

# ...tearing down the barriers



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Violence

in

America

Maryland's  
Response:

April, 1993

William Donald Schaefer, Governor  
State of Maryland

Marshall M. Meyer, Chairman  
Governor's Executive Advisory Council

# A Million Victims Lost to Violence!

**"...in the course of the 20th century, approximately a million lives will have been lost at the hands of our fellow citizens. Yet this carnage seems to fall in a national blind spot. ..."**

**"That public policy prevention has failed is obvious. Indeed, it has been clear how to address the violence issue, in part because there has never been an agreement among scholars on the causes of crime. ..."**

144873

STATE OF MARYLAND  
OFFICE OF THE GOVERNOR

William Donald Schaefer  
GOVERNOR



GOVERNOR'S EXECUTIVE ADVISORY COUNCIL

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IN REPLY REFER TO

April 2, 1993

The Honorable William Donald Schaefer  
Governor  
Executive Department  
State House  
Annapolis MD 21401

Dear Governor Schaefer:

Violence in America is like an epidemic which has spread across our country affecting every Marylander. A form of violence acts like a virus that is born in California or New York, soon spreading its disease to our state's vulnerable communities. Just as individuals may have differing symptoms but the same illness, each unique community is affected by and responds to a form of violence in a somewhat different way.

The Maryland response, covered in the report, attacks the problem of violence as it would an epidemic. It identifies issues and areas of susceptibility, considers environmental factors, incorporates a team approach to diagnosis and treatment of the affected communities, and stresses the need for early detection and prevention.

This report is directed to those who must stop the spread of violence, often on a daily basis. It has incorporated hundreds of years of professional experience and knowledge woven into its findings and recommendations. We believe the work of this impressive committee will be considered and used as suggested.

Since violence will not end with submission of this report, it is our intention, with your concurrence, to continue the examination of the plague of our times.

Sincerely,

Marshall M. Meyer  
Chairman

*Maryland is a better place to live, work and do business!*

144873

**U.S. Department of Justice  
National Institute of Justice**

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**VIOLENCE IN AMERICA  
MARYLAND'S RESPONSE**

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GOVERNOR'S EXECUTIVE ADVISORY COUNCIL  
DRUG LAW ENFORCEMENT AND INTELLIGENCE SUB-PANEL  
VIOLENCE IN AMERICA COMMITTEE

**ACKNOWLEDGEMENT**

This report is the work of many people. We are especially grateful for the extraordinary assistance provided by the following subcommittee members, who are experienced in the issues of drugs and crime. In addition to attending eight scheduled meetings from March, 1992 through January, 1993, numerous hours were devoted to research in the preparation of this report to the Governor's Executive Advisory Council. We also wish to thank Joan Dunstan, Administrative Assistant, who devoted a great deal of time, energy, and skill into coordinating and redrafting the many revisions which resulted in this final report.

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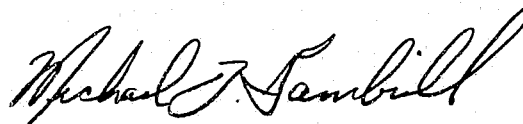
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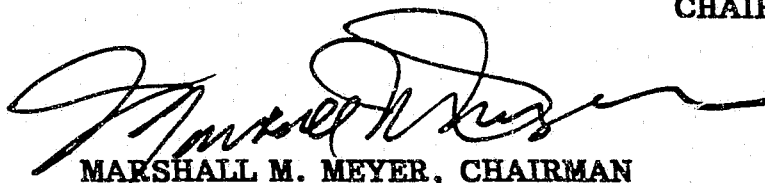
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While the subcommittee has been named, there are many who have shared knowledge, ideas, and approaches which have enriched this report. It is impossible to name them all, but they are thanked most heartily.



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## EXECUTIVE SUMMARY

Violence in our society is not new but has become epidemic effecting every American and visitor to our shores. We see violence at all levels in the streets, in homes, schools, and entertainment. There are no simple solutions or quick fixes.

The strategies for change must be multifaceted, holistic, and community based. Change in cultural thinking may be necessary and will take time.

**MULTIFACETED** - Short term strategies must be implemented quickly in order to keep our communities safe from violent offenders. These strategies primarily involve the criminal justice system by way of enforcement, adjudication and incarceration. A long term solution rests with prevention and education efforts geared towards the youth of America. This primarily involves our educational and health systems and the values that we as Americans hold dear.

**HOLISTIC** - Violence touches all fabric of our society. A broad strategy that involves all agencies of the local, state, and federal government as well as entire communities if we are to be successful.

**COMMUNITY BASED** - A long term solution to violence must have unprecedented community support. New partnerships must form between citizens, businesses, and government if we are to be successful. The mission must be clear: Violence in any form is unacceptable to each individual, each family, each community, each institution.

The committee offers the following recommendations as a starting point. We recognize that many of these solutions are not new, but we believe if implemented fully and given the proper support, the long process will begin that will result in a society that finds violence socially unacceptable.

After reviewing violence research statistics and conclusions, the committee focused on three areas:

- \* VIOLENCE AND THE ROLE OF THE MEDIA
- \* REDUCTION OF VIOLENCE IN SCHOOLS
- \* VIOLENCE AND COMMUNITY INVOLVEMENT



More detailed examination of the major areas resulted in more specific recommendations. Also some broad recommendations are offered.

We have concluded with what we call "The Maryland Approach." In order to be proactive in curtailing violence, The Maryland Approach and Strategic Plan has been developed. It is the hope and desire of the committee that our recommendations will be "field tested" in a "living laboratory" within Maryland. We feel that the experimentation would serve two purposes:

1. Study the feasibility of implementing the multifaceted, holistic, and community-based recommendations, and
2. Set an example/model for the rest of the state and the country.

The actual site selection should be one having a potential for success, while at the same time realistically stretching our capabilities. The committee has been unable to thoroughly analyze specific communities; however, we agree that our own state capital, Annapolis, should be strongly considered. The chairman of the Governor's Executive Advisory Council and the Governor's staff should select a location and commit to helping the selected jurisdiction to implement the solutions.

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## MAJOR RECOMMENDATIONS - THE CRIMINAL JUSTICE SYSTEM

Communities must take responsibility for the conditions that precede violence, and governments must be responsive to community needs.

Federal grant monies should eliminate cash matching requirements, and be allocated on a local problem specific basis.

Police departments must do more than law enforcement. They must become a catalyst for change, empowering and organizing citizens to address problems in their communities.

Additional resources must be brought to our urban areas. This requires cooperation from surrounding jurisdictions in terms of

manpower and support.

Establish gun hot lines with immediate response and feedback.

Target and neutralize repeat violent offenders. Police departments and prosecutors have to make this the highest priority. The entire criminal justice system must keep violent criminals in prison. Encourage maximum sentences for violent crimes - beginning with the first offense.

Anyone arrested for a violent crime while on parole or probation should be immediately reincarcerated.

Expedite criminal trails. Misdemeanors should be adjudicated within 30 days and felonies within 90 days.

Conflict resolution strategies should be implemented in order to reduce the burden on up court time.

Misdemeanor traffic violations should be handled through the Motor Vehicle Administration so that district court judges may handle more criminal cases.

The juvenile justice system should to be streamlined to handle violent offenders in the swiftest time possible.-

---

## MAJOR RECOMMENDATIONS - THE MEDIA

The media should do more to publicize anti-violence programs and their results.

Local television should air more family oriented programs at "prime" viewing times and support less violent or anti-violence programming for children.

Family oriented programs through churches, schools recreation councils, scouts, etc. should be supported by the media.

Multi-member councils should be developed and maintained whose members are from the media, public safety, religious and community groups and keep open lines of communications to let the programmers know what the public desires.

Broadcasters should regulate themselves in regards to showing less violence, as opposed to more government control.

Encourage parents and children to participate in each others lives. Parents should be aware of what children are watching and reading.

---

## MAJOR RECOMMENDATIONS - THE EDUCATION SYSTEM

Create a universal belief that each school is a sanctuary from violence, where guns and other weapons are not condoned by the school personnel, students, parents, or neighbors.

Make schools and surrounding communities drug and weapon free by developing comprehensive, system-wide efforts to combat drug abuse and violence. These efforts would involve the school, home, community, law enforcement, and health services.

Each school district should review its existing substance abuse prevention, education, enforcement, and treatment policies, procedures, and programs to see if they are sufficiently comprehensive and involve all appropriate parties.

School principals should work with school security and local law enforcement crime prevention officers to design and implement crime prevention techniques including limited access points to school grounds, visitor and vendor registration, communication network, and appropriate monitoring systems.

School districts should create a local school security committee or task force comprised of school officials, teachers, law enforcers, and other youth services providers, parents, and students to plan and regularly update school safety and security measures.

All Maryland school districts should prepare a standard crime and violence incident reporting system.

School districts should develop a comprehensive district-wide crises management plan that incorporates resources available

through other community agencies and requires each school to have a local crisis management plan.

School districts should move to have conflict resolution education incorporated into health or civics curricula.

Students should join peer education and conflict resolution programs to change the attitudes of youth towards weapons and violence.

Each school district should design and develop an array of disciplinary sanctions (e.g. after school, Saturday sessions, etc.) Where possible, these options should stress keeping the student in school involving the parent in subsequent disciplinary and corrective actions.

Schools should have in place an on-site or equivalent suspension program for those students who are disciplinary cases including possession of drugs and weapons. Schools should take steps to reduce the number of off-campus suspension and expulsions.

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## CONCLUSION

A community and holistic approach (The Maryland Approach) must be tested and evaluated. The challenge is to find a community (jurisdiction or neighborhood) interested in refining, implementing, and operating in the proposed anti-violence recommendations that are presented in this report. Implementation of The Maryland Approach could quite possibly be assigned to the Governor's Drug and Alcohol Abuse Commission, which currently has a "Crime Control Committee" examining various aspects of violence within Maryland. The Commission has access to funds that may be used to assist with implementing this demonstration phase.

Our efforts, which we believe to be comprehensive, merely scratched the surface of the violence issue. The sub-panel believes that there is merit in undertaking a separate study of violence - a study primarily directed at how our Criminal and Juvenile Justice System impacts on violence. Such a study could result in a refinement of the process and/or could change significantly the role of the Criminal Justice System in the future.

**GOVERNOR'S EXECUTIVE ADVISORY COUNCIL**  
**Select Advisory Panel**  
**Examining**  
**"Violence in America"**  
**Maryland's Response**

**INTRODUCTION**

On March 19, 1992 the State of Maryland, under the leadership of Governor William Donald Schaefer, held its first Crime Summit on Violent Street Crime. The Summit was held in Baltimore, Maryland, and its participants included National law enforcement officials such as the FBI Director, William Sessions and the U. S. Attorney General, William Barr. Also represented were state and local political leaders and law enforcement officials. The summit was facilitated by Bishop Robinson, Secretary of the Department of Public Safety and Corrections. What was the goal? To develop strategies to combat violent street crime.

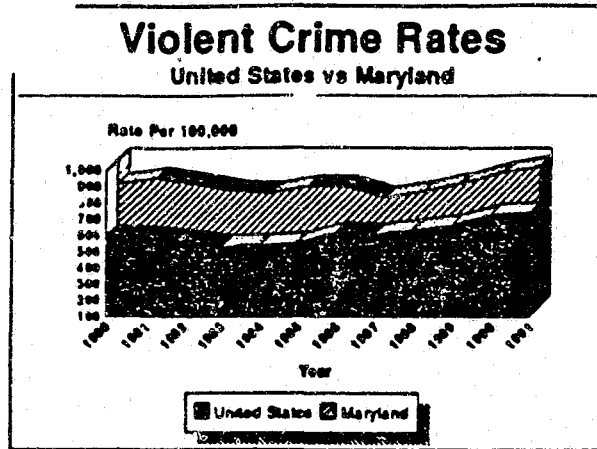
The Summit brought together the people who are responsible for the health, safety, welfare and security of Maryland residents. Information on "The Partnership" to increase interagency cooperation and promote the sharing of resources strikes us as a way to better serve the needs of the state and eliminate duplication of effort. The Four Strategies dealing with Multi-Agency Approach - Fast Tracking, Combined County Criminal Investigation, Coordination and Logistical Support, and Interstate Drug Traffickers Strike Force - were excellent presentations. The People's Forum provided citizens with an opportunity to express their views and we hope that it will be a part of the next summit.

The committee agrees with the summit statement that: "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."

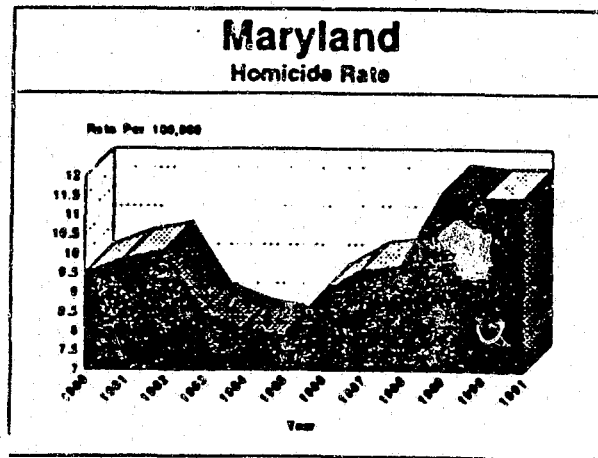
We hope that the next summit, in addition to planning for the future, will also address how well we have met the challenge to date and how effective our response has been to the needs of safety in our communities.

The Governor's Summit on Violent Street Crime provided us with very useful and positive information as well as some very shocking statistics. The following statistical information was provided to summit participants for their review:

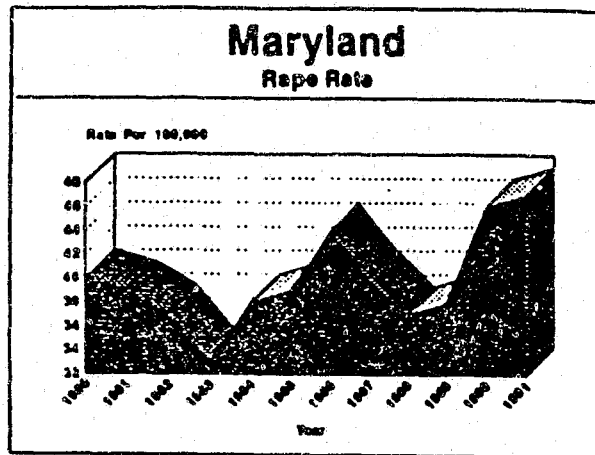
- In a nation believed to have one of the highest rates of violent crime in the world, Maryland consistently ranks among the top ten states in the rate of violent crime reported to the police. While Maryland's violent crime trends have roughly paralleled those of the nation during the 1980's and 1990's, the rate of violent crime in Maryland is consistently above the rate of the nation and most other states.



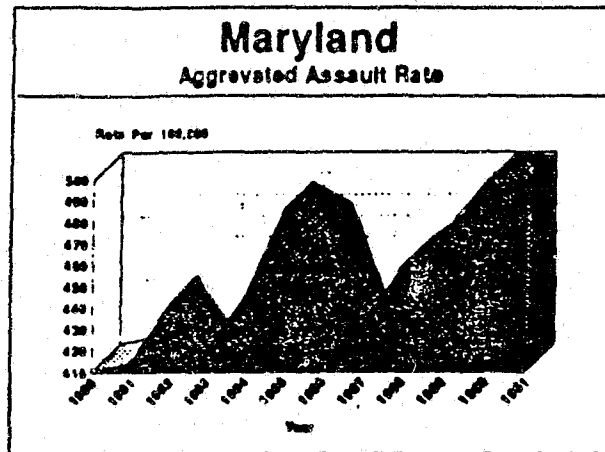
- The number of homicides in Maryland has increased from a period low of 350 in 1985 to a high of 558 in 1991. The rate of homicides during the early part of this period fluctuated from between 8 to 10 per 100,000 and rose to 11.8 in 1991. Particularly since 1985, the increase in homicides has been steady.



- 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. 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 - 1990, 54 percent of all homicides in Maryland occurred in Baltimore City and 15.2 percent occurred in Prince George's County.
- In Maryland, the rate of forcible rape has fluctuated slightly during the period of 1980 to the present with a slight upward trend.



- 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.
- 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 summit concluded that 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 violence associated with drugs, and a decline in the number of crimes being solved.

During the Summit it was agreed that more study and action was necessary. Several issues were not adequately addressed or discussed during the Summit such as:

- Juvenile perpetrators and victims;
- The proliferation of guns and lack of control over the carrying, brandishing, or use of guns during the commission of a crime;
- Random street shootings and the fear of violence by inner city neighborhoods;
- Fear of victimization and lack of victim assistance; etc.

While there appeared to be a difference on how to handle the violence issue (prevention vs. incarceration), there was general agreement that better coordination was necessary at all levels of government.

We agree that a single program approach has not worked and will not work. What is needed is a more holistic approach to the issue of violence.



## SECTION II

### GOVERNOR'S EXECUTIVE ADVISORY COUNCIL'S INVOLVEMENT

Governor William Donald Schaefer, by Executive Order (No.01.01.1988.12.AUG 2), directed the formation of the GOVERNOR'S EXECUTIVE ADVISORY COUNCIL (GEAC), "for the purpose of serving the citizens of Maryland, the special needs of the Office of the Governor, his Executive Staff, and all state agencies that may require the special expertise, skills and the energies of a dedicated group of unpaid volunteers who have been brought together for these purposes. With the Governor's authority, we coordinate with and support all local, federal, and state law enforcement, criminal justice organizations and appropriate support is given to private sector companies who are attempting to reduce drug use and/or criminal activities within their enterprise."

In February, 1988 a group of volunteers formed the GOVERNOR'S EXECUTIVE ADVISORY COUNCIL, whose members include active, retired, partially-retired business executives, educators, government employees, military persons, scientists and professionals from various disciplines, all of whom are prepared to make a contribution to the health, welfare and safety of Maryland and its citizens. State and federal government employees are invited to actively participate in the work of the Council.

The Governor is kept fully advised concerning suggested improvements that may benefit state government and available recommendations, such as this report, which accompany such advisories. The Council initiates and continues to promote ideas that will enhance the state's local, national, and international reputation and relationships, and for our purpose is considered an arm of the Office of the Governor. The Council serves the primary function of assuring that "Maryland Remains a Better Place to Live, Work and Do Business."

The Council is asked to review, analyze, study, participate in or otherwise actively pursue projects designed to assist members of the Executive Department, other state and local officials and the citizens of Maryland. This mandate is the basis for our report on Violence in America and how it affects the citizens of Maryland.

The GEAC was asked to assist with the preparation of the Summit, produce one of the inserts (Special edition of the newsletter IN BRIEF), and process the survey forms containing ideas and suggestions of possible solutions submitted by Summit participants.

The Violence in America Sub-Panel was formed in April of 1992 as a working committee of the Governor's Executive Advisory Council. It is composed of 20 volunteer members who are actively involved in the study of criminal violence and how it relates to the citizens of Maryland. The sub-panel is staffed with mostly federal, state and local law enforcement officials along with representatives from other state agencies, the Maryland National Guard, private security executives, prosecutors and researchers.

The official mission of the "Violence in America" Sub-Panel: "The panel will use existing research on violence and make recommendations regarding future directions that should be taken in order to curb such violence and recommend several exemplary programs for implementation state-wide."

The panel agreed to focus its research efforts and selected three main topics:

- The reduction of violence in schools
- De-glamorizing violence and drugs in the media
- To increase community interaction through such programs as "Weed and Seed"

The process of the Panel's effort included dividing into smaller work groups, identifying existing research, discussing current events and their relationship to violence (e.g., the Los Angeles riots, perceived racism inside and outside the criminal justice system, death rates by gunfire, violence as a public health issue, etc.). The panel's goal is to provide a recommended approach to violence reduction which will require GEAC's approval, commitment, and the formation of an implementation committee.

## SECTION III

### VIOLENCE RESEARCH FINDINGS

It is our opinion that studies on violence have been conducted by numerous organizations and agencies. It is not our intention to restate these studies, but to acknowledge the fact that violence exists and is on the increase. We are not researchers or sociologists, but recognize that there are many factors that may tend to cause the violence we are currently experiencing. The cost of violence and its impact on the lives of our citizens is alarming. We must take steps to reduce the incidence of violence that affect Maryland residents.

### NATIONAL STATISTICS ON VIOLENCE

We have learned some startling facts concerning violent crime.

Preliminary FBI statistics for 1991 show the biggest jump in the suburbs' violent crime rate in at least 16 years. More than 42 percent of the residents in the suburbs of major cities say they are afraid to walk in their own neighborhoods at night, according to a 1991 survey by the National Opinion Research Council.

The number of murders nationwide in 1991 topped 24,000 for the first time, an increase of 580 over 1990, according to an estimate from the Senate Judiciary Committee. The committee's majority staff estimated that the number of murders rose to 24,020 from 23,440. If the estimate is correct, the chance of becoming a homicide victim also rose since the number of homicides outpaced population growth.

Between 1985 and 1990, the violent crime rate jumped 26 percent in suburban areas, compared to a 35 percent increase in cities of 250,000 or more. Suburban robberies, rapes and aggravated assaults all went up at least 20 percent.

In August, 1992, the F.B.I released its official report, Crime in the United States 1991, and it is based on statistics provided by state and local law enforcement agencies. The following information was taken from a Knight-Ridder News Service article as reported in the Baltimore Sun, August 30, 1992.

This F.B.I. report (Crime in the United States 1991) indicated that violent crime in the United States surged to record high levels during 1991, with rapidly rising levels of juvenile violence contributing to the trend.

More than 1.9 million crimes - homicides, forcible rapes, robberies, and aggravated assaults - were reported last year, up 5 percent from 1990 and up 45 percent from 1982.

The rate of violence also set a record. At 758 crimes for every 100,000 people, the rate was 4 percent higher than in 1990 and up 33 percent higher than in 1982.

How often reported crimes occurred in the U.S.:

### THE 1991 CRIME CLOCK

The number of offenses measured by the FBI's Crime Index rose 2.7 percent (excluding arson) from 1990 to 1991.

How often reported crimes occurred in the U.S.:

One Crime Index Offense every two seconds

One Violent Crime every 17 seconds

One Property Crime every two seconds

One Aggravated assault every 29 seconds	One Robbery every 46 seconds	One Forcible rape every 5 minutes	One Murder every 21 minutes	One Larceny-theft every 4 seconds	One Burglary every 10 seconds
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Source: Federal Bureau of Investigation as printed in The Sun, 08/30/92

One Motor Vehicle Theft every 19 seconds

### STATISTICS ON YOUTH CRIME AND VIOLENCE

The public perception of rising crime rates among American youths was validated by the FBI, which said its statistics showed an "unprecedented level of juvenile violence confronting the nation."

There were steep increases in arrests of youths between the ages of 10 and 17 for murder, rapes, robberies, aggravated assaults, drug abuse and weapons violations. The increase in youth violence is often attributed to the break down in family structures and community institutions.

The increases "were evident in all geographic regions of the country," the FBI said.

Juvenile violence has invaded our neighborhood schools. According to the National Crime Survey, almost 3 million crimes occur on or near school campuses every year - 16,000 per school day, or one every 6 seconds. Almost 456,000 violent victimizations occurred in or around schools during 1987. Among these serious crimes were 75,900 aggravated assaults (50,980 with injury), 36,850 robberies (22,610 with injury), and almost 350,000 simple assaults (nearly 110,000 with injury.)

Guns have become the leading cause of death among older teenage boys in the United States. The number of firearm deaths per year among older teenagers in the United States has more than doubled since 1970. In Maryland, 80 youths ages 15 to 19 were homicide victims in 1989, twice the number reported in 1984.

Carrying weapons in schools adds to the fear of students, teachers, school administrators, and parents. According to the National School Safety Center, almost one third of the students in 31 high schools in Illinois said they had brought a weapon to school for self-protection at some time during their high school career; about one in 10, or 5.3% said they had brought a gun. A 1990 national school-based Youth Risk Behavior Survey (YRBS) conducted a survey of over 11,000 students in grades 9-12 in the United States. Nearly 20% of all surveyed students reported they had carried a weapon at least once during the 30 days preceding the survey.

In California, schools reported confiscating over 10,500 weapons in fiscal year 1989 which represented an increase of 21% over the previous year.

In Florida, schools reported a 42% increase in gun incidents in schools during the 1987-88 school year over the previous school year. Of the guns which were traced, 86% came from the students' homes.

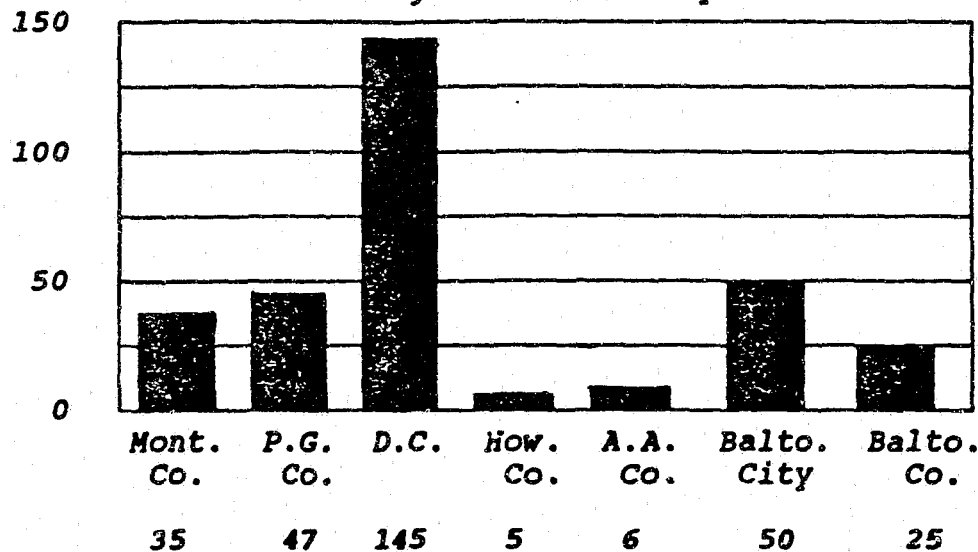
#### MARYLAND STATISTICS ON VIOLENCE

Handguns were used to commit 60 percent of the 569 murders recorded in Maryland last year (1991), according to a yearly report on crime released by the Maryland State Police. Knives were used in 18 percent of the murders; personal weapons accounted for 5.4 percent; blunt objects 3.8 percent; shotguns 2.8 percent; and rifles 2.4 percent. The 569 murders represented a 3 percent increase over the previous year, the report said. Of the 569 murders statewide, 524 people were arrested - 90 percent were male, 79 percent were black, 19 percent were white and 8 percent were juveniles. Of the murder victims, 439 were black compared to 122 whites. Thirty percent of 1991's murders, or 172 were drug related. (The Capital, September 22, 1992)

Recent events have indicated that there is a new wave of violent crime in Maryland that so far this year (1992) has left eight dead. This new and frightening crime is armed automobile thefts or carjackings. According to Maryland State Police Superintendent Larry W. Tolliver, more than 300 carjackings have taken place this year (1992) in Maryland and the District of Columbia. He said statistics show 145 incidents in the District, 47 in Prince George's, 35 in Montgomery, six in Anne Arundel and five in Howard. (Washington Post, September 15, 1992). The committee believes that tougher sentences as proposed by Governor Schaefer and supported by Bishop L. Robinson, State Secretary of Public Safety and Correctional Services are needed and hopes that the General Assembly will act swiftly to pass this important legislation.

### CARJACKINGS IN MARYLAND

Governor William Donald Schaefer plans to ask the Maryland legislature to make carjacking, theft of an occupied vehicle by force, a specific crime with a mandatory 15 year prison sentence. Although there are no uniform statistics on the crime, the governor's office released these figures for incidents in the Baltimore-Washington area this year.



Source: Washington Post 09/15/92

## SECTION IV

### CURRENT CRIMINAL JUSTICE RESPONSE AND RECOMMENDATIONS

Criminal Justice response to the escalating violence has been significant but somewhat out of balance. Incarceration has climbed from 134 per 100,000 in 1980 to 292 per 100,000 in 1990. The number of inmates under the jurisdiction of state and federal prisons increased from 329,000 in 1980 to 804,000 at mid-year 1991. Drug convictions in the Circuit Court for the City of Baltimore filings increased 39% in FY 91. During that same period, overall criminal violence in the Circuit Court increased 81%.

Beginning in the 1980's and continuing to the present, law enforcement agencies began cooperating with each other on an unprecedented scale. The law enforcement community throughout Maryland united its efforts against crime through various means such as:

- The Maryland State Police Drug Task Forces;
- Project Triggerlock, which has federal law enforcement officers from ATF and the U. S. Attorney's office attacking drug traffickers who use firearms;
- The FBI's Violent Crime - Drug Related Homicide Task Force;
- The DEA Task Force;
- U. S. Marshal's Operation Sunrise, which used local, state law enforcement and U. S. Marshals to arrest violent and dangerous fugitives in the state;
- Law Enforcement Coordinating Committee - the U. S. prosecutor's office, which links state, local and federal agencies together;
- And numerous other efforts geared towards unifying the attack on crime to include support from the Maryland National Guard.

The result has been, as stated above, many more arrests and convictions of the criminal element. It appears that the front end (law enforcement) has overloaded the rest of the system. The courts have been overwhelmed and the jails overpopulated creating what appears to be a revolving door. Trials, which should be swift, are often delayed, and people who should be in prison are often out because of no place to keep them. Major drug dealers are arrested and out on the street before the paper work is completed. It's reaching a point where there is little risk for the criminal.

In spite of our efforts, over 50,000 adult and juvenile warrants for various court proceedings, including violation of probation and failures to appear, have not been served, in part due to shortage of detention space and lack of personnel to serve them. Despite the fact that there are more dangerous offenders under supervision than ever before, parole and probation departments "intensive supervision" cases involve only three contacts per month between agent and offender compared with 23 recommended in other states.

The Juvenile Court in Baltimore City which handled over 30,000 hearings in FY 1991 has functioned with only one judge since World War II. Juvenile arrests as a percentage of all arrests have increased from 17% in 1987-1990 to 20% in 1991. Budget cuts to the Circuit Court will require the lay off of four to six juvenile masters, the lay off of four court reporters and the elimination of the Community Service Program and Medical Services office.

Based on our panel's members' knowledge and experience and our research findings, we conclude that the current (adult and juvenile) justice systems cannot effectively respond to the present violent crisis, particularly in the city of Baltimore and its several other urban areas in Maryland. It is our belief that:

- The criminal and juvenile justice systems cannot continue to operate on the basis of "business as usual."
- We cannot rely on limiting our response to the problem by just adding money or implementing "quick fix" programs.
- We cannot tackle this crisis unilaterally. This is not just a police problem, it is not just a Baltimore City problem, it is not just a gun problem, it is not just a black youth problem, it is not just a public housing problem, etc.

The escalating level of violence in Baltimore City and in some of our other urban areas has resulted in citizens' cries for help. City residents no longer believe our justice system works. The recent NAACP community program meeting illustrated that frustration. The suggestion for marshal law and other suggestions that we give up some of our constitutional rights and freedoms are based on desperation.

#### **WE MUST CHANGE OUR PRIORITIES AND OUR APPROACH**

A number of solutions have been offered. Some are now being implemented. However, without substantial changes in our current justice system's policy, procedures and practice, these will have little or no impact on the violence crisis. For example:



Rally the community to take back the streets! Can we really expect citizens to become more visible, take more action, report suspected dealers and gang members, etc., when the citizens do not have confidence in the justice system's ability to protect them from the drug dealers, gangs, shooters, in their neighborhood? How do citizen groups overcome the initial police skepticism and hostility? How do they learn to gain more effective assistance from the police, prosecutor, and the rest of the justice system?

Police implement community-policing! Can a police department implement community policing when it doesn't have sufficient resources to handle the citizens' requests for emergency police service, even after the department undertakes programs to manage its calls for service through differential police response (e.g., telephone reporting unit, non-sworn police report takers, etc.)? Can a department concentrate substantially more resources in the problem areas without the active support from citizens in other areas of the city?

Get the criminals off of the street! Will an increase in the number of persons arrested solve the problem when the justice system cannot effectively handle the current workload? Can we expect the prosecutor, public defender, and the courts to absorb increases in workload and at the same time process these additional cases more expeditiously and effectively?

Build more prisons! Increasing the penalties and getting tougher on crime is easier said than done. Can we realistically build ourselves out of the crime problem? This suggests that if criminals know that there is available prison space, they will be deterred from committing crimes.

**GOVERNMENT OFFICIALS AND CITIZENS MUST REALIZE THIS VIOLENCE CRISIS REQUIRES DIFFERENT APPROACHES. A HOLISTIC STRATEGY IS NECESSARY.**

We at the local and state government and in the justice community haven't admitted we are in a crisis. Whenever we are asked to respond, we say we don't have enough resources, or we put together some narrowly focused program which satisfies the short-term political needs. These forms of responses mean we do not see the current violence crisis as one that mandates major changes.

Gun Control - We need to direct our attention on getting rid of the weapons that are on our urban streets. This effort needs to be undertaken from various perspectives. Establishing gun hot-lines with immediate response and feedback; publicizing gun turn-in programs; having the justice system respond in a consistent manner to any involvement with a weapon (using, brandishing, or carrying)

during the commission of any crime; undertaking gun and weapon violence reduction educational and informational programs directed at gun owners, other citizens, parents and children; and, making Baltimore and other high violence jurisdictions "gun free" zones.

Repeat Violent Offenders - We need a major commitment from urban and state governments to address violence by having the criminal and juvenile justice systems agencies collaborate by targeting and neutralizing repeat violent offenders. For example:

- Have the police department undergo a major reallocation of existing resources such as placing the same level of resources toward these crimes as is currently allocated to traffic enforcement; that we work directly with the prosecutor and other justice agencies to keep persons arrested or convicted of these crimes off of the streets.
- The prosecutor should assign top level attorneys to handle these cases, even if they are misdemeanors. Assign, if necessary, attorneys from white collar, fraud, and other non-street crime cases. Insure tough charging policies, curtail plea bargaining, eliminate delays, etc.
- The court system needs to expedite these cases and reduce to the minimum any form of postponements and other delaying tactics. Have misdemeanors adjudicated within 30 days and felonies within 90 days. Insure the length of sentences are the maximum allowed for these crimes and that the commitments correctly reflect these maximums.
- Action should be taken to keep persons convicted of these crimes from returning to the streets before they complete their time; persons arrested for these crimes while on probation or parole should be immediately reincarcerated.
- The juvenile justice system needs to be even more committed and streamlined to handle these crimes in the swiftest time possible. Longer incarceration is not as important as quick adjudication and commitment to some secure facility. Parents who by overt or neglectful action contribute to the use of weapons should be held responsible.

Federal Monies - Federal funding does not meet the local priorities. A substantive change has to occur in the allocation of federal monies. Cash matching requirements have to be eliminated as the jurisdictions having the most critical problems are the same ones who are having the most fiscal stress. Monies should be allocated on a problem specific basis as identified by the local jurisdiction and not according to national target areas.

Courts Should Be Focused On Violent Crime - Conflict resolution strategies must be developed. Mediation boards such as the one implemented by the Baltimore County Bar Association should be utilized more frequently for settling neighborhood and community disputes. District Court should not be utilized for misdemeanor traffic violations. Such violations should be handled through the Motor Vehicle Administration, thus freeing up District Court judges to handle criminal cases.

Media's Role - The media needs to be committed. We need an added dimension by publicizing this program and its results. The media should be requested to provide equal time. They should donate time or an appropriate reporting of this anti-violence program which is equal to the time the media uses to report on the commission of these types of crimes (e.g., newscasts, newspaper stories, etc.). Also, Maryland needs to mount a public relations campaign similar to Phoenix's PR campaign on drugs.

Forensic Capabilities - Local and state crime laboratories throughout the United States are becoming increasingly antiquated because of insufficient capital to purchase and use new technology or hire and train forensic technicians. New technology can make these crime labs more efficient and more effective in testing and examining evidence. Currently, there are no national standards and protocols for staffing, equipping, or operating crime laboratories. Maryland should bring together persons experienced in forensic sciences and laboratory procedures (i.e., from the criminal justice community, universities, and private sector) to review the current status of Maryland's crime laboratories. This group should undertake strategic planning directed at determining the future direction for the State's forensic laboratories and what role the Federal government should play.

Research - Violence in our society appears to be part of our culture. As indicated by Keith D. Harries, we have never been sure how to attack violence because we have never been able to reach agreement on the causes of crime. More research is needed to clearly identify the causes of the violence, appropriate responses and follow-up actions. This research should be comprehensive, have practical application, and involve collaborative efforts between government, universities, research institutes, and the private sector.

In Maryland, there should be a central point coordinating all violence research programs whether it involves criminal justice, public health or mental health, education, or any other discipline or focus. Such institutions of higher learning as Johns Hopkins School of Public Health or University of Maryland, Institute for Criminology and Administration of Justice should be considered for this role. As an initial start, the mission of the Center for Substance Abuse Research (CESAR) should be broadened to include violence research.

The Federal role must include funding for research in violence prevention, response, and treatment. There should be a central federal coordinating body created and assigned the task of bringing together various organizations working in the area of violence, e.g., National Institute for Justice, the National Academy of Sciences, the Centers for Disease Control, etc.

Neighboring Jurisdictions and State Assistance and Support - Baltimore City needs assistance from surrounding jurisdictions. This help can be accomplished in such an innovative form as neighboring jurisdictions providing additional police protection to bordering city areas, thereby, allowing Baltimore City Police to move their resources into the inner city. Or this support can come in a more conventional manner by providing information, intelligence, logistical, training, material, and other related support to the city.

Reduce Racism and Intolerance - The sub-panel members agreed that a significant portion of the current violence can be traced back to racism, bigotry, and intolerance that are reflected in today's society and its institutions. One major factor is the perceived, and all too often, actual disparity of treatment of the minorities which produces a lack of confidence for redress. This is particularly acute in the criminal and juvenile justice systems.

As the Kerner Commission report stated in 1970, the cause of the social unrest which spawned the late 1960's riots was the failure of local government to respond to the needs of the community. We find that this condition has not materially changed over the past two decades. We see the results of this lack of change in the recent Los Angeles riots and similar unrest in Las Vegas and Atlanta, and in the regular flare-ups occurring in Miami.

The police and the other entities in the justice systems must actively involve all parts of the community in reviewing and appropriately changing their department policies and procedures, particularly those that most often appear to adversely impact minorities.

Quality of Life - The police have to realize they are a major stakeholder in their jurisdiction and in every community and neighborhood. They cannot ignore the social problems such as

racism, economics, housing, education, and health. They cannot wait until there is an actual threat in the breakdown of public order. The police can be a catalyst to empower the citizens and assist them in identifying and solving problems.

While the police cannot be asked to respond to all the problems, they can become advocates for the various communities and begin to work with the community, other governmental agencies, and the business community to solve some of these problems.

There is no "magic bullet" or simple solutions to this complex problem. The criminal justice system has to become more balanced and focused in its efforts to combat violent crime. The government at all levels and the community itself has a significant role to play. The strategy has to be both short and long term.

- Short Term - Violent criminals who are identified must be adjudicated and neutralized swiftly. Order has to be maintained within the communities.
- Long Term - The future is our children. Early intervention to identify and correct problems with children is an absolute must. Successful programs which address these issues must be identified and implemented, regardless of the cost.

The violence in this country and state is a social problem and it will take the entire society's efforts to resolve it.

## SECTION V

### VIOLENCE AND THE ROLE OF THE MEDIA

Research shows unequivocally that viewing violence in the media is linked with subsequent displays of violent behavior. Children are especially vulnerable to media influence because they are so impressionable and because they spend so much time viewing America's most popular entertainment form - television. The American Psychological Association estimates that a child viewing three hours of TV daily, about the amount of time the average child spends viewing TV, will witness 8,000 murders and 100,000 acts of violence by the time he or she leaves elementary school.

Violence on television is relatively unrestricted - it is everywhere: there is violence in cartoons, full length movies, sporting events, drama, and situation comedies. News programs frequently display grisly events associated with mass murders, assassinations, bombings, skyjackings, bank robberies, and rioting, if not the actual events themselves. A 1992 study by the TV Guide Magazine established the general pervasiveness of violence on TV by counting the number of violent depictions programmed by each network. They found that PBS had the fewest violent depictions - 37 in one day or about 2 per hour - while at the other extreme, the NBC network contained 257 depictions, or 18 every hour.

Television deserves critical attention because of its content, pervasiveness, and timeliness that heightens its impact. However, other media formats also depict violent events in alarming numbers, and with astonishing vividness due to technological enhancements found throughout the media industry. Whether it is the TV in the den, the cinema at the mall, the latest compact disk, laser disk, the newspaper, or a comic book, Americans consume so much violence that there is a danger of becoming numb to the fact that there is real violence occurring in our neighborhoods.

Violence on television is controlled by advertisers. Before deregulation, the networks had codes regulating the amount and type of violence portrayed on the screen. Today, any code that exists comes from the advertisers. Advertisers are sensitive to the way violence is depicted. They don't want a lot of realism because they don't want to advertise their product following a "messy scene." So while advertisers may inadvertently keep violence levels down, they also keep the depiction of violence very antiseptic; little blood, no pain, and either the disappearance or miraculous recovery of any victim. Children viewing these programs have no real understanding of the consequences of violence.

Why is there so much violence in the media if viewing it is damaging our society? Simply stated, the network executives, newspaper editors and movie producers know that violence sells. It is not at all uncommon for especially violent media depictions,

like the movie "Terminator 2," to achieve blockbuster acclaim, draw millions of young viewers, and net huge profits for investors.

However, opinion polls are revealing that Americans are concerned about the amount of violence in the media and the potential adverse impact on children. Americans do not want additional government control over programming, but they believe that the industry should be responsive to the public's desires. Also, more and more research evidence has accumulated, which shows connections between viewing violence and subsequent aggression. The National Academy of Sciences' National Research Council has released a four volume report entitled Understanding and Preventing Violence. This 1993 report is perhaps the most comprehensive and authoritative assessment of violence and it draws implications from decades of research on violence. A panel of experts who compiled the report consider excessive viewing of violence to be a risk factor for future violence, and they noted that reducing excessive viewing is a desirable preventive action. The panel endorses depictions that emphasize the undesirability of aggression and which promote non-violent ways to solve interpersonal problems.

There is some evidence in the Baltimore area that television officials may be aware of, and perhaps responsive to viewer concerns and research findings like those reported above. Local network officials were contacted in connection with this committee's work. They informed the committee that presently there are no basic guidelines, codes, or rules governing what is produced for TV - nor do local stations have an opportunity to develop their own curriculum. However, they noted that industry officials have become more receptive to family oriented programming, and the major networks are airing several family oriented shows. The general managers of these stations believe the trend may continue.

Given these facts, the committee recommends the following actions:

- Encourage local TV media to air more family oriented programming at "high viewing" times;
- Use community groups such as the PTA, Lions Clubs, and Rotary Clubs to encourage politicians to support funding for public TV;
- Support less violent or anti-violent programming for children;
- Encourage youth to emulate realistic role models and attainable goals;
- Support family oriented programs through church, schools, recreation councils, Boy and Girl Scouts etc.;

- Develop and maintain multi-member councils whose members are from the media, public safety, religious and community groups and keep open lines of communications between these individuals to let the programmers know what the public desires;
- Use professional groups such as the Fraternal Order of Police, Troopers Associations, International Chiefs of Police Association, the National Network of Violence Prevention Practitioners, etc., as active campaigners against violence in the media;
- Encourage broadcasters to regulate themselves in regards to showing less violence, as opposed to more government control;
- Use our schools by adding courses in social values and acceptable behavior standards;
- Encourage parents and children through established groups mentioned earlier to participate in each others lives and know what children are watching or reading.



## REDUCTION OF VIOLENCE IN SCHOOLS

## Introduction

Crime is almost an every day occurrence in schools, particularly in our urban and suburban schools that are in transition. Carrying weapons in schools appears to be a "must" by many juveniles. This adds to the fear of students, school teachers and administrators, and parents. In some jurisdictions this fear spills over into the surrounding neighborhoods. The pervasive fear and concomitant disruption in schools can only adversely affect the primary mission of a school; to provide an environment conducive to learning, including teaching children how to get along with others as part of a larger society.

This proliferation of violence, which reflects an absence of respect for the lives and property of others creates discipline problems in the family, the neighborhood, and the schools. If the family unit alone can no longer instill the traditional values in its children, the schools may be the only remaining significant societal institution to undertake that role. However, the schools cannot undertake this effort without substantial support from other institutions.

The impact of the problem: Students,<sup>2</sup> teachers,<sup>3</sup> principals, school support staff, and school administrators, are more fearful than ever before, particularly in middle schools and upper elementary grades. As a consequence, more and more schools rely on school security and police tactics (e.g., metal detectors,

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<sup>2</sup> National Crime Survey (NCS) Supplement (Jan - Jun 1989).

This report presented the following findings:

- Fear of being attacked at school was related to reports of street gangs at schools and was inversely related to the age of the student.
- Fear of being attacked going to and from school is substantially related to the mode of transportation (i.e., public transportation in center city, and walking if outside of city center).

<sup>3</sup> Foley, D. "Danger: School Zone" Teacher Magazine (May 1990) stated that many teachers are injured attempting to either break up student fights or halt crimes in progress, not all teacher injuries are caused by students. The "psychic violence" against teachers - the intimidation and verbal abuse - is unmeasured, but nevertheless present in the classroom.

uniformed school patrols, locker shakedowns, drug/gun sniffing dogs, etc.) in response to this fear. Unfortunately, such tactics create a police state environment that pits teachers/administrators against students, and students against each other.<sup>4</sup>

At the same time, school teachers/principals are reluctant to discipline students for a number of reasons; absence of constructive options, fear of reprisals, and/or the perception that the school administration, parents, or the community will not support these corrective measures.

Although children are the primary victims of violence in schools, the schools are not protecting them by creating safe environments. Unfortunately, too many educational systems view themselves as closed systems and are reluctant to open schools to outside involvement and participation by law enforcement and other appropriate service providers. Conversely, law enforcement and juvenile justice system officials have not been responsive to the unique requirements associated with the school environment.

Current lack of effectiveness: It appears that our current response towards schools' overall security is both fragmented and generally ineffective. While the frequency of violent incidents may not be great, each incident creates a furor and is highly publicized. Only then do we see some concerted action. However, such action is often directed only to just a symptom, not the underlying or precipitating cause.

There are some sporadic successes within some of the potentially high-risk school districts. Some of these programs are school-only programs. However, most successful programs involve one or more outside agencies or organizations. The most successful programs involve many other impacted or interested groups (stakeholders) such as parents, peer students, churches and other community institutions, etc.

Causes of violence in school: There are a number of reasons and issues that contribute to or allow violence and crime to occur in schools. Because there are so many factors involved, there cannot be a single response or solution to the violence in school problems. Some of the issues that are commonly discussed are:

#### Direct Causes

- Increased incidents of violence in the community and students' resident neighborhoods.
- Increased incidents of violent acts in schools.
- Increased use of weapons, particularly guns, involved in

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<sup>4</sup> Rist, M.C. "Surveillance and Security are Putting Student Rights at Risk", Executive Educator, Sept. 1986.

crime and violence in the community, neighborhoods, and schools.

- Lack of crime prevention awareness education and use of crime prevention techniques.

#### School Related Causes

- Ineffectual school discipline and lack of alternative discipline options.
- Inappropriate suspension and expulsion policies, and lack of alternative programs.
- Inability to effectively handle special groups (e.g., gangs, bullies, etc.)
- Lack of effective school safety policies and procedures.
- Ineffectual management of school crisis.
- Truancy, dropout, and other attendance issues.
- Ineffectual drug and substance abuse policies and procedures.
- Ineffectual bus safety and control of conduct aboard school transportation vehicles.

#### Communications Related Causes

- Lack of effective exchange of information between stakeholders.
- Lack of accurate reporting of crime, violence, and disruptive behavior incidents.
- Confidentiality requirements

#### Other Causes or Issues

- Need for "values" education in schools.
- Need for standard operating procedures or guidelines.
- Need for appropriate performance evaluations.
- More involvement of parents.
- More involvement of neighborhoods.

#### Approach to a Solution

As with any strategic planning effort, there needs to be a vision. Our vision is to create a universal belief that each school is a sanctuary from violence, where guns and weapons are not condoned by school personnel, students, parents, and neighbors. This sanctuary will require an atmosphere where peer pressure is so intense that students will know "it's not cool to carry a weapon in school" and where major disruptions result in immediate and appropriate sanctions.

This approach requires several elements which include: a multi-disciplinary attack, an effective early warning system, the adoption and refinement of successful benchmark programs, and use of schools as a major neighborhood congregating center.

Multi-disciplinary attack: Schools cannot do it alone, police cannot do it alone, parents cannot do it alone. To successfully approach school violence, one must involve all relevant governmental institutions, service providers, community groups, as well as students, parents, teachers, administrators. We must involve all the stakeholders. Some of these stakeholders include:

Primary Stakeholders

Teachers  
Principals  
School Administrators  
Students  
Student Council  
Parents  
School Security

Secondary Stakeholders

Teacher Unions  
PTA  
School Transportation  
Neighborhood/Community  
Elected Officials  
Social Service Agencies  
Police and Justice Agencies

Many of these stakeholders have national and state associations and councils. These organizations have numerous policies, resolutions, guidelines, and materials concerning schools' safety, reduction of crime and violence, and improving the quality of life in schools. Some of the national organizations are:

National Association of Secondary School Principals  
National Association of Elementary School Principals  
National Association of School Resource Officers  
National School Board Association  
National Education Association  
American Federation of Teachers  
United Federation of Teachers  
National Parents-Teachers Congress  
American Association of School Administrators  
National Alliance for Safe Schools  
National Association of School Psychologists

There are a number of nationally recognized organizations who have a wealth of information about programs directed at preventing and responding to school violence and disruptive behavior. Some of these organizations include:

National School Safety Center  
Education Development Center, Inc.  
Carnegie Corporation of New York, Council on Adolescent Development  
National Institute of Mental Health, Antisocial and Violent Behavior Branch  
U. S. House of Representatives Subcommittee on Crime and Criminal Justice  
National Crime Prevention Council

Educators for Social Responsibility (School Conflict Resolutions Programs)  
National Association for Mediation in Education (NAME)  
New York City Public Schools (Project SMART: School Mediator's Alternative Resolution Team)  
Children's Creative Response to Conflict Programs

The difficulty with involving a number of the stakeholders is that each may have a different perception of the problem, and each may have different solutions. However, some of these perceptions and solutions may be very appropriate to the issue. For example, one of the National School Safety Center recommendations directed at reducing and preventing violence in schools specifically supports our multi-disciplinary approach.

"School districts should coordinate a local 'school security committee' or task force comprised of school officials, teachers, law enforcers, other youth-service providers, parents, and students to plan and regularly update school safety and security measures."

The sub-panel recommends that each parent, community, school and school district realistically assess the existence or potential for school violence in their neighborhood. Recognition of the problem/potential for violence is the first step. Admitting there is a problem does not mean the parent, community, school or school district has in any way failed. Quite the contrary. It sends a message that persons are concerned and have the foresight, knowledge, and planning skills necessary to initiate the first step.

Each school should bring together as many of the identified stakeholders to mount an holistic approach which produces a comprehensive approach to attack school violence. This holistic approach must consider policies, procedures, and programs which will prevent violence, provide for an immediate reasonable response to all acts of violence and disruption, and insure appropriate follow-up to each act of violence. By involving numerous stakeholders, many more solutions can be identified, discussed, and consensus reached.

Early Warning System: When evaluating school crime and violence or the potential for these events, educators, parents, and law enforcement personnel need a common understanding of what constitutes a criminal act, and understand the differences between crimes, disorderly conduct, and other conduct that warrants disciplinary action, such as truancy. Mutual definitions enables the school community to record all events that would fall within these definitions and determine existing patterns -- when, where, how often, and who is involved. When this information is known, school administrators and law enforcement personnel can implement prevention and response strategies. Keeping accurate records is

essential to evaluate the success of any crime reduction, conduct control or other preventive programs.

Too few school districts/boards have a written reporting procedure. A survey conducted in 1984 by the National School Boards Association revealed that only 39 per cent of the responding school districts had a formal, uniform crime and violence reporting procedure, let alone a system for recording any other inappropriate conduct. This lack of a formal procedure is compounded by the inconsistency in reporting.

Incomplete reporting of crimes, violence, disorderly conduct and other violations of regulations is the result of students, parents, teachers, principals, staff and others who believe that reporting incidents:

- May tarnish the image of a school and its staff;
- Indicates the school cannot properly manage its affairs;
- Is not what the school administration wants to hear or deal with;
- May cause reprisals from parents, other students, principals, etc.;
- Will create too much paperwork and subsequent activities.

To overcome the problem of underreporting, school districts must be committed to designing and implementing a standardized, district-wide incident reporting system. Using the multi-discipline approach, input into the system's design should be encouraged from all the appropriate stakeholders. It is extremely beneficial for local law enforcement officials to be involved when school districts design and implement incident reporting systems. The system should be further supported by a written agreement which outlines roles and responsibilities and a procedure for resolving disputes or clarifying appropriate policies and procedures.

The sub-panel recommends that, at a minimum, all Maryland school districts should prepare a standard crime and violence incident reporting system. The system should be designed around the following issues:

- 1) What potential criminal and violent activities does the school district want to assess? Should the district examine all potential activities or should it include only the most serious or common incidents?
- 2) What acts should the incident report measure? Should the system report only criminal offenses, or school rule infractions, or both? A crime specific incident report form requires more detailed data about where, when, how and why a crime occurs.

- 3) Should the incidents be filed according to the student's name (delinquent student-based system) or according to the type of incident (incident-based system)? Both systems assist the school administration to identify early indicators of troubled youth, types of actions, and trouble spot locations.
- 4) What incident report form design will maximize accuracy and minimize completion time? Will the system be manual, computerized, or some combination? How should the incident reporting system be integrated with existing school and juvenile justice information systems?
- 5) Who will complete the forms and to whom will the forms be submitted? Should the forms be forwarded to any other units, departments, or organizations such as the school district administration, local law enforcement agencies, etc.?
- 6) Should there be supplemental information gathered in addition to the incident reporting system such as teacher and student surveys? Survey information can help administrators determine student and teacher attitudes and involvement in crime.
- 7) Who should have access to this information in toto or partial? Ultimately, the school superintendent and school board need to have access to this data to determine and measure school problems and take corrective and preventative actions.

Effective School Discipline: Effective and consistent school discipline is the corner-stone of any effort directed at eliminating violent and disruptive behavior in schools. Discipline must be appropriate, understood by all stakeholders, and uniformly applied. There must be appropriate options available to handle the difficult cases.

Each school and school district is different. Disciplinary guidelines and rules must be able to handle these differences. However, the rules must be flexible enough to allow them to be tailored to the circumstances. To insure responsiveness, those stakeholders who share the problem (e. g., student, parent, teacher, principal, etc.) should share in the solution. The development of these disciplinary guidelines should start by involving those persons.

Disciplinary policies, rules, procedures, and guidelines must be communicated to all stakeholders, both within and without the system. A number of school districts have developed a Code of Conduct which is mailed to students and parents; some districts require the students and parents to sign the code. A major component of these codes is that fighting and committing a crime is totally unacceptable behavior and will be dealt with immediately. Each teacher, school principal and support staff, school administrator must believe and practice what is laid out in the

code of conduct. This understanding and belief must be relayed to each student and parent. Therefore, this document must be clear, concise and readily understandable by the student and parent.

A major element in the disciplinary process is for swift action to be taken at the time of the disorderly conduct or inappropriate activity or learning that a crime has been committed. Similarly, any subsequent follow-up investigation, hearing or other actions needs prompt attention and resolution.

A second element in effective disciplinary policies and sanctions are the availability of sufficient number and diversity of options. Unfortunately, too few school districts have adequate options available to teachers and school principals. Consequently school staff must too often rely on suspensions. Youth who are out of school (suspended, expelled, truant or dropout) are far more likely to use drugs and alcohol. Each school district should design and develop an array of disciplinary sanctions (e.g., after school, Saturday sessions, etc.). Where possible, these options should stress keeping the student in school, involving the parent in subsequent disciplinary and corrective action(s).

Many of the previously listed associations and organizations have passed resolutions concerning school discipline and several have established guidelines and offer alternative sanctions.

Weapons in School: Firearm injuries among American youth are a nationwide tragedy and an international embarrassment. As pointed out earlier, the frequency and lethality of firearm injuries have resulted in this method of dying now being among the leading causes of death for various groups of young people. Over three fourths of adolescent homicides and slightly more than half of adolescent suicides are firearm related, with the majority the result of handguns. It is estimated that for every firearm fatality, there are 2.4 fold more non-fatal firearm injuries, often resulting in death later on.

Schools are not safe havens. The Center to Prevent Handgun Violence reported that teens from the ages of 14 to 17 were most at risk of gun violence at school, and such violence occurred most often in the hallways and classrooms. Gang and drug disputes were the leading cause of school gun violence. Various student self-reporting studies have found that a large percentage of high school students knew someone who had carried a handgun to school in the preceding months. A similar high percentage of high school students stated they could obtain handguns. Many of the youth who have been apprehended and involved in the juvenile justice system report they can easily obtain handguns from friends or persons in their neighborhood. Too often the handgun taken to school comes from the student's home; belongs to parents or other persons living with them.



Students carry weapons for a variety of reasons. Some simply want to show off, others arm themselves out of fear. Many carry weapons to school because of the escalation of gangs and illegal drug activity.

Prevention strategies are crucial if school administrators are going to keep weapons out of schools. Basically, a positive school climate where students feel safe sends the message that students don't need to come to school armed by establishing a family atmosphere within the school. Some schools have the students and parents to sign a nonviolence contract; others use education and public awareness programs similar to Baltimore County's program directed at handgun violence reduction. A very effective program is instituting conflict resolution curriculums. (See discussion later in report).

Intervention strategies are important and can be effective if policies are properly disseminated and explained and rules uniformly enforced. Some school districts have implemented strategies for confiscating weapons from students by such means as searching lockers to using metal detectors. However, most school security personnel will emphasize that metal detectors are not the be-all and end-all. Some students may be deterred from taking weapons to school if they know they face immediate suspension or expulsion. Not everyone agrees on the use of expulsion, since it puts the student and weapon on the street. Counseling programs, including peer counseling programs may help change student attitude about violence.

The sub-panel recommends each school district consider the following strategies for making their schools safer:

- Involve the public in school activities by forming citizen advisory groups or task forces made up of members of local business, religious, and civic organizations.
- Improve school leadership skills. Through effective leadership, principals and other administrators can change unproductive schools or enhance already positive school climates.
- Make schools and the surrounding community drug and weapons free by developing comprehensive, system-wide efforts to combat drug abuse and violence. These efforts should involve the school, home, community, law enforcement, and health services.
- Halt negative gang activity. To combat gangs, schools must establish clear expectations about acceptable behavior and maintain visible staff on campus to create a sense of safety and send the message that gangs do not control the schools.

- Improve discipline of youth in schools by implementing a clear, comprehensive code of student conduct.
- Encourage students to report weapons violations to school officials.

Drugs, Alcohol and Substance Abuse in Schools: Americans have consistently identified illegal drug use as being among the top problems confronting the nation's schools. With illegal drug use goes drug trafficking and violence. Schools are a logical distribution point; where else does one find that many potential customers in one place. Although drug trafficking is controlled by adults, the immediate source of drugs for most students is another student.

Recently, increased attention is being given to alcohol, which is the number one drug of choice for America's youth. Studies have shown that by the time seniors graduate from high school, more than one-third are heavy drinkers.

Combatting student drug use requires a multi-disciplinary approach involving parents, schools, students, law enforcement authorities, religious groups, social service agencies, and the media. They all must transmit a single consistent message that drug use is wrong, dangerous, and will not be tolerated.

Each year, the U. S. Department of Education recognizes public and private elementary and secondary schools that develop effective approaches to helping students resist or overcome use of tobacco, alcohol, and other drugs. While each school develops its own approach, there are some common characteristics that are necessary to strengthen a school's substance abuse prevention efforts. These are:

- Recognize, assess and monitor the problem.
- Interact and build a network with community groups and agencies.
- Set, implement, and enforce policy.
- Determine curriculum, select materials, and teach the prevention curriculum.
- Train administrators, teachers, and support staff, and create/reinforce positive role models for students.
- Involve students in substance-free activities.
- Promote parent involvement and provide parent education.

The following recommendations describe actions that can be taken by parents, schools, students, and communities to stop drug use. These have been derived from research and from the experiences of schools throughout the country. These recommendations are further discussed in U. S. Department of Education's publication "What Works: Schools Without Drugs." There

are several companion documents that should be consulted: "Growing Up Drug Free: A Parent's Guide to Prevention" and "Success Stories From Drug-Free Schools: A Guide for Educators, Parents, and Policy Makers."

## A PLAN FOR ACHIEVING SCHOOLS WITHOUT DRUGS

### Parents:

- Teach standards of right and wrong, and demonstrate these standards through personal example.
- Help children to resist peer pressure to use alcohol and other substances by supervising their activities, knowing who their friends are, and talking with them about their interests and problems.
- Be knowledgeable about drugs and signs of drug use. When symptoms are observed, respond promptly.

### Schools:

- Determine the extent and character of alcohol and other drug use and monitor that use regularly.
- Establish clear and specific rules regarding tobacco, alcohol, and other drug use that include strong corrective actions.
- Enforce established policies against substance abuse and drug use fairly and consistently. Ensure adequate security measures to eliminate drugs from school premises and school functions.
- Implement a comprehensive drug prevention curriculum for kindergarten through grade 12, teaching that substance abuse and drug use is wrong and harmful, and supporting and strengthening resistance to drugs.
- Reach out to the community for support and assistance in making the school's anti-substance abuse policy and program work. Develop collaborative arrangements in which school personnel, parents, school boards, law enforcement officers, treatment providers, and private groups can work together to provide necessary resources.

### Students:

- Learn about the effects of tobacco, alcohol, and other drug use, the reasons they are harmful, and ways to resist pressures to try these substances.
- Understand the danger posed by the use of tobacco, alcohol, and other drugs to help other students avoid them. Encourage

other students to resist drugs, persuade those using drugs to seek help, and report those selling drugs to parents and the school principal.

Communities:

- Help schools fight drugs by providing them with the expertise and financial resources of community groups and agencies.
- Involve local law enforcement agencies in all aspects of substance abuse prevention: assessment, enforcement, and education. The police and courts should have well-established relationships with the schools.

The sub-panel recommends that each school district review its existing substance abuse prevention, education, enforcement and treatment policies, procedures, and programs to see if they are sufficiently comprehensive and involve all the appropriate stakeholders.

School Violence Prevention

The sub-panel cannot stress enough that there never has been so much violence among juveniles as we are experiencing today. This increase in violence places more juveniles in detention centers than ever before. A rising number of the country's adolescents are being arrested for violent crimes, with a record 100,000 youths being confined in correctional institutions on any given day in the U. S..

Multi-Causes of School Violence: Youth violence is rising because the problems that cause it aren't being addressed - lack of education, training for jobs with a future, housing, recreational facilities, drug treatment, and so on. It is clear that this violence is concentrated in poor and persistently poor communities, but by no means limited to them.

Most juveniles are not violent, even in the poorest communities. And yet there is a relationship between violence and very high density in poverty concentration areas which is exacerbated by modern times: the violence on television, the ready availability of drugs, the ready availability of weapons, which turn a minor hassle into major violence. All this against a background of certain fundamental needs of adolescents: a need for some sense of worth as a person, some sense of belonging to a group, some skills that are compatible with survival, skills that facilitate one's ability to get along in life.

Action Cannot Wait: We cannot wait for these fundamental changes to occur before we begin to act. We should ask ourselves, "Can we do better than we're doing now?" The sub-panel believes we have enough knowledge, evidence, and experience now to make things

better than we are presently doing. A major effort in the violence prevention area, with particular focus on schools, has been undertaken by the Education Development Center, Inc. with the assistance of the Carnegie Council on Adolescent Development. They have reviewed over 50 adolescent violence prevention programs and identified seven that appear to be promising. (See Appendix A).

On a more local note, Prince Georges County school district has recently completed a peer conflict resolution program evaluation in one of its middle schools with substantial success. This program is now being replicated in Baltimore County along with their Handgun Violence Reduction Program.

George Mason University (Fairfax, Virginia), Institute for Conflict Analysis and Resolution has been working with various schools in Virginia, District of Columbia, and Maryland to introduce various youth intervention and violence prevention techniques. Besides peer mediation, coping with personal and institutional stress, the Institute is exploring the role schools and in-school conflict-resolution programs can play in influencing the level of racial and ethnic conflict in the surrounding communities.

The sub-panel recommends that the State consider collecting all promising school violence prevention and reduction programs and placing them into a handbook. This handbook would aid local school districts, school principals, law enforcement and juvenile justice agencies, and other youth service providers with state-of-the-art violence prevention programs. It should contain information on available resources.

The sub-panel further recommends the State convene an annual meeting of adolescents violence prevention practitioners to improve communications, exchange evaluation of related programs and projects, and problem solve. One of the State universities should establish a summer institute program aimed at developing, implementing, and evaluating violence prevention programs, and help violence prevention practitioners (school personnel, law enforcement, juvenile justice staff, youth service providers, etc.) develop and enhance their skills.

#### Recommended Policies

The sub-panel recommends the following prevention and intervention policies be considered, modified, and adopted by each school district and school as an initial way to begin to address the violence occurring in and around Maryland schools. Any program directed at reducing crime and violence in a community/neighborhood must include the local school district and the specific schools in the targeted area. These policies involve the primary stakeholders. The sub-panel realizes that as a community, school district, neighborhood, or school begin to attack the violence

issue, secondary stakeholders must be involved. Therefore, these policies should be reviewed by and incorporate responsibilities and roles for these additional stakeholders.

Recommended Prevention Policies: The sub-panel urges the adoption of these prevention policies which will begin to place the urgency necessary to begin prevention violence and crimes from occurring in and around schools.

#### School Administration

- School districts should create and promulgate a vision that all schools will build and maintain a positive school climate where students feel safe and that students do not need to bring weapons to school.
- School districts should strive to have each school organize and maintain a local school security committee comprised of local principal, teachers, law enforcers, other youth-service providers, parents, and students to plan and regularly update local school safety and security measures. The school district should coordinate these local committees.
- School districts should develop a comprehensive district-wide crisis management plan that incorporates resources available through other community agencies and require each school to have a local crisis management plan.
- School districts should move to have conflict resolution education incorporated into health or civics curricula.

#### Schools

- Schools should design and implement a non-violence contract with students and parents, with the support of students, parents, teachers, and school staff.
- School principals must acquire "crime-resistance savvy" and take greater responsibility in working with the school administration to implement security programs, making sure school staff are informed and regularly updated on safety plans through in-service training.
- School principals should work with school security and local law enforcement crime prevention officers to design and implement crime prevention techniques, including limiting access points to school grounds, visitor and vendor registration, communication network, and appropriate monitoring systems.

## Parents

- Support the school's non-violence contract and other programs directed at conflict resolution.
- Volunteer and support other community volunteers to help patrol surrounding neighborhoods, school buses, and supervise the campus before, during, and after school.
- Support or actively campaign for educational programs which are designed to change attitudes toward the possession and use of guns for protection, out of fear, problem-solving techniques, etc. and where appropriate support programs directed at home firearms safety courses.
- Support legislation requiring firearm owners to secure their weapons through the use of gun safes, trigger locks, etc. and increase insurance and liability for irresponsible storage of lethal weapons.

## Students

- Actively support and conform to the non-violence contract.
- Do not carry weapons to school and report any presence of weapons on school campuses.
- Carry clear plastic or mesh book bags to school so that authorities can see that no concealed weapons are being carried.
- Join peer education and conflict-resolution programs to change the attitudes of youth toward guns, weapons, and violence.

Recommended Intervention Policies: Each school district should immediately review these intervention policies to see if current policies and procedures adequately address these topics and involve the principal stakeholders.

## School Administration

- School districts should establish a policy mandating the immediate removal from any campus all persons (student, faculty, or visitor) found in possession of any weapon followed by an immediate hearing to determine appropriate action including possible disciplinary action.
- School districts should require an appropriate reporting and recording of all incidents involving violence, drugs, or weapons, and encourage the reporting of these incidents to the school's security force and the local law enforcement agency.

- School administrators, when necessary, provide school security forces to help protect the inside and perimeters of schools against intruders, carrying of weapons, and violent behavior. The schools security forces should take appropriate action and coordinate their action with the local law enforcement agency.

### Schools

- School staffs should encourage students to report weapons on school campuses through various means, including teachers, counselors, student government officers, peer counselors, hot lines, etc.
- School staff should be informed and regularly updated (through in-service training) on the school's safety plans, crisis management plans, and generally develop a "crime-resistance savvy" within all school staff.
- Schools should have in place an on-site or equivalent suspension program for those students who are disciplinary cases, including possession of drugs or weapons. The schools should take steps to reduce the number of off-campus suspensions and expulsions.
- Schools should utilize both internal (within the school district) and outside counseling programs (marshalling the community to help) such as Aggression Replacement Training intervention strategies directed at aggressive youth.

### Parents

- Parents should take an active role in determining and implementing the appropriate disciplinary action for their child or child under their supervision.
- Parents should ensure that their children attend appropriate inside and outside counseling programs, and when appropriate, also attend.

### Students

- Accept the consequences of their acts and fulfill the requirements of the disciplinary decisions.

### Recommended Course of Action

The sub-panel recommends the proposed demonstration phase of the "Community Based/Partnership Approach" require the local school district and the specific schools in the target area to become one of the principal stakeholders in the design, implementation, and operation of the Community Based/Partnership Approach pilot



program. The school offers the target community a focus and central point to rally the citizens, service providers, and criminal and juvenile justice agencies. The school administrators, principals, teachers, and staff are very familiar with community problems and persons who are involved. They should be actively involved in all aspects of the strategic planning that will be undertaken to plan, implement, and operate the demonstration site. Their early involvement will allow the previous recommendations to be included in the strategic plan.

We recommend the demonstration area school(s) be seen as resource(s) that can be used before and after school, and on weekends. We know that free time after school hours present opportunity and risk for children. Current programs do not reach the many youth whose after-school hours are often unsupervised and who otherwise are occupied in high-risk activities (e.g., drug and alcohol use, sex, gang activity, violence, destruction of property, watching of television, etc.). These youth have little or no access to constructive alternatives.

We recommend the demonstration area school(s) be seen as a "Safe Haven."<sup>5</sup> The "Safe Haven" concept brings together education, community services, law enforcement, health, recreation, and other groups to provide alternative and support activities in a safe environment for high-risk youth, their families, and other residents in the demonstration area. Programs must be for youth, parents, and adults. These "safe haven" schools must be seen by those who attend and those who provide service as a safe and protected location; free from violence, crime, and drugs and alcohol.

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<sup>5</sup> Safe Haven is a concept that was developed as part of Operation Weed and Seed and undertaken by several jurisdictions. Cities in Schools, Inc. received funds to provide training, technical assistance and financial support in implementing Safe Haven Programs.

## SECTION VII

### VIOLENCE AND COMMUNITY INVOLVEMENT

There has been a number of federal, state and local efforts directed at developing a comprehensive response to the problem of violent crime. In 1989 the FBI designated violent crime as a priority area of investigation across all FBI programs. And in October, 1991, the FBI sponsored the National Symposium on Addressing Violent Crime Through Community Involvement, which resulted in the FBI advocating new levels of community involvement to address the problem of violence. The Symposium speakers and participants urged that communities must address the causes of violence before the acts of violence can be brought under control.

In March, 1991, the U. S. Attorney General convened a summit of top political and law enforcement officials to outline initiatives to address the increasing violence. Out of this summit came Operation Weed and Seed, which is a community-based, comprehensive, multi-agency approach to combating violent crime, drug use, and gang activity in high-crime neighborhoods. The goal is to "weed out" crime from targeted neighborhoods and then to "seed" the targeted sites with a wide range of crime and drug prevention programs and human service agency resources to prevent crime from reoccurring.

In 1990, the Governor's Drug and Alcohol Abuse Commission awarded grant funds to implement "The Maryland Project: Mobilizing a Community to Prevent Substance Abuse and Crime." The strategy includes organizing neighborhood teams (in Edgewood, Maryland), which will: identify and prioritize their specific substance abuse and crime-related problems; develop community-based strategies for addressing those problems; and implement neighborhood programs and activities which specifically target substance abuse, crime, and their known risk factors.

There have been a number of local efforts at involving neighborhoods and communities. Law enforcement agencies in a number of Maryland jurisdictions are restructuring their departments to undertake community-oriented policing. Community policing requires a substantial ongoing dialog between the police and members of the public and solving identified neighborhood problems. This problem solving requires understanding the conditions that give rise to these problems, developing and implementing solutions tailored to relieve the problems, and determining the impact of the solutions on the problems.

## COMMUNITIES AGAINST VIOLENCE; THE MARYLAND APPROACH

The citizens of Maryland want government officials to make their communities safer and government is responding. After considerable deliberation and a review of recent national evaluations of anti-crime programs, this subcommittee is convinced that crime in general, and violent crime specifically, can be reduced when certain procedures and policies are installed. The subcommittee also believes that a focused attack on violent crime at the community level will complement the State-wide anti-crime program nicely, and may yield substantial dividends.

**THE MARYLAND APPROACH** - Much can be learned by reviewing Maryland's efforts to control violence, as the subcommittee is doing. The subcommittee appreciates the uniqueness of each community. There are a wide variety of problems, and our communities have developed many unique approaches for dealing with them. No single approach to controlling violent crime will fit every situation; however, the evidence supports the following general conclusions:

- In successful communities, concerned citizens are coalescing with State, Federal and local government entities of all types.
- Law enforcement agencies are taking a leadership role in assembling, and supporting these coalitions.
- Successful programs do not necessarily require new revenue (although additional prosecution at the Federal level, and Federal support for program development is desirable - the "weed and seed" initiative.)

The five fundamentals of this approach are simplified below; they incorporate principles adopted by successful communities across the nation:

(1) **Police Mission** - Law enforcement agencies in successful communities adopt crime prevention philosophies, and they assume a leadership role in organizing other government agencies and community representatives. Police, governmental agencies, and community representatives adopt the "problem solving approach" which exceeds traditional responses or tactics.

(2) **Target Analysis** - Successful communities develop neighborhood crime profiles and identify public safety concerns from existing and specifically designed data bases, and they refer to this information when selecting issues and intervention points.

(3) **Planning and Management Teams** - A diverse group including the law enforcement agencies and city government (such as public works, social welfare, traffic, education, etc.) coalesces with community leaders. The team analyzes neighborhood crime profiles, and helps police identify specific problems.

(4) **Environmental Modification** - The coalition changes community features that facilitate crime. They may modify the physical environment (lighting, landscaping, fencing, points of entry) - they instill a sense of neighborhood "pride" and ownership and empower the community to take back the streets.

(5) **Neighborhood Emphasis and Drug Abuse Prevention** - Successful communities target neighborhoods and hot spots; they stress the reduction of the many problems that foster crime and violence.

**FOCUS ON VIOLENCE** - The subcommittee believes that the principles identified above should be considered by communities struggling with crime; violence reduction is likely to result if they are implemented. The Committee is discussing and will comment on selected violence issues and situations (e.g., Los Angeles riots, drive-by shootings, proliferation of guns, epidemic of violent deaths of black youth, etc.) However, the subcommittee is concentrating on the following three issues:

- **Schools** - Schools are institutions where anti-violence messages can be imparted to those most likely to be involved in violence - children. Communities must empower school officials to do more to reduce violence; children need to know what their social responsibilities are for conduct in and out of school; and, communities need to build trust and foster contacts among school officials and other agencies. Parents should take an active role in supporting school administration and teachers in making their school a positive learning environment.
- **The Media** - This anti-violence paradigm recognizes the potential harm and benefits associated with the media. Portrayals of violence in the media, inasmuch as accessibility to children can be limited, should be restricted. Further, the media should be included in a community-wide, anti-violence program depicting both the importance of this initiative, and positive accomplishments of citizens and government.
- **The Community** - A community coalition, pulling together to rid itself of violence and working with government, is the cornerstone of an anti-violence program. And, it is a primary responsibility of government to provide the structure and direction that citizens need to organize.

## SECTION VIII

### CONCLUSION AND THE NEXT PHASE

Violence in Maryland is a mirror image of the violence occurring in the United States of America. Every day, the news media bombards us with some form of violence. Unfortunately, every day too many Marylanders are personally experiencing violence; murdered by spouses or acquaintances, innocent witnesses killed or injured during drive-by shootings or street "fire-fights" involving gang and drug battles, injured from fighting, terrorized by school bullies, and other violent occurrences directly affecting Maryland citizens. These incidents are occurring with such frequency, we are becoming so frustrated that at times we appear to be ready to give up some of our cherished freedoms and civil liberties to see an end to this violence.

Sadly, the constant exposure to this obvious violence and the not so subtle entertainment violence, has made violence so common place that in certain places in Maryland, we have come to expect violence and even accept it as part of modern city living. Just as sad is that our youth are translating violence into courage, strength, and status. If Maryland is to survive as an excellent place to live, work, and play, and its residents to be healthy, responsible, and caring people, we must teach ourselves and our children that violence does not solve problems.

As individuals, we must make reducing violence a personal priority. We can change our lives, and we can be the catalyst for changing the behavior of others by example, support and innovation.

As a committee, this report provides Maryland with the initial research and a proposed strategy to carry out programs identified as violence reduction solutions.

#### Demonstration Phase

The sub-panel believes if any meaningful in-roads are to be made to reduce violence in Maryland, they must involve a multi-discipline and multi-level approach; The Maryland Approach. Local jurisdictions cannot do this alone, Therefore, the State must continue to assume its leadership position. However, the State must now change its leadership structure from one of volunteers to one comprised of persons specifically involved in the issue and its solution; a structure that is more inclusive, more structured, and more permanent.

The sub-panel strongly recommends, that even with imperfect knowledge about the causes of violence, or knowing the most appropriate response, or the most effective follow-up, Maryland must take actions to inform, educate, enforce, and change the acceptance of violence. This report should form the basis for this educational effort.

The community and holistic approach (The Maryland Approach) must be tested and evaluated. This report represents the review of the problem and identifies an approach that must be tested for its efficacy. The next phase is to find a community (jurisdiction or neighborhood) that is interested in refining, implementing and operating the proposed anti-violence recommendations that are presented in this report.

Oversight: The Chairman of the Governor's Executive Advisory Council should review this report with appropriate Executive and Governor staff members. The Chairman must determine the Administration's interest and the Governor's support to carry out the recommended demonstration project. Quite possibly the implementation should be turned over to the Governor's Drug and Alcohol Abuse Commission for preparing an implementation plan of action. The Commission's Crime Control Committee is already looking into various aspects of violence. The Commission has access to funds that may be used to assist with implementing the demonstration phase.

The sub-panel believes an advisory or steering committee should be formed to provide oversight. This committee should be comprised of State and local government officials (e.g., Maryland League of Cities, Maryland Association of Counties), school personnel (e.g., Maryland Board of Education, State Teachers Association), service deliverers (Health Department, Substance Abuse Coordinators), law enforcement and justice systems representatives (Maryland Chiefs Association, Fraternal Order of Police, criminal justice planners), and citizens (e.g., interest groups, public housing representatives, business associations, unions), to oversee the planning, implementation, and operation of the demonstration.

Community Approach: Not all jurisdictions in Maryland are so besieged by violence as parts of Baltimore City and portions of metropolitan counties. The sub-panel strongly recommends The Maryland Approach be tested in a manageable-size community (jurisdiction or generally a self-contained neighborhood) which would allow for a more focused approach without substantial increases in resources or creating new organizations or systems. Some communities to consider would be Annapolis, Hagerstown, portions of Baltimore City or Prince Georges County. The jurisdiction should be willing to marshal existing resources (e.g., police, education, health, etc.) and work with the citizens in the target area to identify and solve violence producing conditions.

al school board should be willing to allow school(s) to be  
al point of service and become a (Safe Haven).

Strategic Planning: The sub-panel recommends the  
ation phase include a strategic planning effort on part of  
or stakeholders of the targeted demonstration site.

Programs and Activities: Within this report and in the  
es, a number of programs are offered for evaluation and  
on in the demonstration phase. Following the recommended  
by the Centers for Disease Control (CDC)<sup>6</sup> the community  
identify the various activities (programs) that best meet  
s of the demonstration site. The CDC recommends that the  
g general principles should be adopted:

h activity should have:

An identified target group (e.g., high school students,  
parents owning handguns, general managers of mass media  
companies, etc.).

A setting in which that target group is reached (e.g.,  
schools, gun clubs, media associations, etc.)

A method or strategy to accomplish the objective (e.g.,  
classroom instruction, handout brochures, presentations,  
etc.).

multiple activities:

No single activity in isolation is likely to solve the  
violence problem. There are too many types and too many  
causes of violent injury and death to be solved by one  
strategy. The most effective programs include several  
types of activities.

ivities should complement one another:

Avoidance behavior programs should be complemented with  
alternative activities. The concept behind the national  
Weed and Seed program requires that as part of the  
enforcement effort (Weed), there must be some support and  
neighborhood growth program (Seed). Another example is  
that instruction on nonviolent conflict resolution and  
more staff training on conflict resolution may be  
accompanied by more monitors in the school hallway. In  
this way the message or training is subsequently  
reinforced.

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S. Department of Health & Human Services, The Prevention  
Violence: A Framework for Community Action, Draft, 99 pps.

4. Activities address different steps in chain leading to violence:

- The selected demonstration site cannot just limit its activities to response (enforcement, discipline, etc.). Activities just address the factors that cause or influence behavior; the behavior itself (carrying weapons or fighting); and the outcomes (injury, death, conflict, etc.).

5. The selected activities have to be identified and determined by the community (target neighborhood):

- As suggested in the strategic planning process and as one of the major tenets of community policing, the community sets the agenda.
- Activities that have worked in other communities may be a good place to start. Several worthwhile programs are briefly described in the appendices of this report. They can often be modified to meet the specific needs of the target community. However, an activity should not be selected simply because it is or appears to be working in another community.

#### Additional Studies

The sub-panel believes there is merit in undertaking a separate study of violence -- a study primarily directed at how our criminal and juvenile justice system impacts on violence. The justice systems have never been studied to determine whether current policy, procedures, and practices contribute to the increase or decrease in violent acts and crimes. The sub-panel is hard pressed to state that the current systems reduce violence.

We can state with a degree of confidence that our current system of justice is not deterring people from committing crime. Our police have limited success in apprehending perpetrators and clearing crimes; the prosecutors and courts are unable to provide swift and sure justice; our prisons do not rehabilitate or prepare inmates for re-entering the community; and our community correctional agencies cannot provide the necessary support and control over their clients to reduce recidivism.

The study should identify what in the current criminal and juvenile justice systems promotes or perpetuates violence and what reduces or causes violence avoidance. The study should also determine if a different emphasis and allocation of the present resources can improve the criminal and juvenile justice systems records to prevent and reduce violence.



## SECTION IX

### RESOURCES<sup>7</sup>

Many national groups can provide free or low-cost information and training. But there's often help quite nearby. Many state crime prevention programs and associations, and chapters or offices of many of the groups listed below may be right in your community.

#### Violence Prevention

American Association of Retired Persons (AARP)  
Criminal Justice Services  
601 E Street, NW, Building B, Fifth Floor  
Washington, DC 20049  
202-728-4363

Boys & Girls Clubs of America (BGCA)  
771 First Avenue  
New York, NY 10017  
212-351-5900

Center to Prevent Handgun Violence (CPHV)  
1225 Eye Street, NW, Suite 1100  
Washington, DC 20005  
202-289-7319

Community Relations Service (CRS)  
U. S. Department of Justice  
5550 Friendship Boulevard, Suite 330  
Chevy Chase, MD 20815  
301-492-5929

National Committee for the Prevention of Child Abuse (NCPCA)  
332 South Michigan Avenue, Suite 1600  
Chicago, IL 60604-4357  
312-663-3520

National Crime Prevention Council (NCPC)  
1700 K Street, NW, Second Floor  
Washington, DC 20006-3817  
202-466-6272

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<sup>7</sup> National Crime Prevention Council, Washington, D.C. Special Focus - Preventing Violence: Program Ideas and Examples, March, 1992, pgs. 74 - 76.

National Exchange Clubs Foundation for the Prevention  
of Child Abuse (NECF)  
3050 Central Avenue  
Toledo, OH 43606  
419-535-3232

National Institute Against Prejudice and Violence (NIAPV)  
31 South Greene Street  
Baltimore, MD 21201  
410-328-5170

National Institute for Dispute Resolution (NIDR)  
1901 L Street, NW, Suite 600  
Washington, DC 20036  
202-466-4764

National McGruff House Network  
1879 South Main, Suite 180  
Salt Lake City, UT 84115  
801-486-8768

National Organization for Victim Assistance (NOVA)  
1757 Park Road, NW  
Washington, DC 20010  
202-232-6682

National School Safety Center  
4165 Thousand Oaks Boulevard, Suite 290  
Westlake Village, CA 91362  
805-373-9977

National Urban League, Inc. (NUL)  
Stop the Violence Clearinghouse  
500 East 62nd Street  
New York, NY 10021  
212-310-9000

National Victim Center  
309 West 7th Street, Suite 705  
Fort Worth, TX 76102  
817-877-3355

OTHER

Bureau of Alcohol, Tobacco and Firearms (BATF)  
U. S. Department of the Treasury  
Washington, DC 20226

BATF operates a hotline, 800-ATF-GUNS, that individuals can call to report possible firearms and drug or gang activity, and other crimes. Agents staff the hotline and share the tips with local, state, and federal law enforcement agencies.

Bureau of Justice Assistance Clearinghouse  
Box 6000  
Rockville, MD 20850  
800-688-4252

This clearinghouse provides information and publications on BJA-funded anti-crime and anti-drug programs including formula grants, technical assistance, training, and demonstration projects.

Seven federal clearinghouses can be reached by calling 800-788-2800. Of special interest: the National Clearinghouse for Alcohol and Drug Information, the Drugs and Crime Data Center, the Drug Abuse Information and Referral Hotline, the Drug Information Strategy Clearinghouse, and the National Criminal Justice Reference Service.

SECTION X

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SECTION XI - APPENDIX A

EDUCATION - EXEMPLARY PROGRAMS

The following projects were assessed by the Education Development Center, Inc. with support from the Carnegie Council on Adolescent Development.

"MY LIFE MY CHOICE" Project

THE PARAMOUNT PLAN: ALTERNATIVES TO GANG MEMBERSHIP  
(Paramount, California)

Goal: The Paramount Plan seeks to prevent youth from joining gangs by working with pre-teen youth and their families to increase awareness of constructive alternatives.

Intervention: The program consists of a curriculum, Alternatives to Gang Membership developed by the Department of Human Services in Paramount, which is presented at a 55-minute unit weekly for 15 weeks in all the fifth grades. The units cover such issues as graffiti, peer pressure, tattoos, the impact of gang membership on family members, gangs and drugs, etc. The second component is the intermediate school follow-up program, which is presented to seventh grade classes in eight biweekly school presentations. The third component consists of the basic parent-community awareness meetings for parents. Family counselors work on a more personal basis with teens who are at high risk for gang involvement and their parents.

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PROJECT STRESS CONTROL SCHOOL-BASED CURRICULUM  
(Atlanta, Georgia)

Goal: To provide consultation, training, and educational resources in the area of holistic stress management for staff, youth, and their parents in order to teach them how to use positive coping skills for stress reduction in their lives.

Intervention: This program is targeted staff of the Atlanta Youth Development Center, the troubled youth at the Center, and their parents. The intervention consists of staff training and youth participation in a six-week course on stress management and drug education.

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RESOLVING CONFLICT CREATIVELY PROGRAM (New York City)

Goal: The overall goal is to incorporate conflict resolution and intergroup skills into the classroom curriculum and regular social interactions. Specific program objectives include:

- Showing young people nonviolent alternatives for dealing with conflict.
- Teaching children skills to make nonviolent alternatives to real conflicts in their own lives.
- Increase students' understanding of and appreciation of their own culture and of cultures different than their own.
- Showing children they play a powerful role in creating a more peaceful world.

**Intervention:** The basic components of the program consist of a 20-hour training course for teachers, classroom instruction in creative conflict resolution and intergroup relations based on a ten-unit curriculum, classroom visits by expert consultants (10-12 visits per teacher), and monthly two-hour follow-up sessions with consultants in individual schools. A student mediation component consists of selected student mediators receiving three-days training preparing them to resolve disputes among peers and two-days training on mediation techniques and implementation is provided to the faculty advisors.

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**SECOND STEP: A VIOLENCE PREVENTION CURRICULUM**  
(Seattle, Washington)

**Goal:** The program's goal is to prevent youth violence by teaching critical pro-social skills, building self-esteem, and reducing impulsive and aggressive behavior in children.

**Intervention:** The curriculum was designed for teachers and other youth service professionals to present in a classroom or group setting. The course teaches skills in empathy, impulse control, problem solving, and anger management for children in grades 1-3 (49 lessons) and grades 4-5 (45 lessons). Lessons last 40-50 minutes and are presented one to two times a week over a period of three to six months.

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**VIEWPOINT TRAINING PROGRAM** (Santa Barbara, California)

**Goal:** The program aims to change the attitudes of high-risk or violent youth about the appropriateness of aggression/violence, increase their skills at solving social problems, and reduce subsequent aggressive, violent, and criminal behavior.

**Intervention:** The program is based on a social learning/social cognitive model of the development of antisocial and aggressive behavior. This assessment-guided curriculum target those cognitive skills and beliefs that were found to differentiate violent offenders from their nonoffender peers, and to differentiate further high-aggressive from low-aggressive high school students. Viewpoint focuses on training high-risk youth and juvenile offenders in specific problem-solving skills and on challenging and modifying their beliefs that aggression is a legitimate response to conflict. The program is typically presented in 12 weekly one-hour group discussion sessions.

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**VIOLENCE PREVENTION CURRICULUM PROJECT**  
(Newton, Massachusetts)

**Goal:** The program is directed at decreasing interpersonal violence among high school students through the development of a curriculum that focuses on attainment of knowledge, attitudes, and skills for dealing with anger and conflicts.

**Intervention:** A curriculum for high school sophomores in health classes involving ten sessions which are organized into three sections: information on risk factors; the role of anger in interpersonal violence, and how anger can be channeled constructively; and alternative means of conflict resolution.

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**VIOLENCE PREVENTION PROJECT** (Boston)

**Goal:** The project is a multi-institutional, community-based initiative designed to reduce the incidence of interpersonal violence among adolescents, along with the associated social and medical hazards.

**Intervention:** The project has four components: curriculum development, community-based prevention education, clinical treatment services, and media campaign. The objectives of the program are to:

- Train providers in diverse community settings in a violence prevention curriculum targeted to adolescents.
  - Encourage and facilitate incorporation of the curriculum into the delivery of services to adolescents.
  - Create a new community consensus supportive of violence prevention.
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APPENDIX B

CRIMINAL JUSTICE - EXEMPLARY PROGRAMS<sup>8</sup>

COMMUNITY BOARD PROGRAM, SAN FRANCISCO, CALIFORNIA

Hands Across the Campus

Los Angeles Unified School District  
Esther Taira  
Office of Instruction  
450 N. Grand Avenue, Room A-327  
Los Angeles, CA 90012  
213-625-6570

STRATEGIES

The program begins with a weekend retreat for students, teachers, and administrators, to develop individual activities for each school. To create a climate that promotes cross-cultural awareness, schools undertake a variety of activities, including symposia, weekend retreats, crews to clean up graffiti on school grounds, international fairs, and essay, speech, and poster contests with human relation themes. In addition, HAC created an elective Social Studies course, "Humanities Approach to Culture," which helps students develop communication and critical thinking skills and relate course objectives to real-life situations. In-service training is provided for all those teaching the course for the first time. Teachers and students alike have found the course to be an extremely rewarding experience.

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TURN OFF THE VIOLENCE, MINNEAPOLIS, MINNESOTA

Turn Off the Violence

PO Box 27558  
Minneapolis, MN 55427  
612-593-8041

STRATEGIES

The Turn Off the Violence Campaign Committee asked people in metropolitan Minneapolis to turn off violent television, not listen to violent music, not go to

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<sup>8</sup> National Crime Prevention Council, Washington, D.C. Special Focus - Preventing Violence: Program Ideas and Examples, March, 1992, Pgs. 24, 50, 56, 68.

violent movies, and not rent violent videos for just one day and night - October 3, 1991. The simplicity of the concept - not taking part in violent entertainment - was played out through an extensive public awareness effort. The committee distributed more than 300 promotional information packets containing a reproducible brochure, sample press releases, tips on conducting an awareness-raising campaign, and examples of letters sent to school officials and Neighborhood Watch coordinators. The Committee targeted the week of September 30-October 3 to publicize the event. During that week, crime prevention, D.A.R.E. (Drug Abuse Resistance Education), and juvenile officers gave presentations to students stressing that violence was not an acceptable way to resolve conflict or express emotion and examining peaceful methods of handling conflict. Legal, safe, and positive alternatives to violent entertainment were discussed.

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**OPERATION INTERLOCK/INTERWATCH, NEW YORK, NEW YORK**

**Homeless Outreach Program**

New York City Transit Police  
Lieutenant John Romero  
Homeless Outreach Unit  
181 Hudson Street  
New York, NY 11201  
212-966-5073

**STRATEGIES**

Relocation services are offered to all homeless people. Food is provided on the buses, and social workers help convince the homeless to accept services from the Homeless Outreach Unit. Buses staffed by three police officers respond to any location systemwide to provide transportation to city shelters. As a result of the program, the Transit Police Department has seen fewer homeless persons in the subway system and an increase in the number of homeless persons served by the Homeless Outreach Unit.

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**CRIME CONTROL IN PUBLIC HOUSING, RICHMOND, VIRGINIA**

**Crime Control in Public Housing**

Virginia Crime Prevention Association  
Harold A. Wright, Executive Director  
PO Box 6942  
Richmond, VA 23230

## STRATEGIES

Contrary to expectations, the crime analysis showed that crime rates in Danville's public housing were not disproportionate to those of the rest of the city. Aggravated assaults, however, were disproportionately high, accounting for 25% of city totals. The first meetings of the crime control planning committee encouraged open discussion, and residents talked primarily about problems of order and maintenance, not crime. The VCPA helped the committee identify four main problems: (1) residents didn't take control of their neighborhoods; (2) children and young adults were disorderly, making noise all night and drawing graffiti in public places; (3) there was a lack of recreational opportunities for youth; (4) many problems were caused by people who did not live in the public housing community. To broaden horizons, VCPA took eight residents and staff to visit another housing authority in southwest Virginia. The two groups shared problems and possible solutions. One idea with great potential is the development of "standards of behavior" for the housing project; residents will decide what behavior the community will not tolerate. The VCPA saw its role as raising awareness, helping the community identify problems, and organizing residents. It also stressed the need for data sharing and joint planning.

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## THE FORT G. MEADE DEMAND REDUCTION TASK FORCE THE 1ST U. S. ARMY

### STRATEGIES

This program will provide maximum resource and planning support to community efforts to eliminate the distribution and demand for drugs. The overall mission is to plan, coordinate, develop, resource, implement, and administer new and innovative programs that will eliminate distribution and demand for drugs and integrate the existing diffused programs into an orchestrated, unified, community-wide effort. The desired result is an integrated program that effectively and efficiently provides for a drug free and safe environment for all members of the Fort Meade community.

The first major focus area concerns the coordination of law enforcement services in order to eliminate the distribution and demand for drugs. Some of the tasks involved include developing a network of law enforcement leaders from within the Law Enforcement Coordinating Committee. Involve the Armed Forces Disciplinary Control

Board. Implement field sobriety check points and the creation of a Drug Suppression Team along with a Rumor Hot Line.

The second major focus area concerns community and family. The program attempts to coordinate a comprehensive consolidated community/family alcohol and drug demand reduction program with the emphasis on primary prevention, early identification, rehabilitation, and life skills development. Some of the tasks involved will include developing a family action planning council, providing prevention education at the family level, and development of a life skills program for the community.

The third major focus area concerns work place drug demand reduction with emphasis on primary prevention, early identification and rehabilitation. Two major tasks in this area concern providing structured drug free work place initiatives and expanding the bio-chemical testing program.

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THE ANNE ARUNDEL COUNTY POLICE DEPARTMENT'S YOUTH ACTIVITIES PROGRAM  
"TAKE BACK OUR STREETS"

**STRATEGIES**

The program's main goal is to influence the young people in targeted communities and selected areas of Anne Arundel County to reject a life of crime and involvement with drugs and criminal activity, and to motivate these young people to take control of their lives, pursue education and self improvement, and develop into responsible citizens of the community. This goal is being accomplished by many facets of the program such as summer recreational activities, day trips, sporting and cultural events, and after school tutoring and appearances and talks with various prominent individuals from the government, sports, and business sectors.

The objectives of the program are to:

- 1) Coordinate the establishment of a community-based recreational program directed at the children who are in greatest need or live in areas where existing resources are inadequate.
- 2) Educate parents of affected youths and residents of targeted communities on the purpose of the program and the need for their support and participation.
- 3) Develop a program of activities which will provide young people with enjoyable, educational and positive diversions from the

daily influence of drugs and criminal activity.

- 4) Secure the involvement of off-duty police officers and others who are interested in providing disadvantaged young people with positive role models and involvement with law enforcement personnel in a non-threatening, caring environment.
  - 5) Seek the cooperation of other public and community based agencies in providing facilities, transportation, personnel and coordination of activities.
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THE BALTIMORE COUNTY POLICE DEPARTMENT  
COMMUNITY ORIENTED DRUG ENFORCEMENT OPERATION (CODE)

**STRATEGIES**

Operation CODE is a direct result of citizens' concerns about "open air" drug markets and the violence they engender. Data concerning crime, calls for service, treatment, arrests, etc. are reviewed through the department's Substance Abuse Tracking System (SATS) in order to determine drug markets within the county. Once identified, these markets receive further examination through neighborhood surveys, performed by Citizen Oriented Police Enforcement Unit (COPE) and patrol officers.

Using drug asset seizure funds as a resource and on-duty officers, CODE operations are begun utilizing traditional buy/bust and undercover drug investigation methods. The precinct commander also uses crime prevention and community relations techniques within the targeted area. Officers are used on foot patrol and various saturation patrol methods to work in the area. Community leaders are identified and other strategies developed based on the particular needs within the targeted area. Such strategies as community clean-up days, neighborhood watch, recreational activities, drug-free educational fairs, and parenting skills training, are developed within the targeted area in order to provide a greater sense of "community."

This two-pronged approach, enforcement coupled with community development, allows for the stabilization of the community, while at the same time setting the stage for the community to take responsibility for its own problems.

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**THE NORTHWEST CITIZENS PATROL**

P. O. Box 30072  
Baltimore, MD 21270  
410-664-NWCP

**STRATEGIES**

The Northwest Citizens Patrol was established in the upper Park Heights area of Baltimore City, Maryland in 1982. In cooperation with the Baltimore City Police Department, who provides a coordinator, the Northwest Citizens Patrol in 1991 investigated over 1,000 suspicious situations, posted cars at 2,300 community events, and watched over 20,000 pedestrians safely to their homes. This grass-roots community response to crime has become an integral eyes and ears to the police officers working in that area.

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**"MY LIFE, MY CHOICE" YOUTH PROGRAM  
MARYLAND NATIONAL GUARD**

**STRATEGIES**

This project initiated in partnership with the Governor's Drug and Alcohol Abuse Commission is a primary prevention and early intervention program. The project encompasses skill development, career planning and family bonding. The most unique aspect, however, is that community-based military forces can provide many young people with the opportunity to be a caring supportive and positive adult as they try to make decisions which can affect them for the rest of their lives.

"My Life, My Choice" is a one year intensive curriculum and mentor program. The program provides youths at risk for substance abuse with services that affect several parts of their lives over a period of time. Its design is based on a model of prevention rather than remediation.

**GOVERNOR'S EXECUTIVE ADVISORY COUNCIL  
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Baltimore, Maryland 21201**