in addition to outlining the type of project activity anticipated, identifies the number of grants expected, the dollar range of grants expected, the total Federal grant funds allocated to each program area, and the eligible grantees (or jurisdictions) for each project activity. Also included is an indication of State and local grant matching requirements. The State buy-in and local matching requirements are incorporated in the line item figures of "State Support Requested" and "Local Support Requested." The funding support allocated to each area of concern in 1969, 1970, 1971, 1972, 1973, 1974, 1975, 1976, 1977, and 1978 is included to the extent that previous funding translates into current annual action program categories. However, due to the Commission's planning cycle does not correspond to the Federal fiscal year, a large amount of the 1978 funds have not been awarded. Additionally, for each program activity, the relationship of the program to problem areas, standards, goals and objectives adopted by the Governor's Commission is outlined.

The Annual Action Chapter of the 1979 Plan Supplement replaces pages 1069-1136 of the 1978 Plan.

SECTION B: ANNUAL ACTION PROGRAM

I. CRIME PREVENTION

Program Title: Need to Upgrade Programs Aimed at the Prevention of Crime. (PRE-1)

Five Year Objective: Coordinate and encourage the development of programs that are aimed at preventing the incidence of adult and juvenile offenses, thereby causing a reduction in the offense rate and increasing public awareness and access to prevention programs.

One Year Funding Objective: Reduce by 3% those youths referred to juvenile justice system agencies in selected areas of some urban and non-urban jurisdictions.

Implementation: In an urban county, third year support for a crisis intervention program is envisioned. This program would include a two-person crisis intervention team on duty at all times to provide services to alleged status offenders or delinquents or in domestic situations where such services would be appropriate. Project staff would respond at the request of police or Juvenile Services Administration. Crisis intervention services would include immediate counseling, referral and follow-up to insure that services are, in fact, provided. The program is designed to serve approximately 300 youths per year and to enable the police to allocate more time to law enforcement activities.

Final year Federal support is envisioned for another program in an urban county which provides specialized services for youths who have been suspended from school on several occasions, and have had some contact with the Juvenile Services Administration. Specialized individualized classroom instruction, vocational education and counseling for parents and the child are envisioned. The program would operate in three secondary schools and would be able to provide services to approximately 100 youths a year.

The refunding of a juvenile prevention unit within a non-urban police department is also envisioned. Prevention activities would be directed toward public awareness, increased understanding of law enforcement, prevention of basic criminal activity, and prevention of repeat offenses. A 24-hour informational service would be provided by the police department for youth counseling purposes. Inter-agency activities would be coordinated by the Unit and would include a youth advisory panel, police-sponsored youth recreational activities, a multi-agency approach to providing

services to youth offenders, follow-up activity by Unit staff to youth offenders, and specialized techniques for arrest and detention of youth offenders. The Unit would be comprised of four officers, a counselor and secretary.

Initial funding is contemplated in one non-urban county for the development of a juvenile outreach project. This project would provide rehabilitative counseling services throughout the county to juveniles that experienced serious educational system difficulty, expulsion, or juvenile delinquency. Program services would include assistance in vocational training to promote employment that potentially prevents crime and delinquency. Funds would be used primarily for staffing.

Relationship to Problem Areas, Standards, Goals and Objectives: The Counseling Center, the prevention unit, and crisis intervention programs relate directly to the problem of inadequate juvenile prevention programming by providing counseling and referral services that may prevent further contact with the formal juvenile justice system. The program for multi-suspended students would relate directly to the problem of inadequate community involvement in crime prevention by involving the school system in a program for youths with problems.

Subgrant Data

Crisis Intervention

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$101,000 - \$117,100 (C)

Multi-Suspended Students Program

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$118,000 - \$125,000 (JD)

Youth Prevention Unit

Eligible Subgrantee:	Non-Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$90,000 - \$91,600 (C)

Project Outreach

Eligible Subgrantee:	Non-Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$14,000 - \$15,000 (JD)

Budget

LEAA Support Requested:	\$208,700 (C)
LEAA Support Requested:	\$140,000 (JD)
State Support Requested:	\$ 8,116 (C)
State Support Requested:	NONE
Local Support Requested:	\$ 15,073 (C)
Local Support Requested:	\$ 15,556 (JD)
Other Support Requested:	NONE
Program Total:	\$387,445

Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$	0
	1970		0
	1971		112,383 (C)
	1972		9,800 (C)
	1973		0
	1974		76,516 (C)
			101,772 (E)
	1975		77,033 (C)
	1976		1,152,864 (C)
			223,430 (JJDP)
	1977		151,441 (C)
			95,000 (JJDP)
	1978		111,251 (C)
			260,550 (JJDP)

II. DETECTION, INVESTIGATION AND APPREHENSION

Program Title: Need for Improved Police Manpower Capabilities (POL-1)

Five Year Objective: Improve the quality of police manpower as measured by increasing the minimum recruit educational level to an Associate of Arts degree, or its equivalence, within a period of five years; providing a minimum of 350 hours of preservice training, 35 hours of annual inservice training and 60 hours of management training and 40 hours of supervisory training for newly promoted personnel; establishing effective recruitment, selection, retention and career development programs to attract and retain qualified personnel, and decreasing the turnover rates of sworn personnel, not to exceed 7% while meeting all agency, governmental, and legal standards.

One Year Funding Objective: Continue selected model programs to improve police recruitment and retention. Continue development of a model inservice training program at the local level, reflecting the State-wide objective of 35 hours of inservice training.

Implementation: Funds would be used to continue support for two police intern programs in a large municipality police agency and a non-urban county sheriff's department. The major objective of the intern programs is to attract students to a possible career in police work. It is anticipated that up to twenty interns would be involved in such programs.

Continued funding support for a model inservice training program for an urban county police department is anticipated. This program delivers training modules in the county designed to fit the various functions police perform. All officers in the department would participate in the 35-hour per year inservice training provided by this program. Funds would be used for audio-visual equipment and staff to develop the training modules.

At the State level funding is anticipated for a study to develop a validated promotional system including tests and evaluation ratings. This study would complete a project providing career tracks and incentives for police personnel. Funding is also projected for a study of an urban county police department's entrance and promotional screening and selection procedures.

Relationship to Problem Areas, Standards, Goals, and Objectives.

The police intern programs relate to Police Standards 7 and 8 which address general and college police recruiting through improved techniques. The inservice training program addresses the Commission's training and education standards particularly the areas dealing with curriculum development and specialized training.

Studies of selection and promotional systems are directly related to Police Standards 5 (Enhancing the Career of the Patrol Officer), 10 (The Selection Process), 44 (Position Classification Plan), 45 (Personnel Development Activities), and 47 (Personnel Evaluation for Promotion and Advancement).

Subgrant Data

Police-Intern Program

Eligible Subgrantee:

Non-Urban Counties, Large
Municipalities

Number of Grants Expected:

2

Dollar Range of Grants Expected:

\$12,800 - \$14,700

Model Inservice Training

Eligible Subgrantee:	Urban Counties
Number of Grants Expected:	1
Dollar Range of Grants:	\$75,000 - \$82,900

Career Development and Incentive Study

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$30,000 - \$34,000

Evaluation of Police Selection Techniques

Eligible Subgrantee:	Urban Counties
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$12,500 - \$15,000

Budget

LEAA Support Requested:	\$159,400
State Support Requested:	8,655
Local Support Requested:	9,056
Other Support Requested:	NONE

Program Total	\$177,111
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Applicable Federal State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$ 28,612
	1970	249,801
	1971	99,819
	1972	184,793
	1973	90,388
	1974	172,418
	1975	213,254
	1976	365,671
	1977	118,036
	1978	17,460

Program Title: Need to Reduce Fragmentation and Duplication of Police Services. (POL-2)

Five Year Objective: Reduce fragmentation and duplication of police services in the State by combining certain support services in specific jurisdictions and by eliminating or redefining the authority of certain agencies and coordinating the public and private agencies in providing services in the same jurisdiction.

One Year Objective: Reduce fragmentation and duplication of police services in two small municipalities through the continued implementation of contractual police services programs which would increase the number of law enforcement personnel and provide crime prevention services.

Implementation: Continued funding for two small municipalitiy resident trooper programs is envisioned. These programs allow the municipalities to contract with the Maryland State Police for troopers who provide law enforcement and crime prevention services. Objectives of the program include providing an improved sense of security to the citizenry through increased law enforcement services and reducing the occurrence of criminal incidents. The use of an existing state-wide service agency reduces possible duplication by further increases in small municipal departments.

Relationship to Problem Areas, Standards, Goals, and Objectives: The contractual police service programs relate directly to Police Standards 14 (Combined Police Services) and 21 (State Specialists) and the Commission objectives in that they directly impact on the reduction of fragmentation and duplication of various police functions by preventing the establishment of or redefining the authority of certain agencies.

Subgrant Data

Resident Trooper

Eligible Subgrantee:	Small Municipalities
Number of Grants Expected:	2
Dollar Range of Grants Expected:	\$15,000 - \$16,900

Budget

LEAA Support Requested:	\$33,800
State Support Requested:	\$ 0
Local Support Requested:	\$ 3,756
Program Total:	\$37,556

Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$ 0
	1970	\$ 27,621
	1971	\$246,813
	1972	\$180,206
	1973	\$383,136
	1974	\$392,231
	1975	\$433,084
	1976	\$ 58,283
	1977	\$464,330
	1978	\$102,516

Program Title: Need for Improved Police Services. (POL-3)

Five Year Objective: Implement the Commission's recommended Police Standards for all those agencies meeting the minimum standards as adopted by the Commission.

One Year Objective: Continue programs which implement the Commission's recommended police standards, specifically standard POL-12 which recommends Police Legal Advisors in police departments.

Implementation: This program area contemplates continued funding for three Police Legal Advisors and initial funding support for one Legal Advisor. Two of these advisors assist an urban county police department, one in departmental policy and the other in criminal matters, while another assists a police agency in a non-urban county. Funding for an additional advisor to serve a non-urban county jurisdiction is anticipated. The advisors are available at any time to respond to questions of procedure which may arise during the course of police operations or investigations. Funds would be utilized to support salary and related expenses for the four staff positions involved.

Relationship to Problem Areas, Standards, Goals or Objectives

The program activity contemplated would have a impact on the improvement of police services by providing legal counsel to selected police agencies. Programs are directly related to Police Standard 39 (Legal Assistance) which states that every Maryland police agency should immediately acquire the legal assistance necessary to insure maximum effectiveness and efficiency in all its operations. Commission minimum police standards also recommend that every police agency should have a legal advisor or provisions for legal advisor services.

Subgrant Data

Police Legal Advisor

Eligible Subgrantee:	Urban County, Non-Urban Counties
Number of Grants Expected:	4
Dollar Range of Grants Expected:	\$15,000 - \$29,500

Budget

LEAA Support Requested:	\$92,800
State Support Requested:	3,609
Local Support Requested:	6,702
Other Support Requested:	NONE

Program Total	\$103,111
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Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding	1969	0	
	1970	0	
	1971	0	
	1972	0	
	1973	0	
	1974	0	
	1975	0	623
	1976	\$109,446	
	1977	\$ 67,616	
	1978	\$ 19,461	

Program Title: Need for Improved Systems for the Management and Allocation of Police Resources (POL-4)

Five Year Objective: Develop efficient agency management and manpower allocation systems in all police agencies meeting Commission minimum standards and provide for a periodic review and update of manpower allocation systems annually and management systems every five years.

One Year Funding Objective: To provide assistance to two large municipal police departments in the form of manpower allocation and resources studies.

Implementation: This program area contemplates funding for two manpower allocation and resources studies in two large municipal police departments. These studies would examine the present organizational staffing and manpower utilization techniques and recommend changes to improve overall department efficiency.

Relationship to Problem Areas, Standards, Goals, and Objectives

Anticipated program activity relates to Police Standards 6 (Deployment of Patrol Officers), 19 (Specialized Assignment), 36 (Assignment of Civilian Personnel) and 37 (Selection and Assignment of Reserve Police Officers).

Subgrant Data

Police Manpower and Resources Study

Eligible Subgrantee:	Large Municipalities
Number of Grants Expected:	2
Dollar Range of Grants Expected:	\$9,000 - \$16,000

Budget

LEAA Support Requested:	\$25,000
State Support Requested:	972
Local Support Requested:	1,806
Other Support Requested:	NONE

Program Total:	\$27,778
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Applicable Federal-State Contributions: 90% Federal, 10% State-local.

Prior Program Funding:	1969	\$ 3,129
	1970	43,897
	1971	136,634
	1972	190,406
	1973	66,455
	1974	112,371
	1975	201,727
	1976	104,700
	1977	0
	1978	0

Program Title: Need for Improved Cooperation Between Police and Citizens.
(POL-5)

Five Year Objective: Insure that every police agency meeting the Commission minimum standards develops, implements, and continually evaluates a plan for cooperation and coordination between police and citizens and between police and the business community.

One Year Funding Objective: To insure that three urban county Police Departments develop plans and programs for improved cooperation and coordination between police and students, minority groups, and the general citizenry.

Implementation: Continued funding at the urban county level is anticipated for a police-student relations project aimed at improving student attitudes toward police by gaining an understanding of the law enforcement profession and its role in society. Patterned after a similar program in another Maryland county, the Board of Education in this jurisdiction would offer in all junior high schools multi-media curriculum in courses involving law enforcement and crime detection principles.

A program to improve police-community relations with the Spanish speaking community in an urban county would be continued. The program would employ a citizen liaison who would work with the community explaining available police services and mediating police community problems.

Relationship to Problem Areas, Standards, Goals, and Objectives: The program activity anticipated relates directly to Police Standard 2 (Communication With The Public). The projects described encourage communication with the community and cooperation with those community members seeking to understand police operations. This project also indirectly addresses Police Standard 22(1), (Juvenile Operations), in that several projects seek to prevent delinquent behavior and juvenile crime.

Subgrant Data

Police Student Relations

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$70,000 - \$76,000

Cooperative Communications

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$7,500 - \$8,200

Budget

LEAA Support Requested: \$84,200
State Support Requested: 3,275
Local Support Requested: 6,081
Other Support Requested: NONE
Program Total: \$93,556

Applicable Federal-State Contributions: 90% Federal, 10% State-local.

Prior Program Funding:	1969	\$ 3,129
	1970	43,897
	1971	136,634
	1972	190,406
	1973	66,455
	1974	112,371
	1975	165,900
	1976	180,573
	1977	65,708
	1978	76,243

Program Title: Insufficient Utilization of Crime Laboratory and Crime Scene Investigative Capabilities. (POL-6)

Five Year Objective: Increase use of the crime laboratory system services by 50%* with the majority of narcotic evidence processed within three days and the majority of other evidence within seven days through improved awareness of laboratory services available and improved evidence collection techniques. (*1975 base year).

One Year Funding Objective: Provide support for increased Central Crime Laboratory services aimed at improving the delivery of services to user agencies.

Implementation: This program area anticipates funding for additional personnel and technological improvements to the State's Central Crime Laboratory. Improvement in the turn-around time for Controlled Dangerous Substances and trace evidence analysis along with improved capabilities for specialized analysis on firearms, poisons, soil and glass is projected.

Relationship to Problem Areas, Standards, Goals, and Objectives: Activity under the funding area relates to Police Standard 40 (Identification and Preservation of Physical Evidence), 41 (The Crime Laboratory), and Commission Minimum Police Standards which state that police departments without the capability to perform sophisticated crime analysis should obtain formal agreements with departments that have this expertise.

Subgrant Data

Crime Laboratory Expansion

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$100,000 - \$106,254

Budget

LEAA Support Requested:	\$106,254
State Support Requested:	11,806
Local Support Requested:	NONE
Other Support Requested:	NONE

Program Total:	\$118,060
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Applicable Federal-State Contributions: 90% Federal, 10% State-local.

Prior Program Funding:	1969	\$111,778
	1970	\$276,190
	1971	\$281,031
	1972	\$ 49,456
	1973	\$ 62,202
	1974	\$131,717
	1975	\$ 66,420
	1976	0
	1977	0
	1978	0

III. ADJUDICATION

Program Title: Need for Improved Courts Manpower Capabilities (CT-1)

Five Year Objective: Upgrade the professionalism of court-related personnel by developing standards within which preservice and continuing legal education programs would provide: (a) prosecutors and defenders throughout the State with at least 80 hours of preservice training and at least 40 hours of continuing legal education annually; (b) all judges within the State at least 125 hours of preservice training and at least 40 hours of continuing legal education annually; and (c) court administrative personnel 80 hours of preservice training and at least 40 hours of continuing legal education and professional education annually.

One Year Funding Objective: Support training to provide eight District Court Judges with at least 80 hours of continuing training; provide at least 40 hours of continuing education annually for court administrative personnel taking part in an overall continuing education program; continue support for increased staff capability of the Administrative Office of the Courts in the area of Judicial Branch Education and Training; provide at least 120 hours of continuing legal education to six Circuit Court level judges; and provide continuing education for up to 120 judges, masters and jury commissioners through a series of two day seminars.

Implementation: This program contemplates funding for continuing training for District Courts Judges. It is anticipated that eight District Court Judges would receive at least 80 hours of continuing training each through this program. The participants would attend the National College of the State Judiciary held in Reno, Nevada which includes training in criminal law and procedure, sentencing, search and seizure, evidence and constitutional law development.

Continued support to the Administrative Office of the Courts for an Assistant Director of Judicial Educational Services along with secretarial help to comprise the training unit is anticipated. It is expected that this unit would continue to develop and deliver educational training to members of the judicial branch.

A program to send six Circuit Court trial judges to receive 120 hours of continuing legal education in areas directly relating to trial procedure, family law, evidence, criminal and civil law, jury instructions and sentencing and probation would be funded. Attendance would be supported for participation in the National College of the State Judiciary programs.

Continued support for Administrative Court personnel to attend training programs designed to increase knowledge of calendar management, budgets, information systems, records management and planning is also envisioned.

Funding support is anticipated for a series of two day seminars for various court personnel. It is anticipated that 35 to 40 judges and masters would attend a two day seminar on substantive and procedural areas of judicial law. Additionally, 40 to 45 administrators and administrative judges would attend a two day seminar addressing the principles of planning and budgeting. A two day seminar that would highlight improved methods and techniques in the selection and management of jury systems to judges, jury commissioners and clerks is also anticipated.

Relationship to Problem Areas, Standards, Goals and Objectives: This program addresses the training needs of the courts system as addressed in Problem Area CT-1 and would assist the State to implement the training needed to meet the Commission's five year objective in the area. Emphasis will be in filling gaps in inservice training programs for Court Administrative Personnel, providing training to inservice personnel that have not been previously trained due to lack of resources in past years, and providing continuing education to the Judicial Branch. A major component of this program is that it provides additional staff capability to the judicial system in order to develop training programs. The need for this capability is outlined in Problem Area CT-1.

Subgrant Data

District Court Training

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$4,000 - \$4,300

Court Management Training Project

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$19,000 - \$19,600

Judicial Education and Training Unit

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$26,000 - \$26,300

Judicial Education - Resident Courses

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$9,000 - \$9,700

Selected Seminar Programs - Judicial Branch of Government

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$13,000 - \$13,500

Budget

LEAA Support Requested:	\$73,400
State Support Requested:	8,156
Local Support Requested:	NONE
Other Support Requested:	NONE
Program Total:	\$81,556

Applicable Federal-State Contributions: 90% Federal, 10% State/local.

Prior Program Funding:	1969	\$ 3,912
	1970	64,383
	1971	208,560
	1972	185,208
	1973	265,222
	1974	228,551
	1975	136,826
	1976	194,697
	1977	21,870
	1978	45,310

Project Title: Full-Time Prosecutorial Services in Circuit and District Courts (CT-4)

Five Year Objective: Develop standards for prosecutorial services and provide effective full-time prosecutorial services with necessary supportive capabilities to meet standards in Circuit and District Courts in all juvenile and adult proceedings.

One Year Funding Objective: Continue support for effective full-time prosecution by supporting full-time prosecutorial services in four non-urban counties Baltimore City and one urban county at the Circuit, District and Juvenile Court levels.

Implementation: This program contemplates grants to expand and upgrade the services being provided to the courts and related agencies by State's Attorneys throughout the State. Grant funds would be used to provide continued prosecutorial services to a non-urban State's Attorney's Office for the District Court where full-time prosecutorial services were needed.

Continued support for a special prosecution unit in another non-urban county is also envisioned. This unit, which uses a senior prosecutor as a Warrant Screening Processor, was established to support the concept of a model prosecutor's office in Maryland. Approximately 3,000 matters would be handled through the screening process.

Continued support would also be provided for a unit in an urban county to prosecute all juvenile cases in that jurisdiction. Funding is also anticipated to establish two new juvenile prosecution units in non-urban counties to handle all aspects of juvenile prosecution.

In Baltimore City a project is envisioned which would increase prosecutorial services for sexual assault cases including intrafamily family abuse, child abuse and incest. Funds would be used to provide full-time prosecutors with supportive services to handle these cases.

Relationship to Problem Areas, Standards, Goals, and Objectives:

The program envisioned relate directly to the problem area and the objective. By providing special and juvenile prosecution units and full-time prosecutors, the State's Attorney's Offices are being provided with some of the manpower and technical expertise necessary to provide effective full-time prosecutorial services in both Circuit and District Courts in all juvenile and adult proceedings. This addresses the Commission's goal of full-time prosecutorial services, in that full-time prosecutors are being funded.

Subgrant Data:

Full-Time Prosecutor

Eligible Subgrantee:	Non-Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$14,500 - \$15,300

Special Prosecutorial Unit

Eligible Subgrantee:	Non-Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$23,000 - \$24,800

Juvenile Prosecution Units

Eligible Subgrantee:	Non-Urban Counties, Urban Counties
Number of Grants Expected:	3
Dollar Range of Grants Expected:	\$14,000 - \$89,900 (JD & C)

Sexual Offense Task Force

Eligible Subgrantee:	Baltimore City
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$100,000 - \$106,500

Budget

LEAA Support Requested:	\$152,169 (C)
LEAA Support Requested:	114,331 (JD)
State Support Requested:	5,918 (C)
State Support Requested:	NONE (JD)
Local Support Requested:	10,990 (C)
Local Support Requested:	12,703 (JD)
Other Support Requested:	NONE

Program Total	\$296,111
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Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$ 4,243
	1970	\$ 39,200
	1971	\$238,877
	1972	\$326,142
	1973	\$441,634
	1974	\$469,564
	1975	\$436,711
	1976	\$171,828
	1977	\$113,464
	1978	\$ 37,609

Program Title: Need to Upgrade Administration, Management, and Operational Techniques in Courts and Court-Related Agencies. (CT-6)

Five Year Objective: Increase the efficiency of the Circuit and District Courts by instituting up-to-date management techniques resulting in a maximum 15 day period between arrest and final disposition of a District Court case; for a maximum 90 day period between arrest and final disposition of a Circuit Court case, except where unique and unusual circumstances do not permit.

One Year Funding Objective: Increase the efficiency of the court system by consolidating intake cases and juvenile matters into a family court for an urban county; and facilitating the efficient disposition of cases in Baltimore City by reducing the backlog of the court by 30% and reducing the period from arrest to trial by 20%.

Implementation: This program contemplates continued support for a Pilot Family Court project in Prince George's County. It is envisioned that such a project would handle all family related matters in one court. When fully operational a cross-indexing system would enable court staff to determine all pending matters related to any particular case before the Family Division at any given time.

Support for a criminal court arraignment unit operating in Baltimore City would also be continued. This unit is comprised of four prosecutors who fully prepare cases for arraignments with the purpose of attempting to settle many at the arraignment hearings. This allows more time per case to be spent on trial preparation and enables efficient scheduling of cases. It is anticipated that this unit operating in the State's Attorney's Office would handle approximately 2,000 cases a year.

Relationship to Problem Areas, Standards, Goals, and Objectives: The programs envisioned directly relate to standards adopted by the Commission. The Criminal Court Arraignment Unit would help meet Standard 6.2 (setting 90 day objective for time interval from arrest to disposition) in that by increasing the number of cases settled by plea at the arraignment, a consequent decrease occurs in the number of cases tried, resulting in the time interval from arrest to trial being significantly decreased. The Family Court Pilot Project would also help meet Standard 6.2 with the use of a cross index system to insure that all matters relating to any particular case would be brought to the Judges attention, eliminating unnecessary delay in processing.

Subgrant Data

Pilot Family Court

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$63,000 - \$64,900

Criminal Court Arraignment Unit

Eligible Subgrantee: Baltimore City
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$115,000 - \$120,300

Budget

LEAA Support Requested: \$185,200
State Support Requested: 7,202
Local Support Requested: 13,376
Other Support Requested: NONE
Program Total: \$205,778

Applicable Federal-State Contributions: 90% Federal, 10% State/local.

Prior Program Funding:	1969	\$ 10,570
	1970	113,883
	1971	402,477
	1972	186,013
	1973	49,522
	1974	23,847
	1975	141,192
	1976	11,434 JD - 345,212 C
	1977	18,207
	1978	17,484

IV. ADULT REHABILITATION

Program Title: Need for Improved Correctional Manpower Capabilities.
(COR-1)

Five Year Objective: Establish effective recruitment and retention programs providing qualified staff meeting all agency, governmental, and local standards for all adult correctional agencies or programs. Develop training standards and training curricula through the Correctional Training Commission providing for a minimum of 126 hours of preservice training and 24 hours of inservice training for correctional custody staff annually, 120 hours of preservice training and 60 hours of inservice training for correctional counselors annually, 156 hours of preservice training and 60 hours of inservice training for parole and probation agents annually, and 35 hours of management training for new correctional managers.

One Year Funding Objective: Develop and implement training modules for correctional supervisors and correctional administrators throughout the State and provide management and technical training for up to 500 correctional officers in support of reaching projected five year objectives.

Implementation: This program envisions third year funding for a jail training program at the Baltimore Jail. Approximately 100 managers and supervisors would receive training in the areas of correctional management theory, technical skills. The training program in the third year would utilize staff trainers. This training would be subjected to review by the Maryland Correctional Training Commission for conformity with State standards.

Relationship to Problem Areas, Standards, Goals, and Objectives:

The Jail Training program relates to the discussion in the problem area regarding in-house training needs and the need to develop meaningful training for correctional personnel as well as that part of the 5 year objective dealing with management training.

Jail Training Program

Eligible Subgrantee:	Baltimore City
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$5,500 - \$6,000 (C)

Budget

LEAA Support Requested:	\$6,000 (C)
State Support Requested:	\$ 233 (C)
Local Support Requested:	\$ 434 (C)
Other Support Requested:	NONE

Program Total:	\$ 6,667
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Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1979	\$ 11,451
	1970	\$ 73,210
	1971	\$305,103
	1972	\$252,763 (C)
		\$ 69,842 (E)
	1973	\$ 32,543 (C)
		\$100,496 (E)
	1974	\$ 97,229 (C)
		\$ 93,866 (E)
	1975	\$115,480 (C)
		\$ 93,276 (E)
	1976	\$ 44,912 (C)
	1977	\$142,223 (C)
	1978	0

Program Title: Insufficient Screening Diagnostic and Classification Capabilities for Adult Offenders. (COR-2)

Five Year Objective: Provide technical and planning assistance with selected program funding to develop comprehensive systems for pretrial information gathering, screening, diagnosis, presentence reports, and classification capabilities within the criminal justice system.

One Year Funding Objective: Provide funding for analysis of current sentencing practices in Maryland Courts and to support the development and implementation of policy or legislation resulting from this study.

Implementation: This program envisions support of an examination and analysis of sentencing practices throughout the State with information obtained being used to develop sentencing policy. The recommended policy would provide the basis for legislation training or new procedures which would result in comparability effectiveness and equity in sentencing through the State. Also, aspects of sentencing and judicial disposition policies would be considered including juvenile waiver issues.

Relationship to Problem Area, Standards, Goals, and Objectives: The analysis of and development of policy regarding sentencing practices would address sentencing standards adopted by the Governor's Commission (Standards CT-26; CT-27; CT-32; CT-33; CT-34; CT-36 through CT-38).

Subgrant Data

Coordination and Development of Sentencing Policy and Law

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$20,000 - \$16,200

Budget

LEAA Support Requested:	\$16,200
State Support Requested:	1,800
Local Support Requested:	NONE
Other Support Requested:	NONE
Program Total:	\$18,000

Applicable Federal-State Contributions: 90% Federal, 10% State/local.

Prior Program Funding:	1969	\$	0	
	1970		0	
	1971		28,215	
	1972		8,370	
	1973		21,080 (C),	50,000 (E)
	1974		185,186 (C),	1,971 (E)
	1975		58,615 (C),	128,402 (E)
	1976		118,018 (E),	187,342 (C)
	1977		25,145 (E),	91,309 (C)
	1978		0	

Program Title: Lack of Effective Rehabilitation and Treatment Capabilities at the Community Level. (COR-3)

Five Year Objectives: Increase the proportion of sentenced offenders and pretrial defendants participating in effective treatment and rehabilitative programs at the community level;* and implement the recommendations community corrections committee relating to substandard jails and regional correctional detention centers. (*1976 base year.)

One Year Funding Objective: Increase the proportion of sentenced offenders and pretrial defendants participating in effective treatment and rehabilitative programs at the community level by continuing support for various community-based treatment programs serving approximately 2,000 persons annually.

Implementation: Nine community based correctional programs would be supported in 1978 in this program area. One of the community corrections programs envisioned for funding is the third year support for staffing of a 136 bed minimum security pre-release center to be operated by the State in Baltimore City. Annually 272 to 400 inmates would receive treatment in this center. The program seeks to provide counseling and work release to Baltimore City residents prior to their release from custody.

To provide similar state level pre-release correctional programming to residents in a non-urban area, third year funding of staffing of the Southern Maryland Correctional Camp conversion to a community based facility is envisioned. During third year activities of this project, at least 40 residents will be served by the program at any one time.

Local community based correctional programming is also envisioned. Third year support would provide funds necessary to continue a Baltimore City work release program which provides community treatment and counseling to approximately 200 jail inmates annually.

In addition to funding support for pre-release centers, support is envisioned for treatment programs in local jails. Commission funds are envisioned to support institutional treatment in correctional facilities operated by the local political subdivisions. One such program for which Commission support is envisioned is second year funding of an urban county clinical treatment program. The program provides mental health counseling, a mechanism for linkages with community support systems and family counseling for detention center inmates. Other programs for which Commission support is anticipated are two institutional treatment programs in non-urban counties. In both programs diagnosis, treatment referral and counseling are major components.

Community based non-institutional programs for which support is envisioned include two programs providing diagnostic and treatment services for alcoholics.

One project would receive third year funding for treatment of offenders who exhibit alcohol abuse problems. This urban county program would provide treatment for approximately 300 offenders annually. The second program providing counseling and referral for alcohol abusing offenders is an urban county diversion program. Through this program approximately 500 offenders annually are expected to be diverted from prosecution for evaluation, education, and referral to treatment.

One additional program providing treatment services to offenders is the community scheduled for continuing support is the reorganization of parole and probation services. The funding provided supports salary costs for additional agents of the Division of Parole and Probation to reduce caseloads to a more manageable level. With maximum caseloads of 60 for Intensive Supervision Agents (cases posing the greatest public safety threat), maximum caseloads of 200 for agents supervising the cases which are more moderate public safety threats and 380 cases maximum for the least severe caseloads. The viability of community supervision as a sentencing alternative should be increased significantly and should result in a decrease in commitment of offenders in the State correctional system.

Relationship to Problem Areas, Standards, Goals, and Objectives: The programs contemplated are directly related to the standards and goals, objectives and the COR-3 problem areas. The five year objective would be implemented by funding programs which increase the availability of treatment slots in community facilities. The five year and one year funding objectives are also addressed by the programs providing specialized treatment to certain types of offenders which would produce effective treatment programs at the community level. Specifically, these programs will address the need for employment of the offenders, provide treatment to offenders with alcohol abuse problems, and will utilize community agencies in providing many of the needed services. The State level projects operating under this problem area address Part E requirements of the "Crime Control Act of 1973" which call for satisfactory emphasis on the development and operation of community based correctional facilities and programs.

The programs envisioned for funding address several corrections standards adopted by the Governor's Commission. The six programs providing community-based residential treatment each address Standard 2.1 in that community resources are open to confined populations and that these facilities operate as a means of providing needed offender assistance in the re-entry phase of

of incarceration. Standard 2.2 is addressed by each community corrections program in that employment, educational, social welfare services and other relevant community organizations are enlisted in offender programming efforts. Utilization of existing community resources in these programs also address Standard 2.4 Inmate Involvement in Community Programs; in that the inmates housed in these facilities will receive classification services and will, in State operated facilities, experience increasing personal responsibility and community contact. As many offenders in State operated centers will be under Mutual Agreement Programming contracts, the progress in levels of supervision and community contact as well as individual choice in correctional treatment programs will be explicitly stated and will include specification of inmate behavioral criteria. Standard 1.9 - Rehabilitation is addressed in that these programs seek to refer offenders to social services and activities available to citizens in the community. Many of the programs to be funded in this problem area include educational, vocational and counseling components.

The two alcoholism treatment programs to be funded in this program area address Commission Corrections Standards described above in that each program relies heavily upon offender treatment being provided by existent agencies and organizations.

The funding of the Reorganization of Parole and Probation Supervision specifically address Standard 10.2 - Services to Probationers through development of a goal-oriented service delivery system that seeks to remove barriers confronting offenders. Standard 12.6 - Community Services to Parolees is similarly addressed through utilization of community agencies and organizations in treatment of offenders. The Standards discussed above (1.9, 2.1, 2.2) are also addressed through this program.

Subgrant Data

Baltimore City Pre-Release Center

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$550,000 - \$575,000 (C)

Southern Maryland Regional Community Corrections Center

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$70,000 - \$74,700 (C)

Baltimore City Jail Work Release Program

Eligible Subgrantee:	Baltimore City
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$170,000 - \$175,000 (C)

Mental Health Correctional Treatment

Eligible Subgrantee: Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$35,000 - \$36,000 (C)

Institutional Treatment

Eligible Subgrantee: Non-Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$8,000 - \$12,000 (C)

Rehabilitation Capability

Eligible Subgrantee: Non-Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$35,000 - \$36,000 (C)

Outpatient Services for Alcohol Related Offenders

Eligible Subgrantee: Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$50,000 - \$51,200 (C)

Diversionary Alcohol Program

Eligible Subgrantee: Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$19,000 - \$19,500 (C)

Reorganization of Parole and Probation Supervision

Eligible Subgrantee: State Agency
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$300,000 - \$305,100 (C&E)

Budget

LEAA Support Requested: \$1,120,000 (C)
LEAA Support Requested: 162,500 (E)
State Support Requested: 103,000 (C)
State Support Requested: 15,833 (E)
Local Support Requested: 23,667 (C)
Program Total: \$1,425,000

Applicable Federal-State Contributions: 90% Federal, 10% State/local.

Prior Program Funding:	1969	\$	12,990	
	1970		499,359	
	1971		701,878	(C)
			255,204	(E)
	1972		786,824	(C)
			378,085	(E)
	1973		485,511	(C)
			544,579	(E)
	1974		1,256,217	(C)
			472,485	(E)
	1975		913,247	(C)
			250,427	(E)
	1976		1,343,813	(C)
			350,493	(E)
	1977		1,014,121	(C)
			150,422	(E)
	1978		0	(E)
			0	(C)

Program Title: Insufficient Effective Treatment and Rehabilitation Programs in State Correctional Institutions. (COR-4)

Five Year Objective: Provide effective treatment and rehabilitation program capabilities within the State institutional system coordinated with community agencies and provide treatment opportunities to all individuals within two years of projected release for reintegration into the community or a community-based program.

One Year Funding Objective: Provide crisis intervention services to all inmates in the Maryland House of Correction general population and insure proper psychological follow-up treatment.

Implementation: Anticipated funding for this year is limited to one project to be operated in a medium security State institution. This project would provide funding for staff of a crisis clinic. Staff would provide initial screening, counseling and security within the clinic. Consultant services would be included in the project to provide psychiatric services and training.

Relationship to Problem Areas, Standards, Goals and Objectives:

This program addresses Standard 1.9 Rehabilitation. The proposed project focuses on dealing effectively with an offender's crisis or pre-crisis mental condition in order that the inmate may successfully adjust in the institution and participate in rehabilitative activities and programs.

This project would address the Division of Correction's problem in providing effective treatment and rehabilitation programs to inmates at the House of Correction, especially psychological services. The model for this program is the Comprehensive Re-education Center at the Maryland Penitentiary which was developed under LEAA funding and continues in operation under State funds.

The operation of the Maryland Penitentiary Clinic has shown that the program providing emergency and crisis intervention therapy and screening has beneficially impacted on the operation of the facility, as well as avoiding possible violent outbursts by emotionally troubled inmates.

Subgrant Data:

Crisis Clinic:

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$50,000 - \$56,494 (C&E)

Budget

LEAA Support Requested:	\$44,769 (E)
	\$11,725 (C)
State Support Requested:	\$ 4,974 (E)
	\$ 1,303 (C)
Local Support Request:	NONE
Other Support Request:	NONE
Program Total:	\$62,771

Applicable Federal - State Contributions: 90% Federal, 10% State/Local
Prior Program Funding:

1969	\$	0	
1970	\$219,347		
1971	\$154,179		
1972	\$206,673	(C)	
	\$ 22,185	(E)	
1973	\$ 68,501	(C)	
	\$ 78,447	(E)	
1974	\$788,413	(C)	
	\$155,010	(E)	
1975	\$ 43,676	(C)	
	\$100,739	(E)	
1976	\$278,486	(C)	
	\$175,053	(E)	
1977	\$	0	(C)
	\$241,760	(E)	
1978		0	

Program Title: Need to Improve Correctional Institutional Management and Operational Procedures. (COR-5)

Five Year Objective: Improve correctional management and operational procedures by implementing Commission's recommended correctional standards.

One Year Funding Objective: Provide funding for improved protection of civil rights to support the provision of legal services to inmates in State Correctional Institutions.

Implementation: This program envisions Commission support of a State level program which would seek to provide through a consultant, legal services to inmates by assisting the Habeas Corpus petitions and Civil Rights Actions in Federal Courts. Activities of the program would include screening of inmate complaints on sentences and grievances about conditions and referral of cases not designed for the proposed program to appropriate agencies and encouragement of resolution to problems through negotiation rather than unsubstantial litigation.

Relationship to Problem Area, Standards, Goals, and Objectives: The proposed program addresses Standard 1.1 - Access to Courts as well as in the standards, provision of legal services should be provided as an integral element of the offender's right to access to the courts. The proposed program is designed to meet this requirement.

Subgrant Data:

Legal Services Program:

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$80,000 - \$90,000 (E)

Budget

LEAA Support Requested:	\$ 90,000 (E)
State Support Requested:	\$ 10,000 (E)
Local Support Requested:	NONE
Other Support Requested:	NONE

Program Total	\$100,000
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Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$	0
	1970	\$	0
	1971	\$	0
	1972	\$	0
	1973	\$	0
	1974	\$	0
	1975	\$	86,081 (E)
	1976	\$	0
	1977	\$	76,496 (C)
	1978	\$	105,916 (E)

V. JUVENILE REHABILITATION

Project Title: The Need to Improve Screening and Diagnostic Capabilities for Juvenile Offenders. (JD-2)

Five Year Objective: Develop a master plan and improve the capability for screening and diagnostic services to all youths being processed by the Juvenile Services Administration and the Juvenile Court.

One Year Funding Objective: To provide diagnostic services to 250 youths referred by the Juvenile Services Administration in Baltimore City.

Implementation: Third year support for a diagnostic and short-term treatment project for youths in Baltimore City is envisioned at the State level. The project would have the capability to provide diagnostic evaluations to approximately 250 youths referred by Juvenile Services Administration staff in Baltimore City. Project staff would include trained psychologists and part-time psychiatrists. The priority of the program would be to carry out diagnostic evaluations to be utilized for screening of cases coming to Juvenile Services and for disposition of juvenile cases in Court. The project is designed in part to reduce the rate of youths committed to the Maryland Children's Center for diagnostic evaluations resulting in greater compliance with Federal requirements to eliminate the detention of status offenders.

Relationship to Problem Areas, Standards, Goals, and Objectives: The program contemplated directly addresses the Commission's five year objective and the needs identified in the problem area description relating to improved diagnostic and screening capabilities for the Juvenile Services Administration. This program provides needed court service diagnostic work for Baltimore City and substantially completes the Commission's previously established five year funding program in this area. Capability in serving other jurisdictions has been funded in previous years. Planning activity had also been accomplished at an earlier date.

Subgrant Data:

Diagnostic and Treatment Services

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$32,000 - \$35,100

Budget

LEAA Support Requested:	\$35,100 (C)
State Support Requested:	\$ 3,900
Local Support Requested:	NONE
Other Support Requested:	NONE
Program Total:	\$39,000

Applicable Federal-State Contributions: 90% Federal, 10% State/Local

<u>Prior Program Funding:</u>	1969	\$	0
	1970		0
	1971		0
	1972		148,045 (C)
	1973		225,006 (C)
			35,000 (E)
	1974		179,428 (C)
	1975		119,644 (C)
			116,073 (E)
			5,220 (JJDP)
	1976		17,703 (C)
	1977		0
	1978		0

Program Title: Insufficient Juvenile Detention and Shelter Care Capabilities. (JD-3)

Five Year Objective: Eliminate the detention of Children in Need of Supervision, reduce unnecessary detention of alleged and adjudicated delinquents through the development of adequate alternatives to detention and insure the separation of juveniles and adults in detention facilities.

One Year Funding Objective: Transfer the detention of juveniles in the Eastern Shore area of the State to a more satisfactory facility, thereby eliminating the use of jails for this purpose to provide an alternative to detention in State institutions in two urban counties by providing shelter care services for up to 24 youths at any given time, and provide non-secure house detention with intensive supervision to up to 450 youths as an alternative to secure detention.

Implementation: Third and final year funding of a shelter home for short-term (maximum of 90 days) residential care for alleged and adjudicated delinquents and status offenders awaiting adjudication and/or disposition is envisioned in an urban county. The facility would have a capacity of 12 beds and would serve both males and females in separate buildings.

Second year funding of a House Detention Program is anticipated for an urban county that would provide intensive supervision to juveniles in their own home or a surrogate home in lieu of institutionalization in a State detention facility. This program would serve approximately 300 alleged delinquents per year who do not require secure custody, but who do require intensive supervision. Youths would have at least daily contact with project counselors while in the program. It is envisioned that the program would reduce the number of youths detained in the selected county.

Additionally, initial funding to establish a House Detention Program in one non-urban county is contemplated. This project would be modeled after the urban county program and would serve up to 150 youths per year. This alternative will help to reduce or eliminate jail detentions and detentions in Juvenile Services Administration facilities. The program is expected to be considerably less expensive than secure detention in a State facility.

Another program would be continued at the State level that provides transportation services for youths requiring detention in the nine counties (Worcester, Wicomico, Somerset, Dorchester, Caroline, Kent, Queen Anne's,

Cecil and Talbot) of the Eastern Shore. This program would provide 24 hour a day, seven days a week service by transporting youths to juvenile detention facilities in lieu of placement in local jails.

Funding is contemplated for the establishment of a night intake communication system to provide a means within the present night intake process in Baltimore City whereby local police authorities can communicate their need for a night intake worker to respond to a crisis situation as quickly as possible. The availability of the night intake services should reduce unnecessary detentions. This system will also enable a more comprehensive information flow between the night intake officer and the day intake officer.

Relationship to Program Areas, Standards, Goals and Objectives: The shelter care project and the night intake project relate directly to the objective of eliminating the detention of status offenders and reducing unnecessary detention of alleged and adjudicated delinquents by providing a community-based alternative to detention. The two house detention projects relate directly to the problem of detaining juveniles in adult jails and detention of status offenders by offering alternative services. The transportation services project is aimed at eliminating housing delinquent youths in local jails.

Subgrant Data:

Shelter Homes

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$120,000 - \$126,000 (C)

House Detention Program

Eligible Subgrantee:	State Agency
Number of Grants Expected:	2
Dollar Range of Grants Expected:	\$25,300 - \$30,500 (JD)(E)

Transportation Corps

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$80,000 - \$87,300 (JD)(E)

Night Intake Communication System

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$500-\$621 (C)

Budget:

LEAA Support Requested	\$126,821 (C)
	53,031 (E)
	90,169 (JD)
State Support Requested:	4,978 (C)
	5,892 (E)
	10,019 (JD)
Local Support Requested:	9,113 (C)
	NONE (JD)
Other Support Requested	NONE
Program Total:	\$300,023

Applicable Federal-State Contributions: 90% Federal, 10% State/Local.

<u>Prior Program Funding:</u>	1969	\$	0
	1970		0
	1971		100,543
	1972		109,599 (C)
			112,000 (E)
	1973		192,599 (C)
			56,671 (E)
	1974		307,459 (C)
			0
	1975		68,824
			151,682
			1,796
	1976		210,237
			101,066
			120,048
	1977		0 (C)
			57,200 (E)
			30,569 (JJDP)
	1978		0 (C)
			0 (E)
			39,990 (JJDP)

Program Title: Insufficient Community-Based Treatment Alternatives and Provision of Community Services for Juvenile Delinquency. (JD-5)

Five Year Objective: Provide adequate treatment to all adjudicated delinquents and selected programming for appropriate status offenders through the development and operation of viable community-based programs.

One Year Funding Objective: Provide support for commitment alternatives in two urban areas of the State; provide community-based residential services and supplemental services in four jurisdictions; provide two programs for job training in urban counties; and provide two programs specially geared to delinquent youths remaining within the public school system, all of which would provide increased community-based services to over 700 youths in the State and examine bed utilization in community-based programs State-wide.

Implementation: A total of 11 projects, six at the State level and five at the local level are envisioned in this program area.

At the State level, third year funding of a program that assigns juvenile probation counselors to youths attending specific schools in an urban county is envisioned. The counselors would provide probation supervision and additionally would establish a working relationship with the schools in an effort to reduce school drop-outs and school behavioral problems among probationers. The program would provide three juvenile counselors each of whom would carry a caseload of from 25 to 45 youths.

Funding of a non-residential care supplemental program in Baltimore City for the second year is also anticipated at the State level. The project would provide services to 100-150 youths in foster or shelter placements and would provide training and family counseling to 50 shelter parents and 150 natural parents. Services provided to youths would include counseling, psychological, psychiatric, educational, and recreational activities. Shelter and natural parents would also receive appropriate counseling. The major objective of this project is to demonstrate that meaningful supportive services to children in foster homes can prevent further delinquency.

Initial funding support is envisioned for one new non-residential care supplement project in an urban county modeled after the Baltimore City project. Individual and family counseling, tutoring, or day school program, and referral services to youths in Juvenile Services Administration shelter and foster homes in Baltimore County would be provided. Services would be provided to up to 120 youths and a like number of parents and guardians.

Funding for the continuation of two group homes is anticipated. One home would serve an urban county area and be operated by the Juvenile Services Administration while the other is located in and operated by a non-urban county. The State operated group home would serve eight to ten boys ages 14 to 17 years at any one time. Services provided would include psychiatric and psychological services, group, individual and family counseling, educational assistance, and some recreational activity. All clients would be under the supervision of Juvenile Services. The other home, also serving only Juvenile Services referrals, would have a capacity for up to ten girls while maintaining an average daily population of eight. Services provided would be similar to those of the boys' home.

A comprehensive State-wide study of the utilization of beds in community-based facilities is envisioned for funding through the Juvenile Services Administration. The study would have as its primary objective an assessment of the reasons for the under-utilization of beds in residential facilities and recommendations for corrective action. To access the under-utilization of beds, such problem areas as referral procedures, entrance criteria, and realistic treatment objectives would be addressed. Attitudes of personnel involved in placement would be explored and linkages between court services, institutional personnel and group home staff would be studied.

Second year continuation support is contemplated for a commitment alternative project for delinquent boys which would operate only on weekends. The program, operated by the State, is designed specifically for those youths who need to be made aware of the seriousness of their behavior, but who have not benefited from probation and are not in need of commitment to a State Training School.

A maximum of ten youths would participate at any one time with a total of approximately 60 being served yearly. Youths would be placed in the program on the basis of Court Order for up to two months. The program would emphasize strenuous physical activity, outdoor living skills, remedial education and peer group counseling.

Continuation funding is also envisioned for an alternative school and work program in an urban county which would serve 27 chronic truants, dropouts and juvenile court cases (youths age 14 to 17 years). The program would be located in a park area and provide experimental study opportunities and supervised physical work activities such as trail building, stream control, and campsite development. An academic program related to the work experience and individual student needs would be provided along with some counseling. The basic goal of the program is

to enable students to function effectively in subsequent community, school, and work settings.

A non-residential day treatment program for males and females, ages 15 to 18 is anticipated to receive second year support in an urban county. Youths in the program would be under the jurisdiction of the Juvenile Court, adjudicated delinquents on at least one occasion, out of school, out of work, of average learning potential and referred by the Juvenile Court and Juvenile Services Administration. The program would serve approximately 60 youths. Services provided would include remedial education stressing basic literacy skills, physical education, and pre-vocational training. Pre-vocational training would include exposure to various types of occupations, training in the basic skills necessary to obtain a job, and job placement assistance.

A work study program for 50 to 60 youths, ages 16-18, is also envisioned for continuation funding in an urban county. The program is designed for youths who are out of work, out of school and who have expressed a desire for training and/or education leading to a job. An individualized work and study program would be developed for all program participants. Approximately 80% of all referrals would be from the Juvenile Services Administration with the remaining 20% coming from the police and schools.

Initial funding support is contemplated for a youth services program to be operated in an area of an urban county which has a disproportionate amount of juvenile delinquency relative to juvenile population. A corollary strategy involving the deployment of counselors throughout the community to provide on-site guidance and counseling would be established. This program would supplement existing services. Referrals would be accepted from the Juvenile Services Administration, the community, school system and police departments. At least 100 youths would be served.

Relationship to Problem Areas, Standards, Goals and Objectives: The Work Study program and the alternative programs relate directly to the problem of inadequate job training and employment possibilities for juvenile offenders by providing these services. The school counselor program and alternative school program relate directly to the problems of inadequate community-based supervision of adjudicated juveniles and avoiding unnecessary commitments to State institutions. The group homes and non-residence treatment projects relate directly to the problem of inadequate quantity and quality of community-based residential care.

Subgrant Data

Experimental School Juvenile Counselor

Eligible Subgrantee:	State
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$45,000 - \$46,900 (JD)

Non-Residential Care Supplement

Eligible Subgrantee:	State
Number of Grants Expected:	2
Dollar Range of Grants Expected:	\$45,000 - \$85,600 (JD&C)

Group Home Programs

Eligible Subgrantee:	State and Non-Urban County
Number of Grants Expected:	2
Dollar Range of Grants Expected:	\$28,600 - \$78,400 (JD&E)

Study of Bed Utilization in Community-Based Facilities

Eligible Subgrantee:	State
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$35,000 - \$36,000 (JD)

Commitment Alternatives

Eligible Subgrantee:	State and Urban County
Number of Grants Expected:	2
Dollar Range of Grants Expected:	\$18,100 - \$113,300 (JD)

Juvenile Rehabilitation Center

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$200,000 - \$242,900 (C)

Work Study Program

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$85,000 - \$91,500 (C)

Youth Services Program

Eligible Subgrantee: Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$40,000 - \$53,000 (C & JD)

Budget

LEAA Support Requested: \$429,300 (C)
78,400 (E)
329,600 (JJDP)
State Support Requested: 22,733 (C)
8,711 (E)
16,222 (JJDP)
Local Support Requested: 24,967 (C)
20,400 (JJDP)
Other Support: NONE
Program Total: \$930,333

Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$ 39,311
	1970	332,078
	1971	744,303 (C)
		62,329 (E)
	1972	786,535 (C)
		334,752 (E)
	1973	1,849,430 (C)
		153,842 (E)
	1974	974,811 (C)
		106,936 (E)
	1975	1,027,514 (C)
		131,539 (E)
		120,364 (JJDP)
	1976	536,527 (C)
		123,288 (E)
		141,048 (JJDP)
	1977	441,005 (C)
		394,706 (JJDP)
	1978	294,398 (C)
		99,269 (JJDP)

Program Title: Inadequate Institutional Treatment Programs for Juveniles.
(JD-6)

Five Year Objectives: Successfully reintegrate institutional juveniles into the community or community-based programs within an average of six months from date of commitment by providing an adequate range of treatment programs within State juvenile institutions.

One Year Funding Objective: To provide job placement and job training assistance to 200 youths released from Juvenile Services Institutions and provide community-based services to up to 100 youths while under a commitment to a juvenile institution, thus resulting in early release from institutional confinement.

Implementation: Funds would be utilized at the State level to support the continuation of an Institutional Training Program.

The purpose of this project would be to provide direct job placement, vocational training, and on-the-job training for 200 juvenile delinquents from the Maryland Training School for Boys who may be educationally and socially deprived, and the majority of whom may not be returning to the Public School System. The youngsters would come from all the counties and Baltimore City, and all would be adjudicated delinquents. The objective is to establish a system to match properly trained young men and women to available jobs quickly and efficiently. This program would be operated by a private vendor and would be evaluated on the basis of youngsters on-the-job taking into account the length of time a youngster remains on the job as well as the quality of his/her work as evaluated by his/her supervisor. The availability of training and placement under this program should result in shorter institutional length of stay for participants.

Also, at the State level, continuation funding is anticipated for an Institutional Community Placement program. The primary purpose of this program is to reduce the institutionalized population at the Montrose School. Youths selected for this program would be placed in the community on authorized leave from Montrose School and placed in their own home or a surrogate home. Youths would be closely supervised by project staff on a seven day a week basis with at least one contact daily. The period of supervision would vary according to the needs of the youth and would extend to a maximum of six months.

Youths in the program would remain under a commitment to the institution but would be able to take advantage of community-based services in the specific jurisdiction to which they would subsequently return. Up to 100 youths could be served yearly through this project.

CONTINUED

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Relationship to Problem Areas, Standards, Goals and Objectives: Both programs relate directly to the problem of inadequate job training programs for institutionalized youths by providing job placement assistance and some job training. Additionally, the Institutional Community Placement project should effect a reduction in institutional population, thus improving the ratio of program slots to youths. Both projects are directed toward early release from institutionalization, thereby impacting the objective of providing services directed toward return to the community within six months of commitment.

Subgrant Data:

Institutional Community Placement

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$28,000 - \$30,900 (C)

Institutional Training Program

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$120,000 - \$122,000 (E)

Budget

LEAA Support Requested:	\$ 30,900 (C)
	129,300 (E)
State Support Requested:	3,433 (C)
	14,367 (E)
Local Support Requested:	NONE
Other Support Requested:	NONE
Program Total:	178,000

Applicable Federal-State Contributions: 90% Federal, 10% State/Local.

<u>Prior Program Funding:</u>	1969	\$ 0
	1970	51,350 (C)
	1971	44,234 (E)
	1972	58,179 (C)
	1973	34,053 (C)
		41,000 (E)
	1974	11,000 (C)
	1975	0
	1976	29,803 (C)
		40,000 (E)
	1977	0
	1978	82,000 (E)

Program Title: Need to Upgrade "Pre-Arrest", "Post-Arrest" and "Pre-Adjudication" Screening of Juvenile Cases. (JD-7)

Five Year Objective: Exclude from the juvenile justice system those cases which do not have prosecutorial merit; to divert those juveniles who should be provided services by other agencies; to increase the effectiveness of prosecution of those cases that are actually brought to trial.

One Year Funding Objective: Divert approximately 1,500 status offenders and youths committing minor offenses in the urban county and non-urban counties and improve the effectiveness of at least one large municipality police department in proper screening, diversion, and referral of juvenile offenders.

Implementation: Six programs at both the State and local levels are envisioned for funding in the coming year. The refunding of a status offender project in an urban county for a third year of operation is anticipated. This project would establish a central intake unit and community-based services for status offenders in lieu of formal processing by the juvenile justice system. The project would consist of two parts: (1) a formal intake/screening/referral unit that would process 80-85% of all status offender complaints coming to the attention of the police; (2) a purchase of care fund to provide temporary residential care and professional services to status offenders and their families through contractual arrangements with community resources. Status offenders would be referred directly to the Central Intake Unit by the police department in the case of apprehended runaways or youngsters reported beyond control in the home; by the Intake Officers of the Juvenile Services Administration in cases where parents have contacted Juvenile Services on their own, and public school personnel in cases where parents have contacted Juvenile Services on their own, and public school personnel in cases of chronic truancy. Approximately 750 youths would receive services through this program. In essence the project would test the concept of removing status offenders from the juvenile justice system.

Continued support for four diversion projects is also envisioned, one at the State level serving an urban county and the other three at the non-urban level. The State operated project would be directed toward diverting approximately 500 Children in Need of Supervision (CINS) from the Juvenile Court through immediate crisis intervention techniques and intensive family counseling. The diversion unit established to accomplish this objective would consist of four full-time staff as well as contractual psychological consultants.

The three youth diversion projects to be operated in non-urban areas of the State would all be directed to youths from single parent families. Volunteers would be recruited and trained to work with designated youths on a one-to-one basis. It is anticipated that all youths served would either be directly referred by the Juvenile Services Administration or would at least have had some contact with the juvenile justice system. The primary purpose of the programs is to reduce re-entry or further entry into the formal justice system. Approximately 200 youths could be served through these programs annually.

Continuation funding is contemplated for a juvenile intervention force recently established in a large municipal police department with Federal assistance. This unit would continue to be staffed, in its second year of operation, by two experienced officers at the corporal and sergeant levels who are being trained in handling youthful offenders. The unit would conduct investigations, provide referrals and counseling services, maintain liaison with cooperating agencies, institute a comprehensive public awareness program, and provide inservice instruction to department personnel in juvenile matters.

Relationship to Problem Areas, Standards, Goals and Objectives: The diversion projects would relate directly to the problem of inadequate services being provided to youths diverted from the juvenile justice system by providing direct and/or referral services. The Juvenile Intervention Project would not only relate to the diversion of appropriate youth but should impact upon the problem of case preparation and screening to insure proper prosecution of juvenile offenders.

Subgrant Data

Status Offender Central Intake

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$250,000 - \$298,900 (C)

Youth Diversion Projects

Eligible Subgrantee:	State Agency and Non-urban Counties
Number of Grants Expected:	3 to 4
Dollar Range of Grants Expected:	\$12,500 - \$60,800 (JD & C)

Juvenile INtervention Unit

Eligible Subgrantee: Large Municipality
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$31,000 - \$34,100 (JD)

Budget

LEAA Support Requested: \$369,800 (C)
LEAA Support Requested: 71,000 (JD)
State Support Requested: 18,773 (C)
Local Support Requested: 22,316 (C)
Local Support Requested: 7,889 (JD)
Other Support Requested: NONE
Program Total: \$489,778

Applicable Federal-State Contributions: 90% Federal, 10% State/Local.

Prior Program Funding:	1969	0
	1970	0
	1971	0
	1972	0
	1973	0
	1974	0
	1975	0
	1976	\$232,503 C
		155,385 E
		23,275 JJDP
	1977	111,670 C
		120,540 E
		135,571 JJDP
	1978	0

Program Title: Inadequate Administration, Management and Operational Techniques in Juvenile Courts. (JD-8)

Five Year Objective: Increase the efficiency of the juvenile justice system by instituting up-to-date management techniques resulting in a maximum of 30 days between apprehension and petitioning, a maximum of 30 days from filing to adjudication, and a maximum of 15 days from adjudication to disposition."

One Year Funding Objective: Increase the efficiency of the juvenile court system in Baltimore City by reducing the dismissal rate and postponement rate and thereby reducing the time from filing to adjudication.

Implementation: Third year continuation funding for an investigator assigned to Juvenile Court Unit of the Baltimore City State's Attorney's Office is envisioned under this program area.

The responsibilities of the investigator would include providing Juvenile Court prosecutors with assistance in locating missing victims and witnesses; locating missing respondents so that failure to appear warrants can be executed; and developing additional information about witnesses. The objective of this project would be to reduce the postponements and dismissals caused by ineffective preparation and missing witnesses. (Funds would be used for salary, travel, office equipment and telephones for the investigator).

Relationship to Problem Areas, Standards, Goals, and Objectives:

The Juvenile Court investigator would decrease the time interval between cases by reducing the postponement and dismissal rate which directly relates to Standard 6.2. as well as the Five Year and one year objectives.

Subgrant Data:

Juvenile Court Division Investigator:

Eligible Subgrantee:	Baltimore City
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$17,500 - \$18,100

Budget

LEAA Support Requested:	\$18,100
State Support Requested:	704
Local Support Requested	1,307
Other Support Requested:	

Program Total: \$20,111

Applicable Federal - State Contributions: 90% Federal, 10% State/Local

<u>Prior Program Funding:</u>	1969	0	
	1970	0	
	1971	0	
	1972	0	
	1973	0	
	1974	0	
	1975	0	661
	1976	\$16,171	
	1977	0	
	1978	17,484	

VI. MULTIFUNCTIONAL

Program Title: Insufficient Data Collection and Statistics in the Criminal Justice System. (RES-1)

Five Year Objective: Establish a State-wide criminal justice information and statistics system with capabilities for planning, operation, management and evaluation in accord with the State-wide plan adopted by the Commission.

One Year Objective: Continue implementation of the State-wide criminal justice information system plan in accord with the policy established in that plan.

Implementation: This program contemplates support at the State and local level to continue development of a comprehensive criminal justice statistics and information system.

At the State level, funding is envisioned for third year support of the District Court criminal disposition reporting system. This system provides improved defendant and case information on District Court criminal processings throughout the State for operational and analytical purposes. The system also maintains a complete description of defendant processing for the reporting of the required court events to the State's Central Repository as mandated by State statute (Article 27, Section 747). Funds would be used principally for computer resources, system maintenance and systems support.

State level funds are anticipated for third year support of quality control staffing for the Division of Correction's Offender Based State Correction Information System (OBSCIS). This project would support necessary quality control staffing at both the Division of Correction Headquarters and at the institutions for the required entry, deletion, and updating of inmate as well as program and service data as maintained on the automated correction information system. The quality control staffing is intended to assure that the correction data base is complete, timely, and accurate. Funds would be used principally for staffing of the personnel in the central Quality Control Unit and the institutions.

At the State level funds are also anticipated for initiation of a project to improve the management of the Division of Parole and Probation's existing offender based portion of the Criminal Justice Information System. Funds would be used to convert the existing computerized index of active cases to microfilm for more timely field access to parole and probation cases and their status.

Finally, State level funds are anticipated for second year support of audit capability for the Administrative Office of the Courts State-wide Judicial Information System. This project would assure more timely and accurate reporting of information on Circuit Court filings and terminations and would monitor field compliance with reporting definitions and regulations. Funds would be used principally for a field supervisor and part-time interns for data verification and auditing.

Baltimore City second year funding is anticipated for a project to provide a quantitative measures of criminal and juvenile justice system processing. A data base describing Baltimore City justice services including the cost of the services and their effectiveness would be used to assist in the budgeting process and for establishing programming priorities. Funds would be used for a senior management analyst as well as contractual data processing resources.

Urban county second year funding is anticipated for an automated fingerprint information system to service the Prince George's and Montgomery County police departments. The project would provide the counties with an automated system for rapidly searching existing master and latent fingerprint files and matching them to latent prints as well as new latents in an effort to identify perpetrators of crime and to clear incidents of crime. Funds would be used principally for the automated fingerprint system equipment and for additional staffing (both systems analysts and latent examiners and fingerprint technicians) to support and maintain the system. The system could be expanded to cover other areas based on actual capability at the time of delivery.

All projects funded would be consistent with Federal law, State law, and the State-wide criminal justice information system master plan and the Maryland security and privacy plan.

Relationship to Problem Areas, Standards, Goals, and Objectives: All of the programs envisioned relate directly to the development of Maryland's State-wide criminal justice information system and the standards adopted by the Commission for the State-wide system as reflected in the State-wide Criminal Justice Information System Master Plan. In complying with the Master Plan the projects would impact directly on the one and five year objectives of the Commission. At the State level, the District Court Disposition reporting project relate specifically to Standards 5.1, 5.2, and 5.3 for court information system development. The correctional quality control data system is related to requirements for assuring accuracy, completeness, and timeliness of data (Standard 12.3a) for the corrections information system (Standard 6). The microfilm conversion project is related to the development of improved correctional information as discussed in Standard 6 and for accessing more accurate, complete, and timely data (Standard 12.1). The court auditing and statistical utilization project is related to requirements for assuring accuracy, completeness, and timeliness of data (Standard 12.3a) for court information system development (Standard 5). The Baltimore City project on cost analysis and evaluation is related to the development of management and administrative statistics (Standard 10). Finally, the automated fingerprint information system is consistent with the concept of the development of agency information system applications as discussed in Standard 2.1.

Subgrant Data:

District Court Disposition Reporting

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$27,000 - \$28,800

Correctional Quality Control Data System

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$30,000 - \$84,800

Microfilm Conversion of Parole and Probation Indices

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$13,000 - \$13,500

Statistical Utilization and Auditing Project

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$25,000 - \$27,000

Cost Analysis Evaluation

Eligible Subgrantee:	Baltimore City
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$50,000 - \$53,800

Regional Automated Fingerprint Information System

Eligible Subgrantee:	Urban County
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$300,000 - \$333,200

Budget

LEAA Support Requested:	\$541,100
State Support Requested:	\$ 32,172
Local Support Requested:	\$ 27,950
Other Support Requested:	NONE
Program Total:	\$601,222

Applicable Federal State Contributions: 90% Federal, 10% State-local.

Prior Program Funding:	1969	\$	0
	1970	\$	0
	1971	\$	191,991
	1972	\$	113,705
	1973	\$	318,221
	1974	\$	494,464 (C)
		\$	50,000 (E)
	1975	\$	517,419 (C)
		\$	22,391 (JD)
	1976	\$	1,116,001
	1977	\$	365,916
	1978	\$	44,741

Program Title: Improved Data Collection and Statistics in the Juvenile Justice System. (RES-2)

Five Year Objective: Establish a State-wide juvenile justice information and statistics system with capabilities for planning, operation, management and evaluation in accord with the State-wide plan being adopted by the Commission.

One Year Objective: Continue implementation of a State-wide juvenile justice information system in accord with the policy established by the Commission and its Information System Policy Committee and the Master Plan for criminal justice information system development.

Implementation: This program contemplates continuation of activities directed at the ultimate development of a State-wide Juvenile Justice Information System.

At the State Level funds would be available to support the completion of the implementation by the Juvenile Services Administration of the Maryland Automated Juvenile Information System. This information system would provide a complete client based tracking of events on each juvenile referred to juvenile services, would provide improved information on the service programs for juveniles and would provide improved case management reports and timely statistical reports. The system would also support the development of juvenile client histories including delinquent history information for appropriate exchange with the adult criminal justice system. Where possible this system may rely on juvenile court information systems for the reporting of disposition information on juveniles processed formally. Funds would be used principally for a systems analyst and computer time for system implementation and maintenance as well as for computer equipment required to support the system.

Relationship to Problem Areas, Standards, Goals, and Objectives:

The one program envisioned relates to the development of a State-wide Juvenile Justice Information System as contemplated in the standards adopted by the Commission with the approval of the State-wide Criminal Justice Information System Master Plan, and the policy recommendations of the Information System Policy Committee. In complying with the Master Plan the project would impact directly on the one and five year objectives of the Commission. The Juvenile Services Administration project to establish a State-wide automated juvenile information system is consistent with the needs as identified in Standard 7, the Security and Privacy Requirements of Standard 12.5, and the data reporting requirements of Standard 13.5.

Subgrant Data:

Maryland Automated Juvenile Information System

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$90,000 - \$94,500

Budget:

LEAA Support Requested:	\$ 94,500 (JD)
State Support Requested:	\$ 10,500 (JD)
Local Support Requested:	NONE
Other Support Requested:	NONE

Program Total:	\$105,000
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Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$0
	1970	\$0
	1971	\$0
	1972	\$0
	1973	\$0
	1974	\$0
	1975	\$0
	1976	\$0
	1977	\$50,750
	1978	\$0

NOTE: Programs in this area were previously funded under RES-1.

Program Title: Lack of Systematic Program Planning and Evaluation in the Criminal Justice System. (RES-3)

Five Year Objective: Insure that all major criminal justice agencies have adequate staff and skills for the utilization of modern techniques in program planning and evaluation.

One Year Objective: Increase the number of police agencies with planning, research and evaluation skills. Complete the establishment of basic capability within the State Court System.

Implementation: This program area envisions grants to develop the capabilities within criminal justice agencies that would enable them to design agency programs and evaluate program success in a systematic manner.

State level refunding is anticipated for a training program and related expenses to be provided judges, court administrators, clerks, and other court related personnel under the auspices of the Administrative Office of the Courts. Training to be provided will be concentrated upon planning processes. The program would be provided contractually and would utilize various survey techniques to be included in the planning process.

Refunding is also anticipated at the State level for a program that expands the planning unit in the Administrative Office of the Courts by adding a full-time research assistant and providing funds for contractual services to develop caseload projections.

At the large municipality level, funding is anticipated to continue supporting two Police Planning and Evaluation Units with a staff of one planner responsible for crime analysis, designing record forms, legal research, and experimentation with new police techniques. These projects would reduce the current workload of the administrative staffs and at the same time establish separate and distinct units for planning and research. Funds are anticipated for the planners and related equipment in each of two large municipalities.

Relationship to Problem Areas, Standards, Goals, and Objectives: The programs envisioned would impact directly upon the one and five year objectives in that they would significantly improve the planning capabilities of criminal justice agencies. The police planning unit projects relate directly to Standard 5.3, the Commitment to Planning, Standard 5.4, Agency and Jurisdictional Planning and the Police Research Standard. The other projects would also fill gaps that exist in judicial planning and evaluation relating to Standard 1-7 "Rule Making, Policy Making and Administration of the Court System."

Subgrant Data

Technical and Research Support

Eligible Subgrantee:	State Agency
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$15,000 - \$16,800 (C)

Judiciary Planning Unit Expansion

Eligible Subgrantee: State Agency
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$15,000 - \$16,800

Police Planning and Evaluation Unit

Eligible Subgrantee: Large Municipalities
Number of Grants Expected: 2
Dollar Range of Grants Expected: \$12,200 - \$16,400

Budget

LEAA Support Requested: \$62,200 (C)
State Support Requested: 4,843
Local Support Requested: 2,066
Other Support Requested: NONE
Program Total: \$69,111

Applicable Federal-State Contributions: 90% Federal, 10% State/Local.

Prior Program Funding:	1969	\$	0
	1970		170,759
	1971		106,023
	1972		626,807
	1973		135,196
	1974		118,144
	1975		92,164
	1976		198,537
	1977		109,683
	1978		15,108

Program Title: Need for Improved Efforts Aimed Directly at Reducing High Crime Incidence in Specific Categories or Specific Geographical Areas. (COP-1)

Five Year Objective: Implement selected demonstration crime reduction programs which can decrease individual UCR crime rates in specific geographical areas.

One Year Objective: Continue selected demonstration crime reduction programs which can decrease juvenile crime and individual UCR crime rates particularly for burglary and vandalism in specific geographical areas, primarily municipalities and non-urban counties.

Implementation: One concentrated crime reduction program would be continued in a small municipality. Burglary and breaking and entering reduction would be the objective of this program. A police team would be funded and project activities would include: development of prevention and education programs; coordination of police and community resources; investigation and apprehension programs; provision of foot and vehicle patrols; provision of security checks; property identification programs; and multi-media approaches.

Two concentrated juvenile crime reduction programs, (one continuation and one initial) are envisioned for Baltimore City and one for a large municipality. These would involve various elements of the juvenile justice system and other city agencies working together to reduce the incidence of juvenile crime in the selected jurisdictions. These programs involve a comprehensive multiphase planning process to examine the exact nature and extent of the juvenile crime problem and to develop a program structure to deal with these problems. One of the programs in Baltimore City would address vandalism while the other two programs address burglary, larceny, robbery and auto-theft committed by juveniles.

Relationship to Problem Areas, Standards, Goals, and Objectives: It is expected that each project would impact upon the five and one year objectives and needs identified in the problem description. Particular emphasis would be on reducing the crime of burglary and crimes committed by juveniles.

Subgrant Data

Concentrated Crime Reduction

Eligible Subgrantees:	Small Municipality
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$20,000 - \$25,000

Juvenile Concentrated Crime Reduction

Eligible Subgrantees:	Baltimore City, Large Municipality
Number of Grants Expected:	3
Dollar Range of Grants Expected:	\$27,800 - \$284,700

Budget

LEAA Support Requested: \$ 70,000 (JD)
LEAA Support Requested: 337,500 (C)
State Support Requested: 13,125 (C)
Local Support Requested: 24,375 (C)
Local Support Requested: 7,778 (JD)
Other Support Requested: NONE
Program Total: \$452,778

Applicable Federal-State Contributions: 90% Federal, 10% State/Local.

Prior Program Funding:	1969	\$	0
	1970		0
	1971		639,017
	1972		875,161
	1973		2,193,923
	1974		2,119,923
	1975		2,802,373
	1976		1,180,769
	1977		717,792
	1978		351,704

Program Title: Improved Architectural Design, Work Spaces and Physical Condition of Facilities for Criminal and Juvenile Justice Programs. (CON-1)

Five Year Objective: Development of a master plan(s) and standards relating to the design and needs of criminal and juvenile justice facilities in Maryland, begin substantial implementation of the central training capability identified in the Commission's training and education plan, and provide assistance to at least one regional post-trial/pre-trial community corrections facility.

One Year Funding Objective: Provide funding for support of operations and equipment costs for creation of a training academy for criminal justice employee pre and inservice training.

Implementation: Funding is envisioned which would provide support for the equipment purchase and maintenance cost of a centralized correctional training facility. Program emphasis would be on pre and inservice correctional training and would provide instruction to in excess of 1,000 employees annually. Funds would be utilized for operating personnel, training equipment (desks, chairs, chalkboard, and media equipment) utilities and maintenance supplies essential to open the new training facility.

Relationship to Problem Areas, Standards, Goals and Objectives: The Governor's Commission on Law Enforcement Training and Education Committee recommendation regarding creation of a central correctional training facility and multifunctional training would be met. The creation of such a facility would aid in the accomplishment of standards adopted by the Governor's Commission relating to pre and inservice training of correctional staff and managers (Standards 3.1 and 12.5).

Subgrant Data:

Renovation of Correctional Training Academy

Eligible Subgrantee:	State
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$85,000 - \$89,000 (C&E)

Budget

LEAA Support Requested	\$10,000 (C)
LEAA Support Requested:	\$79,000 (E)
State Support Requested:	\$ 8,778 (E)
State Support Requested:	\$ 1,111 (C)
Local Support Requested:	0
Other Support Requested:	0

Program Total: \$ 98,809

Applicable Federal - State Contributions: 90% Federal, 10% State/Local

Prior Program Funding:	1969	\$ 17,321
	1970	\$124,491
	1971	0
	1972	\$200,000 (E)
	1973	0
	1974	\$338,976
	1975	\$ 24,660
	1976	\$ 35,744
	1977	0
	1978	0

Program Title: Need to Improve Citizen Interaction in the Criminal and Juvenile Justice System. (CI-1)

Five Year Objective: Increase citizen involvement in reducing crime and improving the criminal justice system by increasing the ability of the police, corrections, and courts to determine the needs of the public; to act upon these needs and to inform the public of the resulting policies developed to improve delivery of services by the criminal justice system.

One Year Funding Objective: To assist elderly victims of crimes and prevent crimes against the elderly in Baltimore City, to improve the present method of involving citizens who come into contact with the courts as victims and witnesses in four urban counties and one non-urban county as well as a cooperative effort in three non-urban counties; a non-urban county and two urban counties; to provide services to families with serious family abuse related cases in Baltimore City and in a cooperative effort in three non-urban counties; to provide for a battered spouses center in a non-urban county; to support community crime prevention efforts at the State level and in one urban and one non-urban county; and to provide support for a state-wide network of citizens and representatives of various special and State agencies to become involved in planning for the juvenile justice system and to advise the Juvenile Services Administration.

Implementation: In Baltimore City, continued support is planned for a Campaign Against Crime for Older Baltimoreans unit. The project aids elderly victims of crime with a direct referral system between police and the Unit, and included within the unit is an attorney who would provide legal services to elderly victims seeking restitution. Also, the unit provides educational programs aimed at reducing and preventing crimes against the elderly in Baltimore City.

Funding support is anticipated to enable one urban county, three non-urban counties working cooperatively in a tri-county effort, and an additional non-urban county to establish victim witness projects. Additionally, continuation funding for three urban counties to improve and upgrade the present method of handling victims and witnesses is also anticipated. The goals of these projects would be to insure fair and just treatment of victims and witnesses through the system, informing them of their duties, responsibilities and the events which are to occur; providing transportation for court appearances; and notifying victims and witnesses of the trial date.

Funding support is anticipated to be provided to support programs dealing with sexual abuse. Specifically, funds would be provided to continue support for two sexual offense crisis programs, operating in an urban and a non-urban county. These programs combine the use of project staff, social service agencies, and volunteers to provide crisis intervention and counselling to victims of sexual assault and their families. Support is also anticipated for funding of projects aimed at providing services to families where intra-family abuse occurs, either incestual relationships, child abuse or spouse battering. These projects are at the urban county, Baltimore City, tri-county (three non-urban counties working cooperatively) and non-urban county levels.

In all, a total of five such projects would receive funding support.

Two community crime prevention programs are also envisioned to be continued at the State level and in a non-urban county. Grant personnel would provide support to police officers in assisting communities in crime prevention activities such as Operation I.D., and Neighborhood Watch. Brochures and pamphlets would be used during community presentations to reach approximately 7,000 individuals. In an urban county the establishment of a neighborhood police team would work in developing crime prevention techniques with neighborhood groups.

Additionally, funding support would be provided for the commencement of a coordinated State-wide effort for citizen participation in the juvenile justice system through the vehicle of networking "whereby groups of social. law enforcement, private citizens, and agencies would have a direct role in assessing community delinquency problems, identifying resources and impediments and in the actual development of local action plans directed at the problem of juvenile justice and delinquency prevention."

Relationship to Problem Areas, Standards, Goals and Objectives: The programs for the elderly relate directly to inadequate victim assistance programs to the elderly by providing these services. The victim and witness programs relate directly to inadequate utilization and unfair treatment of victims and witnesses by insuring that they are treated fairly and properly utilized (Standard CI 1.2). The three crime prevention programs address the five year objective to involve citizens with the police in an effort to reduce crime. The State-wide network conference program relates to increasing citizen involvement in the criminal justice system (Standard CI 1.3). The two sexual assault crisis centers and the family abuse treatment programs also relate directly to the objective by improving the delivery of services to these specialized victims.

Subgrant Data

Campaign Against Crime for Older Baltimoreans

Eligible Subgrantee:	Baltimore City
Number of Grants Expected:	1
Dollar Range of Grants Expected:	\$42,000 - \$43,200

Victim/Witness Assistance Projects

Eligible Subgrantee:	Urban Counties, Non-Urban Counties
Number of Grants Expected:	6
Dollar Range of Grants Expected:	\$17,500 - \$91,900

Family Violence Sexual Abuse Projects

Eligible Subgrantee:	Baltimore City, Urban & Non-Urban Counties
Number of Grants Expected:	5
Dollar Range of Grants Expected:	\$27,100 - \$100,000

Sexual Assault Crisis Centers

Eligible Subgrantee: Urban County, Non-Urban County
Number of Grants Expected: 2
Dollar Range of Grants Expected: \$16,000 - \$42,000

Neighborhood Action Team

Eligible Subgrantee: Urban County
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$90,000 - \$100,000

State-wide Network Conference

Eligible Subgrantee: State Agency
Number of Grants Expected: 1
Dollar Range of Grants Expected: \$25,500 - \$26,000

Crime Prevention Programs

Eligible Subgrantee: State Agency & Non-Urban County
Number of Grants Expected: 2
Dollar Range of Grants Expected: \$36,300 - \$57,500

Budget

LEAA Support Requested: \$ 851,331 (C)
LEAA Support Requested: 193,000 (JD)
State Support Requested: 39,138 (C)
State Support Requested: NONE (JD)
Local Support Requested: 55,454 (C)
Local Support Requested: 21,444 (JD)
Other Support Requested: NONE
Program Total: \$1,160,367

Applicable Federal-State Contributions: 90% Federal, 10% State/local.

Prior Program Funding:	1969	\$	0
	1970		0
	1971		0
	1972		0
	1973		0
	1974		0
	1975		165,211
	1976		457,831
	1977		141,323 (C)
			78,691 (JD)
	1978		7,200

APPENDIX

MARYLAND GOVERNOR'S COMMISSION ON LAW ENFORCEMENT AND THE ADMINISTRATION OF JUSTICE

Staff

Richard C. Wertz, Executive Director
John E. O'Donnell, Deputy Director

Department of Planning

Robert H. Bendler, Director

Adult Programs

Harvey C. Byrd, III, Chief of Adult Programs
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Alice E. Blatchley, Criminal Justice Resources Programs Manager
Harry L. Hawkins, Jr., Correction Programs Manager
Dale R. Mumford, Correction Programs Manager
Peter M. Tabatsko, Courts Programs Manager

Juvenile Programs

Kenneth D. Hines, Chief of Juvenile Programs
James C. Carlin, Juvenile Delinquency Program Manager
Lisa L. Mervis, Juvenile Courts Program Manager
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Beverly A. Chase, Fiscal Associate
Weslene Nicholas, Fiscal Clerk

Auditing Department

Barbara Klein, Chief of Auditing
Bruce D. Royster, Auditor
Robert Ross, Auditor

APPENDIX - Continued

Department of Public Affairs

Rochelle Cohen, Director of Public Affairs
Linda A. Evans, Public Affairs Assistant

Administrative Support

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Patricia Sill, Administrative Assistant
Eula Bartlebaugh, Secretary
Catherine Benson, Secretary
Janinne Fowler, Secretary
Sue E. Meise, Secretary
Carol H. Minetree, Secretary
Antoinette L. Trunda, Secretary