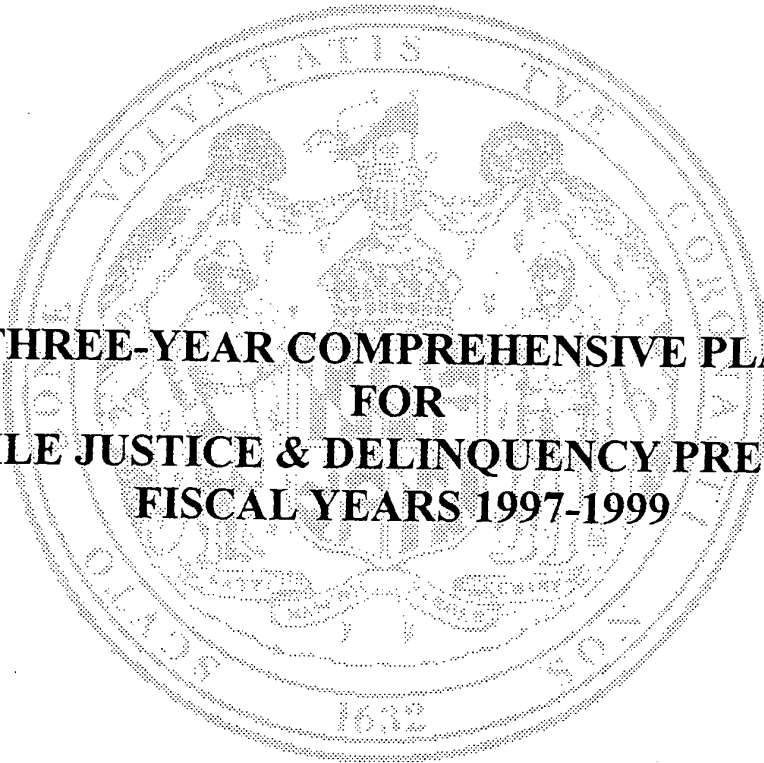


STATE OF MARYLAND



THREE-YEAR COMPREHENSIVE PLAN FOR JUVENILE JUSTICE & DELINQUENCY PREVENTION FISCAL YEARS 1997-1999

174342

PARRIS N. GLENDENING, GOVERNOR
KATHLEEN KENNEDY TOWNSEND, LT. GOVERNOR
MICHAEL A. SARBANES, EXECUTIVE DIRECTOR

GOVERNOR'S OFFICE OF CRIME CONTROL & PREVENTION
300 EAST JOPPA ROAD, SUITE 1105
BALTIMORE, MARYLAND 21286
(410) 321-3521

174342

TABLE OF CONTENTS

APPLICATION FOR FEDERAL ASSISTANCE, SF 424..... i

BUDGET SUMMARY.....ii

CERTIFIED ASSURANCES.....D-1

STATE ADVISORY GROUP MEMBERSHIP FORM.....E-1

TECHNICAL ASSISTANCE NEEDS.....T-1

STAFF OF THE JJDP FORMULA GRANT PROGRAM.....T-3

THREE-YEAR PLAN.....1

 Analysis of Juvenile Crime Problems.....2

 1. Description of System.....2

 2. Data & Needs Analysis.....25

 3. Problem Statements.....48

 Three-Year Program Plan.....53

 Plan for Removal of Status and Non-Offenders.....64

 Plan for Separation of Juveniles and Adults.....64

 Plan for Removal of Juveniles from Adult Lock-ups.....64

 Plan for Compliance Monitoring.....65

 Plan for Reducing the Disproportionate Representation
 of Minority Youth.....65

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000

APPLICATION FOR FEDERAL ASSISTANCE

OMS Approval No. 0348-0043

2. DATE SUBMITTED March 28, 1997	Applicant Identifier
3. DATE RECEIVED BY STATE	State Application Identifier
4. DATE RECEIVED BY FEDERAL AGENCY	Federal Identifier 52-6002033

1. TYPE OF SUBMISSION:

Application
 Construction Construction
 Non-Construction Non-Construction

5. APPLICANT INFORMATION

Legal Name: **Juvenile Justice Advisory Council**

Address (give city, county, state, and zip code):
300 E. Joppa Rd., Suite 1105
Towson, MD 21286-3016

Organizational Unit:
Gov. Office of Crime Control & Prevention

Name and telephone number of the person to be contacted on matters involving this application (give area code):
Jean Lewis
(410) 321-3521

6. EMPLOYER IDENTIFICATION NUMBER (EIN):

5 2 - 6 0 0 2 0 3 3

7. TYPE OF APPLICANT: (enter appropriate letter in box) A

A. State H. Independent School Dist.
 B. County I. State Controlled Institution of Higher Learning
 C. Municipal J. Private University
 D. Township K. Indian Tribe
 E. Interstate L. Individual
 F. Intermunicipal M. Profit Organization
 G. Social District N. Other (Specify): _____

8. NAME OF FEDERAL AGENCY:
Office of Juvenile Justice & Delinquency Prev

9. TYPE OF APPLICATION:

New Continuation Revision

If Revision, enter appropriate letter(s) in box(es):

A. Increase Award B. Decrease Award C. Increase Duration
 D. Decrease Duration Other (specify): _____

10. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER: . 1 6 - 5 4 0

TITLE: Formula, Innovative Local Law Enf.

11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:
OJJDP Formula Grant Program
Innovative Local Law Enforcement & Community Policing Programs

12. AREAS AFFECTED BY PROJECT (cities, counties, states, etc.):
State of Maryland

12. PROPOSED PROJECT:

Start Date	Ending Date
10/1/96	9/30/99

14. CONGRESSIONAL DISTRICTS OF:

a. Applicant: State of Maryland

b. Project: Statewide

15. ESTIMATED FUNDING:

a. Federal	\$ 1,430,000	.00
b. Applicant	\$.00
c. State	\$ 80,000	.00
d. Local	\$.00
e. Other	\$.00
f. Program Income	\$.00
g TOTAL	\$ 1,510,000	.00

16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS?

a. YES. THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON:
DATE March 31, 1997

b. NO. PROGRAM IS NOT COVERED BY E.O. 12372
 OR PROGRAM HAS NOT BEEN SELECTED BY STATE FOR REVIEW

17. IS THE APPLICANT DELINQUENT ON ANY FEDERAL DEBT?
 Yes If "Yes," attach an explanation. No

18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION/PREAPPLICATION ARE TRUE AND CORRECT, THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED

a. Typed Name of Authorized Representative: **Michael A. Sarbanes**

b. Title: **Executive Director**

c. Telephone number: **(410) 321-3521**

d. Signature of Authorized Representative:

e. Date Signed: **3/27/97**

Previous Editions Not Usable

Application for Formula Grant (P.L. 93-415)

OMB Number 1121-0156
Expires: September 30, 1996

--Budget Summary--
(Attachment A)

STATE: Maryland

List of ALL Programs for which Grant Support is Requested

State Program Designator	Standard Program Areas	STATE PROGRAM TITLE	OJJDP		
			Total Funds	Federal Share	Match
	01	Planning and Administration	160,000	80,000	80,000
	02	State Advisory Group Allocation	30,000	30,000	
100	03-06	Jail Removal	40,000	40,000	
200	07	Disproportionate Rep of Minority Youth	300,000	300,000	
400	10	Serious, Chronic & Violent Offenders	330,000	330,000	
500	12	Delinquency Prevention	290,000	290,000	
600	13	Systems Improvement	60,000	60,000	
700	14	Innovative Local Law Enforcement & Community Policing Programs	300,000	300,000	

TOTALS*

1,510,000 1,430,000 80,000

*Complete totals on last Continuation Page only.

APPENDIX D

CERTIFIED ASSURANCES

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

This checklist has been developed to reduce the amount of paperwork required by applicant states under the JJDP Act. States need only certify that the requirements cited below have been met. In cases where requirements cannot be certified, justification must be presented along with a statement as to when the omission will be corrected. Refer to 28 CFR Part 31.

1. Plan Supervision, Administration, and Implementation

Pursuant to Section 223(a)(1) and (2) and Section 291(c) of the JJDP Act, the Grantee assures that it is the sole agency responsible for supervising the preparation and administration of the plan and has the legal authority to implement the formula grant plan required by Section 223 of the Act.

YES _____

NO _____

2. Planning and Administration Funds. Pursuant to Section 222(c) of the JJDP Act, the Grantee assures that planning and administration funds will be made available to units of local government on an equitable basis (indicate on Attachment A the amount of planning and administration funds allocated to the state and indicate below the amount that units or combinations of units of general local government will receive). The Grantee further assures that the total of such funds shall not exceed 10 percent of the total JJDP award and will be matched dollar for dollar, in cash.

YES _____

NO _____

Planning and Administration
Pass-through Funds:

% of P&A Funds
Passed through:

\$ 80,000

_____ %

3. Supervisory Board. Pursuant to Section 223(a)(1) and Section 291(c) of the JJDP Act, the Grantee:

(a) Assures it has a supervisory board which has responsibility for supervising the preparation, administration, and implementation of the formula grant plan required by Section 223 of the Act.

YES _____

NO _____

- (b) Assures that the following board, indicated with a check (✓), serves as the supervisory board (check only one).

The State Advisory Group appointed under Section 223(a)(3).

A broad-based law enforcement and criminal justice supervisory board (council) meeting all the requirements of Section 402(b)(2) of the Justice System Improvement Act of 1979. Provide a list of all current supervisory board members including their dates of appointment and how each meets the membership requirements specified in Section 402(b)(2) of the Justice System Improvement Act of 1979 (see Appendix F).

A board with balanced representation of juvenile justice interests which has been specifically approved by the OJJDP Administrator.

- (Presented to the Administrator for approval under separate cover.)
- (c) Assures, if applicable, by having a broad-based law enforcement and criminal justice supervisory council serving as the supervisory board, that such a board has been continuously maintained since the enactment of the Justice System Improvement Act of 1979. The Grantee further assures that such board's membership includes the chairperson and at least two additional citizen members of the State Advisory Group and that any executive committee of the board includes the same proportion of juvenile justice advisory group members as are included in the board membership.

YES _____

NO _____

NOT APPLICABLE

4. Juvenile Justice Advisory Group. Pursuant to Section 223(a)(3) of the JJDP Act, the Grantee:

- (a) Shall provide a list of all current advisory group members (use the Appendix E format), including their respective dates of appointment and how each member meets the membership specified in this Section of the Act. Members appointed prior to their 24th birthday (youth-members) are identified as well as those members who also serve on a separate supervisory board if one exists. The Grantee assures that the information provided on the SAG listing is accurate and current.

YES

NO _____

- (b) Assures that three members who have been or are now under the jurisdiction of the juvenile justice system have been appointed to the advisory group.

YES

NO _____

(c) Assures that it will comply with the requirement of Section 222(d) of the JJDP Act.

YES NO

(d) Assures that a majority of the State Advisory Group members and the chairperson are not full-time employees of the Federal, State, or local government.

YES NO

(e) Assures that it complies with all requirements of Section 223(a)(3) of the JJDP Act.

A set of proposed youth members is being prepared for presentation to the Governor's appointment office.
YES NO

(f) Assures, if applicable pursuant to Section 223(b) of the JJDP Act, that the State Advisory Group's advice and recommendations have been received and considered by the supervisory board prior to approval and submission to OJJDP.

YES NO

NOT APPLICABLE

5. Consultation with and Participation of Units of General Local Government and Indian Tribes. Pursuant to Sections 223(a)(4), (5) and (6) of the JJDP Act, the Grantee assures that:

(a) Units of general local government or combinations of such units have been actively consulted and have participated in the development of the state plan.

YES NO

(b) Indian tribes, a combination of eligible Indian tribes, or an organization(s) designated by qualifying tribes within the state have been actively consulted in the state plan development which adequately takes into account the juvenile justice needs and request of those Indian tribes within the state that perform law enforcement functions.

YES NO

NOT APPLICABLE

(c) Every effort has been made to incorporate the needs of such units into the state plan.

YES NO

(d) The Chief Executive Officer of each major unit of general local government has been given the opportunity to assign responsibility for the preparation and administration of its part of the state plan or the supervision thereof to an appropriate local agency.

YES x

NO _____

6. Pass Through Requirements. Pursuant to Section 223(a)(5) of the JJDP Act, the Grantee assures that:

(a) The amount and percentage of funds specified below will be passed through to units of general local government and to local private agencies and to eligible Indian tribes. For purposes of this requirement, local private agency is defined as a private nonprofit agency or organization that provides program services within an identifiable unit or combination of units of general local government. (In calculating the minimum pass through amount, the state takes the total formula grant award, subtracts the 5% SAG allocation, then multiplies by 66 2/3 percent.)

YES x

NO _____

Total Award (less SAG Allocation):

\$ 1,400,000

Pass-Through: \$ 933,380

Percentage: 66.67 %

For information regarding a waiver of the 66-2/3 percent pass-through requirement, see OJJDP Guideline 4040.4. Note that planning and administration funds passed through to units or combination of units of local government under Section 222(c) and reported in assurance "2" above and the Indian pass through funds reported in assurance "6.b." below may be included in meeting the total Section 223(a)(5) pass-through requirement.

(b) A program has been developed in the amount specified below for Indian tribes that perform law enforcement functions. The Grantee further assures that the program budget is no less than the required minimum amount of Indian pass through funds. See Appendix H for calculating the Indian pass through proportion.

YES x

NO _____

NOT APPLICABLE _____

Indian Pass Through: \$ _____

7. Equitable Distribution of Juvenile Justice Funds and Assistance. Pursuant to Section 223(a)(7) and (16) of the JJDP Act, the Grantee assures that:

(a) The state will adhere to procedures which ensure equitable distribution of JJDP Act formula grant program funds within the state.

YES _____

NO _____

(b) The problem and need analyses have examined the needs of disadvantaged youth and that assistance will be available equitably to deal with special juvenile justice and delinquency prevention program needs identified for these juveniles.

YES _____

NO _____

8. Concentration of State Effort. The Grantee assures that pursuant to Section 223(a)(8)(C) of the JJDP Act, a plan for the concentration of state efforts as they relate to the coordination of all state juvenile delinquency programs with respect to overall policy and development of objectives and priorities for all state juvenile delinquency programs and activities is on file.

YES _____

NO _____

9. Participation of Private Agencies. Pursuant to Section 223(a)(9) of the JJDP Act, the Grantee assures that private agencies have been actively consulted and allowed to participate in the development and execution of the state plan and there is coordination and maximum utilization of existing juvenile delinquency programs and other related programs, such as recreation, education, special education, health, and welfare within the state.

YES _____

NO _____

10. Advanced Techniques. Pursuant to Section 223(a)(10) of the JJDP Act, the Grantee assures that at least 75 percent of the JJDP Act funds, other than funds made available to the SAG, will be used to support advanced technique programs.

YES _____

NO _____

11. Analytical and Training Capacity. Pursuant to Section 223(a)(11) of the JJDP Act, the state assures that it will develop and conduct research, training, and evaluation activities appropriate to the state's needs.

YES _____

NO _____

12. Equitable Treatment. Pursuant to Section 223 (a)(16) the grantee assures that youth in the juvenile justice system are treated equitably on the basis of gender, race, family income, and mentally, emotionally, or physically handicapping conditions.

YES _____

NO _____

13. Strengthening and Maintaining Family Units. Pursuant to Section 223(a)(17) of the JJDP Act, the Grantee assures that consideration will be given to and that assistance will be available for approaches designed to strengthen and maintain the families of delinquent and other youth and that family counseling during the incarceration of juvenile family members and coordination of family services will be provided where are appropriate and feasible.

YES _____

NO _____

14. Right of Privacy for Recipients of Services. Pursuant to Sections 223(a)(18) and 296 of the JJDP Act, the Grantee assures that procedures have been established to ensure that programs funded under the JJDP Act shall not disclose program records containing the identity of individual juveniles. Exceptions to this requirement: (a) authorization by law; (b) consent of either the juvenile or his legally authorized representative; or (c) justification that otherwise the functions of this title cannot be performed. Under no circumstances may public project reports or findings contain names of actual juvenile service recipients.

YES _____

NO _____

15. Equitable Arrangements for Employees Affected by Assistance in this Act. Pursuant to Section 223(a)(19) of the JJDP Act, the state assures that it has established all terms and conditions for the protection of employees affected by the JJDP Act.

YES _____

NO _____

16. Fiscal Control and Fund Accountability. Pursuant to Section 223(a)(20) of the JJDP Act, the Grantee assures that fiscal control, fund accounting, auditing, monitoring, evaluation procedures and such records as OJJDP prescribe shall be provided to assure fiscal control, proper management and efficient disbursement of funds received. This requirement applies to funds disbursed by units of local government and entitlement areas as well as to funds disbursed directly by the Grantee.

YES _____

NO _____

17. Non-Supplanting. Pursuant to Section 223(a)(21) of the JJDP Act, the Grantee assures that the formula grant funds will be so used as to supplement and increase (but not supplant) the level of the state, local, and other non-Federal funds that would in the absence of the formula grant funds be made available for programs, and will in no event replace such state, local, and other non-Federal funds.

YES _____

NO _____

18. Annual Performance Report. Pursuant to Section 223(a) and Section 223(a)(22) of the JJDP Act, the Grantee assures that the state will at least annually review the formula grant plan and submit to the OJJDP Administrator an analysis and evaluation of the effectiveness of the programs and activities carried out under the formula grant plan and any modifications in the plan, including the survey of state and local needs. Such report will describe the progress in implementing programs contained in the plan and will describe the status of compliance with the state plan requirements.

YES _____

NO _____

19. Comprehensive and Coordinated Services. Pursuant to Section 223(a)(25) the Grantee assures that program fund allocations in excess of 105% of the amount a State received in fiscal year 1992 will be expended through or for programs that are part of a "comprehensive and coordinated system of services".

YES _____

NO _____

20. Lobbying. Pursuant to Section 294(c) of the JJDP Act, the Grantee assures that funds paid pursuant to Section 223(a)(10)(D) of the Act to any public or private agency, organization or institution or to any individual (whether directly or through a state criminal justice council) shall not be used to pay for any personal service, advertisement, telegram, telephone communication, letter, printed or written matter, or other device, intended or designed to influence a member of the Congress or any other Federal, State, or local elected official to favor or oppose any Act, bills, resolutions, or similar legislation, or any referendum, initiative, constitutional amendment, or any similar procedure by the Congress, any State legislature, any local council, or any similar governing body, except that this assurance shall not preclude such funds from being used in connection with communications to Federal, State, or local elected officials, upon the request of such officials through proper official channels, pertaining to authorization, appropriation, or oversight measures directly affecting the operation of the program involved.

The Grantee further assures, pursuant to Section 319 of Public Law 101-121, to comply with the provisions of this law as it relates to lobbying activities and the disclosure of such lobbying activities. See Appendices I and J.

YES _____

NO _____

21. Bio-Medical Experimentation. Pursuant to Section 291(d) of the JJDP Act, the Grantee assures that no formula grant funds will be used for any bio-medical or behavior control experimentation on individuals or any research involving such experimentation.

YES _____

NO _____

22. Open Meetings and Public Access to Records. The Grantee assures that it, the supervisory board established pursuant to Section 291(c)(1), and the state advisory group will follow applicable state open meeting and public access laws and regulations in the conduct of meetings and the maintenance of records relating to their functions.

YES _____

NO _____

23. Fund Termination. The grantee understands that this grant may be terminated or fund payments suspended or discontinued by OJJDP if the state substantially fails to comply with the provisions of the JJDP Act, P.L. 102-586, or regulations promulgated thereunder.

YES _____

NO _____

24. Match Requirements for Juvenile Justice Programs. The grantee assures that:

(a) Financial assistance extended under the provision of the JJDP Act shall be 100 percent of approved costs of any program or activity with the exceptions of planning and administration funds and construction activities.

(b) Financial assistance for construction programs and projects shall be limited to not more than 50 percent of the cost of construction. In addition, construction using funds available under the Juvenile Justice Act is limited to innovative community-based facilities for less than twenty persons. All such programs and projects shall be subject to prior OJJDP approval and on guidelines promulgated by the Administrator.

YES _____

NO _____

25. Reports. The applicant assures that it shall maintain such data and information and submit such reports in such a form at such times and containing such data and information as OJJDP may reasonably require to administer the program.

YES _____

NO _____

26. Drug-Free Workplace. The applicant assures that it will comply with Title V of the Anti-Drug Abuse Act of 1988 and regulations promulgated by the Federal Government to maintain a drug-free workplace. See Appendix J.

YES _____

NO _____

27. Debarment and Suspension. The applicant assures it will comply with Executive Order 12549, Debarment and Suspension, 28 CFR Part 67, Section 67.510. See Appendix I.

YES _____

NO _____

28. Release of Information. The applicant acknowledges that all records, papers and other documents kept by recipients of JJDP funds, and their subgrantees and contractors, relating to the receipt and disposition of such funds, are required to be made available to the Office. These records and other documents submitted to OJJDP and its grantees pursuant to other provisions of the Act, including plans and applications for funds, are required to be made available to OJJDP under the terms and conditions of the Federal Freedom of Information Act, 5 USC 552.

YES

NO

29. Published Material. The applicant assures that all published material and written reports submitted under this grant or in conjunction with contractors under this grant will be originally developed material unless otherwise specially provided in the grant or contract document. When material, not originally developed, is included in the report it will have the source identified. This identification may be in the body of the report or by footnote. This provision is applicable when the material is in a verbatim or extensive paraphrase format.

YES

NO

30. Copyrights and Rights in Data. The applicant acknowledges that where activities supported by this grant produce original computer programs, writing, sound recordings, pictorial reproductions, drawing or other graphical representation and works of any similar nature (the term of computer programs included executable computer programs and supporting data in any form), the government has the right to use, duplicate and disclose, in whole or in part in any manner for any purpose whatsoever and have others to do so. If the material is copyrightable, the grantee may copyright such, but the government reserves a royalty-free non-exclusive and irreversible license to reproduce, publish, and use such materials in whole or in part and to authorize others to do. The grantee shall include provisions appropriate to effectuate the purpose of this condition in all contracts of employment, consultants agreements, contract, or subgrants.

YES

NO

31. Electronic Surveillance. Under 18 USC 2512, transactions involving devices "primarily useful for the purpose of the surreptitious interception of wire or oral communication", advertising which promotes the use of any devices for such purposes are prohibited, unless, in the case of the state officer, his conduct with regard to such a device falls within "the normal course of activities of (the) state" 18 (USC 2512 (2)(b). Normally, officers of a state which has no enabling statute under 18 USC 2516(2) would have no occasion to use, possess, or otherwise deal with devices within the scope of 18 USC 2512(1). Without such legislation only consensual use is permitted. No grants relating to such devices and their use will be authorized in states which do not have enabling legislation unless special justification, as explained below, is furnished. Accordingly, all applications that list the acquisition of equipment, with either federal or matching funds, that may be utilized for electronic

surveillance purposes, in a state that does not have an enabling legislation, must include as part of the budget narrative for such equipment the following information.

1. A complete description of each item or equipment to be obtained.
2. A statement of how each item of equipment will be used.
3. The legal citations and justifications for the purchase and intended use of each item of equipment.
4. A description of the controls to be established over access to, the use of, and ultimate disposal of such equipment.

Each subgrantee application must contain the following statement signed by the Project Director: "(Applicant) agrees not to purchase or use in the course of this project any electronic, mechanical, or other device for surveillance purposes in violation of 18 USC 2511 and any applicable state statute related to wiretapping and surveillance."

The grantee assures to review all subgrant applications for compliance.

YES _____

NO _____

32. Patents. The grantee assures that if any discovery or invention arises or is developed in the course of, or as a result of work performed under this grant, the grantee shall refer the discovery or invention to OJJDP. The grantee hereby agrees that determination of rights to inventions made under this grant shall be made by the Administrator of OJJDP or his duly authorized official representative, who shall have the sole and exclusive powers to determine whether or not and where patent application should be filed and to determine the disposition of all rights in such inventions, including title which may issue thereon. The determination of the Administrator, or his duly authorized representative shall be accepted as final. In addition, the grantee hereby agrees and otherwise recognizes that the Government shall acquire at least an irrevocable non-exclusive royalty free license to practice and have practiced throughout the world for governmental purposes any invention made in the course of or under this grant. The grant shall include provisions appropriate of effectuating the purpose of this condition in contracts or subgrants.

YES _____

NO _____

CERTIFICATION

I certify that the programs proposed in this application meet all the requirements of the JJDP Act, that all the information presented is correct, that there has been appropriate coordination with affected agencies, and that the applicant will comply with provisions of the Act and all other Federal laws. By appropriate language incorporated in each grant, subgrant or other document under which funds are to be disbursed, the undersigned assures that the applicable conditions above will be applied to all recipients of assistance.

I do hereby certify that, if violation of any of these assurances or of the JJDP provisions occurs, OJJDP will be promptly notified in writing.



Authorized Official

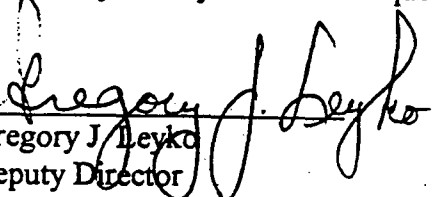
Michael A. Sarbanes

March 27, 1997

Date

**ASSURANCE REGARDING INNOVATIVE LOCAL LAW ENFORCEMENT
AND COMMUNITY POLICING PROGRAM**

Consistent with direction from the Governor and implementation by the Department of Juvenile Justice, the State of Maryland will have in effect, within one year of this application, policies and programs that ensure that juveniles are subject to accountability-based sanctions for every act for which they are adjudicated delinquent.


Gregory J. Leyko
Deputy Director
Governor's Office of
Crime Control & Prevention

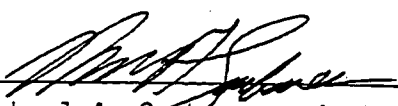
3/28/97
Date

ASSURANCES

The Applicant hereby assures and certifies compliance with all Federal statutes, regulations, policies, guidelines and requirements, including OMB Circulars No. A-21, A-110, A-122, A-128, A-87; E.O. 12372 and Uniform Administrative Requirements for Grants and Cooperative Agreements - 28 CFR, Part 66, Common Rule, that govern the application, acceptance and use of Federal funds for this federally-assisted project. Also the Applicant assures and certifies that:

1. It possesses legal authority to apply for the grant; that a resolution, motion or similar action has been duly adopted or passed as an official act of the applicant's governing body, authorizing the filing of the application, including all understandings and assurances contained therein, and directing and authorizing the person identified as the official representative of the applicant to act in connection with the application and to provide such additional information may be required.
2. It will comply with requirements of the provisions of the Uniform Relocation Assistance and Real Property Acquisitions Act of 1970 P.L. 91-646) which provides for fair and equitable treatment of persons displaced as a result of Federal and federally-assisted programs.
3. It will comply with provisions of Federal law which limit certain political activities of employees of a State or local unit of government whose principal employment is in connection with an activity financed in whole or in part by Federal grants. (5 USC 1501, et seq.)
4. It will comply with the minimum wage and maximum hours provisions of the Federal Fair Labor Standards Act if applicable.
5. It will establish safeguards to prohibit employees from using their positions for a purpose that is or gives the appearance of being motivated by a desire for private gain for themselves or others, particularly those with whom they have family, business, or other ties.
6. It will give the sponsoring agency or the Comptroller General, through any authorized representative, access to and the right to examine all records, books, papers, or documents related to the grant.
7. It will comply with all requirements imposed by the Federal sponsoring agency concerning special requirements of law, program requirements, and other administrative requirements.
8. It will insure that the facilities under its ownership, lease or supervision which shall be utilized in the accomplishment of the project are not listed on the Environmental Protection Agency's (EPA) List of Violating Facilities and that it will notify the Federal grantor agency of the receipt of any communication from the Director of the EPA Office of Federal Activities indicating that a facility to be used in the project is under consideration for listing by the EPA.
9. It will comply with the flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973, Public Law 93-234, 87 Stat. 975, approved December 31, 1976. Section 102(a) requires, on and after March 2, 1975, the purchase of flood insurance in communities where such insurance is available as a condition for the receipt of any Federal financial assistance for construction or acquisition purposes for use in any area that has been identified by the Secretary of the Department of Housing and Urban Development as an area having special flood hazards. The phrase "Federal financial assistance" includes any form of loan, grant, guaranty, insurance payment, rebate, subsidy, disaster assistance loan or grant, or any other form of direct or indirect Federal assistance.
10. It will assist the Federal grantor agency in its compliance with Section 106 of the National Historic Preservation Act of 1966 as amended (16 USC 470), Executive Order 11593, and the Archeological and Historical Preservation Act of 1966 (16 USC 569a-1 et seq.) by (a) consulting with the State Historic Preservation Officer on the conduct of investigations, as necessary, to identify properties listed in or eligible for inclusion in the National Register of Historic Places that are subject to adverse effects (see 36 CFR Part 800.8) by the activity, and notifying the Federal grantor agency of the existence of any such properties, and by (b) complying with all requirements established by the Federal grantor agency to avoid or mitigate adverse effects upon such properties.
11. It will comply, and assure the compliance of all its subgrantees and contractors, with the applicable provisions of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, the Juvenile Justice and Delinquency Prevention Act, or the Victims of Crime Act, as appropriate; the provisions of the current edition of the Office of Justice Programs Financial and Administrative Guide for Grants, M7100.1; and all other applicable Federal laws, orders, circulars, or regulations.
12. It will comply with the provisions of 28 CFR applicable to grants and cooperative agreements including Part 18, Administrative Review Procedure; Part 20, Criminal Justice Information Systems; Part 21, Confidentiality of Identifiable Research and Statistical Information; Part 23, Criminal Intelligence Systems Operating Policies; Part 30, Intergovernmental Review of Department of Justice Programs and Activities; Part 42, Nondiscrimination/Equal Employment Opportunity Policies and Procedures; Part 61, Procedures for Implementing the National Environmental Policy Act; Part 63, Floodplain Management and Wetland Protection Procedures; and Federal laws or regulations applicable to Federal Assistance Programs.
13. It will comply, and all its contractors will comply, with the non-discrimination requirements of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, 42 USC 3789(d), or Victims of Crime Act (as appropriate); Title VI of the Civil Rights Act of 1964, as amended; Section 504 of the Rehabilitation Act of 1973, as amended; Subtitle A, Title II of the Americans with Disabilities Act (ADA) (1990); Title IX of the Education Amendments of 1972; the Age Discrimination Act of 1975; Department of Justice Non-Discrimination Regulations, 28 CFR Part 42, Subparts C, D, E, and G; and Department of Justice regulations on disability discrimination, 28 CFR Part 35 and Part 39.
14. In the event a Federal or State court or Federal or State administrative agency makes a finding of discrimination after a due process hearing on the grounds of race, color, religion, national origin, sex, or disability against a recipient of funds, the recipient will forward a copy of the finding to the Office for Civil Rights, Office of Justice Programs.
15. It will provide an Equal Employment Opportunity Program if required to maintain one, where the application is for \$500,000 or more.
16. It will comply with the provisions of the Coastal Barrier Resources Act (P.L. 97-348) dated October 19, 1982 (16 USC 3501 et seq.) which prohibits the expenditure of most new Federal funds within the units of the Coastal Barrier Resources System.

3/27/97


Michael A. Serbanes, Authorized Representative
OJP FORM 40003 (Rev. 1-83) PREVIOUS EDITIONS ARE OBSOLETE.
ATTACHMENT TO SF-424

STATE ADVISORY GROUP
MEMBERSHIP FORM

	Name	Represents	F/T Govt	Youth Member	Date of Appointment	Residence
1	Martha Ann Mazzone	E; H			3/20/97	Baltimore City
2	Peter Blauvelt	D-7; G			1/26/96	Prince George's
3	Hon. Roger Brown	B-1	X		1/26/95	Baltimore City
4	Kermit C. Burton	D-2			12/14/95	Baltimore City
5	Anne Davis	D-8			1/27/96	Baltimore City
6	Philip Carey Foster	B-3			1/27/96	Talbot
7	Nancy S. Grasmick	C-4	X		1/27/96	Baltimore Co.
8	Eddie Harrison	D-4; F			1/27/96	Baltimore Co.
9	Phyllis D.K. Hildreth	B-3	X		1/26/95	Baltimore City
10	Brig Gen Thomas Johnson	C-7	X		12/14/95	Baltimore City
11	Clementine Kaufman	E			1/27/96	Baltimore Co.
12	Chief Carol Mehrling	B	X		12/14/95	Montgomery
13	Rev. James Kirk	E, G			1/27/96	Anne Arundel
14	Jean Tucker Mann	C-2			12/14/95	Baltimore City
15	Madeline Moore	D-4			1/26/95	Wicomico
16	Alexander Palenscar	B-2	x		12/14/95	Anne Arundel
17	Hon. Mary Prangley	A			12/14/95	Prince George's
18	Sec. Stuart Simms	B-4	X		1/27/96	Baltimore City
19	Calvin Street	C-2	X		1/27/96	Baltimore Co.
20	Sp. Sec. Linda Thompson	H, C	X		1/27/96	Baltimore City
21						

TECHNICAL ASSISTANCE NEEDS

The Maryland Juvenile Justice Advisory Council (JJAC) expects to request technical assistance in the following areas consistent with the core requirements of the Juvenile Justice and Delinquency Prevention Act and the unique needs of our juvenile justice system. Technical assistance requests will be consistent with, but not limited to, programs and priorities in this Three-Year Plan.

Jail Removal

Program Areas 03,04,05,06

Assistance with compliance monitoring workshops for law enforcement agencies and the Department of Juvenile Justice. This assistance would be short-term and would become critical if any significant changes in regulations occurred.

Minority Overrepresentation

Program Area 07

Assistance with training of HotSpot Communities attempting to reduce detention of their youth in secure facilities by developing neighborhood/community intervention, supervision, reintegration projects. This assistance would be provided to neighborhood associations and would be relatively short-term once particular projects were identified by the community. (E.g., community courts.)

Assistance with activities consistent with Phase II of the disproportionate confinement core requirement, including data collection and analysis, systematic monitoring procedures, program development for direct services for minority youth, training of public and private service providers, evaluations design and related issues.

Serious Crime

Program Area 10

Assistance with needs identified in course of implementing Comprehensive Strategy for Serious, Chronic and Violent Offenders, including training, data collection and analysis, systematic procedures, program development and evaluation designs. This assistance would be for state and local officials and community residents and would be important where Maryland's unique needs required a modification of the plan to implement the Comprehensive Strategy, in order to be meaningful. For example, training for local jurisdictions, currently scheduled to be held in a central location, may need to be held in the Eastern Shore and Western Maryland in order to assure participation by citizens from these regions.

Assistance in developing national baseline for recidivism studies being completed by Maryland's Department of Juvenile Justice. This would be for the staff of the Governor's Office of Crime Control and Prevention and the Department of Juvenile Justice.

Assistance with program development and systems flow so as to improve youths' access to quality mental health services, particularly in view of the Maryland public health system's transition to managed care. This would be critical in the Summer and Fall of 1997 as access issues become apparent to service-providers and system-users.

Assistance with program development and systems flow so as to address the number of

youth detained pending placement. This is an ongoing concern but might require short-term assistance from consultants in states which have addressed the issue with innovative programming.

Assessment of impact of waiver and exclusion of serious youthful offenders from Juvenile Court Jurisdiction on services and recidivism. This short-term assistance would be for staff of the Administrative Office of the Courts, Department of Juvenile Justice, Department of Public Safety, Governor's Office of Crime Control and Prevention, and local law enforcement agencies.

Delinquency Prevention

Program Area 12

Assessment of Comprehensive Strategy, HotSpots Community Initiative, Systems Reform Initiative, and Title V requirements so as to determine most effective way of coordinating comprehensive initiatives at local level. (Falls under Systems Improvement, Program Area 13, as well.) This short-term assistance would be requested in conjunction with the Comprehensive Strategy and would be for state and local officials wrestling with the scope of initiatives.

Assistance in assessing impact of welfare reform and conversion to managed care. (Falls under Systems Improvement, Program Area 13, and Serious, Chronic, and Violent Juvenile Offenders, Program Area 10, as well). This could be important if the need and opportunity for a one-day conference on accessing services arose.

Assistance in assessing systems flow for status offenders. This is an ongoing concern which would require short-term consultation with the Department of Juvenile Justice, Department of Human Resources, Mental Hygiene Administration, Governor's Office for Children, Youth and Families, and Governor's Office of Crime Control and Prevention.

Systems Improvement

Program Area 13

Consultation regarding the planning for Baltimore City's new Juvenile Justice Center. This is an ongoing concern but would involve short-term assistance on issues as they arose for the Juvenile Justice Center working group.

Consultation on the Department of Juvenile Justice's proposed information system. This, too, is an ongoing concern but would involve short-term assistance as issues arose during the system's development. Staff from the Department of Juvenile Justice would be recipients of the assistance.

Innovative Local Law Enforcement and Community Policing Projects

Program Area 14

Assistance with shift to community probation. Short-term training might be required for probation officers, police officers and Department of Juvenile Justice staff members.

Assistance in determining information-sharing issues in communities where police and probation officers work in tandem with community members. This would involve short-term training for probations officers, police officers, and Department of Juvenile Justice staff members.

STAFF OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION FORMULA GRANT

On July 17, 1995, an Executive Order was issued by Governor Parris N. Glendening incorporating the Juvenile Justice Advisory Council (JJAC) as a component of the newly formed Governor's Office of Crime Control and Prevention. At that time, the Governor's Office of Justice Administration was abolished and its functions assumed in the new office. On February 8, 1996, an additional Executive Order was issued, clarifying the roles and responsibilities of the Governor's Office of Crime Control and Prevention and JJAC. Under these orders, the Governor's Office of Crime Control and Prevention and JJAC are charged with fulfilling the roles of State planning agency and State advisory group, respectively, consistent with the requirements of the Juvenile Justice and Delinquency Prevention Grant. (See Appendix A.)

The Cabinet Council on Criminal and Juvenile Justice, chaired by Lt. Governor Kathleen Kennedy Townsend, was created by Executive Order on February 16, 1995. Its supervisory relationship to the Governor's Office of Crime Control and Prevention was clarified in an order issued on February 8, 1996. The Order specifically recognizes the duties and responsibilities of JJAC. (See Appendix B.)

As noted above, the Governor's Office of Crime Control and Prevention provides the staffing for administration of OJJDP grant funds. A new Juvenile Justice Specialist, Jean E. Lewis, was hired in January 1997 and is assigned to work full-time on juvenile justice related issues. The Fiscal Administrator, Sara A. Huffines, continues to be assigned full-time to juvenile justice programs. A new compliance monitor is scheduled to be hired in April 1997 and will work at least half-time on juvenile justice compliance issues. (The Office was fortunate to obtain the services of Farris Tuma, Ph.D., on a consultant basis so as to cover compliance obligations during the four months that the position was vacant.) Office management and clerical support is supplied by the Governor's Office of Crime Control and Prevention. And finally, administrative oversight is provided in-kind by the Executive Director of the Governor's Office of Crime Control and Prevention, Michael A. Sarbanes and the Deputy Director, Gregory J. Leyko.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

THREE-YEAR COMPREHENSIVE PLAN

Introduction

Executive Orders 01.01.1996.05 and 01.01.1996.06, issued early in 1996, reorganized the state-level entities in Maryland charged with duties under the Juvenile Justice and Delinquency Prevention Act, as amended. The Governor's Office of Crime Control and Prevention is now the State planning agency responsible for developing and implementing the three-year plan; the Juvenile Justice Advisory Council (hereinafter referred to as "JJAC") remains the State advisory group; and, the Cabinet Council on Criminal and Juvenile Justice is the supervisory board of the Governor's Office of Crime Control and Prevention. (A request that the Cabinet Council be approved as Maryland's supervisory board, by virtue of its supervisory role and balanced representation of juvenile justice issues, has been forwarded to the Administrator of OJJDP.)

JJAC recently revisited its role in view of these structural changes and various changes in personnel. The Council has chosen to focus on the mandatory roles for state advisory groups currently set forth in the Juvenile Justice and Delinquency Prevention Act, and to maximize the extent to which it is used as a forum for developing constructive state and local responses to trends and issues in juvenile justice.

JJAC's mission statement remains the following:

JJAC is dedicated to the prevention, control and treatment of juvenile delinquency through an effective and efficient juvenile justice system. The primary responsibilities of JJAC are:

- the administration of federal funds awarded to Maryland under the Juvenile Justice and Delinquency Prevention Act of 1974, as amended;
- monitoring compliance with the requirements of federal and State law regarding the removal of juveniles from adult jails and police lockups, the deinstitutionalization of status offenders, and the separation of juveniles from adults while in police custody;
- addressing the disproportionate representation of minority youth in the juvenile justice system, particularly in secure facilities;
- providing advice and recommendations to the Governor and appropriate units of State and local government regarding the juvenile justice system and delinquency prevention; and

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

- upon the request of the Governor, conducting special studies on juvenile crime, delinquency, and related areas.

This mission statement is consistent with JJAC's Statement of Purpose and Philosophy (adopted in December 1989):

The problem of juvenile delinquency is confronted in all areas of our State. Its causes are complex and require thoughtful planning by professionals and private citizens in order to develop appropriate responses. Public agencies and the private sector together must address the existing problems presented by those involved in the juvenile justice system [and] develop appropriate strategies to prevent "at risk" children and youth from entering the juvenile justice system. Accordingly, JJAC advocates that the highest standards of custody, care, treatment, protection, and fairness of treatment are maintained for youth throughout all phases of Maryland's juvenile justice process. Similarly, JJAC seeks to respond appropriately in a proactive and preventive manner to youth who are at risk of entry into the juvenile justice system.

1. ANALYSIS OF JUVENILE CRIME PROBLEMS AND JUVENILE JUSTICE NEEDS

A number of reports were reviewed in the preparation of this section: Department of Juvenile Justice, Three Year Plan, FY1998- FY2000, Reaching the Year 2000; 1995, 1994, 1992 Uniform Crime Reports: Crime in Maryland, Maryland State Police; The Commission on the Future of Maryland Courts, December 1996; Annual Report of the Maryland Judiciary, 1995-1996; Baltimore City Police Department, Juvenile Arrest Statistics for 1996; Office of Juvenile Justice and Delinquency Prevention, Juvenile Offenders and Victims: 1996 Update on Violence; Task Force on Juvenile Justice Reform, Cabinet Council on Criminal and Juvenile Justice, Making Communities Safe: Effective Juvenile Justice in Maryland, January, 1997; Final Report of the Governor's Task Force on Children, Youth, and Families System Reform, November, 1996; State Coordinating Council, 1994-95 Annual Report, Governor's Office for Children, Youth and Families; Maryland Association of Youth Services Bureaus, 1995 Annual Report.

a. Description of the System

(1) Structure and Function of the Juvenile Justice System

Department of Juvenile Justice

Article 83C of the Annotated Code of Maryland charges the Department of Juvenile Justice with the responsibility of providing care and treatment services to youths who are alleged to be

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

delinquent, in need of supervision, or pre-delinquent. A bill currently pending in Maryland's General Assembly would amend the purposes clause of the juvenile justice statute, and consequently the role of the Department of Juvenile Justice, by requiring that the system as a whole utilize a balanced approach. This is consistent with the Department's two-year-old mission statement: "The Maryland Department of Juvenile Justice seeks to ensure the safety of the citizens of the State by providing to juvenile offenders efficient and effective programs and services, which hold youths accountable for their behavior. Building upon a balanced and restorative justice strategy, the Department strives to assist youths, through family involvement and constructive programming, reach their full potential as valuable and positive members of society."

The Department's structure and appearance have changed substantially over the last 30 years. Created in 1966, the agency began as a principal department of Maryland State Government and was called the Department of Juvenile Services. In 1969, the Department was placed within the Department of Health and Mental Hygiene and renamed the Juvenile Services Administration. In 1987, the Administration was granted independent status and renamed the Juvenile Services Agency. In 1989, the agency was restructured and recognized once again as a principal department in Maryland. And in 1995, the Department was renamed the Department of Juvenile Justice.

The Department currently consists of three major divisions: Field Services; Program Services; and Residential Services. The Field Services division oversees intake, probation, protective supervision, and aftercare programs for youth. This division includes field offices in every jurisdiction (all 23 counties and Baltimore City). Field Services also manages the placement of youth under the Interstate Compact on Juveniles.

The Program Services division oversees the development, enhancement, implementation and general support of private-provider programs. Responsibilities include: program, grant and contract development; residential and non-residential placement of youth; coordination of substance abuse and mental health services; and program monitoring and licensing.

The Residential Services division runs all state-owned and operated residential programs, including detention facilities, commitment facilities and shelter care programs. This division is also responsible for the health, education and transportation of youth in state-run residential placements.

The state system includes five detention facilities (four of which are state-run), two shelter care programs, five Youth Centers (two of which are leadership challenge program, and one of which provides substance abuse treatment), two impact programs, the William Donald Schaefer House (a state-run substance abuse treatment program), and the Cheltenham Young Women's Facility (a commitment programs for girls which includes a substance abuse treatment program.)

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Law Enforcement

There are approximately 150 independent law enforcement agencies at the municipal, county, and state levels. The two (2) largest agencies are the Baltimore City Police Department and the Maryland State Police. In many of the rural counties, elected sheriffs have primary law enforcement responsibilities. As of September 30, 1996, there were 174 police lock-ups across the State, all of which were surveyed for purposes of monitoring Maryland's compliance with the core requirements of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

State's Attorney

All twenty-four (24) jurisdictions in the State have elected State's Attorneys who provide prosecutors for the courts. The major urban and suburban subdivisions have full-time staff assigned to the Juvenile Courts. According to Department of Juvenile Justice statistics, in FY 1995, 22,186 of the 55,170 intake cases reviewed by the Department were referred to State's Attorneys offices for formal prosecution.

Public Defender

A statewide Public Defender's Office provides representation for delinquent youth throughout Maryland. Private counsel represent a small percentage of youth in formal court hearings, although this percentage varies from jurisdiction to jurisdiction. In Fiscal Year 1995, the Public Defender provided representation in 13,852 cases across the State.

Court System

Circuit Courts exist in each county and in Baltimore City. These are courts of general jurisdiction, hearing all cases not placed within the exclusive jurisdiction of the District Court. Except in Montgomery County, their jurisdiction includes juvenile cases. (In Montgomery County, juvenile cases have been placed within the jurisdiction of the District Court.)

In Fiscal Year 1996, 40,903 juvenile cases were filed in Circuit Courts across the state, representing a decrease from the previous year for the first time in five years, but a 6.6 % net increase over filings in Fiscal Year 1992. These cases included 29,900 delinquency filings, a 6.2% decrease from Fiscal Year 1995, but a 4.4% increase over the 28,634 filings in Fiscal Year 1992. Despite a net increase in cases since 1992, the average time spent between the filing of a case and disposition decreased from 89 days in Fiscal Year 1992 to 59 days in Fiscal Year 1996. See Annual Report of the Maryland Judiciary, 1995-1996.

(2) System Flow

What follows is a series of charts and tables, demonstrating current trends with respect to Maryland's juvenile population, and the contact between juveniles and various parts of the juvenile justice system. The tables and charts are placed roughly in chronological order, providing

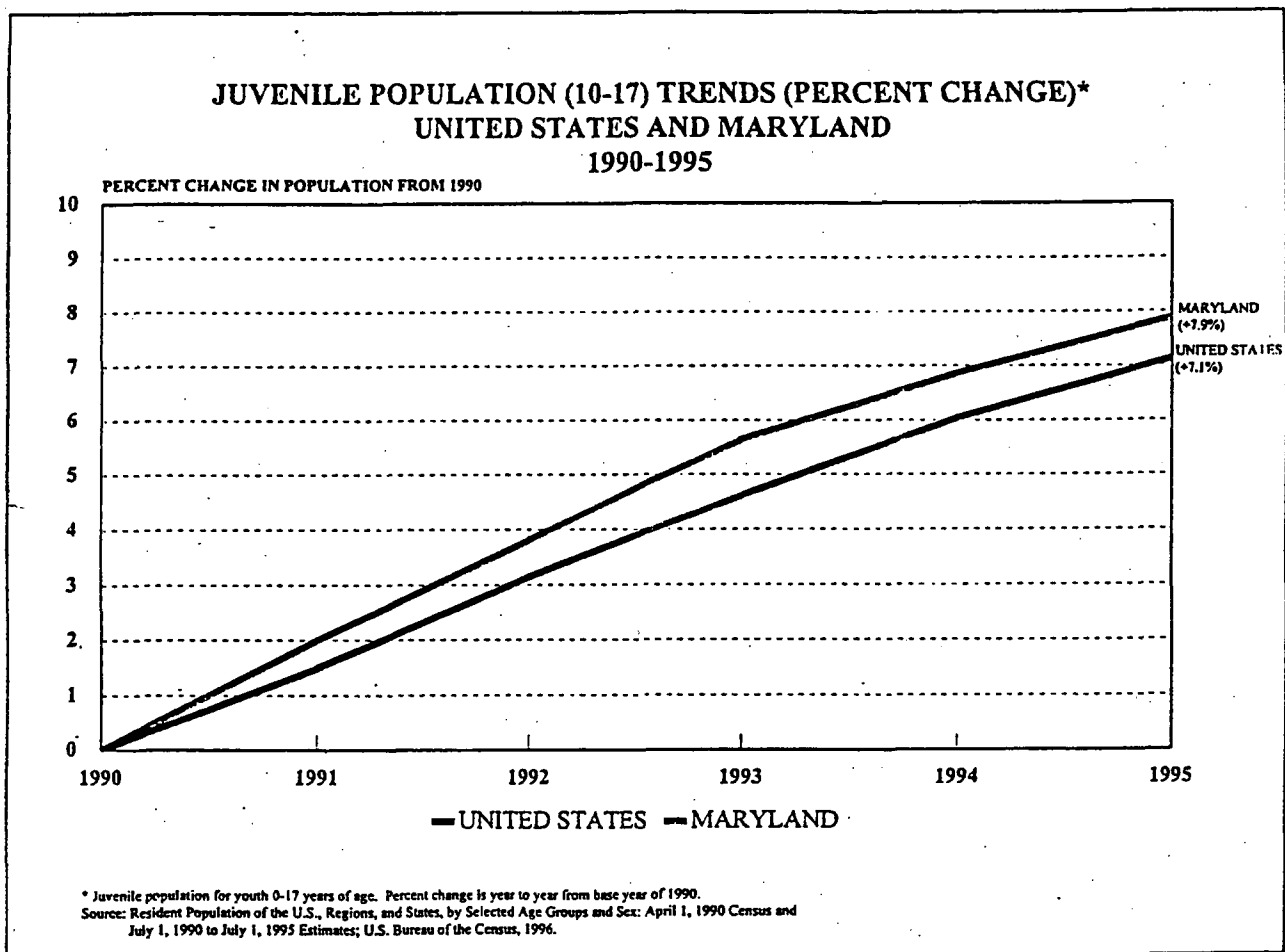
ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

a general overview of the at risk population followed by a breakdown of statistics pertaining to arrest, Department of Juvenile Justice intake, various dispositions, and recidivism.

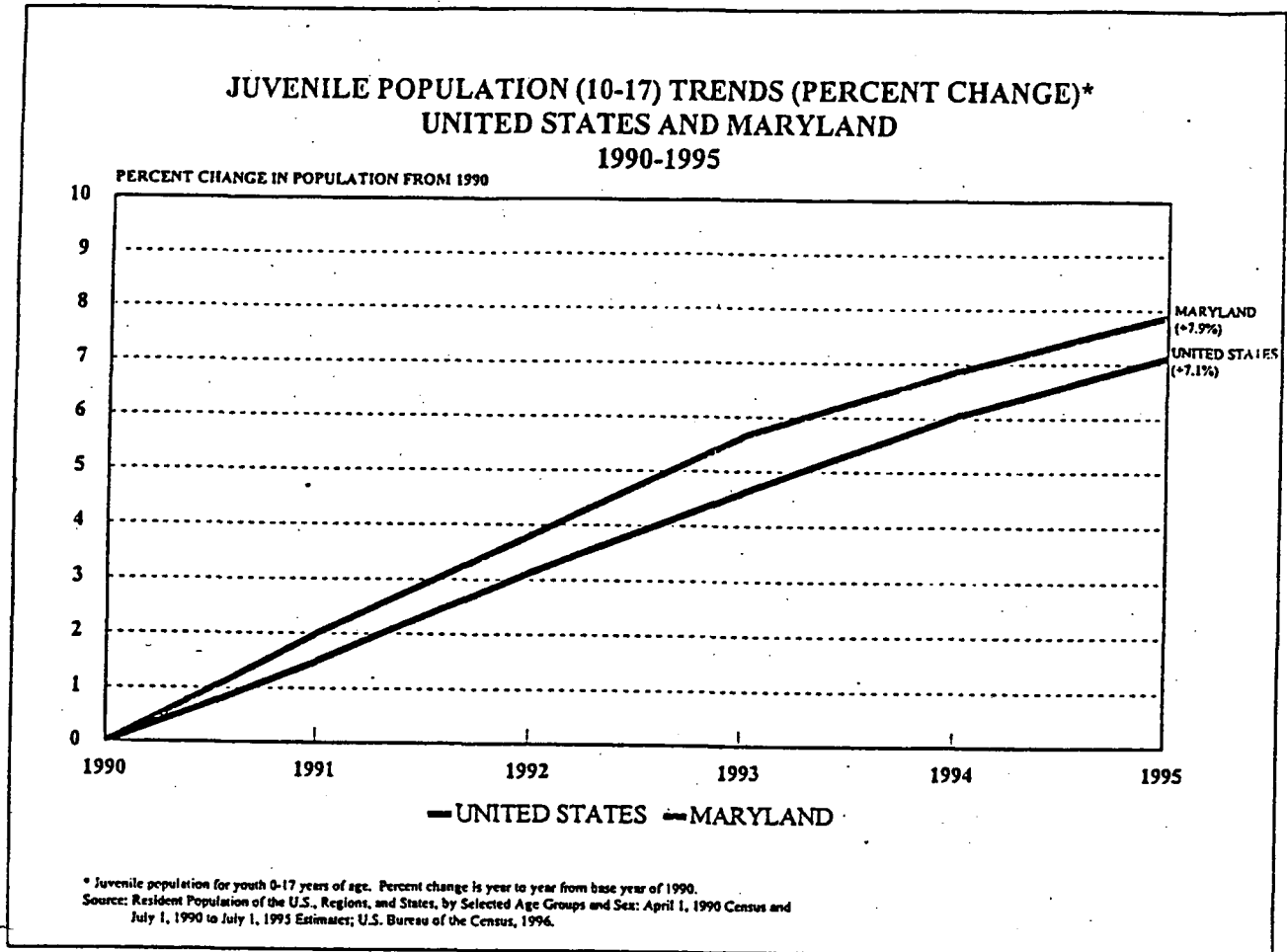
Population rise

As juvenile crime receives growing attention and the numbers of juvenile arrests and referrals to the Department of Juvenile Justice swell, planners have focused increasingly on juvenile population projections. As depicted below, Maryland's juvenile population increased by 7.9% between 1990 and 1995 and is projected to increase another 5% between 1995 and 2005.



ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System



Arrest data

In 1994, Maryland was the state with the fourth highest violent crime index, a statistic compiled from FBI and Census data which combines arrests for murder, forcible rape, robbery, and aggravated assault per 100,000 juveniles. See Juvenile Offenders and Victims: 1996 Update on Violence, National Center for Juvenile Justice, February 1996, Office of Juvenile Justice and Delinquency Prevention. The Uniform Crime Reports from the Maryland State Police indicate that the sum total of arrests in these four areas actually increased between 1994 and 1995, from 3,561 violent crime arrests in 1994 to 3,627 violent crime arrests in 1995.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

The number of arrests of persons under eighteen years old in Maryland during 1995 is set forth below, broken down by charged offense and compared to the number of total arrests and to the number of juvenile arrests in 1992.

**Arrests of Persons Under 18 Years of Age
Maryland 1995**

Type of Crime	Arrests of Persons Under 18	Percent of Total Arrests Within Same Type of Crime	Comparison to Arrests of Persons Under 18 in 1992
Murder and Nonnegligent Manslaughter	128	18.4% (697)	+23.1% (104)
Manslaughter by Negligence	1	5.9% (17)	-85.7% (7)
Forcible Rape	137	16.3% (839)	-22.2% (176)
Robbery	1,350	27.7% (4,881)	+36.5% (989)
Felonious Assault	2,012	25.9% (7,765)	+3.9% (1,936)
Breaking or Entering	2,692	27.2% (9,900)	-2.3% (2,755)
Larceny-Theft	8,709	26.3% (33,097)	+2.7% (8,482)
Motor Vehicle Theft	3,389	50.2% (6,748)	-9.9% (3,762)
Other Assaults	6,998	19.3% (36,307)	+46.5% (4,776)
Arson	401	63.1% (635)	+43.2% (280)
Forgery & Counterfeiting	76	6.8% (1,116)	+15.2% (66)
Fraud	113	3.1% (3,700)	+29.9% (87)
Embezzlement	28	6.1% (457)	+16.7% (24)
Stolen Property: Buying; Receiving; Possessing	101	20.9% (484)	+40.3% (72)
Vandalism	2,409	53.0% (4,547)	-8.8% (2,640)
Weapons: Carrying; Possessing, etc.	1,248	25.4% (4,910)	+3.7% (1,203)

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Type of Crime	Arrests of Persons Under 18	Percent of Total Arrests Within Same Type of Crime	Comparison to Arrests of Persons Under 18 in 1992
Prostitution & Commercialized Vice	9	0.4% (2,107)	-57.1% (21)
Sex Offenses (Except those listed above)	410	24.1% (1,700)	-18.3% (502)
Drug Abuse Violations	7,667	17.3% (44,323)	+113.9% (3,584)
Gambling	59	28.0% (211)	+34.1% (44)
Offenses Against Family & Children	44	2.6% (1,723)	+91.3% (23)
Driving Under the Influence	209	0.9% (23,761)	+11.2% (188)
Liquor Laws	1,310	26.0% (5,034)	+21.9% (1,075)
Disorderly Conduct	1,399	22.5% (6,214)	+43.6% (974)
Vagrancy	8	3.0% (267)	-83.7% (49)
All Other Offenses (Except Traffic)	7,445	8.9% (83,268)	+34.7% (5,527)
Suspicion	95	32.4% (293)	+31.9% (72)
Curfew & Loitering Violations	408	100% (408)	-29.5% (579)
Runaways	1,422	100% (1,422)	-16.2% (1,697)
TOTAL	50,277	17.5% (286,831)	+20.6% (41,694)

Source: Maryland State Police, Department of Public Safety and Correctional Services, 1995 Uniform Crime Reports: Crime in Maryland, Maryland: Central Records Division, Uniform Crime Reporting Section, Maryland State Police, December 1996; 1992 Uniform Crime Reports: Crime in Maryland, July 1993.

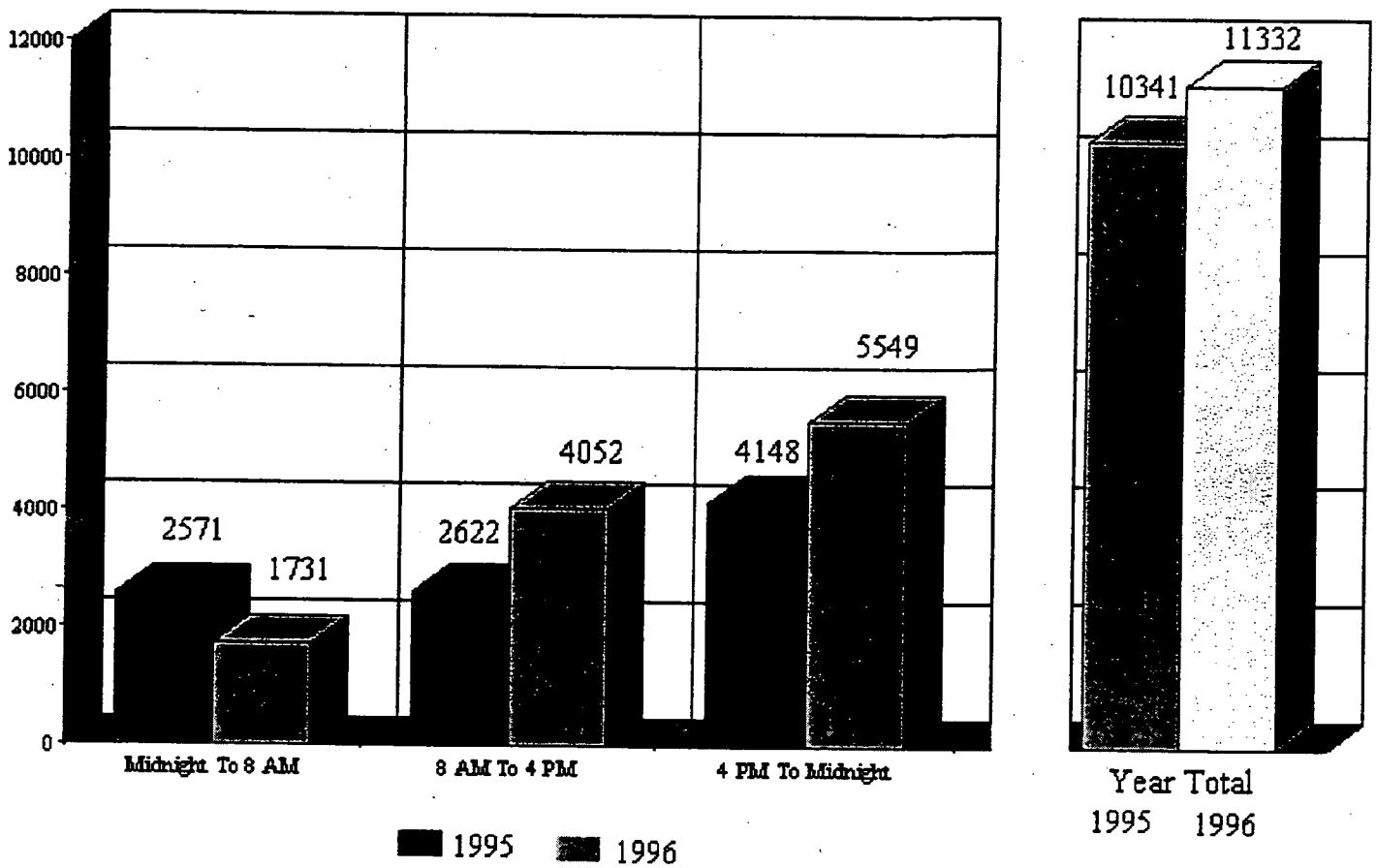
Between 1989 and 1995, Baltimore City accounted for an average of 29% of the State's juvenile arrests. In an effort to identify factors contributing to the high number of arrests and to facilitate systemic improvement of the initial juvenile booking and detention process in Baltimore City, the Juvenile Justice Advisory Council awarded a grant to the Baltimore City Police Department to compile and compare statistical and analytical information on juvenile arrestees in Baltimore City.

ANALYSIS OF JUVENILE CRIME PROBLEMS

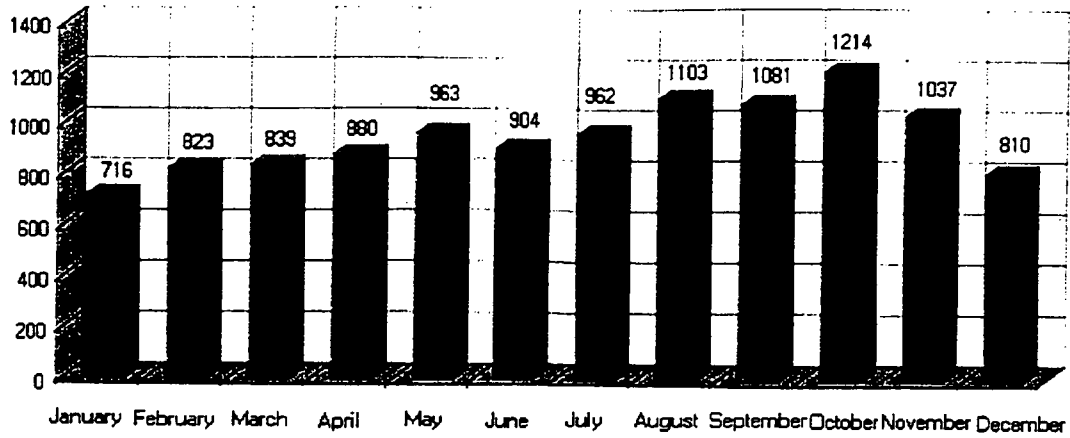
a. Description of System

An overview of the Baltimore City Police Department's findings for calendar year 1996 is set forth below.

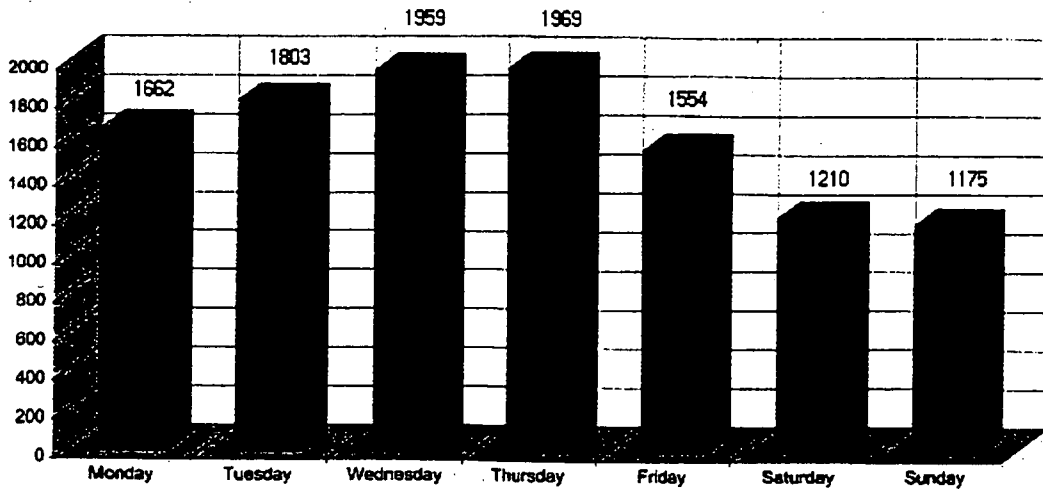
1995 - 1996 Arrest Comparison



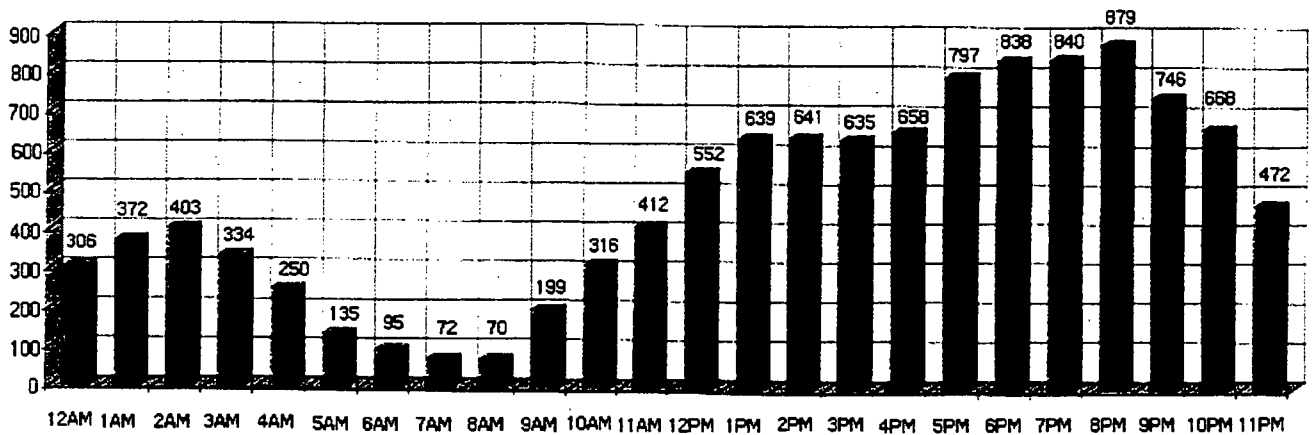
Arrest Frequency By Month



Arrest Frequency By Day Of The Week



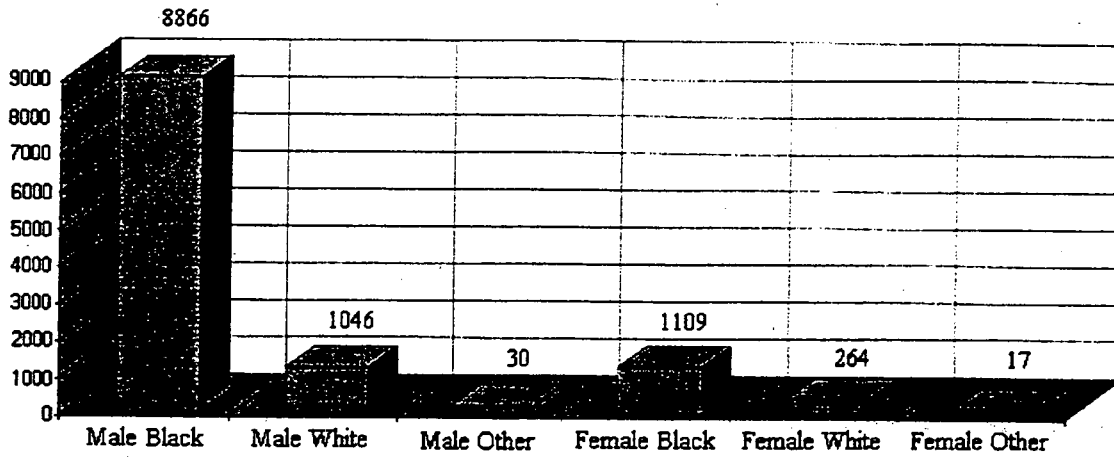
Arrest Frequency By Time Of Day Starting At Midnight



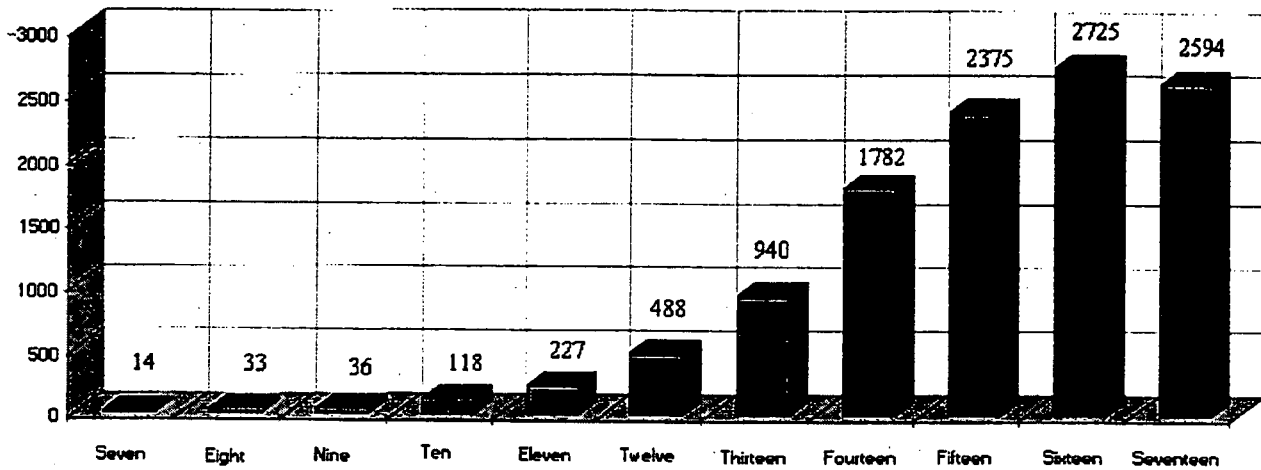
ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

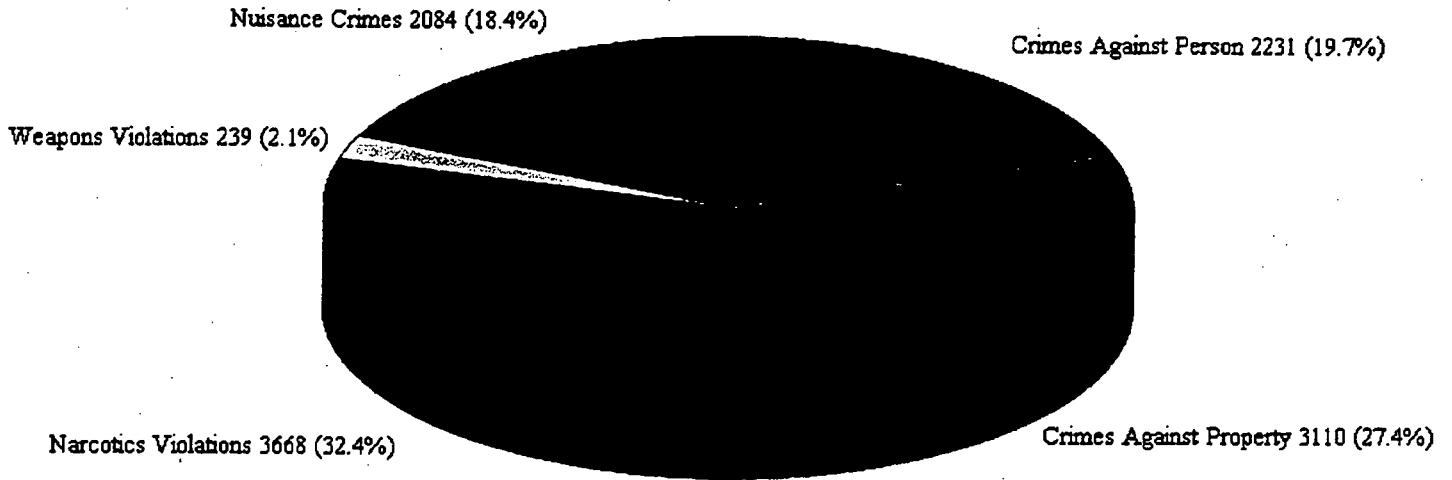
Arrest Frequency By Race And Sex



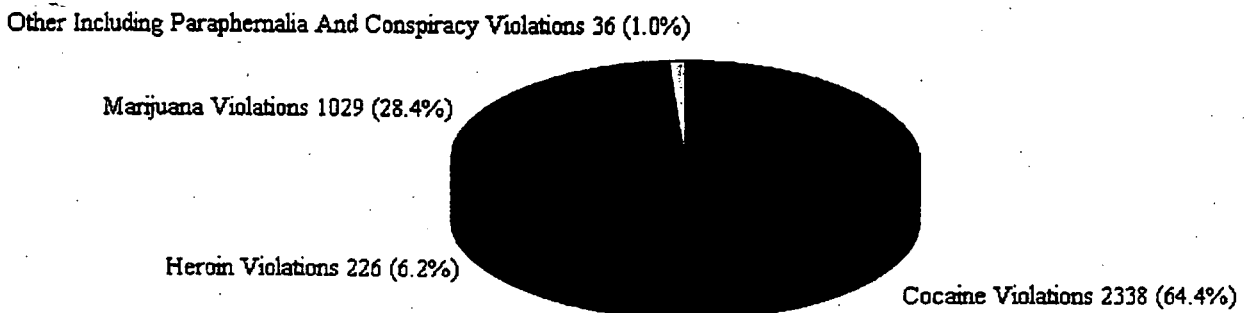
Arrest Frequency By Age



**Juvenile Arrest Frequency By Crime Category
Baltimore City 1996 Totals**



**Arrest Frequency By Narcotic Type
Arrest Total In Category 3629**



ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Waiver

Maryland, like many states, has adopted a variety of mechanisms by which a person under 18 years old can be charged in Criminal Court for a serious offense. Juveniles fourteen (14) years of age and older who are charged with committing a crime punishable by death or life in prison are automatically handled in Criminal Court. Similarly, juveniles sixteen (16) years of age and older who are charged with certain violent offenses are automatically handled in adult criminal court. In both these situations, the Criminal Court may transfer the case to Juvenile Court if it determines that such a move would be in both the public and juvenile's best interest. By the same token, the Juvenile Court can transfer any juvenile 15 years or older to Criminal Court after a hearing, if it is determined that there is little chance of rehabilitation or treatment.

The number of youth impacted by statutory exclusion, judicial waiver, and reverse waiver is difficult to measure at this point. While the Uniform Crime Reports prepared by the Maryland State Police include a means of measuring age, and consequently tracking the arrests of people by age, the Administrative Office of the Courts currently does not track date of birth so that the number of people under age eighteen (18) who are initially charged in Criminal Court cannot be tracked. (See Technical Assistance section for request pertaining to assistance with database development.)

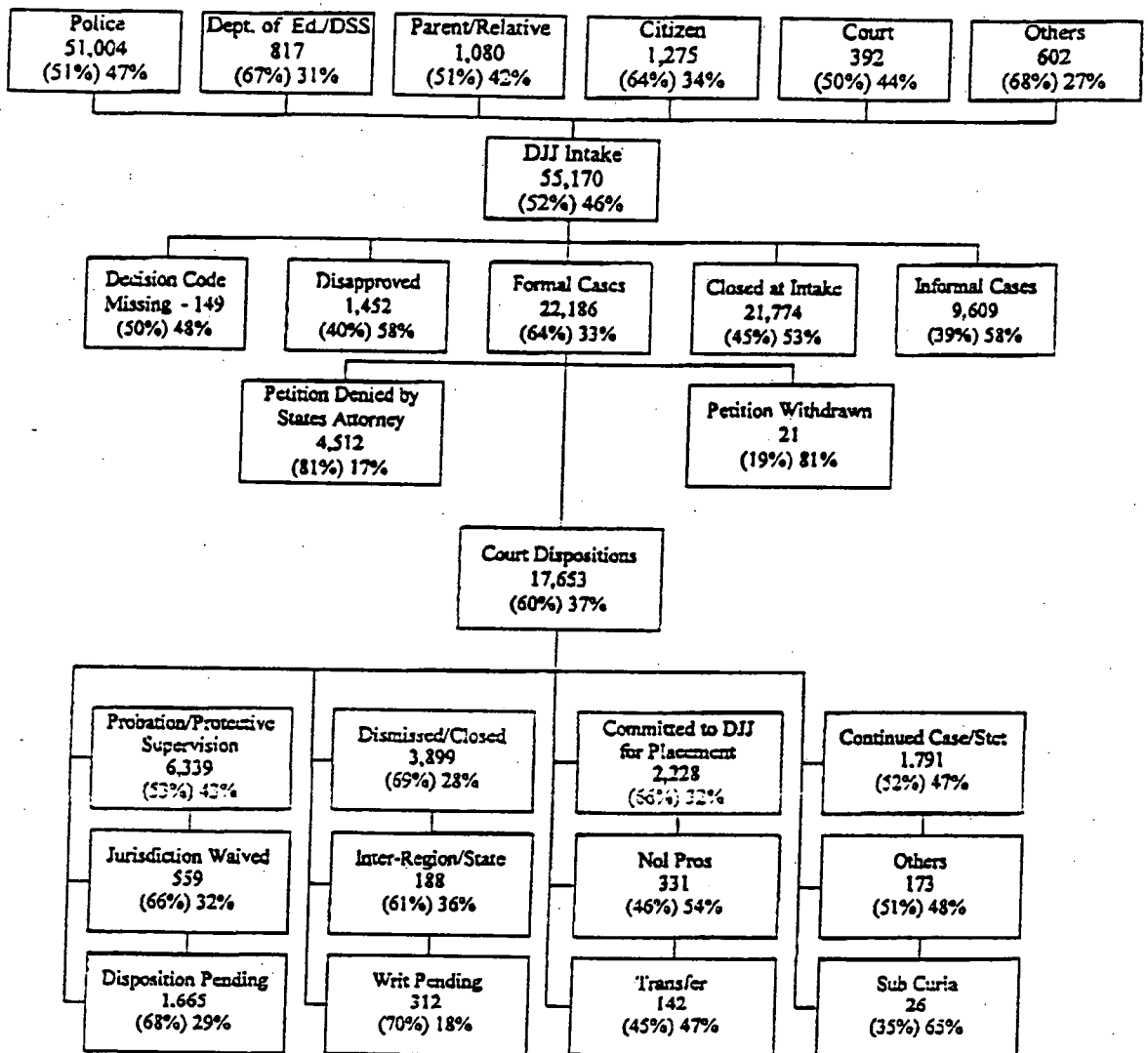
Intake

In each of the last five years, the Department of Juvenile Justice has received some 50,000 referrals for its intervention. Not surprisingly, the overwhelming majority of these referrals come from law enforcement agencies across the State. As indicated below, during Fiscal Year 1995 40% of those cases referred to the Department's Intake Unit were subsequently forwarded to the State's Attorney's Office for prosecution, another 17% were retained by the Department for informal supervision without the Court's intervention, and 39% of referrals were closed subsequent to an interview with the referred juvenile.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

**Flow Chart of Case Referrals in the Maryland Juvenile Justice System
FY 1995**



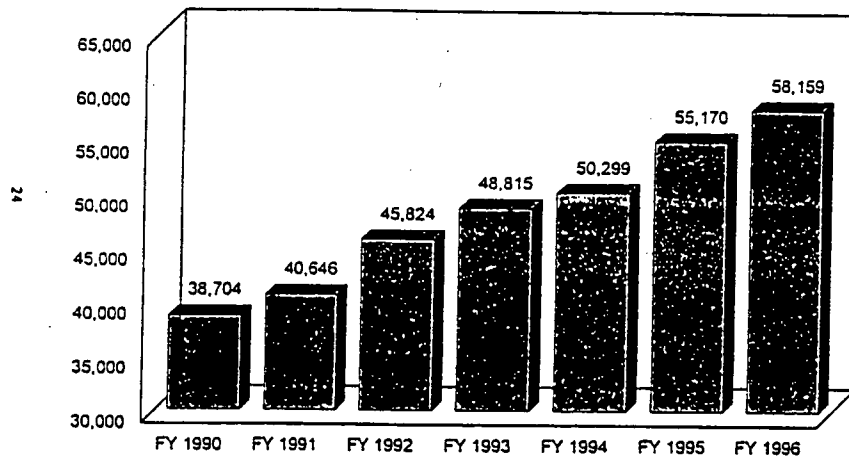
Note: Percentages for African-Americans are shown in parentheses.
Percentages for Whites are shown without parentheses.
Total percentages may not add to one hundred - the remainder is the "other race" group percentages.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

The number of cases referred to the Department for intervention has increased steadily over the last five years. As indicated in the chart and table set forth below, the number of referrals during Fiscal Year 1996 represented a 5.4% increase over Fiscal Year 1995, and a 50.3% increase over Fiscal Year 1990.

Maryland Department of Juvenile Justice
Total Intake Referrals by Fiscal Year
1990-1996



Source: State of Maryland Department of Juvenile Justice Statistical Report: Intake and Non-Residential and Residential Services, Fiscal Year 1994

**Number and Percent of Intake Cases by Jurisdiction
FY 1993 - FY 1996**

Jurisdiction/ Area	1993	1994	1995	1996	% Change 95 to 96
Baltimore City	16,946 (34.7%)	13,947 (27.7%)	13,884 (25.2%)	16,455 (28.3%)	18.5%
Anne Arundel	3,581 (7.3%)	4,124 (8.2%)	4,829 (8.8%)	4,896 (8.4%)	1.4%
Baltimore	5,783 (11.8%)	6,472 (12.9%)	7,966 (14.4%)	9,607 (14.8%)	8.0%
Carroll	882 (1.8%)	1,124 (2.2%)	1,128 (2.0%)	1,218 (2.1%)	8.0%
Harford	1,074 (2.2%)	1,289 (2.6%)	1,348 (2.4%)	1,273 (2.2%)	-5.6%
Howard	868 (1.8%)	1,166 (2.3%)	1,595 (2.9%)	1,642 (2.8%)	2.9%

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Jurisdiction/ Area	1993	1994	1995	1996	% Change 95 to 96
Allegany	585 (1.2%)	767 (1.5%)	999 (1.8%)	1078 (1.9%)	7.9%
Frederick	1,512 (3.1%)	1,615 (3.2%)	2,045 (3.7%)	1,809 (3.1)	-11.5%
Garrett	167 (.3%)	186 (.4%)	194 (.4%)	207 (.4%)	6.7%
Montgomery	3,515 (7.2%)	4,174 (8.3%)	5,044 (9.1%)	5,132 (8.8%)	1.7%
Washington	1,013 (2.1%)	1,169 (2.3%)	1,138 (2.1%)	1,211 (2.1%)	6.4%
Caroline	329 (.7%)	357 (.7%)	466 (.8%)	450 (.8%)	-3.8%
Cecil	838 (1.7%)	804 (1.6%)	1,152 (2.1%)	1,078 (1.9%)	-6.6%
Dorchester	433 (.9%)	550 (1.1%)	527 (1.0%)	507 (.9%)	-3.8%
Kent	176 (.4%)	202 (.4%)	235 (.4%)	300 (.5%)	27.7%
Queen Anne's	327 (.7%)	285 (.6%)	456 (.8)	401 (.7%)	-12.1%
Somerset	217 (.4%)	184 (.4%)	230 (.4%)	235 (.4%)	2.2%
Talbot	524 (1.1%)	459 (.9%)	617 (1.1%)	576 (1.0%)	-6.6%
Wicomico	960 (2.0%)	1,116 (2.2%)	1,262 (2.3%)	1,303 (2.2%)	3.2%
Worcester	838 (1.7%)	1,083 (2.2%)	1,182 (2.1%)	1,148 (2.0%)	-2.9%
Calvert	673 (1.4%)	883 (1.8%)	828 (1.5%)	904 (1.6%)	9.2%
Charles	1,216 (2.5%)	1,394 (2.8%)	1,324 (2.4%)	1,355 (2.3%)	2.3%

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Jurisdiction/ Area	1993	1994	1995	1996	% Change 95 to 96
St. Mary's	756 (1.5%)	842 (1.7%)	820 (1.5%)	903 (1.6%)	10.1%
Prince George's	5,600 (11.5%)	6,107 (12.1%)	5,899 (10.7%)	5,472 (9.4%)	-7.2%
State Total	48,815	50,299	55,170	58,158	5.4%

The types of cases referred to the Department of Juvenile Justice have remained fairly consistent over the last six years. As set forth below, property crimes still constitute the largest portion of intake cases.

Percent of Intake Cases by Referral Type

Fiscal Year	Person to Person	Property	Alcohol or Drugs	CINS	Other
1990	19%	46%	14%	6%	15%
1991	19%	49%	11%	6%	15%
1992	20%	46%	12%	6%	16%
1993	21%	43%	14%	6%	17%
1994	22%	43%	15%	6%	15%
1995	22%	42%	18%	5%	15%
1996	24%	37%	20%	4%	16%

Detention/Commitment

As the number of cases referred to the Department of Juvenile Justice for intake has increased, so too, has the number of youths detained pending disposition of their case. As indicated in the following table, during Fiscal Year 1996, Maryland's detention centers handled an average daily population of 448, 68% over the facilities' capacity. While an improvement over Fiscal Year 1995, the Department's projections indicate that overcrowdedness is likely to worsen in the next two years. Even with the addition of 144 beds from the proposed Baltimore City Juvenile Justice Center, 24 beds from a proposed facility in Western Maryland, and 24 beds from a proposed facility in the lower Eastern Shore, the Department's figures project the average daily population in detention facilities in Fiscal Year 2006 at 46.8% over the facilities' usable architectural capacity.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Actual and Projected Detentions

Fiscal Year	Projected 11-17 Populat'n	Expected Intake	Expected Detention Admission	Length of Stay (days)	Average Daily Populat'n	Capacity	Deficiency	Percent Over Capacity
1990	391,849	38,704	4,332	23	272	242	30	12.4%
1991	403,651	40,646	5,309	23	334	242	92	38%
1992	414,815	45,824	5,112	23	322	242	80	33.1%
1993	428,215	48,815	5,129	23	323	242	81	33.6%
1994	442,388	50,299	5,722	24	378	266	112	42.1%
1995	452,448	55,170	6,611	26	479	266	213	80.1%
1996	464,025	58,159	6,369	26	448	290 ¹	182	68.4%
1997	475,174	60,809	6,981	24	459	266	193	72.6%
1998	485,161	63,518	7,292	24	479	266	213	80.3%
1999	493,976	66,292	7,610	24	500	266	234	88.1%
2000	503,052	69,233	7,948	24	523	410 ²	113	27.6%
2001	513,108	72,393	8,311	24	546	410	136	33.2%
2002	522,275	75,668	8,687	24	571	458 ³	113	24.7%
2003	529,291	78,989	9,068	24	596	453	138	30.2%
2004	532,684	82,277	9,445	24	621	458	163	35.6%
2005	533,163	85,588	9,826	24	646	458	188	41.1%
2006	533,230	89,094	10,228	24	673	458	215	46.8%

¹Actual usable capacity was 266 because of phased construction at Waxter Center.

²Reflects the addition of 144 detention beds from the proposed Baltimore City Juvenile Justice Center.

³Reflects the addition of 24 beds from a proposed facility in Western Maryland and 24 beds from a proposed facility in the lower Eastern Shore.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

The Department's Daily Facility Census Log from June 30, 1996, provides a snapshot of the residential facilities across the state, including detention facilities, and the number of youths held in each.

MARYLAND DEPARTMENT OF JUVENILE JUSTICE Division of Residential Services				Total Count = 1231
DAILY FACILITY CENSUS LOG				06/30/96
		Today's	Data:	
-----		Count	Capacity	Rated %
COMMITTED PROGRAMS				
Wm. D. Schaefer House		19	19	100%
Living Classroom @ MYRC		9	12	75% @ZMP
Young Women's Facility (F)		23	28	82%
Victor Cullen		184	184	100% @CONTRACT
Youth Centers				
Greenridge		52	45	116%
Savage		51	45	113%
Backbone		0	45	0%
Meadow Mountain Drug Treatment		40	35	114%
Maple Run		52	45	116%
YC Total =		195	215	91%
CHHS				
E 1		30	24	125%
E 2		30	24	125%
E 4		24	24	100%
E 5		30	24	125%
E 6		30	24	125%
S 7		24	24	100%
I 8		26	24	108%
I 9		25	24	104%
I 14		24	24	100%
I 15		26	24	108%
CHHS Com. Total =		269	240	112%
DETENTION PROGRAMS				
Cheltenham Youth Facility	6	78	40	195%
	8	81	40	203%
	9	40	40	100%
Cornish		34	23	148%
McGuire		26	24	108%
CYT Total =		259	157	155%
Alfred Noyes				
Males		59		
Females		9		
Noyes Total =		68	57	119%
Waxter				
Males (A)		43	40	108%
Females (B)		30	35	86%
Waxter Total =		73	75	97%
Washington Co. Holdover				
Males		5		
Females		1		
Holdover Total =		6	8	75%
J. Deweese Carter				
Males		27		
Females		3		
J. Deweese Total =		30	27	111%
CHHS				
		3		
CHHS Det. Total =		51	48	106%
SHELTER CARE PROGRAMS				
Cheltenham Shelter Care	Male	13		
	Female	4		
Cheltenham Total =		17	20	85%
MYRC Shelter Care	Male	28	30	93%
45 = Total Shelter				
SUMMARY STATISTICS				
Males Committed (Includes CHHS)		676	97%	>
Females Committed		21	82%	>
Total Committed (Includes CHHS)		699	97%	>
Males Detained		444		>
Females Detained		43		>
Total Detained		487	127%	>
CHHS Enhanced		144	120%	>
CHHS Impact		101	105%	>
Total CHHS		320	111%	>
PENDING PLACEMENT				
CYT				
Noyes Center				
Waxter Center				
Carter Center				
CHHS Detained				
Total Pending				

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

Recidivism

In 1996, the Maryland General Assembly's Joint Chairman's Report included a request that the Department of Juvenile Justice begin a process of recidivism analysis for its residential programs. The Department responded promptly and on January 1, 1997, issued a review of the individual juvenile and adult criminal justice records of the 947 youths who were released from the system's larger residential facilities in Fiscal Year 1994. (Facilities included were: all five Youth Centers in Western Maryland, Charles H. Hickey Jr. Enhanced Security Program, Charles H. Hickey Jr. Impact Program, Thomas J. O'Farrell Youth Center, Victor Cullen Academy, and Young Women's Facility at Cheltenham.) All 947 youths were released by June 30, 1994, so that 2.5 years had passed by the time of the Department's review.

Recidivism Measures	Recidivism Rates
Re-referral Juvenile	55%
Re-adjudication Delinquent	22%
Re-commitment Juvenile	15%
Criminal Referral	61%
Criminal Conviction	43%
Criminal Incarceration	35%
Re-referral – Juvenile/Criminal	82%
Re-adjudication/ Conviction	58%
Re-commitment/ Incarceration	46%

The youths included in the recidivism report averaged 8.4 previous referrals to the Department of Juvenile Justice at the time of their placement in one of the programs listed above, and 16.8 years of age at the time of their release. As these youth account for only 2.6% of the youth seen by the Department's intake staff during FY 1994, the Department hopes to complete a system-wide review of recidivism rates by July 1, 1997, examining each major stage of the juvenile justice system.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

(3) Service Network

Maryland has made numerous efforts to coordinate its services to children, youth and families, including those youth in contact with the juvenile justice system. While this is positive in the sense that everyone acknowledges the need to work together, it also presents a challenge in terms of harmonizing the different comprehensive strategies currently in various stages of development and implementation. Many of the institutions involved in developing coordination efforts are described below.

Cabinet Council on Criminal and Juvenile Justice

Subsequent to the election of Governor Parris N. Glendening and Lieutenant Governor Kathleen Kennedy Townsend, the Cabinet Council on Criminal and Juvenile Justice was formed by Executive Order in recognition of the "need for enhanced coordination, collaboration, and cooperation among the agencies of State government regarding crime, delinquency, public safety, and other criminal and juvenile justice issues." The Cabinet Council includes the Lieutenant Governor, the Attorney General, the Secretary of Public Safety and Correctional Services, the Secretary of the Department of Juvenile Justice, the State Superintendent of Schools, the Superintendent of the Department of State Police, the Secretary of Housing and Community Development, the Secretary of Health and Mental Hygiene, the Secretary for Economic and Employment Development, the Secretary of the Department of Human Resources, and the Special Secretary for Children, Youth and Families. Pursuant to Executive Order 01.01.1996.05, the Cabinet Council "shall function and convene as the single advisory body to the Governor's Office of Crime Control and Prevention."

Task Force on Juvenile Justice Reform

Shortly after the inception of the Cabinet Council, Chairperson Kathleen Kennedy Townsend established a Task Force on Juvenile Justice Reform. The Task Force membership included citizens and juvenile justice and other child-serving professionals from across the State as well as several members of the Juvenile Justice Advisory Council. The Task Force recently released its findings and recommendations in a report entitled, "Making Communities Safe: Effective Juvenile Justice Reform in Maryland." The report identified six strategies for reforming the juvenile justice system:

- Provide swifter system processing and expanded dispositional options for serious, violent and chronic juvenile offenders;
- Enhance prevention and early intervention efforts;
- Adopt a "graduated sanctions" framework to provide greater sanctions options;
- Implement a "balanced approach" -- one that incorporates concerns for community protection, offender accountability, and competency development - to define system purposes;

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

- Adopt and operationalize the concept of “restorative justice” which requires offenders to repair or restore the harm they have caused to victims and communities; and
- Aggressively involve community members, organizations and institutions in the delivery of juvenile justice services.

Subcabinet on Children, Youth and Families

The Subcabinet on Children, Youth, and Families was created in 1989 by Executive Order in response to concerns about gaps in the child and family service delivery systems and to the award of a \$7.5 million grant from the Annie E. Casey Foundation. In 1990, the General Assembly passed legislation requiring local jurisdictions to create “local planning entities,” later renamed “local management boards,” for the implementation of interagency services. In 1992, the General Assembly passed legislation requiring the Subcabinet to focus on developing a statewide family preservation system and addressing the number of children in out-of-state placements. In 1993, the General Assembly passed legislation essentially codifying the Executive Order which created the Subcabinet. In 1994, legislation was passed which required the beginning of a statewide system of interagency budgeting and funding. In 1995, a \$37 million fund was established for addressing family preservation and out-of-home placement issues. And in 1996, the Subcabinet Fund was expanded to \$98 million by reallocating budget lines from other child-serving agencies including, for example, the funding for Youth Service Bureaus, described further below.

Governor’s Task Force on Children Youth and Families Systems Reform Initiative

In 1996, Governor Glendening created the Task Force on Children, Youth, and Families Systems Reform to address concerns raised at both State and local levels about the future of systems reform in Maryland. Chaired by Lieutenant Governor Kathleen Kennedy Townsend, the Task Force held four regional public meetings around the state and obtained assistance from a consultant and financial strategist with systems reform experience in other states. The Task Force clarified the Mission of Systems Reform:

The mission of services to children and families in Maryland as outlined in Article 49D Ann. Code of Maryland is to promote a stable, safe, healthy environment for ALL children and families, thereby increasing self-sufficiency and family preservation. This requires a comprehensive, coordinated interagency approach providing a continuum of care that is family and child-oriented and emphasizes prevention, early intervention, and community-based services. Priority shall be given to children and families most at-risk.

Additionally, the Task Force recommended that Maryland:

- Enact a results based system;
- Expand local authority to determine service needs; and
- Create a State Commission on Children, Youth, and Families.

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

State Coordinating Council

The State Coordinating Council was established by Executive Order in 1982 in order to reduce the number of children placed in residential treatment facilities. Since then, the Council's focus has narrowed to those children placed in out-of-state residential treatment facilities. The cases of children actually placed out-of-state or at risk of out-of-state placement are reviewed regularly at the local level via Local Coordinating Councils (LCCs) to ensure that local and in-state resources are accessed wherever possible. The current practice of sending recommendations for out-of-state placement to the State Coordinating Council is about to be amended to allow those jurisdictions with Local Management Boards to approve placement at the local level. The provision of local and state review of out-of-state placements has helped significantly in the identification of areas in which the State's own resources are inadequate. (See the Data and Needs Analysis section below for a further discussion of needs identified as a result of the State Coordinating Council's work.)

Youth Service Bureaus

Twenty-one (21) community-based youth service bureaus exist across the State, providing prevention and early intervention services to children, youth, and families. Core services provided at each bureau include: individual and family counseling; group counseling; crisis counseling; suicide prevention; substance abuse assessment; and information and referral. Additionally, many of the bureaus offer: parent education and support programs; tutoring and homework assistance; skill development workshops; testing and evaluation; therapeutic adventure recreation; and job placement assistance. The bureaus have been funded through a combination of federal, state, and local grants which, until recently, included funds from the Department of Juvenile Justice. Funds for the Youth Service Bureaus from the Department of Juvenile Justice were recently reallocated to the Subcabinet on Children, Youth, and Families. A follow-up study of youth receiving formal counseling services from the Youth Service Bureaus indicated that 95.3% of these youth had not been adjudicated delinquent during the two years following their involvement with the Youth Service Bureaus.

Prevention Office, Alcohol and Drug Abuse Administration

Maryland's Alcohol and Drug Abuse Administration includes a Prevention Office which provides direction and technical assistance to local jurisdictions through prevention coordinators located in each jurisdiction's health department or county executive's office. The prevention coordinators facilitate a variety of programs designed to reduce the likelihood of youths' involvement with alcohol and other drugs, including peer leadership, latch-key, mentoring, peer resistance, self enhancement and job readiness programs. It is hoped that during the three years covered by this plan, increased coordination between these prevention efforts and Title V programs will occur.

HotSpot Communities Initiative

Governor Parris N. Glendening and Lieutenant Governor Kathleen Kennedy Townsend recently

ANALYSIS OF JUVENILE CRIME PROBLEMS

a. Description of System

launched the HotSpot Communities Initiative, a community-based strategy to address crime and fear of crime in 36 neighborhoods across the State. The underlying theory of this strategy is that resources and actions which are coordinated and concentrated in identifiable neighborhoods are more effective than isolated responses. Neighborhoods are being asked to develop strategies which include the following core elements: a mobilized community; community policing; a plan for addressing nuisance properties and physical problems such as trash and graffiti; community probation at the juvenile and adult levels; youth prevention activities; and, a mechanism for coordinating the different pieces of the strategy. Neighborhoods are also being invited to develop neighborhood-based juvenile intervention programs, including projects which provide immediate intervention for first and second-time offenders; intermediate sanctions for more serious offenders not requiring detention; and aftercare services for youth in secure facilities who are ready to return to the neighborhood. Pilot projects in Maryland suggest that a well-coordinated, comprehensive strategy, with extensive community support, can produce reductions in crime of 25% or more over a two-to-three year period.

Comprehensive Strategy for Serious Chronic and Violent Offenders

Finally, Maryland was fortunate to be one of five states selected for technical assistance in developing a comprehensive strategy for dealing with serious, chronic and violent offenders. The Department of Juvenile Justice has been designated the lead agency for purposes of this grant and has already begun plans for providing training and assistance to the key leaders in Baltimore City, Charles, Montgomery, Prince George's, Washington, and Wicomico counties.

Clearly there is agreement across the State that a continuum of services will be more cost-effective and will ultimately better serve children and their families. Where the youth involved in the juvenile justice system fit into that continuum is a little less clear. (See Technical Assistance section for request pertaining to strategy/program coordination.)

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

b. Data and Needs Analysis

Introduction

The information in this section depicts trends for youth in Maryland's juvenile justice and related systems. Information from the Maryland State Department of Education, Governor's Office for Children, Youth, and Families, Maryland Department of Juvenile Justice, Governor's Office of Crime Control and Prevention, Annie E. Casey Foundation, National Council on Crime and Delinquency, and Advocates for Children and Youth was reviewed both to identify the number of youth at risk of poverty, school failure, social alienation, and, ultimately, delinquency, and to clarify the special needs of youth at risk of entering or already involved in the juvenile justice system. Data and needs analyses are presented in the following order: child well-being profiles for the State of Maryland, Baltimore City, and individual jurisdictions; education (including special education services); out-of-state placements; mental health; alcohol and substance abuse; gender-specific services; conversion to managed care; and welfare reform.

Profiles of Child Well-Being

In recent years, the Annie E. Casey Foundation has facilitated comprehensive reviews of the conditions in which families and children are living in all 50 states, in the country's 50 largest cities, and in individual jurisdictions within the states. These profiles of child well-being indicate a clear need to prioritize children in Maryland. The State's overall ranking of thirty-first (31) among states for child well-being portends continuing growth of the juvenile justice system. In Baltimore City, the picture is even more bleak: the City ranks in the lower half of the United States' 50 largest cities in every single indicator of child well-being.

Annie E. Casey Foundation, Profile of Child Well-Being in Maryland 1993 Kids Count Data Book, 1996

Indicators	MD rate, 1985	MD rate, 1993	Nat'l rate, 1993	MD's rank in nation
Percent low birth-weight babies	7.6	8.5	7.2	43
Infant mortality rate*	11.9	9.8	8.4	42
Child death rate Ages 1-14*	32	29	30	23
Teen violent death rate* Ages 15-19	56	69	69	27

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Indicators	MD rate, 1985	MD rate, 1993	Nat'l rate, 1993	MD's rank in nation
Teen birth rate Ages 15-17 **	29	34	38	27
Juvenile violent crime arrest rate Ages 10-17*	596	681	506	47
Percent of teens who are high school dropouts Ages 16-19	8	8	9	21
% of teens not attending school and not working, Ages 16-19	9	10	10	26
% of children in poverty	13	15	21	12
% of families headed by a single parent	24	26	26	29

* Deaths/arrests per 100,000 children.

** Births per 1,000 females.

Maryland's National Composite rank of 31 is particularly striking given its number 12 ranking for percent of children living in poverty. While at first glance this may suggest a looser link between poverty and other negative incomes than is commonly believed, the data presented below suggests that pockets of poverty are concentrated in Baltimore City and some of the State's rural counties, and that children in these particular areas face the most serious challenges.

Annie E. Casey Foundation, Data on the Well-Being of Children in Baltimore City Kids Count, 1997

Indicators of Child Well-Being	Baltimore's Rate	50-City Average Rate	Baltimore's Rank
% low birth-weight babies in 1994	13.6%	9.0%	47

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Indicators of Child Well-Being	Baltimore's Rate	50-City Average Rate	Baltimore's Rank
Infant mortality rate in 1991	13.2	11.1	39
% of births to mothers who received late or no prenatal care in 1994	7%	6%	33
% of births to females under age 18 in 1994	11%	7%	48
% of youths ages 16-19 who were high school drop-outs in 1990	21%	14%	48
% of youths ages 16-19 who were unemployed in 1990	23%	22%	30
% of children under 15 who lived in households receiving public assistance in 1989	32%	21%	42
% of children in poverty in 1989	32%	27%	35
% of children in single-parent families in 1990	53%	35%	48
% of children who lived in distressed neighborhoods in 1990	33%	17%	44

The Casey study of the country's 50 largest cities confirmed that children living in larger cities are more likely to be worse off than children in the nation as a whole. While predictable, this fact also requires acknowledgment that even when compared with other large urban areas facing similar challenges, Baltimore City ranks near the bottom in most indicators of child well-being. Particularly striking is that as of 1990, one-third of Baltimore City's children lived in distressed neighborhoods and in families with incomes under the poverty threshold.

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

The data in the following table demonstrates that while Baltimore City's children are clearly at high risk for negative outcomes including delinquency, children in the rural counties of Maryland also face substantial challenges.

Risk Characteristics of Maryland Jurisdictions
By the Numbers – Governor's Office for Children, Youth and Families, January 1997
 (State rank for risk is denoted under each percentage)

Jurisdiction	% Children in Poverty	% Children Receiving AFDC	Unemployment Rate	Child Abuse & Neglect Rate	Teen Birth Rate**	Teen Violent Crime Arrest Rate*
Allegany	24.0 (2)	13 (5)	9.04 (5)	11.0 (4)	41.3 (15)	38.2 (13)
Anne Arundel	5.6 (19)	5 (17)	4.25 (17)	6.2 (14)	34.5 (18)	21.4 (19)
Baltimore City	32.2 (1)	36 (1)	8.08 (7)	19.3 (1)	107.2 (1)	182.1 (1)
Baltimore Co.	6.8 (15)	7 (13)	5.26 (11)	4.5 (19)	33.2 (20)	104.5 (3)
Calvert	6.5 (18)	5 (17)	4.08 (20)	4.5 (19)	36.2 (17)	43.7 (10)
Caroline	13.9 (8)	10 (7)	6.23 (10)	7.7 (8)	72.5 (3)	24.3 (18)
Carroll	4.0 (23)	3 (23)	4.11 (19)	3.4 (23)	24.6 (23)	9.4 (23)
Cecil	9.1 (13)	5 (17)	8.20 (6)	10.9 (5)	49.2 (10)	30.8 (16)
Charles	5.4 (21)	9 (9)	3.42 (21)	6.4 (12)	44.2 (12)	35.5 (14)
Dorchester	19.5 (3)	16 (3)	10.87 (2)	12.7 (2)	79.3 (2)	68.0 (6)
Frederick	5.6 (19)	4 (21)	3.20 (22)	5.9 (16)	31.0 (21)	56.8 (7)
Garrett	18.9 (4)	7 (13)	9.99 (4)	6.4 (12)	54.4 (8)	11.0 (22)

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Jurisdiction	% Children in Poverty	% Children Receiving AFDC	Unemployment Rate	Child Abuse & Neglect Rate	Teen Birth Rate**	Teen Violent Crime Arrest Rate*
Harford	6.6 (16)	8 (11)	5.10 (12)	4.7 (18)	33.9 (19)	8.6 (24)
Howard	3.7 (24)	3 (23)	2.95 (23)	4.5 (19)	18.1 (24)	31.7 (15)
Kent	13.7 (9)	7 (13)	6.46 (8)	6.2 (14)	43.3 (14)	42.9 (11)
Montgomery	4.9 (22)	4 (21)	2.72 (24)	2.8 (24)	25.6 (22)	19.3 (20)
Prince George's	6.6 (16)	10 (7)	4.54 (15)	7.1 (9)	49.8 (9)	86.6 (5)
Queen Anne's	7.5 (14)	5 (17)	4.14 (18)	4.1 (22)	39.4 (16)	27.4 (17)
St. Mary's	10.0 (11)	7 (13)	4.67 (14)	5.7 (17)	44.2 (12)	42.9 (11)
Somerset	17.8 (5)	17 (2)	11.56 (1)	6.5 (11)	68.1 (4)	56.5 (8)
Talbot	10.0 (11)	8 (11)	4.37 (16)	6.6 (10)	46.8 (11)	94.3 (4)
Washington	12.4 (10)	9 (9)	4.76 (13)	8.6 (7)	54.7 (7)	17.1 (21)
Wicomico	15.5 (6)	14 (4)	6.31 (9)	9.2 (6)	66.1 (5)	126.9 (2)
Worcester	14.7 (7)	11 (6)	10.02 (3)	11.8 (3)	59.4 (6)	55.2 (9)

* Number of arrests for homicide, forcible rape, robbery and aggravated assault per 10,000 youth ages 10-17, 1994.

** Number of births per 1,000 females ages 15-19, 1994.

Jurisdictions with a ranking in the "top" 5 for more than one risk factor include: Dorchester, Somerset, Wicomico and Worcester Counties in the Eastern Shore; Allegany and Garrett Counties in Western Maryland; and Baltimore City.

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

“By the Numbers,” a report prepared by the Governor’s Office for Children, Youth and Families ranked Maryland’s jurisdictions for child well-being using similar indicators:

- | | |
|----------------------|---------------------|
| 1. Howard | 13. Kent |
| 2. Carroll | 14. St. Mary’s |
| 3. Montgomery | 15. Washington |
| 4. Frederick | 16. Allegany |
| 5. Calvert | 17. Caroline |
| 6. Garrett | 18. Prince George’s |
| 7. Queen Anne’s | 19. Talbot |
| 8. Harford | 20. Somerset |
| 9. Cecil | 21. Worcester |
| 10. Anne Arundel | 22. Dorchester |
| 11. Charles | 23. Wicomico |
| 12. Baltimore County | 24. Baltimore City |

Education

The fact that many of Maryland’s children face significant challenges has had a predictable impact on Maryland’s schools. As reported in the tables that follow, all of Maryland’s school districts bear substantial special education caseloads, and less than three-fourths of high school freshmen go on to graduate from high school. Still, the system has made tangible improvements. Attendance rates have risen between 1990 and 1995 from 94.2% to 95.1% for children in grades one (1) through six (6), and from 90.1% to 91.4% for children in grades seven (7) through twelve (12).

The following table compares the number of high school dropouts and graduates in each of Maryland’s jurisdictions, as well as each jurisdiction’s holding power, the rate at which freshmen eventually graduate from high school. Baltimore City’s holding power indicates that less than 40% of its entering freshmen go on to graduate from high school.

**Maryland Public High School Dropouts and Graduates, 1994-1995
Maryland State Department of Education: The Fact Book, 1995-1996**

Local Unit	Number of Dropouts	Dropout Rate	Holding Power	Number of Graduates	High School Diploma	Special Educ’n Compl’n	Early College Admiss’n
Allegany	112	3.03%	90.2%	763	750	12	1
Anne Arundel	1,050	5.11%	74.3%	4,020	4,008	5	7

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Local Unit	Number of Dropouts	Dropout Rate	Holding Power	Number of Graduates	High School Diploma	Special Educ'n Compl'n	Early College Admiss'n
Baltimore City	4,183	14.23%	39.4%	3,569	3,402	167	0
Baltimore County	552	2.05%	83.1%	5,459	5,390	50	19
Calvert	111	3.18%	87.5%	668	665	0	3
Caroline	85	5.45%	75.5%	296	289	7	0
Carroll	213	3.00%	85.7%	1,478	1,463	14	1
Cecil	204	5.22%	78.0%	761	750	11	0
Charles	179	3.43%	81.1%	1,173	1,157	15	1
Dorchester	90	6.27%	70.5%	277	261	16	0
Frederick	205	2.22%	91.8%	1,807	1,795	2	10
Garrett	60	3.85%	89.6%	275	270	3	2
Harford	415	4.19%	80.1%	1,849	1,844	1	4
Howard	224	2.14%	94.2%	2,088	2,073	6	9
Kent	43	5.55%	66.3%	132	132	0	0
Montgomery	742	2.17%	90.3%	6,825	6,737	68	20
Prince George's	1,494	3.99%	74.4%	6,788	6,735	44	9
Queen Anne's	56	3.50%	79.5%	334	331	3	0

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Local Unit	Number of Dropouts	Dropout Rate	Holding Power	Number of Graduates	High School Diploma	Special Educ'n Compl'n	Early College Admiss'n
St. Mary's	144	3.65%	68.6%	672	667	5	0
Somerset	61	5.92%	64.1%	175	175	0	0
Talbot	41	3.51%	77.2%	241	241	0	0
Washington	257	4.57%	81.5%	1,081	1,059	18	4
Wicomico	289	7.59%	74.6%	696	692	0	4
Worcester	65	3.33%	85.4%	414	406	7	1
State Total/Ave.	10,875	4.95%	74.8%	41,841	41,292	454	95

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

The table below examines the special education loads being carried by jurisdictions across the State and breaks down the actual placements of children receiving special education services. The number of children requiring special services in school, as well as the magnitude of their needs, is important to note in determining what resources must be made available to schools in order to prevent school failure, an outcome which closely correlates with delinquency.

Students Receiving Special Education Services in Maryland, 1995-1995
Maryland State Department of Education: The Fact Book, 1995-1996

Local Unit	Total Special Education	Regular Class	Resource Room	Separate Class	Spec. Sch. Day Program	Spec. Sch. Residential	Other (Home, Hospital)
Allegany	1,516	272	953	283	2	3	3
Anne Arundel	9,576	5,053	1,805	1,969	528	68	153
Baltimore City	17,444	2,205	5,899	7,127	2,033	109	71
Baltimore County	12,282	6,514	2,814	2,179	677	52	46
Calvert	1,545	751	445	257	76	10	6
Caroline	809	222	473	112	1	0	1
Carroll	3,384	2,495	452	339	74	9	15
Cecil	2,224	828	619	759	3	11	4
Charles	2,637	1,419	505	664	9	21	19
Dorchester	693	515	121	54	3	0	0
Frederick	4,056	2,874	734	293	126	19	10
Garrett	727	349	213	165	0	0	0

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Local Unit	Total Special Education	Regular Class	Resource Room	Separate Class	Spec. Sch. Day Program	Spec. Sch. Residential	Other (Home, Hospital)
Harford	4,474	2,447	1,474	354	156	25	18
Howard	4,116	2,427	1,184	335	135	28	7
Kent	340	72	201	66	0	0	1
Montgomery	13,442	6,137	2,014	4,028	1,133	116	14
Prince George's	11,922	4,217	3,283	2,935	1,228	157	102
Queen Anne's	797	492	229	65	5	4	2
St. Mary's	1,876	1,012	514	325	2	6	17
Somerset	397	150	186	60	0	0	1
Talbot	556	368	155	28	2	0	3
Washington	2,865	1,969	492	244	135	11	14
Wicomico	1,571	865	512	188	0	5	1
Worcester	693	332	251	107	0	0	3
State Operated	921	218	68	74	1	560	0
State Total	100,863	42,203	25,596	23,010	6,329	1,214	511

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

The following table focuses on selected qualifying conditions of children who received special education services in Maryland during the last school year. Over 13,000 children in Maryland required services by reason of severe emotional disturbance or mental retardation, a fact worth noting inasmuch as both school failure and failure to integrate socially are precursors to delinquency.

Selected Handicapping Conditions of Students Receiving Special Education Services in Maryland, 1995-1996

Maryland State Department of Education: The Fact Book, 1995-1996

Local Unit	Total Special Education	Mentally Retarded	Emotionally Disturbed	Specific Learning Disability
Allegany	1,516	172	47	755
Anne Arundel	9,576	380	671	4,744
Baltimore City	17,444	2,224	1,539	6,421
Baltimore Co.	12,282	714	696	5,303
Calvert	1,545	92	84	868
Caroline	809	49	19	447
Carroll	3,384	133	101	1,281
Cecil	2,224	124	65	1,375
Charles	2,637	271	183	1,312
Dorchester	693	78	21	316
Frederick	4,056	112	187	2,010
Garrett	727	39	97	308
Harford	4,474	277	217	2,086
Howard	4,166	181	262	1,552
Kent	340	16	3	186
Montgomery	13,442	383	1,178	4,768
Prince George's	11,922	568	1,016	4,934
Queen Anne's	797	17	26	582
St. Mary's	1,876	148	84	966

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Local Unit	Total Special Education	Mentally Retarded	Emotionally Disturbed	Specific Learning Disability
Somerset	397	43	2	232
Talbot	556	61	19	250
Washington	2,865	149	69	1,538
Wicomico	1,571	182	31	761
Worcester	693	84	2	269
State Operated	921	7	118	218
STATE TOTAL	100,863	6,504	6,737	43,482

A separate but related concern is that the Department of Juvenile Justice' Three-year Plan for the past two years reports summarily that 33 1/3% of youth require special education services, a figure suggesting the need to seriously assess the scope of special education eligible children. (See, however, discussion infra regarding a mental health prevalence study being conducted currently by the Department of Juvenile Justice for committed youth.)

Out-of-State Placements

The ultimate measure of Maryland's ability to serve its most challenged children is the number of children placed out-of-state. The following data from the Maryland's State Coordinating Council and the Governor's Office for Children, Youth and Families analyzes out-of-state placements made for Maryland's children in the last five years. While the number of children placed out-of-state has decreased significantly since Fiscal Year 1992, there is still a clear need to develop facilities and services in Maryland for groups of children with special needs. Of the 149 children who were actually placed during Fiscal Year 1995, 56% were mentally ill and required special therapy, 58% required a secure living environment in order to prevent them from harming themselves or others, 11% had a history of sexually abusing others; 26% required drug or alcohol addiction treatment, 30% had cognitive limitations in addition to severe emotional disturbances or severe behavioral difficulties, 75% required round-the-clock educational/therapeutic services which were unavailable in Maryland, and 10% required treatment for major complex medical conditions. Nineteen percent (19%) of children placed in Fiscal Year 1995 had a family structure which would have allowed placement at home had adequate community and educational support services been available.

The average annualized cost for out-of-state placement during Fiscal Year 1995 was \$96,250.

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

**Summary of Out-of-State Placement Data, Fiscal Year 1996
Maryland State Coordinating Council**

Fiscal Year	Number of Entries	Number of Exits	Ratio of Entries to Exits	Number in Placement as of July 1	Total Served (Unduplicated)
FY 1996	185	168	1.10	346	524
FY 1995	161	193	0.83	344	609
FY 1994	187	212	0.88	416	620
FY 1993	174	285	0.63	434	719
FY 1992	289	246	1.17	545	809
FY 1991	258	218	1.18	520	719
FY 1990	310	205	1.51	461	680

The following table demonstrates that in the vast majority of cases, it is a teenage boy who is being placed out-of-state and, that in most cases, he is severely emotionally disturbed.

**Summary Data of Children in Out-of-State Placements on July 1, 1995
State Coordinating Council 1994-1995 Annual Report**

Jurisdiction	Children Placed	%M, %F	Average Age	%SED* (primary Dx)	%DD** (primary Dx)
Central MD Anne Arundel	23	87%, 13%	16.3	48%	52%
Baltimore City	59	70%, 30%	15.1	73%	27%
Baltimore Co.	52	67%, 33%	15.3	69%	31%

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Jurisdiction	Children Placed	%M, %F	Average Age	%SED* (primary Dx)	%DD** (primary Dx)
Carroll	8	88%, 12%	16.2	38%	62%
Harford	9	78%, 22%	14.8	45%	55%
Howard	10	80%, 20%	16.1	90%	10%
D.C. Area Montgomery	30	83%, 17%	14.8	37%	63%
Prince George's	92	85%, 15%	14.6	73%	27%
Western MD Allegany	3	67%, 33%	17	67%	33%
Frederick	15	93%, 7%	14.8	87%	13%
Garrett	1	100%, 0%	9	100%	0%
Washington	11	82%, 18%	16	82%	18%
Southern MD Calvert	1	100%, 0%	11	100%	0%
Charles	7	71%, 29%	15.4	71%	29%
St. Mary's	9	67%, 33%	16	33%	67%
Eastern Shore Caroline	0	-	NA	-	-
Cecil	4	100%, 0	17	75%	25%
Dorchester	1	0%, 100%	18	100%	0%
Kent	0	-	NA	-	-
Queen Anne's	0	-	NA	-	-

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Jurisdiction	Children Placed	%M, %F	Average Age	%SED* (primary Dx)	%DD** (primary Dx)
Somerset	1	100%, 0%	17	100%	0%
Talbot	1	100%, 0%	14	100%	0%
Wicomico	4	100%, 0%	15.2	100%	0%
Worcester	3	67%, 33%	17	67%	33%
STATE TOTAL	344	83%, 17%	15.2	67%	33%

* SED denotes severely emotionally disturbed.

** DD denotes developmentally disabled.

As shown in the following table, the Department of Juvenile Justice accounted for 14.3% of out-of-state placements in 1994 and 18.4% of out-of-state placements in 1995.

**Out-of-State Placements by Lead Agency
State Coordinating Council 1994-1995 Annual Report**

Year	Local Education Agency	Department of Social Services	Department of Juvenile Justice	Mental Hygiene Administration	Developmental Disabilities Administration
1990	408	264	79	11	18
1991	436	199	54	15	15
1992	496	221	65	15	12
1993	437	192	76	13	9
1994	371	150	90	10	7
1995	337	143	112	12	5

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

The following table indicates that as of June 30, 1995, 34% of out-of-state placements were for African-American boys, 78% of out-of-state placements were for boys in total, and that 58% of placements were for youth between the ages of fourteen (14) and seventeen (17).

**Demographic Characteristics of Children in Out-of-State Placement
Governor's Office for Children, Youth and Families**

Age as of 6/30/95	White Males	White Females	Black Males	Black Females	Other Males	Other Females	Total
6-7	1	0	2	0	0	0	3
8-9	8	0	3	0	0	0	11
10-11	7	3	10	3	1	0	24
12-13	19	8	30	3	0	0	60
14-15	64	15	52	19	6	2	158
16-17	79	28	63	19	5	0	194
18-19	44	12	32	13	3	1	105
20-22	29	7	13	2	2	1	54
TOTAL	251	73	205	59	17	4	609

As set forth below, leading the list of primary diagnoses for children placed out-of-state are the disruptive behavior disorders, in many cases the label put on a youth who has had contact with a variety of the State's service systems and has ended up in the juvenile justice system.

**Primary Diagnoses of Children in Out-of-State Placements during FY 1995
Governor's Office for Children, Youth and Families**

Primary Diagnoses (DSMIII)	Number of Children
I. Disruptive Behavior Disorders:	121 (Subtotal)
A. Conduct Disorder	41
B. Oppositional Defiant Disorder	56

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Primary Diagnoses (DSMIII)	Number of Children
C. Not Otherwise Specified	24
II. Depressive Disorders:	112 (Subtotal)
A. Major Depressive Disorder	49
B. Dysthymic	44
C. Not Otherwise Specified	19
III. Attention Deficit Disorder	67
IV. Pervasive Developmental Disorders:	42 (Subtotal)
A. Autistic Disorder	31
B. Not Otherwise Specified	11
V. Mental Retardation	58 (Subtotal)
A. Mild Mental Retardation	4
B. Moderate Mental Retardation	16
C. Severe Mental Retardation	22
D. Profound Mental Retardation	16
VI. Bipolar Disorders	57
VII. Schizophrenia & Other Psychotic Disorders	36
VIII. Adjustment Disorders	28
IX. Miscellaneous or Not Specified	88

Additional Mental Health Studies

The Department of Juvenile Justice is currently in the midst of a diagnostic evaluation of the youth in its detention and residential facilities in order to assess the prevalence of emotional and behavioral disorders. The study will review the distribution of DSM diagnoses amongst the youth, the comorbidity of mental disorder with substance abuse, and the level of their functioning. Additionally, the study will assess the level of need for mental health services and level of security required. It is hoped that this evaluation will be completed early in the Summer of 1997 as a random sample of youth has already been interviewed with the assistance of Coppin State University.

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Alcohol and Substance Abuse

Adolescent alcohol and substance abuse has been correlated repeatedly with juvenile delinquency, school failure, and teenage pregnancy. Results from the 1994 Maryland Adolescent Survey of Drug Use showing widespread use of alcohol and tobacco among Maryland's middle and high school students and increasing use of marijuana are consequently discouraging. As indicated below, the number of sixth and eighth-graders using alcohol and marijuana has increased significantly since 1988. Rates of use within thirty (30) days of the survey are shown by grade level and year.

TRENDS IN SUBSTANCE ABUSE BY MARYLAND ADOLESCENTS
Last 30 Days Use by Grade Level
 1994 Maryland Adolescent Survey, Maryland State Department of Education

Sub-stance	6th Gr. 1988	6th Gr. 1994	8th Gr. 1988	8th Gr. 1994	10th Gr. 1988	10th Gr. 1994	12th Gr. 1988	12th Gr. 1994
Ciga- rettes	3.6	5.4	11.3	20.8	19.0	26.7	24.1	29.9
Alcohol	9.5	10.4	27.2	31.0	50.5	45.0	60.2	53.3
Mari- juana	0.6	1.8	3.5	13.0	12.5	22.8	15.1	25.3
Ampheta- mines	0.4	0.8	1.8	3.4	4.7	4.4	3.7	5.2
Meth- ampheta- mines	0.5	0.9	1.1	3.1	2.9	3.1	2.2	3.5
LSD	0.7 (1990)	0.7	1.8 (1990)	4.2	4.5 (1990)	7.5	4.8 (1990)	6.9

This use has had consequences for many students, in some cases leading to school suspension or contact with the juvenile justice system. During the 1993-94 school year, suspensions for alcohol and drug use accounted for 4.2% of total suspensions in the State. The 3,621 drug and alcohol-related suspensions represented a 22% increase over suspensions during the 1992-93 school year. Problems perceived by students during the 1994 Maryland Adolescent Survey are set forth below.

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

PERCENT OF STUDENTS REPORTING ALCOHOL RELATED PROBLEMS
1994 Maryland Adolescent Survey, Maryland State Department of Education

Problem	8th Grade	10th Grade	12th Grade
High at School	9.0	12.8	15.1
Family Problems	7.4	8.6	9.3
Absent from School	6.4	9.9	13.0

Percent calculated from pool of students who had tried alcohol.

PERCENT OF STUDENTS REPORTING DRUG RELATED PROBLEMS
1994 Maryland Adolescent Survey, Maryland State Department of Education

Problem	8th Grade	10th Grade	12th Grade
High at School	22.0	37.0	37.3
Family Problems	12.0	14.3	11.8
Poor School Performance	13.6	15.8	14.6
Absent from School	10.0	15.7	18.0

Percent calculated from pool of students who had tried drugs.

Juveniles accounted for 10% of the State's admissions to alcohol and substance abuse treatment during Fiscal Year 1995. Eighty-two percent (82%) of juvenile treatment clients reported marijuana abuse and 74% reported alcohol abuse during Fiscal Year 1995, the first year in which alcohol was not the most frequently listed substance of abuse.

Gender-Specific Services

As girls account for a growing portion of youth at-risk of entering or already involved with the juvenile justice system, the need to modify traditionally male-oriented services has become apparent. In Fiscal Year 1995, girls represented 22% of the Department of Juvenile Justice' total intake, 13% of formal cases, 26% of informal cases and 30% of closed cases.

In Baltimore City, the initiation of the Female Intervention Team -- a gender-specific case

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

management program -- has had quick results, decreasing the number of girls sent by Baltimore City to Cheltenham Young Women's Facility by 95%. The program holds promise not only for girls in Maryland's other jurisdictions, but for the system as a whole, as effective interventions obviating the need for detention are sought.

Current needs in the gender-specific area include: a screening tool in the juvenile justice system designed specifically to assess the needs of female offenders; completion of a gender-specific case manual for application in programs and jurisdictions outside of the Female Intervention Team; and program development, training and support for the staff and young women at Cheltenham's Young Women's Facility and other secure institutions.

Manner of Handling at Intake

Cases	FY 1993	% of Cases	FY 1994	% of Cases	FY 1995	% of Cases	% Change 94 to 95
Formal	2,537	25%	2,662	25%	2,926	24%	+10%
Informal	1,858	19%	2,151	20%	2,491	21%	+16%
Closed	5,599	56%	5,945	55%	6,461	54%	+4%
Missing	3	0%	3	0%	170	1%	NA
TOTAL	9,997	100%	10,761	100%	12,048	100%	+12%

**Offense Rates per 1,000 Females
11-17 Population**

Offense Type	FY 1993	FY 1994	FY 1995	% Change, 94 to 95
Person to Person	9.9	11.0	12.7	+16.0%
Property	16.3	17.3	20.4	+18.0%
Alcohol	2.4	2.8	3.9	+40.0%

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

Offense Type	FY 1993	FY 1994	FY 1995	% Change, 94 to 95
Drug Violation	1.0	1.7	2.8	+63.0%
Drug Distribution	.7	.4	.8	+97.0%
CINS	6.5	6.7	6.3	-6.0%
Other	6.8	5.9	7.3	+24.0%
TOTAL	43.5	45.7	54.3	+19.0%

Conversion to Managed Care

A serious concern for children and families across the State who utilize the public health system is the upcoming conversion to managed care. Mental health services have been carved out for separate treatment and will be administered by the Mental Health Administration and Maryland Health Partners, a new corporation formed by Green Spring Health Services, Inc., and CMG, Inc. The current plan is to use a fee-for-service model in which Maryland Health Partners screens client eligibility. (Substance and alcohol abuse treatment are not included in the mental health carve-out.) There is substantial anxiety over whether this shift will lead to ineligibility for previously-served youth or to a gap in services for others. As demonstrated below, over 200,000 children in Maryland were enrolled in Medicaid as of 1994. (See Technical Assistance section for request pertaining to assessment of gaps in service, and training on accessing services in new system.)

**Children Enrolled in Medicaid as of 1994
Maryland Department of Health and Mental Hygiene,
Division of Maternal and Child Health, Medical Care Policy Administration**

Jurisdiction	Number of Children Enrolled
Allegany	4,715
Anne Arundel	10,839
Baltimore City	94,225
Baltimore County	18,157

ANALYSIS OF JUVENILE CRIME PROBLEMS**b. Data and Needs Analysis**

Jurisdiction	Number of Children Enrolled
Calvert	1,698
Caroline	1,322
Carroll	2,487
Cecil	3,216
Charles	3,819
Dorchester	2,026
Frederick	3,867
Garrett	1,937
Harford	5,212
Howard	2,731
Kent	615
Montgomery	13,574
Prince George's	28,717
Queen Anne's	1,005
St. Mary's	3,175
Somerset	1,478
Talbot	1,063
Washington	5,160
Wicomico	4,376
Worcester	1,862
TOTAL	217,276

Welfare Reform

An additional concern, no doubt shared by states across the country, is the pending impact of

ANALYSIS OF JUVENILE CRIME PROBLEMS

b. Data and Needs Analysis

welfare reform. Those close to the juvenile justice system worry about an eventual increase in the Department of Social Services' dependency (CINA) caseload and, subsequently, an increase in the Department of Juvenile Justice' delinquency caseload. As of 1994, over 150,000 children in Maryland were receiving AFDC which, at that time, meant \$366/month for a mother with two children. (This figure when annualized reaches 38% of the federal poverty level.) On a different level, there is concern about the ability of public service systems, including the Department of Juvenile Justice, to access sufficient federal funds to support out-of-home placements. (See Technical Assistance section for request pertaining to assessment of eligibility and training on accessing funds for individual clients and public systems.)

ANALYSIS OF JUVENILE CRIME PROBLEMS

c. Problem Statements

c. Problem Statements

At its retreat in January 1997, the Juvenile Justice Advisory Council (JJAC) selected the following six (6) areas to be included in the Three-Year Plan:

- Disproportionate Representation of Minority Youth
- Serious, Chronic and Violent Offenders
- Delinquency Prevention
- Jail Removal (including Separation and Deinstitutionalization of Status Offenders)
- Innovative Local Law Enforcement and Community Policing
- System Improvement

Given the magnitude of the challenges facing the juvenile justice system and the limited financial resources available to address them, JJAC intends to use its collective experience and expertise to educate and advocate in these areas, in addition to allocating a portion of the formula grant to each.

Priority #1 Disproportionate Representation of Minority Youth

Data gathered, analyzed, and interpreted by David Altschuler, Ph.D., Johns Hopkins University, was presented at Maryland's conference on "Children of Color and the Juvenile Justice System" in November, 1993. Over 270 representatives from law enforcement agencies, the courts, corrections departments, substance abuse and delinquency prevention organizations, the school system, the public mental health system, and the private sector participated in discussions of the data and explanatory factors. Since then, various agencies have sponsored training on cultural competency and institutional bias. The Department of Juvenile Justice published a study, The Disproportionate Representation of African-American Youth at Various Decision Points in the State of Maryland, December 1995, which reported more pronounced overrepresentation of African-American youth at the deeper end of the system. With the publication of the study, the Department formed a Disproportionate Representation Task Force. The Task Force seeks to promote cultural competency among Department staff, develop and implement accountability measures that ensure culturally competent decision-making, develop and implement community-based programs specifically designed to reduce disproportionate representation within the system, advocate for personnel policies, hiring practices and staff assignments which encourage cultural competency, and influence other stakeholders and professionals in the juvenile justice system to heighten their awareness and actively address the disproportionate representation of African-American youth.

Additionally, during this past year JJAC awarded a grant to the Mental Hygiene Administration to sponsor regional trainings on cultural competency issues. The first training occurred on October 28-29, 1996, and challenged regional teams to return to a follow-up training, scheduled for April 14-15, 1997, with a community plan for addressing the overrepresentation of minority youth in

ANALYSIS OF JUVENILE CRIME PROBLEMS

c. Problem Statements

the system.

Despite these efforts, information generated by the Maryland State Police Department's Uniform Crime Reports, the Department of Juvenile Justice, and the State Coordinating Council indicate continued overrepresentation by African-American youth at all points in the juvenile justice process. A comparison of the Department of Juvenile Justice' intake data from Fiscal Year 1992 and Fiscal Year 1995, for example, reveals that African-American youth remain just as overrepresented in cases forwarded for formal prosecution as they were in 1992. And, as before, their rate of representation increases as analysis shifts deeper into the system.

Priority #2 Serious, Chronic and Violent Offenders

In 1990, the Governor and General Assembly provided general funds to JJAC in order to study problems created by serious and chronic juvenile offenders and to provide recommendations for future action. For purposes of the JJAC study, a **serious** juvenile offender was defined as one who had been adjudicated delinquent on a Part I crime as defined by the FBI's Uniform Crime Reports, excluding auto theft, or of distribution of controlled dangerous substances, and was 14, 15, 16, or 17 years of age at the time of the offense. A **chronic** juvenile offender was defined as a youth from the same age group who had been adjudicated or convicted more than once on a Part I crime as just defined, or had been adjudicated or convicted more than three (3) times within two years of the current offense, or had been committed more than once to the Charles H. Hickey, Jr. School in the previous eighteen months.

Results of the JJAC study indicated that, at that time, between 15 and 25% of all juvenile offenders in the system could be broadly classified as serious and/or chronic. 3,357 juvenile offenders were identified during a one day screening as meeting the definitions.

Additionally, 205 juveniles within this group were further classified as **violent** chronic offenders by virtue of meeting the chronic definition and having been adjudicated for a violent offense. The 3,357 averaged 5.31 prior offenses and the subgroup of 205 averaged 10.5 prior offenses. Predictably, the consultant's report identified the need to develop programs which addressed educational, vocational, mental and physical health, family and peer relationships, substance abuse, and life skills needs.

The call to address the needs of serious, chronic and violent offenders is just as pressing today. In a survey of FBI and U.S. Census data, Maryland reported the fourth highest violent juvenile crime index in 1994, and the fifth highest index in 1995. Many of these youth are no strangers to the system. The Department of Juvenile Justice' recently released recidivism study indicates that 82% of those youth released from Maryland's larger commitment facilities in 1994 have gone on to have subsequent contact with the juvenile or adult criminal justice system. The system's current inability to deal effectively with these offenders is also revealed by the fact that as of December 31, 1996, eighty-nine (89) youth were detained "pending placement," i.e., waiting for an appropriate placement to become available. This indicates a need to develop additional programs

ANALYSIS OF JUVENILE CRIME PROBLEMS

c. Problem Statements

within Maryland which are willing and able to deal with youth confronting severe emotional disturbances, developmental delays, disruptive behavior disorders, and substance abuse issues. Additionally, a thorough system-wide assessment of special education eligibility is needed.

Finally, it is critical that long-term and meaningful aftercare services be developed and implemented. The Department of Fiscal Services reported in December 1996 that “[c]urrently more serious offenders whose aftercare services are managed by the Department may get one face-to-face contact a month.” Expansion and modification of services will require additional resources and more involvement on the part of a young person’s family and neighborhood. It will also require that any aftercare worker have an ability to spend substantial time in the youth’s community.

Priority #3 Delinquency Prevention

Over twenty (20) years ago, the National Advisory Commission on Criminal Justice Standards and Goals broadly defined prevention as “action to deter, correct, or preclude harmful conditions or behavior.” Over the years, Maryland has focused delinquency prevention efforts on programs likely to reduce truancy, teen pregnancy, school failure, substance abuse and other socially destructive behavior. Efforts have also been made to strengthen protective factors. In funding a network of Youth Service Bureaus throughout the State, the General Assembly has acknowledged the need for both primary and secondary prevention activities.

We know that crime and delinquency are likely to occur more frequently where poverty, illiteracy, unemployment, drug abuse, domestic violence, and inadequate recreational, health and mental health resources exist. It is consequently discouraging that Maryland currently ranks 31st among states when factors similar to these are combined and assessed for child well-being. (See Data and Needs Analysis Section, Child Well-Being Profiles.) The child well-being profiles for individual jurisdictions suggest a need to carefully review and coordinate prevention efforts in order to ensure that the State’s most challenged jurisdiction’s receive adequate resources and technical assistance for prevention programming. Title V, the pending Comprehensive Strategy training and alcohol/substance abuse prevention efforts, for example, have the potential to overtrain some jurisdictions and overlook others.

A need to develop complementary and supportive programs for systems serving children with special needs is apparent. As reported in the Data and Needs Analysis section, over 13,000 of Maryland’s children suffer from severe emotional disturbances and developmental delays. Nineteen percent (19%) of the children placed out-of-state in Fiscal Year 1995 had a family structure which would have allowed placement at home had adequate community and educational support services been available.

It is critical that Maryland streamline the momentum created by the various comprehensive

ANALYSIS OF JUVENILE CRIME PROBLEMS

c. Problem Statements

strategies currently in existence to develop programs which create opportunities for challenged youth to meet their potential.

Priority #4 Jail Removal

The Juvenile Justice and Delinquency Prevention Act, as amended, was enacted to promote improvements in the juvenile justice system and prevent delinquency. One of the key requirements of the legislation, labeled "jail removal," focused on removing juvenile offenders from adult detention and correctional facilities, and preventing future placements in such facilities. Over the years, the term jail removal has been expanded to encompass sight and sound separation and the deinstitutionalization of status offenders, as required by the Act.

The 1996 monitoring effort indicates that, while de minimis, violations of the jail removal mandates continue to exist, and require ongoing training, technical assistance, distribution of educational materials, and related efforts. The 1996 survey, for example, indicated a need to re-educate Maryland's State Police on reporting requirements as many barracks were able to supply the dates of juvenile arrests, but not the hours and, consequently, proof of release or transfer to an appropriate facility within the required six-hour window. JJAC is committed to continuing its outside monitoring effort, with or without a federal mandate, in recognition of the fact that isolation makes neglect within institutions far more likely.

Priority #5 Innovative Local Law Enforcement and Community Policing

As public frustration with the juvenile and criminal justice systems has grown, so too has the need to close the gap between the system and the communities most impacted by crime. The concepts of community policing and community probation offer a common sense response to crime. The assignment of police officers and probation officers to particular neighborhoods increases the likelihood of a constructive and positive relationship with law enforcement and encourages enhanced supervision and front-end problem solving for youth on the brink of entering the juvenile justice system. Alternatives to arrest and detention existing in a youth's neighborhood are far more likely to be accessed if the police officer or probation officer assigned to the youth is familiar with the neighborhood and its resources. It is also far more likely that actual community members will be involved in the resolution of individual cases if they have a human connection to the system. With the launching of the HotSpot Communities Initiative, community policing and community probation are far more likely to reach all parts of Maryland. It is hoped that OJJDP funds will help to support the involvement of community members in such programs.

Priority #6 System Improvement

As noted above, it is critical that the various prevention and criminal justice strategies in Maryland be coordinated with each other and with existing programs and reform efforts. Central to this coordination will be an ability to access information about the quantity and quality of needs being faced by different systems. The Departments of Juvenile Justice and Human Resources are

ANALYSIS OF JUVENILE CRIME PROBLEMS

c. Problem Statements

currently developing new information systems and exploring ways to fund them. Data base development is needed in other systems as well, to track, for example, the number of youth being statutorily excluded from the Juvenile Court's jurisdiction and their eventual outcomes.

Additionally, as Baltimore City's Juvenile Justice Center approaches groundbreaking, various program and service needs are likely to surface. The Juvenile Justice Center will play a large role in re-involving neighborhoods and communities in the dispositions and outcomes of Baltimore City's juvenile justice-involved youth, most of whom are currently detained an hour and a half from the city at the Cheltenham Youth Center.

PROGRAM PLAN

2. THREE-YEAR PROGRAM PLAN

The elements of Maryland's program plan are divided below into program areas. Following each program area are the projects currently receiving funding. JJAC awards subgrants from its formula grants to projects on a three-year funding cycle. During the second year, projects are funded at 75% of the original grant award; during the third year, projects are funded at 50% of the original grant award.

Program Designator: 200
Title: **Disproportionate Representation of Minority Youth**
Standard Program Area: 07
Problem Statement: As indicated by data from the Department of Juvenile Justice, as of Fiscal Year 1995, African-American youth continue to be overrepresented at all points in the juvenile justice system.
Budgeted JJDP Funds: FY 97 \$300,000 (\$96,691 already committed)
FY 98 \$300,000
FY 99 \$300,000

Program Goals:

1. To achieve and maintain an equitable and racially neutral juvenile justice system.

Program Objectives:

1. To appropriately reduce the percentage of minorities in secure care and at all stages of Maryland's juvenile justice system.
2. To selectively target high risk communities for additional education, prevention, and diversion programming in order to reduce the number of youth removed from the community and placed in the State's secure facilities.
3. To strategically collaborate with adolescent health, child welfare, education, and other social service providers in the State in order to ameliorate the conditions and life experiences associated with risk of juvenile justice system involvement.

Performance Indicators:

1. Results of future analyses of Maryland's secure care population.
2. Results of future analyses of Maryland's at risk, informal supervision, and formal supervision populations.
3. Results of future analyses of populations of youth closely connected to the juvenile justice system, including those youth statutorily excluded or judicially waived from Juvenile Court jurisdiction and those youth in out-of-home placements by reason of severe emotional

PROGRAM PLAN

disturbance, developmental delay, or disruptive behavior disorders.

Summary of Activities Planned and Services Provided:

In early 1997, JJAC reaffirmed this issue as its number one priority for federal Fiscal Year 1997 and will continue to identify and address:

- Training, Public Information, and Educational Needs
- Data Collection and Evaluation Needs
- Direct Service, Prevention, and Alternatives to Incarceration Options.

As stated in more detail above, since JJAC's statewide conference in 1993, various agencies have held their own trainings and symposia. Members of JJAC have participated in these events and hope to expand the focus to related public systems with disproportionate representation of minority youth.

Projects currently receiving funds in this program area include:

- **BATGO, Baltimore Academy and Trade Guild Organization, Incorporation**
This project coordinates group home life and life-skills development by subsidizing the employment of 30 youth under Department of Juvenile Justice aftercare supervision who live in group homes which have agreed to sponsor employment apprenticeships. BATGO provides residential and support services to 10-21 year old at-risk youth, many of whom are unemployed, homeless, or have histories of abuse/neglect. Each home provides supervision by house fathers, positive role models, and opportunities for education and job placement. Apprenticeships and entrepreneurial training last 13-24 months; each youth is involved in 100 hours of individual counseling, 150 hours of life skills education (e.g., conflict resolution, financial management, communication skills), 120 hours of leadership training, and 40 hours of counseling with family members. The Abel Foundation assisted with licensing application to Department of Human Resources and rate setting negotiations with the Office of Children Youth and Families. This project is entering its third year of funding at \$27,500.

- **Intensive Community Integration Project, Family Preservation Initiative of Baltimore City, Incorporation**
This project supports three interventionists, one counselor/mentor (50%), and a clinical supervisor to work in cooperation with the Public Defender's Detention Response Unit and the Department of Juvenile Justice. The project aims to reduce the length of stay for minority youth at Cheltenham Youth Facility by providing short-term in-home intervention through Woodbourne, Inc., community-based services for youth and their families, assistance with after-care services to reintegrate youth into the community, and delinquency prevention services for other minors in the households. Eight (8) weeks of services for 42-48 youth and their families are provided each year. Parent liaison, parental support groups and mentors are also used. This project is entering its third year of funding at \$69,191.

PROGRAM PLAN

Program Designator: 400
Title: **Serious, Chronic and Violent Juvenile Offenders**
Standard Program Area: 10
Problem Statement: The current system is unable to intervene effectively with many serious, chronic, and violent offenders, as measured by the length of time they spend detained pending placement and by their recidivism rates.
Budgeted JJDP Funds: FY 97 \$330,000 (\$244,698 already committed)
FY 98 \$330,000
FY 99 \$330,000

Program Goals:

1. To clearly identify serious/chronic/violent juvenile offenders and provide appropriate resources to meet their mental health, educational, vocational, health, social and substance abuse needs consistent with public safety.
2. To reduce recidivism among this population.
3. To maintain serious/chronic/violent juvenile offenders within the juvenile justice system to the maximum extent possible.
4. To develop appropriate aftercare programs and services to improve the likelihood of success upon their return to the community.
5. To assess the mental health and special education needs of serious/chronic juvenile offenders and identify appropriate treatment responses.

Program Objectives:

1. To develop appropriate program models for this population while they are incarcerated and to make these programs available at or before their disposition.
2. To develop a comprehensive, collaborative, interagency and neighborhood-based approach to aftercare services upon release from detention or commitment placements.
3. To develop appropriate screening tools and mental health treatment and educational responses to identified needs.
4. To determine the variations in exclusion and waiver rates among Maryland's jurisdictions and reasons for any disparate treatment, as well as the exclusion and waiver rates for the State as a whole.

PROGRAM PLAN

Performance Indicators:

1. Results of recidivism analyses of targeted population, one and two years after release from secure care.
2. Number of youth detained pending placement.
3. Analysis of assessment, including mental health prevalence study, for determination of special needs.
4. Number of youth who are statutorily excluded or waived from Juvenile Court to Adult Criminal Court, both statewide and by jurisdiction.

Summary of Activities Planned and Services Provided:

JJAC will work closely with the Department of Juvenile Justice and Office of Juvenile Justice and Delinquency Prevention to ensure coordination of training and technical assistance provided via the Comprehensive Strategy for Serious, Chronic and Violent Offenders with existing programs and efforts. It is hoped that the development of this strategy will lead to increased access to mental health and educational programs appropriate for these youth.

Projects currently receiving funds in this program area include:

- **Justice in Cluster Education, Prince George's County Public Schools**

This project supports two (2) contractual DJJ Probation Counselors to provide prevention and intervention services in the Oxon Hill Cluster for youth who are on probation and students at-risk of entering the Juvenile Justice system. Counselors will provide a continuum for services for youth from elementary through high school in a school-based setting in order to keep youth in school and encourage out-of-school probationers to return to school. Cross-training of school/DJJ staff will be provided. Risk factors to be addressed include school absenteeism, suspensions/expulsions, poor academic performance, and drop-out rates. Projected caseload per day is 30 youth on probation and 30 students at-risk. This project is entering its second year of funding at \$45,087.

- **Mental Health Services for Juvenile Offenders, University of Maryland Medical System, Division of Community Psychiatry**

This project supports one full-time social worker and six part-time clinicians to provide a range of services for children/adolescents under the age of 18 who are referred from the Department of Juvenile Justice and who have an established mental health problem for which outpatient treatment is appropriate. The program will be a part of the University of Maryland Medical System Walter P. Carter Clinics. Two levels of service will be provided: 1) A system of telephone consultation to the DJJ intake division to assist in ascertaining the nature of suspected mental health problems and in locating appropriate community services; and 2) a coordinated treatment protocol with two levels of intensity designed to meet the individual needs of the DJJ referral

PROGRAM PLAN

youth. This project is entering its second year of funding at \$58,599.

- **Training and Treatment of Juvenile Sex Offenders, Mental Hygiene Administration, Eastern Regional Office (Cambridge)**

This project includes treatment of juvenile sex offenders on the Eastern Shore and training of potential services providers. Training needs to address this population have been identified by a regional task force of public and private agencies serving high-risk youth. This project seeks to address in particular the underutilization of and lack of community-based resources to meet the needs of adolescent sex offenders. The Mental Hygiene Administration (MHA)/Department of Juvenile Justice (DJJ) work group estimates that 30%-60% of youth have unmet mental health needs, many of them African-American. This project met its initial objectives; continued funding is to be determined.

- **In-Home Intervention Project, Maryland Association of Youth Services Bureaus, Incorporation (MAYSB)**

This project supports 21 in-home interventionists for the 21 Youth Services Bureaus across Maryland so as to provide in-home services and office-based counseling to serious/chronic juvenile offenders. Highest priority is given to DJJ referrals for youth at-risk of out-of-home placement and youth returning to the community from a DJJ facility. Approximately 63 youth and families per week will receive services, 3 in-home counseling sessions per week. This project is entering its second year of funding at \$41,541.

- **AURA - A Community-Based Therapeutic Intervention Program, For All Seasons, Incorporated**

This mental health initiative for serious and chronic offenders is under Department of Juvenile Justice supervision in a five-county area of the Eastern Shore. Project staff travel to schools, homes, and community resources to transport youth to group/family/individual counseling. Group counseling and individual therapy is provided for juvenile sex offenders. Additionally, training in anger management is provided to a larger group of youth. This project is entering its third year of funding at \$30,017.

- **Cheltenham Young Women's Project, Tri-County Youth Services Bureau, Incorporated**

This project provides group counseling at Cheltenham for incarcerated girls in areas of peer mediation, conflict resolution, and anger management often resulting from histories of sexual abuse, physical abuse, or SDS. Three (3) twelve (12) week group counseling sessions are planned for 40 youth identified by Department of Juvenile Justice staff. Areas covered include substance abuse prevention, multiculturalism, self-esteem, impulse control, and adolescent sexuality. This project is entering its third year of funding at \$5,379.

PROGRAM PLAN

- **Post-Dispositional Intensive Supervision Project, Department of Juvenile Justice**
This project supports personnel to identify youth from Prince George's County incarcerated at Cheltenham, screen youth for mental health issues, place youth in the community with electronic monitoring, and refer youth for mental health services where appropriate. The project also serves girls detained at the Waxter Center. Project capacity is 20 youth. The programs is designed for 45 days with potential extension to 90 days. This project is entering its third year of funding at \$64,115.

Program Designator: 500
Title: Delinquency Prevention
Standard Program Area: 12
Problem Statement: Inadequate resources are allocated to address those issues and conditions known to be precursors to delinquency.
Budgeted JJDP Funds: FY 97 \$290,000 (\$190,418 already committed)
FY 98 \$290,000
FY 99 \$290,000

Program Goals:

1. To advocate and provide resources for community-based prevention programming that is focused on specific risk factors and is culturally competent.
2. To provide technical assistance to communities that request resources to develop prevention programming.
3. To provide resources to the Courts, schools, law enforcement, other juvenile justice agencies, and neighborhoods which will assist them to develop innovative prevention programming.
4. To develop an expanded network of specific services for youth placed under "informal supervision" at intake.

Program Objectives:

1. To identify youth at risk of being involved with the juvenile justice system and to provide appropriate alternatives to delinquent behavior and involvement with the criminal justice system.
2. To ensure that the Courts, schools, law enforcement and other juvenile justice agencies have access to complete, accurate, and up-to-date information regarding a child's educational and mental health status.
3. To develop criteria for data collection and to implement an in-house database for prevention

PROGRAM PLAN

programs funded by JJAC.

Performance Indicators:

1. Decrease in school suspension and/or expulsion rates in funded schools.
2. Decrease in arrest rates in funded communities.
3. Increase in indicators of child well-being.

Summary of Activities Planned and Services Provided:

Projects funded under this program area are summarized below. Additionally, JJAC hopes to facilitate the coordination of prevention efforts under its Title V and Formula Grants with prevention efforts undertaken in connection with the Comprehensive Strategy, the HotSpot Community Initiative, Systems Reform Initiative and Alcohol and Drug Abuse Administration's Prevention Office. Many jurisdictions have already undergone training related to resiliency and risk factors under sponsorship of one agency or another. To date, however, little coordination of the training and resulting assessments and programs has occurred on an agency level.

Projects currently receiving funding in this area include:

- **A Circle of Friends, Dorchester County Public Schools**
Multi-disciplinary Child Study Teams within 2 high-risk elementary schools in Cambridge are identifying youth with academic, attendance, mental health, safety, family problems, and providing three program components: mentors for success in schools; case managers to work with community resources and families; and enhanced recreation and after-school activities in order to reduce youth violence and delinquency and promote positive behaviors. The YMCA, Boy Scouts Council, Department of Juvenile Justice and Youth Services Bureau are all involved. Estimated cost per child is \$3,084. This project is entering its second year of funding at \$46,324.

- **Greater Hillendale, Police Athletic League Prevention Program, Community Counseling and Resource Center, Incorporation**
This project in Baltimore County is designed to use a "system approach" toward prevention, involving government and private service agencies, youth, families, community members, local businesses, and public school officials in the planning and development process. The Hillendale Police Athletic League (PAL) Center at the Halstead Academy, Greater Hillendale's elementary school, will serve as the center of coordinated activities for neighborhood youth and families. An Advisory Council, comprised of influential community and local business leaders, will be convened to oversee all program activities. Program activities address prevention on several levels. A full-time program coordinator and part-time prevention specialist coordinates primary and secondary substance abuse and delinquency prevention intervention. In addition, the Baltimore County Department of Social Services supervises a part-time licensed social worker to address the emotional and developmental needs of youth in the PAL Center through individual and group counseling. Program staff also provide outreach services to families of PAL.

PROGRAM PLAN

participants. Further opportunities for youth coordinated through this proposed program allow for adjudicated youth and children involved in school-coordinated programs to complete required community service hours. This project is entering its second year of funding at \$55,838.

- **Project HOPE, Girl Scouts of Central Maryland**

This project facilitated the development of two (2) after-school centers, one in East Baltimore in partnership with Johns Hopkins Hospital and one in West Baltimore in partnership with Bon Secours Hospital for at-risk girls ages 8-14. The Centers are open 3:30 p.m.-7:00 p.m. and provide support services to address educational, vocational, substance abuse, teen pregnancy, sexual/child abuse issues and conflict resolution training. This project is entering its second year of funding at \$26,250.

- **Juvenile Delinquency Prevention in Taneytown, Department of Citizen Services, Carroll County Commissioners**

This project involves the implementation of a Delinquency Prevention Plan developed for an at-risk community in Carroll County. The highest rates of low income and poverty in the County are targeted. Working with the interagency Delinquency Prevention Board, the project has organized substance-free activities, worked with business/law enforcement to reduce the availability of illegal drugs/alcohol/tobacco for youth, utilized horses as a therapeutic model to help control and manage anger and help youth assume personal responsibility, implemented the Boy Scouts "Second Chance" Program for youth referred by the Juvenile Court, and recruited and trained community leaders as mentors. This project is entering its second year of funding at \$42,006.

- **Project Attend, Baltimore County Public Schools**

This project supports personnel for a truancy prevention program in high-risk middle schools and high schools. The project targets youth absent for 20 or more days in a school year (236 in 1995-1996) and involves a County Police Counseling Unit, the use of senior volunteers at each school, family support services, anger management, and career counseling. Additionally a contractual hearing officer assists with developing individualized plans for at-risk youth. This project is entering its third year of funding at \$20,000.

Program Designator:	100
Title:	Jail Removal
Standard Program Area:	03,04,05,06
Problem Statement:	Violations of the Juvenile Justice and Delinquency Prevention Act's core requirements occur despite past education and monitoring efforts.
Budgeted JJDP Funds:	FY 97 \$40,000
	FY 98 \$40,000
	FY 99 \$40,000

PROGRAM PLAN

Program Goals:

1. To reduce instances of juveniles being detained in secure adult detention, correctional, and lockup facilities of law enforcement agencies.
2. To reduce instances of status offenders and non-offenders being detained in any secure facility.
3. To reduce instances of juveniles having sight and/or sound contact with incarcerated adults while in custody.
4. To maintain an extensive monitoring plan involving database development, survey and inspection of facilities, training of facility administrators, and implementation of a technical assistance network.

Program Objectives:

1. To achieve and maintain rates of detention which meet or exceed standards set by the Office of Juvenile Justice and Delinquency Prevention.
2. To achieve and maintain sight and sound separation at or above the standard set by the Office of Juvenile Justice and Delinquency Prevention.
3. To maintain a monitoring plan which meets or exceeds all reporting requirements as determined by the Office of Juvenile Justice and Delinquency Prevention.
4. To increase the presence of juvenile justice professionals at law enforcement agencies dealing with juvenile arrests, both to better understand the difficulties involved and to ensure that core requirements are understood.

Performance Indicators:

1. Results of Compliance Monitoring Survey, including total juvenile population, total numbers of juveniles held in violation of any core requirement, total number of surveys sent, total number of facilities inspected, and resulting rates of non-compliance.

Summary of Activities Planned and Services Provided:

JJAC will continue to provide resources to support ongoing compliance monitoring. Many law enforcement agencies across the State are due for renewed training on the jail removal requirements and regulations. These trainings will be coordinated with other law-enforcement related trainings as much as possible.

PROGRAM PLAN

Program Designator: 700
Title: Innovative Local Law Enforcement and Community Policing
Standard Program Area: 14
Problem Statement: In many districts, police and probation officers are isolated from neighborhoods, reacting to incidents of crime as opposed to problem-solving with neighborhood residents to decrease numbers of incidents and corresponding arrests and probation violations.
Budgeted JJDP Funds: FY 97 \$300,000
FY 98 \$300,000
FY 99 \$300,000

Program Goals:

1. To increase the use of community policing, particularly in neighborhoods experiencing a lot of crime.
2. To increase the use of community probation, particularly in neighborhoods with a significant number of youth involved in the juvenile justice system.
3. To increase neighborhood and neighborhood-based organization involvement in crime prevention and solution.

Program Objectives:

1. To develop programs which promote positive interaction and dialog between police, probation, and neighborhoods for the purpose of making neighborhoods safer.
2. To develop programs which allow for immediate intervention in response to first-time and minor juvenile offenses.
3. To develop programs which incorporate neighborhood role models in the aftercare services and supervision of youth released from secure facilities.
4. To develop programs which involve neighborhood residents, police and probation officers in the enhanced supervision of offenders requiring sanctions but not removal from the community.
5. To promote the assignment of police and probation cases on a geographic basis.
6. To determine through recidivism analyses and arrest rates, whether community probation, police and related programs are more effective in preventing crime and recidivism.

Performance Indicators:

1. Number of youth treated and supervised within their own neighborhood.

PROGRAM PLAN

2. Arrest rates in communities served with community policing and/or probation and in otherwise similar communities.
3. Probation violation and recidivism rates in communities served with community policing and/or probation, and in otherwise similar communities.

Summary of Activities Planned and Services Provided:

In this first year of Innovative Local Law Enforcement and Community Policing projects, it is hoped that neighborhoods and neighborhood-based organizations from different parts of the State will submit applications proposing creative ways to work in conjunction with geographically assigned police and probation officers. It is likely that many of these applications will come from neighborhoods identified as HotSpot Communities. Funded projects will be encouraged to work closely with each other and with community policing and probation programs funded under the Byrne Grant program.

Program Designator: 600
Title: Systems Improvement
Standard Program Area: 13
Problem Statement: 1. A variety of initiatives exist at various stages of implementation across the State which, unless coordinated, will leave crucial pieces out of reform efforts. 2. Baltimore City does not currently have the capacity to detain the majority of its youth who are not released to parents/guardians. Consequently, youth are detained at the Cheltenham Youth Facility, an hour and a half from Baltimore City.
Budgeted JJDP Funds: FY 97 \$60,000
FY 98 \$60,000
FY 99 \$60,000

Program Goals:

1. To facilitate and increase coordination of existing strategies to reform the child and family service systems and the juvenile and criminal justice systems.
2. To implement use of an updated information system by the Department of Juvenile Justice and other appropriate agencies.
3. To open a Juvenile Justice Center in Baltimore City, allowing more coordinated service delivery to youth and families involved in the court system and local detention of youth not released to parents/guardians.

Program Objectives:

1. To provide forums for education and dialog on current juvenile justice issues and their

PROGRAM PLAN

relationship to various federal, state, local and neighborhood initiatives.

2. To facilitate development and implementation of an information system to be used by the Department of Juvenile Justice and other appropriate systems.
3. To facilitate coordination of the Baltimore City communities and service providers likely to be affected by the opening of the new Juvenile Justice Center.
4. To provide support for programs needing extra assistance as the transition to Baltimore City's Juvenile Justice Center is made.

Performance Indicators:

1. Analysis of initiatives and strategies for collaboration, overlap, citizen involvement and consistent missions.
2. Ability to access information regarding individuals and groups of individuals at various points in the juvenile justice and related systems.
3. The flow of services in Baltimore City's juvenile justice system, including time between arrest and referrals for other services, and time between arrest and disposition.

Summary of Activities Planned and Services Provided:

JJAC hopes to be involved in a series of local fora which will provide clarification regarding the various initiative and strategies for system improvement as well as an opportunity to gather local input on needs in the juvenile justice and related systems. Related to this effort is advocacy and support for an updated information system for the Department of Juvenile Justice, and for needs that arise as the groundbreaking for Baltimore City's Juvenile Justice Center approaches. All projects funded in this area will be connected to existing service networks or will fill a gap between service networks.

A project already funded in this program area is described below.

- **Juvenile Detention Facility Enhancement, Baltimore City Police Department**

This project has involved the enhancement of the information system capabilities and capacity of the single point of entry for all juveniles arrested in Baltimore City. Initially designed to assist the City with compliance with mandates of the JJDP Act, the Juvenile Detention Facility Enhancement Project is now engaged in an aggressive program of identifying a wide range of factors involved in juvenile delinquency and in sharing that information with agencies involved in the juvenile justice process so that comprehensive strategies may be developed to address those problems. A Statistician position, provided by first year funding to facilitate these activities, was replaced by a permanent Statistician position by the Baltimore Police Department. This contribution to the Juvenile Detention Facility by department management enabled the purchase of supportive computer equipment for data and information gathering. (Graphs and tables

PROGRAM PLAN

prepared by project staff are presented in the Description of the System” section of this Three-Year Plan.) (Funding to be determined)

PROGRAM PLAN

PLAN FOR REMOVAL OF STATUS OFFENDERS AND NON-OFFENDERS FROM SECURE DETENTION AND CORRECTIONAL FACILITIES

The State of Maryland has been found to be in full compliance with Section 223(a)(12)(A).

(1) Adequate plans are on file and available for review. State law prohibits the secure detention of status and non-offenders. The Fiscal Year 1996 Monitoring Report verified that there were no discrepancies between this legislative mandate and agency policy and that violations were well within the numerical de minimis guidelines. Visits to each of detention/commitment facilities during Fiscal Year 1997 are planned.

(2) The deinstitutionalization concept is securely entrenched in the State system and is not obviously dependent on the purchase of care or purchase of services budget.

(3) If, however, circumstance arise which would jeopardize Maryland's ability to maintain compliance with the requirements of Section 223(a)(12)(A), the State will notify OJJDP immediately.

PLAN FOR SEPARATION OF JUVENILES AND INCARCERATED ADULTS

The State of Maryland has been found to be in full compliance with Section 223(a)(13)

(1) Adequate plans are on file and available for review. While State law does not specifically address the separation issue, it does prohibit the detention of juvenile in adult facilities. The Fiscal Year 1996 Monitoring Report verified that there were minimal discrepancies between the federal mandate and agency practice.

(2) The resources available to maintain compliance are identified, on file, and available for review. (See also Plan for Compliance Monitoring.)

(3) If circumstances arise which would jeopardize Maryland's ability to maintain compliance with the requirements of Section 223(a)(13), the State will notify OJJDP immediately.

PLAN FOR REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCK-UPS

The State of Maryland has been found to be in full compliance with Section 223 (a)(14).

(1) Adequate plans are on file for review. State law restricts the secure detention of juveniles in adult jails and lock-ups. The Fiscal Year 1996 monitoring survey verified that there were minimal discrepancies between this legislative mandate and agency practice. (There is, however, a training

PROGRAM PLAN

need regarding reporting that was identified in connection with this requirement that will be addressed during Fiscal Year 1997.)

- (2) The resources available to maintain compliance are identified, on file, and available for review.
- (3) If circumstances arise which would jeopardize Maryland's ability to maintain compliance with this requirement, the State will notify OJJDP immediately.

PLAN FOR COMPLIANCE MONITORING

In 1978, Maryland began full implementation of its jail removal legislation. Since 1987, the staff to the Maryland Juvenile Justice Advisory Council have had the responsibility of administering federal juvenile justice funds and monitoring State facilities' compliance with the federal core requirements. To fulfill this responsibility, JJAC has developed a monitoring plan involving use of a database containing information on the State's facilities, survey and inspection of facilities, training of facility administrators and local and state police, and implementation of a technical assistance network. JJAC has been fortunate to have among its members individuals with expertise on correctional issues and a willingness to apply it to the State's compliance monitoring efforts. Additionally, JJAC has allocated \$40,000 for a compliance monitoring position.

In Fiscal Years 1997 through 1999, JJAC and the staff of the Governor's Office of Crime Control and Prevention will continue to survey all adult jails, detention centers, correctional facilities, and police lock-ups, as well as juvenile detention and correctional facilities. In addition, approximately 20% of facilities will be visited for an on-site inspection. This inspection will consist of a records review for violations and an interview with facility personnel to address the procedures for processing juveniles, precautions against suicide, the responsiveness of the Department of Juvenile Justice, alternative developed and utilized by police, contacts with other State agencies such as the Department of Social Services, and training or support needs.

PLAN TO REDUCE THE DISPROPORTIONATE REPRESENTATION OF MINORITY YOUTH THROUGHOUT THE JUVENILE JUSTICE SYSTEM

JJAC is committed to achieving and maintaining an equitable and racially neutral juvenile justice system. Maryland's plan to reduce the disproportionate representation of minority youth is consistent with its stated purpose and philosophy.

Phase I

The State of Maryland submitted Phase I, "Assessing Disproportional Representation of Minority Youth Confined in Secure Facilities," on July 31, 1990. Results of this assessment indicated that minority youth in Maryland appear to be disproportionately represented at all points in the juvenile justice process, except for "closed at intake." This report is on file and is available for

PROGRAM PLAN

review.

Phase II

JJAC has focussed on overrepresentation of minority youth in secure facilities. Consequently, the recommendations developed by the Minority Affairs Committee of JJAC address concerns for youth in secure facilities and youth at greatest risk for future secure care.

JJAC has, and intends to continue, allocating a portion of the federal formula funds to the following activities:

1. A series of regional conferences for juvenile justice practitioners and providers to increase awareness, sensitivity, and accountability to the issue of disproportionate representation of minorities in the juvenile justice system. Those participating in conferences will include law enforcement personnel, prosecutors, public defenders, Department of Juvenile Justice personnel, the judiciary, staff from Youth Service Bureaus, substance abuse counselor, mental and physical health providers, social service providers, neighborhood and church leaders.
2. JJAC intends to coordinate with community groups to co-host awareness, education, and information sharing programs focusing on communities whose youth are at greatest risk for involvement in the juvenile justice system. The goal of such efforts will be to stimulate community/neighborhood associations, organizations, church groups and others to identify and articulate their perceptions of the problems confronting youth in their communities, and their ideas for addressing these problems. It is anticipated that these efforts will be coordinated with the Comprehensive Strategy for Serious, Chronic, and Violent Offenders, Title V training, and the HotSpot Communities Initiative efforts in particular neighborhoods.
3. Improved data collection and analysis for all stages of the juvenile justice system and in all political subdivisions is essential. JJAC intends to facilitate and advocate for more detailed information regarding youth in secure care, as well as information pertaining to youth transitioning from the child welfare system to the delinquency system, and from the delinquency system to the adult criminal system. (As noted in an earlier section, there is currently no way to track the number (or race) of youth being statutorily excluded from the Juvenile Court system.)
4. JJAC will consider the availability of community-based diversion programs and non-secure alternatives to detention if particular communities demonstrate a capability for developing such programs, and have sufficient youth at risk of entering secure care.
5. JJAC will continue to support the evaluation of existing detention criteria and practices employed by local Department of Juvenile Justice intake personnel and local police.
6. In its funding decisions, JJAC will consider the possible impact of a program on the disproportionate representation of minority youth in the juvenile justice system.

PROGRAM PLAN

The following table of indices was published by the Department of Juvenile Justice in December, 1995, as part of its system-wide study, The Disproportionate Representation of African-American Youth at Various Decision Point in the State of Maryland.

The Disproportionate Representation of African-American youths in the Maryland Juvenile Justice System
 State of Maryland: Average of FY 1990 - 1992

	Number	Percent	Population Index	Referral Index	Ave. 90-92 Rate Per 1,000 Pop.
POPULATION: 11-17					
White Male	139520	34%	-	-	-
White Female	132584	32%	-	-	-
African-American Male	71826	17%	-	-	-
African-American Female	68312	17%	-	-	-
Total	412242	100%	-	-	-
INTAKE REFERRALS					
White Male	10285	38%	1.13	-	73.72
White Female	3230	12%	0.37	-	24.36
African-American Male	10351	39%	2.22	-	144.11
African-American Female	2919	11%	0.66	-	42.73
Total	26785	100%	-	-	64.97
FORMALIZATION					
White Male	3431	33%	0.96	0.85	24.59
White Female	643	6%	0.19	0.51	4.85
African-American Male	5520	52%	3.01	1.36	76.85
African-American Female	933	9%	0.53	0.81	13.66
Total	10527	100%	-	-	25.54
PROBATION					
White Male	1471	41%	1.21	0.85	10.54
White Female	198	6%	0.17	0.46	1.49
African-American Male	1703	47%	2.72	1.23	23.71
African-American Female	224	6%	0.38	0.57	3.28
Total	3596	100%	-	-	8.72
DETENTION					
White Male	674	24%	0.72	0.64	4.83
White Female	99	4%	0.11	0.30	0.75
African-American Male	1811	66%	3.76	1.70	25.21
African-American Female	177	6%	0.39	0.59	2.59
Total	2761	100%	-	-	6.70
RESIDENTIAL					
White Male	440	37%	1.09	0.96	3.15
White Female	94	8%	0.25	0.66	0.71
African-American Male	578	49%	2.79	1.26	8.05
African-American Female	78	7%	0.40	0.60	1.14
Total	1190	100%	-	-	2.89
SECURE COMMITMENT					
White Male	123	20%	0.59	0.52	0.88
White Female	11	2%	0.06	0.15	0.08
African-American Male	453	74%	4.23	1.91	6.31
African-American Female	28	5%	0.27	0.42	0.41
Total	615	100%	-	-	1.49



The State of Maryland

Executive Department

EXECUTIVE ORDER 01.01.1996. 05

Cabinet Council on Criminal and Juvenile Justice (Amends Executive Order 01.01.1995.03)

WHEREAS,

The Cabinet Council on Criminal and Juvenile Justice was created by Executive Order 01.01.1995.03 on February 16, 1995;

WHEREAS,

There is a need for enhanced coordination, collaboration, and cooperation among the agencies of State government regarding crime, delinquency, public safety, and other criminal and juvenile justice issues, especially to ensure the effectiveness and efficiency of State agencies in policy planning and implementing criminal and juvenile justice programs;

WHEREAS,

The Governor's Office of Crime Control and Prevention was created as an entity pursuant to Executive Order 01.01.1995.18 dated July 17, 1995; and

WHEREAS,

The Governor's Office of Crime Control and Prevention is to assist in coordinating these State efforts, acting as a resource and advisor on all related issues;

NOW, THEREFORE,

I, PARRIS N. GLENDENING, GOVERNOR OF THE STATE OF MARYLAND, BY VIRTUE OF THE AUTHORITY VESTED IN ME BY THE CONSTITUTION AND LAWS OF MARYLAND, HEREBY PROCLAIM THE FOLLOWING EXECUTIVE ORDER, AMENDING EXECUTIVE ORDER 01.01.1995.03, EFFECTIVE IMMEDIATELY:

A. There is a Cabinet Council on Criminal and Juvenile Justice.

(1) The Council shall consist of:

(a) The Lt. Governor;

(b) The Attorney General;

(c) The Secretary of Public Safety and Correctional Services;

- (d) The Secretary of Juvenile Services;
- (e) The State Superintendent of Schools;
- (f) The Superintendent of the Department of State
Police;
- (g) The Secretary of Housing and Community
Development;
- (h) The Secretary of Health and Mental Hygiene;
- (i) The Secretary for Economic and Employment
Development;
- (j) The Secretary of Human Resources; and
- (k) The Special Secretary for Children, Youth and
Families.

(2) The Council will consult with the heads of other appropriate agencies and commissions as needed.

(3) The Lt. Governor shall serve as Chair of the Council and shall be responsible for the oversight and direction of the work of the Council.

(4) [The Governor's Office of Justice Administration (GOJA)] THE GOVERNOR'S OFFICE OF CRIME CONTROL AND PREVENTION shall provide the primary staff support necessary for the completion of Council duties.

(5) The Council will meet not less than four times each calendar year and will provide an annual report on its activities to the Governor.

(6) The Chair may establish task forces and committees as needed to carry out the work of the Council. Membership may include experts from the General Assembly, local government, business and labor, the private sector, law enforcement, academia, the judiciary, elected officials, liaisons with community crime prevention organizations, and interested citizens.

(7) The Council shall recognize the Juvenile Justice Advisory Council (JJAC) as the State Advisory Group on juvenile justice issues. JJAC is mandated by the federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and codified as Public Law 93-415; 42 U.S.C. 5601 (the Act). JJAC's purpose and membership shall be consistent with the provisions of the Act. With

the support of local government and the judiciary, JJAC shall monitor and facilitate State of Maryland compliance with the mandates and requirements set forth in the Act in regard to removal of juveniles from adult jails and lockups, deinstitutionalization of status offenders, the separation of juveniles from adults in police lockups and other secure custody, and the disproportionate confinement of minority youth. The Governor's Office of [Justice Administration] CRIME CONTROL AND PREVENTION will provide staff support to the JJAC.

(8) There is within the Governor's Office of [Justice Administration] CRIME CONTROL AND PREVENTION a State Board of Victim Services authorized by the provisions of State Government Article 9-1703. The Council will consult with and utilize the expertise of the State Board of Victim Services to ensure the input of crime victims into criminal and juvenile justice policy planning and implementation.

B. Duties.

(1) The Council shall have the responsibility to ensure that all appropriate State agencies work together in a collaborative, cooperative, coordinated manner in planning, implementing, and evaluating State criminal and juvenile justice policies and programs.

(2) The Council's priorities shall include:

(a) Identifying and implementing innovative strategies for crime prevention and the enhancement of public safety;

(b) Examining the current policies and practices and programs within Maryland State government to facilitate the development of a comprehensive and sound State criminal and juvenile justice policy;

(c) Developing innovative funding arrangements, including the sharing and pooling of financial resources to ensure comprehensive, flexible, and efficient use of existing resources necessary to make Maryland a national model for criminal and juvenile justice policy and practice; and

(d) Ensuring all three branches of government at the State and local level work with citizens to develop innovative and cost effective solutions to crime and the enhancement of public safety; and

(e) Collecting information and statistics relevant to crime and the administration of justice.

(3) THE COUNCIL SHALL FUNCTION AND CONVENE AS THE SINGLE ADVISORY BODY TO THE GOVERNOR'S OFFICE OF CRIME CONTROL AND PREVENTION.


C. Members of the Council shall serve so long as they continue to hold the office, nomination, or designation specified in this Executive Order.

D. A majority shall constitute a quorum for the transaction of any business of the Council and its respective operating committees and task forces.

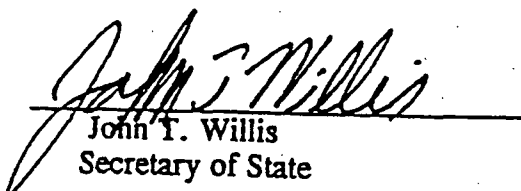
E. A member of the Council may not receive any compensation for participation.

F. The Council may adopt rules consistent with this Executive Order.

GIVEN Under My Hand and the Great Seal of the State of Maryland, in the City of Annapolis, this 8th day of February, 1996.


Parris N. Glendening
Governor

ATTEST:


John T. Willis
Secretary of State



The State of Maryland

Executive Department

EXECUTIVE ORDER
01.01.1996.06

Governor's Office of Crime Control and Prevention
(Amends Executive Order 01.01.1995.18)

WHEREAS,

The Governor's Office of Crime Control and Prevention was created by Executive Order 01.01.1995.18 to address the concerns of public safety and the prevention of crime and substance abuse;

WHEREAS,

The Cabinet Council on Criminal and Juvenile Justice is the coordinated policy making body for the enhancement of public safety and the prevention of crime for the State of Maryland;

NOW, THEREFORE,

I, PARRIS N. GLENDENING, GOVERNOR OF THE STATE OF MARYLAND, BY VIRTUE OF THE AUTHORITY VESTED IN ME BY THE CONSTITUTION AND LAWS OF MARYLAND, HEREBY PROCLAIM THE FOLLOWING EXECUTIVE ORDER, AMENDING EXECUTIVE ORDER 01.01.1995.18, EFFECTIVE IMMEDIATELY:

A. Creation, Organization and Administration.

(1) There is a Governor's Office of Crime Control and Prevention, an independent unit within the Executive Department. THE OFFICE SHALL RECEIVE POLICY DIRECTION AND OVERSIGHT FROM THE CABINET COUNCIL ON CRIMINAL AND JUVENILE JUSTICE WHICH WAS CREATED BY EXECUTIVE ORDER 01.01.1995.03. THE OFFICE WILL SERVE AS A RESOURCE TO THE COUNCIL, PROVIDING ANY AND ALL INFORMATION AND ASSISTANCE AS MAY BE NEEDED TO FULFILL ITS CHARGE.

(2) The head of the Office is the Executive Director. The Executive Director is responsible for the daily operation and administration of the Office. The Executive Director shall be appointed by and serve at the pleasure of the Governor or his designee.

(3) The Executive Director shall serve on the State Board of Victim Services, as established by Section 9-1704 of the State Government Article.

(4) The Executive Director shall serve on the Criminal Justice Information System (CJIS) Advisory Board, as established by Article 27, Section 744.

(5) There is within the Governor's Office of Crime Control and Prevention the Juvenile Justice Advisory Council (JJAC), which is the State Advisory Group on juvenile justice issues as mandated by the federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended. A member of the Juvenile Justice Advisory Council may not receive any compensation for participation but may be reimbursed for expenses incurred, as reasonable, in the performance of certain duties in accordance with the standard travel regulations, and as provided in the State budget.

(6) There is within the Governor's Office of Crime Control and Prevention the State Board of Victim Services, which is authorized by Section 9-1703 of the State Government Article. A member of the State Board of Victim Services may not receive any compensation for participation, but may be reimbursed for expenses incurred, as reasonable, in the performance of certain duties in accordance with the standard travel regulations, and as provided in the State budget.

B. Duties and Responsibilities. The Office of Crime Control and Prevention shall:

(1) Advise and assist the Executive Department and the Cabinet Council on Criminal and Juvenile Justice, established by Executive Order 01.01.1995.03, in developing legislation, policies, plans, programs, and budgets relating to:

(a) The reduction and prevention of crime, violence, delinquency, and substance abuse;

(b) The improvement of the administration of justice; and

(c) Other public safety issues impacting State agencies, local governments, and communities;

(2) Provide the primary staff support to the Cabinet Council on Criminal and Juvenile Justice;

(3) Prepare and submit to the Governor an annual comprehensive State crime control and prevention plan;

(4) Apply for, obtain, and allocate federal or other funds which may be made available for programs and projects that address the goals, priorities, and standards established in the comprehensive State crime control and prevention plan, and for local and regional comprehensive public safety planning efforts, or to assist those efforts;

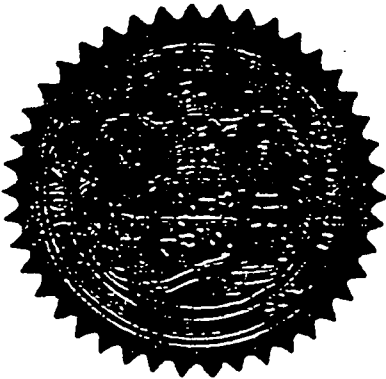
- (5) Render technical assistance to State agencies, local governments, private nonprofit organizations and communities seeking to address those matters cited in Section B(1);
- (6) Administer all funds in compliance with fiscal administrative and programmatic requirements of the funding sources in such a manner as to ensure that grants do not supplant local funds;
- (7) Serve as a clearinghouse for information, research, analysis, and other materials relating to the matters cited in Section B(1), including such data as is necessary to evaluate the performance of public safety and substance abuse programs and to increase public awareness of public safety and substance abuse issues;
- (8) Monitor, evaluate, and audit programs and projects funded by the Office, pursuant to provisions of enabling State and federal legislation where appropriate;
- (9) Pursue sources of new and alternative funding available for the matters cited in Section B(1) and provide assistance to State agencies, local governments, and communities in obtaining such funding;
- (10) Perform such other duties and functions as may, from time to time, be appropriate and necessary for the Office to address and implement the provisions of this Executive Order;
- (11) Ensure the proper administration of funds to which the State is entitled under:
 - (a) The federal Omnibus Crime Control and Safe Streets Act of 1968, as amended, Part E, Drug Control and System Improvement Grant Programs (Byrne Memorial grants);
 - (b) The federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended;
 - (c) The federal Violence Against Women Act (VAWA), as enacted by Title IV of the Violent Crime Control and Law Enforcement Act of 1994;
 - (d) The federal Police Corps Act and the Law Enforcement Scholarships and Recruitment Act, as enacted by Title XX, Subtitles (A) and (B), of the Violent Crime Control and Law Enforcement Act of 1994;
 - (e) The Governor's portion of the federal Safe and Drug-Free Schools and Communities Act of 1986, as amended; and
- (12) Ensure the proper administration of the Maryland Victims of Crime Fund under Maryland Article 27, Section 764;

(13) Ensure the proper administration of other public safety and substance abuse funds, from federal, State or private sources, as may be assigned by the Governor.

C. Fiscal Resources. Expenses of the Office shall be met through:

- (1) Operating budgets of the Executive Department and, as necessary and appropriate, other departments and agencies;
- (2) Any federal funds or special State funds available for the purpose of administering federal grant programs.

GIVEN Under my Hand and the Great Seal of the State of Maryland, in the City of Annapolis, this *24* day of *February*, 1996.



Parris N. Glendening
Parris N. Glendening
Governor

ATTEST:

John T. Willis
John T. Willis
Secretary of State

11

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000