



Maryland's Law Enforcement Strategy In Partnership with the PEOPLE

136008

**Governor's Summit
On Violent Street
Crime**

Summit I

Governor William Donald Schaefer

March 19, 1992

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U.S. Department of Justice
National Institute of Justice

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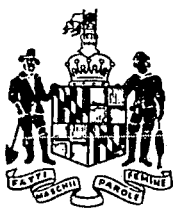
**Governor's Summit
On Violent Street
Crime**



Summit I

Governor William Donald Schaefer

March 19, 1992



STATE OF MARYLAND
OFFICE OF THE GOVERNOR

WILLIAM DONALD SCHAEFER
GOVERNOR

March 19, 1992

Dear Fellow Citizens:

The toll that violent street crime is taking on our communities requires immediate action. Marylanders are ready to join together to take strong and positive action to support our law enforcement community to help restore the sense of safety and security in our neighborhoods.

I want to enlist our citizens and have called this Summit on Violent Street Crime to get the best minds of state and local government together with our citizens, community and business leaders to come up with immediate and practical solutions to this problem. We need to pool resources, combine efforts and learn directly from the people what we can do to take back our streets and make our communities safe once again.

This Summit represents a renewed partnership of the people and law enforcement community. The strategy presented here is law enforcement's immediate response to a serious social problem. The strategy has been developed in partnership with the people of Maryland after hearing from and listening to our citizens in public hearings, a public poll conducted by the University of Maryland, and the recent WBAL radio Summit on the Air.

This strategy and its recommendations represent both short and long-term solutions. County officials will be made aware of the menu of options they can tap into to help reduce crime and violence in their local jurisdictions. In the People's Forum, citizens will have another opportunity to voice their ideas directly to policy makers at many levels of federal, state and local government.

The Summit will not solve the violent crime problem. We know this issue is complex and is linked to many factors in our society. What it will do, however, is create a new mechanism - the partnership - we can use to isolate problems. Once problems are isolated, they can be tackled systematically and more effectively by working together cooperatively.

It is important for us all to recognize that the violent crime problem and its solutions rest with no one person nor with one government agency. It is our problem, and we have to work together to turn it around. We need new ideas. We need to look at things in a different way and act boldly by joining all of our resources together in creative action.

This is not the time to surrender. This is the time to join together and fight back. I believe this Summit on Violent Street Crime represents an important first step in the right direction.

Sincerely,

A handwritten signature in cursive script that reads 'William Donald Schaefer'.

Governor

WILLIAM DONALD SCHAEFER
GOVERNOR

MELVIN A. STEINBERG
LT. GOVERNOR



BISHOP L. ROBINSON
SECRETARY

STATE OF MARYLAND
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March 19, 1992

Dear Concerned Citizens:

The statistics are there. In 1990, Maryland ranked sixth in the nation in the rate of violent crime. It is estimated that there were 237,000 arrests for Index Crimes in 1991, up 23 percent from 1987. There were nearly 27,000 drug arrests in Maryland in 1991. Should these trends continue, by the year 2,000, five percent of the State's adult population will be under correctional services supervision.

Beyond the statistics are the effects of violent street crime upon the people of Maryland. Law enforcement officers and government at all levels are fully engaged in the war on street crime and the drugs that fuel it. But they cannot win this fight on their own. Today, at this first Summit on Violent Street Crime, we are taking a major step to ensure the safety of the people of Maryland. We must form a partnership between law enforcement, business, labor, community organizations, and, most importantly, the PEOPLE of Maryland to be successful. I, therefore, urge you to actively participate today, to share your concerns and your ideas on how we can mobilize all of our resources in this battle. Together we can make our neighborhoods the kinds of places where we can raise our children and enjoy the basic freedoms of life, liberty, and the pursuit of happiness.

This Summit, by itself, is not the solution, but it can act as a catalyst in bringing together resources at all levels of government in partnership with the people. Thank you for participating today, for sharing your ideas, and for your help in our efforts to reduce violent street crime.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bishop L. Robinson".

Bishop L. Robinson
Secretary



William Donald Schaefer
Governor
Chairperson

Bishop L. Robinson
Secretary
Department of Public Safety
and Correctional Services

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**Governor's Summit
On Violent Street
Crime**



INTRODUCTION

Today one need only pick up a newspaper or turn on a radio or television and hear the now all too familiar reports of the rise in violent crime. The media is sending out a strong message and some citizens of Maryland are reacting with fear, others with anger, because these trends in crime continue. The public outcry is enormous and the demand for change is strong. Governor Schaefer recognizes the people's concerns and is strongly committed to addressing the problem of violent street crime. For this reason, the Governor decided to convene a summit that would bring together individuals from across Maryland with the hope that we could come up with new partnerships to augment the existing State efforts to control this epidemic of violence.

Prior to this Summit an attempt was made to reach out and get a sense of what was on the minds of the people. Various mechanisms were used to survey citizens all over the State including the WBAL Summit on the Air, a public opinion poll conducted by the University of Maryland, and public hearings. In addition, a segment of this Summit, called The People's Forum, will be an opportunity for Marylanders to voice their opinions and provide further information for policy makers.

Already, the people's response has been significant. One of the pervading sentiments, echoed by many citizens, has been the support of law enforcement and the desire for them to continue and, indeed, step-up their efforts to combat the problem. For this reason, it was decided that this Summit on Violent Street Crime would be the law enforcement response to the people's concerns. This is a major step, but it is only the first step in combating the problem.

Just as statewide law enforcement strategies are introduced today, other strategies encompassing other disciplines will be developed over the next six months and will be included in a special crime and violence report to be presented to the Governor in September. Another summit will be convened in the fall that will gather further recommendations that can improve existing programs or introduce new plans to address other key issues related to violence.

— NOTES —

MISSION OF THE SUMMIT

The decision to assemble county executives, mayors, other elected officials, members of the criminal justice community, business, labor, and community leaders and concerned citizens and hold this Summit was brought about by the continued increase in violent crime in Maryland. Moreover, some of the criminal acts being documented today are of a different nature — random shootings, brutal abductions, and other types of senseless street violence. These incidents are not confined to Baltimore City and Prince George's County. They affect people in communities all over the State. Consequently, the focus of this Summit is this specific form of crime — violent street crime — and what we can do as criminal justice planners and policy makers to address this problem.

Governor Schaefer has charged the Maryland law enforcement and criminal justice community to develop programs to combat violent street crime and drug-related violence. In response to this charge, four strategies — three statewide and one urban — have been researched and were discussed, in depth, during the course of this summit. They include:

- The Statewide Multi-agency/Multi-jurisdictional Strategy
- The Statewide "Fast Track" Criminal Justice Strategy
- The Statewide Coordination and Logistical Support Strategy
- The Urban "Weed and Seed" and Community Policing Strategy

These strategies are designed to be a sampling of programs that local governments can pick and choose from as they set out to address the problems of street violence and drug crime in their own jurisdictions. The use of these strategies makes available another avenue by which all jurisdictions within the State can draw upon federal and state resources to support their efforts.

In addition to presentations on these four strategies, this Summit also gives the people of Maryland an opportunity to voice their opinions on violent crime. During the People's Forum, citizens can present their recommendations to help develop further State strategies.

These strategies are the initial steps that we must take to reform essential elements of the State's criminal justice system. All of these violence reduction programs are designed to shift priorities, redirect efforts, and use existing resources more effectively. These programs also emphasize the need for the formation of cooperative interagency operations in order to get the job done. More importantly, some of these programs will be expedited and implemented now so that we can improve the services that the citizens of Maryland demand and deserve.

We must make our streets safe for the people who live and work in our communities. To do this, we must strive to build partnerships between federal, state, and local governments as well as state, county and local human services agencies, law enforcement, the business

community, neighborhood associations, and residents. The State crime prevention effort will be much stronger with a unified group, operating in a proactive manner, working together to combat the problem.

The strategies introduced at this Summit emphasize the role of law enforcement in the effort to combat drugs and street violence. However, the burden of responsibility does not rest entirely with law enforcement and the criminal justice system. U.S. Attorney General William P. Barr, at the recent conference of International Chiefs of Police, explained it well when he stated that law enforcement is the critical beginning, but these efforts must be combined with the work of other agencies to address the problems and find some solutions.

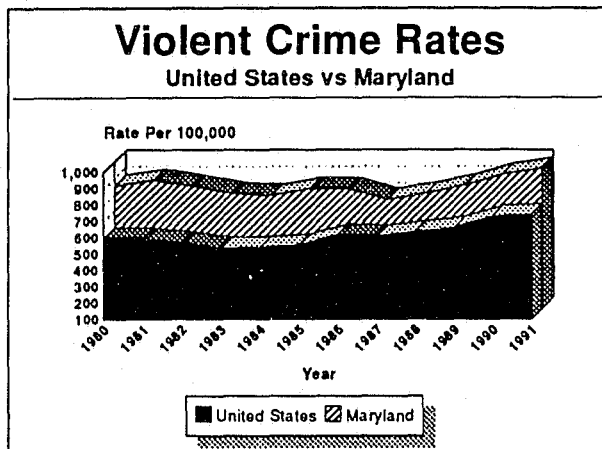
Other disciplines such as health, education, and treatment will play a key role in making these new strategies work. The Governor's Drug and Alcohol Abuse Commission is responsible for preparing a special report for the Governor by September 30, 1992, on drug-related crime and violence. This special report will address these crucial human issues and provide recommendations to help all Marylanders. Today, our goal is to gain statewide support for several new violence reduction programs. These are things that we can do to make Maryland's anti-crime efforts more effective — things that we can do right now for the citizens of Maryland.

"...while we recognize that law enforcement cannot solve the problem of violent crime alone, we also recognize that social programs are not a substitute for tough law enforcement policies. In fact, vigorous law enforcement is the essential foundation upon which any effort at social restoration must be based."

U.S. Attorney General William P. Barr, 98th Conference of the International Chiefs of Police, Minneapolis, October 7, 1991

VIOLENT CRIME IN MARYLAND

In a nation believed to have one of the highest rates of violent crime in the world, Maryland consistently ranks among the top ten states in the rate of violent crime reported to police. While Maryland's violent crime trends have roughly paralleled those of the nation during the 1980s and 90s, the rate of violent crime in Maryland is consistently above the rate of the nation and most other states.



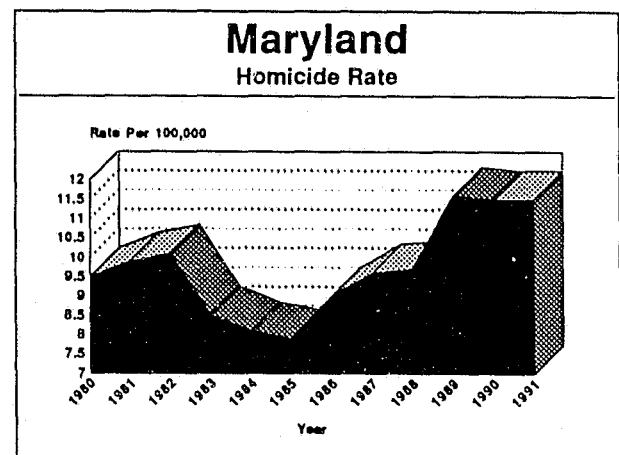
Between 1980 and 1990, there was an increase nationally and in Maryland in violent crime rates; however, this increase has not been steady. During the early part of the 1980s, violent crime rates actually decreased. It began to increase in 1985, declined again in 1987 and has increased steadily since then.

In considering Maryland's violent crime rate, it is important to understand the variation in patterns for different types of violent crimes. Each one shows slightly different levels and patterns while exhibiting some common features. The following offenses have been selected on the assumption that they index

all other violent crimes. Victimization studies consistently report that these types of crimes, especially when there is injury, have very high rates of reporting to the police. The following rates of offenses represent the number of reported incidents per 100,000 people.

Homicide

The number of homicides in Maryland has increased from a period low of 350 in 1985 to a high of 558 in 1991. The rate of homicides during the early part of this period fluctuated from between 8 to 10 per 100,000 and rose to 11.8 in 1991. Particularly since 1985, the increase in homicides has been steady.



While the number of homicides was increasing, the number of homicides solved was decreasing during this period, from a high of 81 percent in 1980 and 1981 to a low of 71 percent in 1989. Also during this period, there were substantial changes in the circumstances surrounding homicides and the weapons used. The role of drugs in homicides is estimated from the Uniform Crime

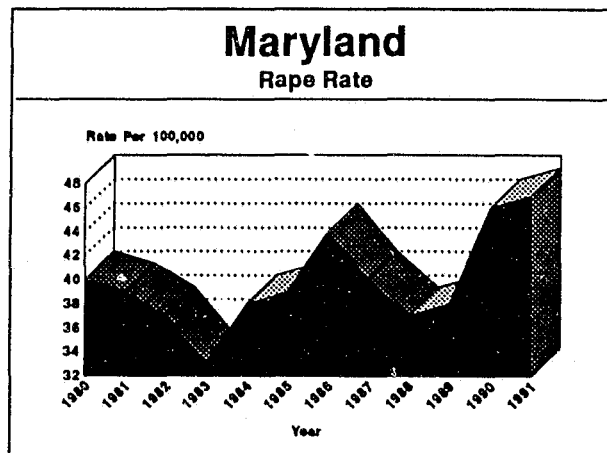
Report which relies on information provided by the investigating officer's assessment of the circumstances involved in each case. Through most of the early 1980s, approximately 20-30 percent of all homicides in Maryland were related to drugs. This has grown dramatically since that time until, in 1990, narcotic-related homicides were estimated at 42 percent of the total in which the circumstances were known. Paralleling this trend has been a change in the extent to which handguns were involved. Specifically, in 1986, handguns were involved in approximately 52 percent of all homicides; by 1990 this increased to 62 percent. The use of weapons, particularly high caliber handguns, also increased in homicides which were drug related.

As might be expected, homicides in Maryland are concentrated in urban jurisdictions. During the period 1980-90, 54 percent of all homicides in Maryland occurred in Baltimore City and 15.2 percent occurred in Prince George's County. Consistent with national data, the victims of homicides are disproportionately black males, between 15 and 30 years of age. Homicide is currently the leading cause of death of young black males.

Forcible Rape

The analysis of forcible rape is made difficult by our concerns about the adequacy of police data as a measure of the occurrence of forcible rape in any jurisdiction. It is clearly understood that large proportions of forcible rapes are not reported. In Maryland, the rate of forcible rape has fluctuated slightly during the period of 1980 to the present with a slight upward trend. While the

long-term vacillation of these rates is worth noting, the increase in rapes is as clear as in other violent crimes.



Robbery

Robbery rates have shown a slight decrease through most of the 1980s with increases occurring in more recent years. In 1980, the rate of robbery was 392 per 100,000. This rate increased in 1981 to 442 and then dropped rather steadily to a period low of 290 in 1987; and it has risen slightly to current levels of approximately 360 per 100,000.

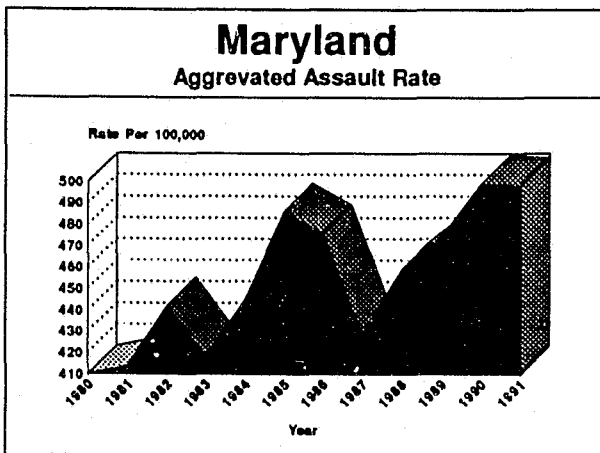
In considering the characteristics of robberies in 1990, we note that 62 percent of robbery cases occurred on the street as opposed to within a building. This represents an increase of 4 percent over 1989. Bank robberies accounted for only 1 percent of the robbery cases, but understandably had the highest average loss. In 1990, 64 percent of the perpetrators of robbery were armed; 78 percent of those involved the use of a gun. This is a 4 percent increase over the previous year and represents a pattern consistent with that noted for homicides.

In 1990, 22 percent of all robberies and 19 percent of armed robberies were solved. Of those arrested, 22 percent were juveniles and 94 percent were males.

lence associated with drugs, and a decline in the number of violent crimes being solved.

Aggravated Assault

From 1980 to 1990, the rate of aggravated assault increased from 410 to 480 per 100,000. In 1990, 22 percent of aggravated assaults involved firearms, 21 percent involved knives and 39 percent involved the use of other dangerous weapons.



The use of firearms was relatively constant for this offense. In 1990, 62 percent of the total number of aggravated assaults were solved. Of those arrested, 20 percent were juveniles and 83 percent were males.

In summary, violent crime in Maryland continues at a very high level compared to other states and, in recent years, has increased particularly in the categories of homicide, robbery, and aggravated assault. Concurrent with the rise of violent crime, there has been an increase in the use of guns, growth in the vio-

— NOTES —

THE PARTNERSHIP

The goals of the multi-agency/multi-jurisdictional strategy are to increase interagency cooperation between federal, state, and local law enforcement and promote the sharing of manpower, resources, and criminal intelligence information. All law enforcement agencies can benefit from such combined efforts that will better serve their needs and the needs of the State. There is also the added benefit of eliminating duplication and operating in a more cost effective manner — both crucial during these difficult economic times.

In Maryland, it has already been proven that joint operations can be effective. The concept of the joint drug task force, a unified body comprised of various law enforcement agencies within a county combating a shared problem, has been duplicated across the State and has been

meeting with much success. It is proposed that the State take the multi-jurisdictional task force idea one step further and broaden the concept to include other types of crime — particularly violent street crime and other criminal activities that require more resources and more extensive investigations. Thus, to address this need, Combined County Criminal Investigation (C³I) Units could be formed. Intrinsic to the multi-agency strategy and the C³I Unit concept is the need for sharing of intelligence information between law enforcement agencies. With a broader data base of criminal intelligence information, Maryland law enforcement can be more proactive versus reactive and more effectively combat drug trafficking and violent street crime.

MULTI-AGENCY APPROACH/FAST TRACKING

Violence in our society, especially in major urban areas, continues a two-decade trend of significant increase. Violence in today's society ranges from drug-related assaults, shootings, homicides, brutal robbery to forcible abductions. Violence affects every age group and seriously erodes not only public safety but quality of life. Today, even school children are found settling their disputes with guns.

The vast majority of violence occurring in the principle population centers in our

State comes at a time of poor economic conditions, accompanied by reduced revenues in State, county and municipal governments. Thus, many of the law enforcement agencies in the State of Maryland are losing law enforcement resources at a critical time.

It is imperative that the assets, resources and expertise of all law enforcement levels bind together to ensure close coordination and maximum effectiveness in addressing today's crime problems, especially violent crime.

Today's violent criminals start work in organized groups or loose affiliations for their mutual criminal interest. While some operate within local or state jurisdictions, others are highly mobile, routinely traveling from state to state. Because of this mobility, it is necessary to overcome State and local law enforcement jurisdictional limits by including federal law enforcement assets and resources, thereby providing national coverage in the ongoing efforts targeting these groups. This national jurisdiction combined with federal resources located throughout the United States can substantially add to the effectiveness of state and local law enforcement in the identification of highly mobile violent criminals and ensure that they are brought to justice.

In the past several years, the U. S. Congress has substantially strengthened federal law with regard to illegal drug activities, drug-related violence, violent criminal acts utilizing firearms, other crimes, and the ability of federal authorities to seek the location of locally charged felons who are in the United States in a fugitive status and return them to the local jurisdictions for trial. These federal statutes often carry severe sentences.

The Program

The Federal Bureau of Investigation (FBI) and the Bureau of Alcohol, Tobacco and Firearms (ATF), in recognition of the violent crime problems in Maryland's major urban areas, namely, Baltimore City and County, Prince George's County and Montgomery County, are increasing the number of Agents in the State to further address

violent crime. The FBI has added eighteen Special Agents to fight drug-related and other violence in joint cooperative ventures with law enforcement agencies in these population centers. A new squad of ten FBI and one ATF Agents has been established to work with Prince George's and Montgomery County authorities to impact violent crime. Additionally, a squad of eight FBI Agents and six ATF Agents has been created to work with authorities in Baltimore City and Baltimore County to address their violent crime problems.

Discussions have been ongoing between law enforcement authorities in Baltimore City, Baltimore, Prince George's and Montgomery Counties. This coordination ensures that the federal resources are utilized in a way that best fits the need of those law enforcement agencies and can aid in the solution of violent crimes in those jurisdictions.

The joint venture in Prince George's and Montgomery Counties, and the joint venture in Baltimore City and Baltimore County, went into effect March 1st of this year.

Into these joint ventures the FBI and ATF also bring enhanced crime laboratory and fingerprint capability for use in jointly investigating violent crime. Most importantly, the federal law enforcement agencies bring automated resources to enhance data bases linking criminal intelligence from throughout the State, including these major population centers, and the intelligence base from the District of Columbia. The addition, expansion and implementation of these data bases will significantly enhance law enforcement's ability to

identify violent criminals, repeat offenders, and organized criminal groups perpetrating violence within the State of Maryland.

The FBI Laboratory is also unveiling a new computerized program called "DRUGFIRE," which will have the capability of matching guns utilized in robberies, homicides, and assaults with bullets recovered through other crimes. This is new technology that is in the research and development stage but will be tested and go on line for the first time in the District of Columbia, Prince George's, Montgomery and Baltimore Counties and Baltimore City, within the next few months. Utilizing the different assets and expertise of federal, state, and local authorities, law enforcement can be more effective in aggressively identifying, charging, prosecuting, and confining violent offenders.

The FBI will continue the commitment of 38 agents to the investigation of violent crime within FBI jurisdiction throughout the State of Maryland, in addition to the new multi-agency investigative initiatives. ATF will continue to commit 23 agents to violent crime investigations within their jurisdiction throughout Maryland in addition to those being placed in the multi-agency joint investigative venture. These increased efforts will aid in addressing the serious violent crime problem in Maryland.

The approach to the violent crime problem must be a holistic one with regard to the criminal justice system. Therefore, these multi-agency investigative efforts will be accompanied by a fast track commitment from the entire investigative, prosecutive, penal, and post-incar-

ceration components of the federal and local criminal justice system in Maryland.

The United States Attorney for the District of Maryland, and the Maryland States Attorneys' Association have committed the resources of their offices to ensure timely prosecution of violent offenders. This commitment includes freeing attorneys so that when evidence warrants, the perpetrators may be quickly charged and cases promptly readied for trial. The offices of the federal and state prosecutors will determine whether the particular case is best suited for prosecution in either the federal or state system, and then move swiftly to bring charges that can be most effective against the criminal. Where necessary, State and federal prosecutors can be cross-designated to prosecute cases in either the state or federal system.

The federal and state judiciary have been fully briefed on these initiatives in expectation of increased prosecutive activity. Once individuals are found guilty of these violent crimes, penal authorities at both the federal and state level have assured that space will be available for the incarceration of these violent offenders so that there will be no premature release due to overcrowding or other conditions within their systems. The penal authorities in both the U. S. Bureau of Prisons and the State Department of Corrections are working together and with federal, state and local authorities in these joint violent crime ventures to ensure that when they receive intelligence information from within the institutions that relate to ongoing violent street crime, that infor-

mation will be furnished to the federal, state and local officers working these joint initiatives.

The Maryland Division of Parole and Probation has joined this Multi-Agency/Fast Track approach to violent crime. When individuals are released on parole or probation for serious violent offenses; i.e., murder, rape, robbery, sex offenses, various assault crimes, and serious drug offenses, they will be closely supervised. The fact that these serious criminal offenders have been returned to communities will be shared with the appropriate State and local law enforcement agencies in the communities to which they return. Currently, agreements exist with local sheriff's departments in some parts of the State where the sheriff's offices are assisting in supervision of these high priority criminals, by drug testing them, serving as an additional check point. The State Division of Parole and Probation is seeking to expand the use of this technique to other jurisdictions.

The Division of Parole and Probation also has committed to assist law enforcement through the identification of suspects and fugitives by reviewing composites and photographs of violent offenders as they deal with the parole and probated offenders. They will quickly bring to the attention of law enforcement any such individuals who are similar to the photographs or composites. Formal channels are being established for the federal, state and local law enforcement agencies involved in these joint ventures for expeditious criminal intelligence sharing.

Application of a multi-agency investigative approach to an increasing violent crime problem in the major population centers of Maryland is essential in these times of diminishing budgets. Combining the assets, resources and expertise of federal, state and local investigative agencies, together with fast track cooperation of the entire criminal justice system, will maximize the impact of society's response to violent street criminals.

COMBINED COUNTY CRIMINAL INVESTIGATION

Street level violence, much of which can be linked in one fashion or another to illicit drugs and alcohol abuse, is not confined to the streets of the Baltimore-Washington Metropolitan areas. Wild displays of firepower, the intimidation of witnesses — even their execution, and the murder of innocent bystanders, so many of whom are just young children caught up in the crossfire, are regrettably found in rural Maryland, too.

These abhorrent outbursts are attempts to abrogate the very fiber of our government and our society. This challenge to our free society compels all of us, especially those of us in law enforcement, to break with the paradigms of the past and present, and to invest with a new rank. Traditional police wisdom was not effective against the armed camps of drug dealers and users, their followers, and those who would take advantage of the situation for avarice. Something more must be done — NOW!

In 1987, the Maryland State Police broke with tradition and began to work as partners with county and municipal law enforcement agencies to establish county oriented drug task forces. These groups, founded for the purpose of sharing resources and information, establishing investigative goals, and working to better educate law enforcement supervisors and investigators and the public, quickly spread throughout Maryland. County-based drug task forces, nearly all of which are funded to some degree with the confiscated money from drug dealers, successfully operate in 16 of Maryland's 23 counties.

County drug task force management authority is vested in an advisory board that is composed of the heads of the various police agencies and the county state's attorney. "Local police" control the direction of the drug task forces and enjoy the benefits of State resources that marry with their own to achieve task force goals and objectives. Drug task force activities have translated into the expulsion of open-air drug markets from the City of Salisbury, the development of a youth summit in Harford County, and a teacher support program in Allegany County. The task forces do not limit themselves to merely arresting drug dealers, a feat in which they have proven to be most competent. They have crossed the traditional law enforcement boundaries and involved themselves in drug demand reduction and prevention programs. In many instances, the task forces initiated these new programs.

The undisputed success of the drug task force approach to drug control can be replicated in other areas of law enforcement, to include the investigation of violent street crimes and attendant criminal activities. The pooling of a county's investigative resources and redirecting them to focus on the criminal element operating within that county can be easily accomplished. And if the drug task forces are used as a gauge to anticipate success, the future of the Combined County Criminal Investigation Units should be bright.

The Combined County Criminal Investigation Unit or C³I will be staffed with

detectives from the State Police, the sheriff's office and the municipal police departments in the county. These detectives will be housed jointly and direct their work to the goals and objectives set by their governing body, the advisory board. The advisory board will consist of the Superintendent of the Maryland State Police, the county sheriff, the chiefs of police and the state's attorney. Together, under the guidelines set forth in a written agreement, they will develop the rules to govern the C³I Unit, determine its structure, composition, and most importantly, define its overall mission.

The day-to-day supervision of the C³I Unit will be the responsibility of the supervisor that the advisory board selected, based on the candidate's qualifications both as a manager and an investigator. The C³I Unit supervisor will have the responsibility for managing this joint effort in conformance with the directives of the advisory board.

Under the concept, municipal detectives will be granted county-wide police authority and will then be able to actively participate in investigations stemming from outside their traditional jurisdictions. Conversely, deputies and troopers will be given the authority to follow up on cases originating from within a municipality.

In most counties outside the major metropolitan confines of Washington and Baltimore, law enforcement resources are severely limited. With the advent of the C³I Unit, the combined resources of the county will be concentrated upon the most demanding types of criminal investigation — murder,

rape, and robbery, to cite but a few. No one jurisdiction's resources would be overly taxed. Indeed, this coalition of resources will permit more detectives to immediately respond and work on a major investigation than was ever before thought possible. Furthermore, the State's resources in the areas of forensic science, training and education, and criminal investigation requiring specific expertise and costly equipment would be made directly available to the county through the C³I Unit.

Clearly, the success of the C³I Unit hinges upon the coordination of resources within the law enforcement community. The linchpin to this effort is the sharing of information between the C³I Units and their member agencies to ensure the maximum use of applied resources. To this end, each C³I Unit will be supported by the Maryland State Police Criminal Intelligence Division and the Maryland National Guard, who recently joined forces to collect, collate, analyze and disseminate criminal intelligence products. In addition, a grant recently awarded to the Department of Public Safety and Correctional Services and the University of Maryland to develop a State incident-based reporting system will be used within the C³I Units to facilitate the creation of a statewide crime reporting system.

Since there is such a strong nexus between drugs and violent crime, the county drug task forces will join efforts with C³I Units to provide more resources and experience on which the unit could rely. In addition, the Department of Juvenile Services has enthusiastically agreed to commit its resources, to the extent legally permissible, to enhance

law enforcement's ability to detect crimes perpetrated by and against juveniles.

The C³I Unit and the new partnership it forms will stand as the cornerstone for Maryland's response to crime well into the next millennium. It will serve as the legacy for today's criminal justice plan-

ners and policy makers. And most importantly, it is a concept that will better address the investigation of violence and crime across our great State. The people of Maryland will gain the level of public safety they have a right to expect and that governments have the duty to provide.

— NOTES —

COORDINATION AND LOGISTICAL SUPPORT

Now, more than ever, law enforcement agencies across the country recognize the importance of coordinating information about drug suspects and drug organizations. This type of coordination can extend beyond state boundaries and encompass an entire region. In the case of Maryland, this combined effort involves not only State, county, and local police, but also, the Federal Bureau of Investigation, Drug Enforcement Administration, Bureau of Alcohol, Tobacco, and Firearms, U.S. Customs Service, the U.S. Marshals Service, as well as other law enforcement agencies in the Mid-Atlantic region.

The drug world, led by the "kingpins" of the drug trade, is clearly a violent world in which murder, assassination, intimidation, armed robbery, and the killing of innocent bystanders are commonplace. Increasingly, the violence plaguing the State's most populated areas involves the use of handguns and semi-automatic weapons. Maryland law enforcement recognizes these serious problems and has identified three areas where there are gaps in services:

- **Identifying Criminal/Drug Trafficking Networks and Groups** — Violent crime has always been an integral part of illegal drug trafficking and distribution. Investigation of violent crime in Maryland clearly demonstrates that the two are related by the suspects, the victims, and at times, by witnesses to the crime. These associations are not a new phenomena for Maryland law enforcement. It is the linkages between these combinations
- **Pursuing Multi-jurisdictional and Interstate Offenders** — As drug dealers vie for turf or recruit others to replace those incarcerated, the specter of violence is ever present. Some violent offenders, when released from custody, violate parole and return to the criminal environment. Others flee from crime scenes, thus avoiding apprehension and charges for drug violations or violent acts. Endemic with the apprehension of the parole violators and dangerous fugitives, is the need to transport those who are apprehended outside the State back to the local jurisdiction. Further compounding the problem is the interstate travel by some of the individuals and organizations involved in drug trafficking. In Maryland, there is an increasing number of violent crimes involving individuals from outside the State.
- **Dealing with the Armed and Dangerous** — Very often individuals involved in drug trafficking and/or violent street crime use high quality weapons. Investigations of shootings where bullets are recovered have shown that suspects are not dispo-

that identifies the drug organizations and loose networks that make up the world of drug traffickers. With the aggressive enforcement of the State's drug laws, many drug organizations are fragmented. The complex nature of violent crime requires better coordination of information, particularly as we strive to determine the link between violent crime and drugs.

ing of these weapons. The weapons are either being resold or retained by the shooter because of their value. It is crucial that law enforcement pursue and apprehend this category of offenders in order to reduce violent crime.

Clearly, law enforcement must create new programs and expand those programs now in place to better utilize existing resources and focus on violent crime. Existing programs can be improved to enhance the investigation of violent crime, identification of suspects, and the apprehension of violent criminals. The following State strategies are designed to address these problems:

- **Expanding Coordination between Drug and Violent Crime Investigations** — In 1985, seven federal, state, and local law enforcement agencies from the Baltimore metropolitan area signed a memorandum of understanding formalizing the creation of an information sharing system to coordinate drug suspect information. The system was named the Drug Enforcement Coordinating System (DECS). Today, 38 law enforcement agencies from across the State as well as agencies from northern Virginia, West Virginia, and the District of Columbia participate in the program. Program managers now plan to expand the use of the State Police criminal intelligence data base to include violent crime information on suspects, victims, and witnesses. That information will be electronically compared with the DECS system. This process will help ensure the coordination between drug and violent crime investigations.
- **Increasing Special Programs that Target Violent Criminals** — Law enforcement has had some success in the past with special programs that focus on the most violent criminals. These efforts were supported by federal, state, and local law enforcement agencies. For example, "Operation Sunrise" was a successful U.S. Marshals Service initiative targeting major core regions of the country, including Maryland. By expanding the use of these special programs and using the resources of federal, State and local police, focused programs will be initiated with preset criteria for apprehending the most violent offenders.
- **Improving Firearms Laboratory Analysis** — To overcome the growing use of handguns and semi-automatic weapons, the FBI is expanding its role in firearms laboratory analysis. Through "DRUGFIRE," a research and development pilot program, the FBI is attempting to build a nationwide data base of ballistics information. That information will be collected in cooperation with the Maryland State Police crime laboratory to share weapons and ballistics information developed during the investigation of violent crimes. Concurrent with the FBI program, the Maryland State Police has taken steps to systematically track all firearms involved in criminal activity.
- **Expanding Criminal Intelligence Data Bases** — Maryland law enforcement supports an FBI initiative to develop a data base to identify multi-jurisdictional violent offenders and to

share information on violent crime developed throughout the country. Such a data base will enable the FBI to identify criminal organizations, pursue leads, and gather evidence needed to prosecute criminal organizations on a regional and national basis. Under this concept, Maryland will expand the collection and analysis of criminal intelligence information, on a federal and state level, about criminal networks and organizations that use violence to support their activities in the State.

- **Expanding Money Laundering Investigations** — Financial gain resulting from a life of crime provides the incentive for most violent criminals to continue that path in life. State and federal laws are in place to seize assets resulting from drug trafficking and to detect and charge those who launder money, which in most cases, is derived from crime. The State, through increased training, must expand its role in educating investigators assigned to violent crimes to recognize those crimes and situations where the State's money laundering laws are being violated, and to identify assets which may be subject to forfeiture. As criminal organizations are identified, Maryland law enforcement will implement a formalized referral system between local prosecutors and the Maryland Attorney General's Office to facilitate the enforcement of the State's money laundering statutes.
- **Increasing National Guard Counter-drug Efforts** — An important resource has been made available to

law enforcement locally and nationwide as a result of the peace dividend and the federal government's increased effort to address the drug problem. The U.S. Congress passed the Defense Authorization Act of 1981, which permits military services to provide vital support to domestic counter-drug operations. The intent of the Act is to allocate more resources for the National Guard for drug enforcement support, eradication, and interdiction activities. That resource is available as the National Guard is already providing logistical support to Maryland law enforcement. Through the expanded use of the Maryland National Guard's counter-drug program, National Guard aircraft will be used in the extradition process. In addition, National Guard personnel will be used to support information gathering efforts. This will relieve investigators so that they can return to the front lines of police work.

Conclusion

Violence has turned some of our neighborhoods into communities of intimidation. For law enforcement, the challenge has changed from reducing and deterring crime to reacting to its violence. The most frightening is the gross and brutal violence, committed by the ever younger offenders. To address the violent crime problem, law enforcement must share resources and coordinate its efforts. Individually, each agency's resources are varied and limited. Collectively, resources can be directed to the most crucial problems.

As with any aggressive criminal enforcement effort, the importance of information sharing, criminal intelligence information analysis, and information dissemination are important factors in achieving success. Without these components, there is no cohesive force to bind the information into meaningful data, which is crucial to identifying the violent criminal organizations.

Today, the technology available to law enforcement is unparalleled to any time in history. Through strategic analysis, Maryland can determine the operating methods, patterns and structures of these criminal organizations. Using this

information, in conjunction with that of the academic community, State program and policy makers can make informed decisions to address these problems. The State can develop strategies and commit resources to aggressively attack the criminal justice issues, which will reduce the level of street violence that is linked to drug trafficking and disrupt those organizations that use violence as a tactic. The public will judge how effectively we use the resources they have provided. Each and every citizen of Maryland has the right to expect to live in an intimidation free environment. Through quality use of resources and coordination of efforts, law enforcement can help meet that expectation.

INTERSTATE DRUG TRAFFICKERS STRIKE FORCE

Prior to 1988, most of the illicit drugs entering Maryland were primarily from source states in the south, mid-west and west. Enforcement efforts ultimately disrupted traditional trafficking routes from these source states and resulted in dealers and distributors altering their trafficking patterns to ensure the flow of illicit drugs into Maryland. Since 1988, there has been an alarming increase in the number of out-of-state traffickers, particularly from New York, who have infiltrated the Maryland drug market. These dealers have not only distributed drugs from New York sources in this State, but also, in some cases, have replaced the local dealers in certain jurisdictions. The interstate trafficking of drugs in Maryland is not solely limited to illegal distribution activity. Statistical data reveals an increase in violence associated with the out-of-state dealers and distributors that have resulted in drive-by shootings, battles over turf, and an increase in serious assaults. Sophisticated automatic and semi-automatic firearms appear to be the weapons of choice for these violators.

Recently, the Frederick County State's Attorney's Office recognized a trend in the arrest and prosecution of young male offenders — a sizeable percentage were juveniles, primarily from New York City. It is believed that persons controlling some drug trafficking networks are deliberately recruiting young teenagers because of the more lenient handling of juvenile offenders within the State. Unless a waiver hearing is conducted requesting that these young drug

couriers and dealers be tried as adults, they are released to parents or guardians, who take them back to New York. This has not deterred interstate drug traffickers who easily find replacement couriers and who view Maryland as a lucrative and relatively risk-free marketplace.

Statistics from other areas of the State suggest that interstate trafficking of drugs by juveniles from sources outside Maryland is not limited to the Frederick area. An increasing number of juveniles from New York, Philadelphia, and Wilmington, Delaware have operated in a similar manner in Annapolis, Baltimore City and Baltimore County, Salisbury, and selected areas of Charles, Prince George's, and St. Mary's Counties.

Currently, the Drug Task Forces in Frederick and Salisbury have addressed the situation by gathering critical intelligence, alerting local merchants and motel operators, keeping local uniform patrols aware of this trend, and taking enforcement action where warranted.

In the past, there was no concerted effort to attack the problem on a statewide level. With the identification of this problem, the State Police Criminal Intelligence Division is now collecting data regarding interstate drug trafficking from source states. The information provided to the Criminal Intelligence Division is received from the Drug Task Forces located in sixteen of Maryland's twenty-three counties as well as infor-

mation from the Baltimore City Police Department, Department of Juvenile Services and Maryland Uniform Crime Reports. This data will be shared with the entire Maryland law enforcement community. This specialized data base will provide a more accurate assessment of the problem and enable law enforcement to employ diverse strategies so that a more focused enforcement effort can be deployed.

Providing information from the Criminal Intelligence Division to area law enforcement and other areas of the criminal justice system is but part of the solution to a much larger concern. What is needed is a core group of investigators whose focus is to identify the connection between the Maryland and out-of-state drug markets and to work with law enforcement authorities at the federal, State and local level to investigate Maryland's interstate drug activity.

The core group, to be known as the Interstate Drug Trafficking Strike Force, will respond to information forwarded to them from the Criminal Intelligence Division and coordinate enforcement activities with agencies in Maryland and other states. In addition to coordinating enforcement activities, the Strike Force will:

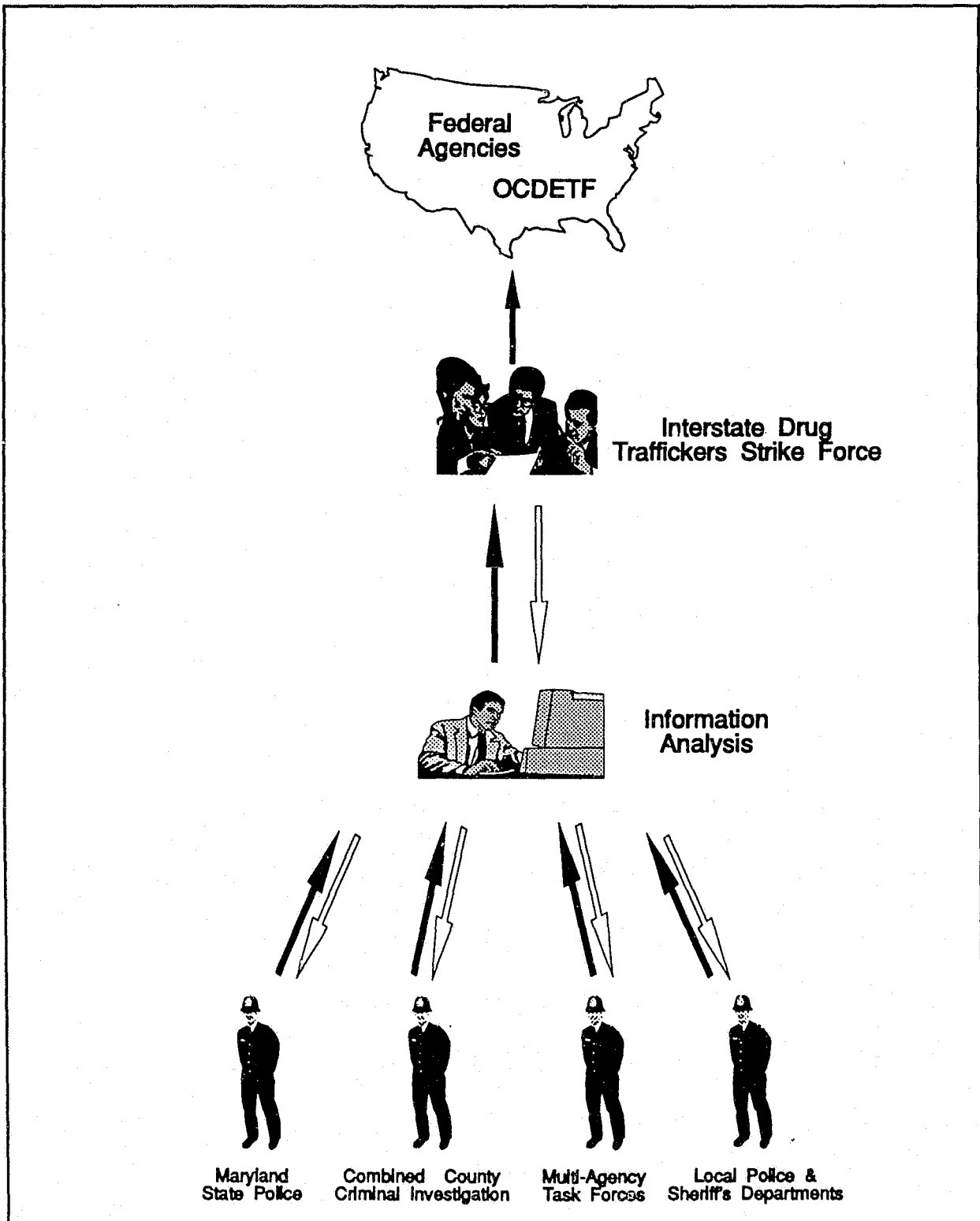
- Identify and target specific traffickers based outside the state;
- Identify specific drugs which are being distributed in Maryland;
- Determine if the traffickers are acting on their own or as part of a structured, well organized organization;

- Determine why specific areas of Maryland are targeted; and,
- Disrupt, intercept and dismantle any organized trafficking operation.

Once the out-of-state traffickers have been identified and arrested in Maryland, another dilemma arises regarding the prosecution of these individuals. To this end, the Department of Juvenile Services has been contacted and made aware of the situation as it currently exists regarding interstate drug distribution by juveniles. The Department has agreed to vigorously work with criminal justice agencies in other states along with the state's attorney's offices in Maryland to develop workable solutions to the problems these juveniles bring to our criminal justice system.

Preliminary information being analyzed indicates an increase in the arrest of out-of-state residents, especially juveniles, for drug distribution violations and violent crimes. If we are to stem the tide of crime attributed to this group of criminals, Maryland must create an environment unsuitable for them to ply their trade. We must attack interstate drug trafficking at its source, arrest those responsible and bring them to Maryland to be held accountable for their actions.

Interstate Drug Traffickers Strike Force Information Flow



— NOTES —

COMMUNITY POLICING

Community policing is a philosophy for bridging the gap between citizens and the police to strengthen police effectiveness in preventing and controlling crime, disorder, and fear of crime. As an operating concept, it can affect the manner of delivering police services as well as strongly influence the management and structure of the police organization. Community policing stresses results rather than processes. It encourages officers to deal with the problems, rather than the individual incidents that contribute to the problem, that affect the order and safety of a neighborhood. Community policing is proactive.

A basic tenet of community policing is that ultimate responsibility for peace, order, and law observance rests with citizens, and that the police role is to supplement, assist and coordinate neighborhood efforts, not supplant them. Effective policing is dependent on frequent and meaningful communication between the citizens of a community and those who provide police services for that community. The goal of community policing is to establish and nurture those channels of communication so that citizens and police officers work in concert to maintain the safety and order of that community.

Following the successes of various model programs throughout the country, some police departments in Maryland have incorporated elements of the community policing concept in their jurisdictions. Still others are now beginning to recognize the value of refocusing their efforts and working more closely

with the citizens who live in the communities that they patrol and protect. Today we will examine three jurisdictions in Maryland that have adopted the philosophy of community policing.

Prince George's County

In 1990, the Prince George's County Police Department was one of only eight police departments nationwide selected to receive a community oriented policing grant from the Bureau of Justice Assistance (BJA). The principal goal of the grant is to reduce drug demand and related criminal activity in selected neighborhoods. Community participation in the attainment of this goal was paramount and the Police Department worked very diligently to prepare its officers for this innovative program.

District III, G Sector, in the Landover area, was chosen as the site for the program because of the high incidence of violent crimes and the large volume of illicit drugs and drug-related crimes. By January 1991, outstanding officers who had volunteered for the program were selected and provided three weeks of comprehensive, specialized training that included such topics as: Community Policing; Drug Detection and Investigation; Advanced Officer Survival Skills; and Crime Prevention. Additionally, officers were re-familiarized with the extensive types of resources available through governmental agencies.

Trained officers were then assigned to geographic areas known as "beats" in District III, G Sector. The community

policing officers set up satellite offices within apartment complexes known to have substantial drug and crime problems. Using grant funds, these offices were equipped with pagers, telephones, answering machines and personal computers. An inventory of drug, crime prevention, and referral materials was made available to the public. Office hours were advertised to the community through the use of flyers and press releases. All satellite office space was rent-free as part of the public-private partnership.

The community policing officers were introduced to the community at press conferences and then to the members of the District III, Citizens Advisory Council. The officers sought out civic leaders, business owners, and church ministers within their respective beats to provide information about the program and to explain the services that would be provided. The officers were tasked with a variety of responsibilities including: foot, scooter and motorized patrol; crime prevention; community liaison; and solving ongoing problems on a long-term basis using problem-oriented policing techniques. The program's ability to achieve its goals was based on the split patrol concept. Community policing officers could not function properly if they were responsible for calls for service and so the traditional patrol officers were retained and augmented by the community policing officers who could make contacts in the community, work to build partnerships, and solve problems.

Community policing officers worked steadily to gain the confidence and acceptance of community residents.

Citizens began to walk into the satellite offices to provide information that ultimately closed three apartments operating as "crack houses." Citizens joined in the effort to reclaim a playground that had been taken over by drug dealers. Not only did they assist the community policing officer in cleaning up the trash, but they gave their support to obtain new playground equipment. Another community policing officer worked with apartment managers to help keep drug dealers from leasing apartments. Successful mentoring programs have brought officers in contact with many youths who would not otherwise have any positive role models. It is safe to say that the early successes of the community policing officers have been met with a wave of enthusiasm from neighborhood residents.

Community policing is regarded as a true success, not only in terms of acceptance by the citizens, but in terms of traditional measurements. District III, G Sector recorded a twenty percent reduction in violent crime for 1991. No other sector within Prince George's County experienced such a decrease. As a direct result of these successes and in cooperation with the Interfaith Action Communities, a group of local clergy and its membership, each of the remaining five police districts established one satellite office in a high crime area. Additionally, in October 1991, BJA awarded second year funding to the Prince George's County Police project. This renewal of the grant enabled the department to expand into the other sector of District III, H Sector, located in the Suitland area. A total of nineteen satellite offices were established as the addi-

tional seven new offices in H Sector were opened. More than 180,000 of the 743,000 citizens of Prince George's County, Maryland are now served by the Community Policing Officer program.

It is evident that the concept as envisioned in the original plan has been wholly embraced by both the residents and businesses in Prince George's County. Although the level of crime is still unacceptable, hope is growing. The solution to crime rests within the community; the mechanism to achieve this solution is community policing. This partnership continues to provide a solid basis of support to meet the challenges of the future.

Baltimore County

The Baltimore County Police Department is also committed to community policing. A number of tactics and programs are used. Two of the more successful approaches are *Citizen Oriented Police Enforcement (COPE)* and *Community Oriented Drug Enforcement (CODE)*.

COPE — The essence of COPE is that of a citizen oriented approach to combating crime and the fear that stems from it. Priority is given to citizen perceptions about problems affecting the order, peace and safety of their community. Two groups of fifteen officers each work to establish and maintain clear and positive channels of communication with citizens. They do so by attending community meetings, canvassing neighborhoods door-to-door, surveying citizens, and meeting frequently and informally with citizens. Using problem solving techniques, COPE examines all

facets of a community problem to identify its root causes. Once that is done, officers work to alleviate the problem by improving citizen crime prevention efforts, using highly visible and contact oriented patrols, and drawing upon the resources of government agencies and private groups.

Repeated evaluations of COPE indicate that it is an effective approach to identifying and alleviating the cause of community fear, disorder, and crime. A three year study by Dr. Gary Cordner concluded that COPE reduced fear by 19 percent, crime by 12 percent, and calls for police service by 11 percent in targeted neighborhoods. Citizen satisfaction with police services increased by 16 percent. Finally, COPE officers experienced greater job satisfaction and held more positive views of the community.

CODE — Operation CODE is a direct result of citizen concerns about open-air drug markets and the violence they engender. Traditional drug enforcement efforts had only partial success against those drug markets. Using asset seizure funds, the Department was able to form teams of experienced investigators, district patrol officers and COPE officers to work intensively in areas targeted through citizen complaints. CODE was designed to establish a database of community drug complaints, determine target areas and enforcement methods, monitor and analyze the effectiveness of prevention and enforcement efforts, and assess citizen satisfaction with police efforts.

Initial enforcement efforts resulted in 77 undercover cocaine buys, 58 arrests, 34 search and seizure warrants, and the

seizure of \$110,000 in drug proceeds. A National Institute of Justice survey of 158 adult residents confirmed county police perceptions of the operation's success. The survey showed that residents believed that operation CODE significantly decreased the availability of drugs in their neighborhoods, that CODE efforts reduced citizens' fear of crime, and that results of Operation CODE significantly increased citizen satisfaction with police performance.

Baltimore City

More and more Baltimore City is feeling the impact of the national recession, with increased joblessness, neighborhood disorder, and crime. Violence in some neighborhoods is a serious problem and the Baltimore Police Department is inundated with calls for service. The City is also under severe fiscal pressure, making it difficult to continue to support a variety of programs. For these reasons, the Baltimore Police Department has recognized the need to refocus its mission and develop a leaner and more cost effective organization. It is committed to making neighborhood problems its highest priority, working with community residents to deal with local problems, and being proactive in response to crime.

The Department has already incorporated some elements of community policing into its efforts. Patrol forces work out of nine District stations that are situated in different neighborhood areas of the City and are organized so that they can provide rapid response to citizen calls for service. In addition, community service officers have long been involved with the community,

assisting neighborhood residents with crime prevention, youth and problem-solving initiatives.

To enhance these community policing efforts, the Baltimore Police Department has developed an action strategy for the future which includes, among others, the following elements:

- Creating a new beat structure that reflects the natural neighborhood boundaries of the City and ensures that patrol areas never divide a natural neighborhood area.
- Having patrol officers profile their beat and develop a picture of the neighborhood's priorities, resources, institutions and problems of crime, fear, and violence. Next, collaborate with local residents and business people to develop a plan to address the community's concerns.
- Designing and implementing a new 911 call management system that provides for better call classification at time of receipt, increased rapid response to true emergency calls, and assignment of non-emergency calls primarily to officers who have neighborhood beat responsibility.

The Baltimore City Police Department is dedicated to the philosophy of community policing and has adopted this strategy as a fundamental part of their operating plan for the 1990's. Together with neighborhood residents they are working to improve the quality of life in the community.

Conclusion

Some cynics claim that community policing is just another fad that will eventually be abandoned with the arrival of the next new approach. However, everyday, more and more police officers, government administrators, and citizens see the potential that community policing has for improving the safety and peace of our communities. The initiatives presented today are excellent examples of the way that police can work more closely with the people and make Maryland a safer place to live.

Developing New Policing Strategies

An important aspect of community policing is assessing the needs of a particular neighborhood and developing plans that are specifically designed to deal with the problems of that area. The State Office of Strategic Drug Enforcement Coordination (SOSDEC) has been developing a local community assessment program that will be tested in various areas of the State including Annapolis, Baltimore County, and Salisbury. The project uses a survey as a means to canvass an area and gain a perspective on what the citizens feel are the main crime issues facing their community. This survey is an important tool that can be used by local law enforcement to pinpoint problems and develop policing strategies that can address them.

— NOTES —

JOIN THE PARTNERSHIP

Join the Partnership to reduce violent crime and help make Maryland a better place to live.

Five things citizens can do

1. **Be aware** — recognize the problem if there is one in your neighborhood.
2. **Get involved** — join or form neighborhood Crime Watch programs — be the "eyes" of your neighborhood. Video tape or photograph criminal activities in your neighborhood.
3. **Use the 1-800-492-TIPS line** — report suspicious activity.
4. **Take common sense precautions at home** — lock your doors and turn on outside lights.
5. **Communicate with your local government** — report existing community problems such as activity on vacant lots or loitering. Offer your own ideas and suggestions for solving local problems.

Remember — citizens have an important role to play in making their neighborhoods real communities. Communities where people know one another, know who belongs and who does not, are safer places to live. We need to reinvest ourselves in caring about our neighbors enough to get involved.

This document includes a form you can use to write us about your ideas and recommendations. Please use it. We want, and need, to hear from you.

1-800-492-TIPS (492-8477)

This statewide toll-free hotline, manned round the clock, is available to all Marylanders to report drug dealers and criminal activities of a Non-Emergency Nature. Callers can remain anonymous.

— NOTES —

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