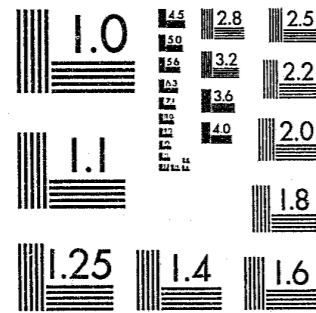


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

5/29/85

96221

Management Study
of the
Maryland Criminal Justice Coordinating Council & Staff

State of Maryland
Department of Budget & Fiscal Planning
Division of Management Analysis & Audits
December, 1983

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Maryland State Dept. of Budget
& Fiscal Planning

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Management Study
of the
Maryland Criminal Justice Coordinating Council & Staff

State of Maryland
Department of Budget & Fiscal Planning
Division of Management Analysis & Audits
December, 1983

Preface

Data collection for this study was undertaken in late September and October, 1983. The study depicts the situation as it existed at that time.

Acknowledgement

We wish to acknowledge and note our appreciation for the cooperation and assistance provided by the Council staff, Council members and others in completing this study.

Table of Contents

	<u>Page</u>
Executive Summary	
I. Introduction	1
A. Objectives	1
B. Scope.....	1
C. Methodology.....	2
D. Report Format.....	2
II. Background.....	3
III. The Staff	6
A. Executive Director	6
B. Planning Department	10
C. Statistical Analysis Center (SAC).....	14
D. Crime Prevention Unit.....	20
E. Grants Management	22
F. Fiscal Administration	27
IV. The Maryland Criminal Justice Coordinating Council.....	29
V. Recommendations	37
A. Council	38
B. Staff	40

Executive Summary

This study was undertaken at the request of the Governor. The major objective of this study was to provide an assessment of the appropriateness of current Council staff functions and resources. A review of Council activities was essential to the accomplishments of the study's objectives.

A. The Staff

The report contains a detailed review of the staff's output over the past two years. The staff, in addition to the Executive Director, consists of five units. Basic conclusions about each unit are as follows:

- Planning Department - This unit consists of two professionals and a secretary. The main output of this unit is staff support for the Repeat Offender Experiment (ROPE). Other duties consist primarily of various ad hoc projects and committee assignments. The unit is not currently involved, to any appreciable extent, in systematic, system-wide criminal justice planning.
- Statistical Analysis Center - This unit consists of three professionals and a secretary. Their output, which is considerable, is in large part self-generated or generated by sources external to the Council and not at the specific direction of the Council. To date the Council has not provided much direction to the SAC unit, nor have they used this unit to any appreciable extent to research issues of specific concern to them. The emphasis and interests of the SAC unit are increasingly oriented toward research as opposed to statistical reporting and information systems development. There is a legitimate issue to be raised as to

whether it is appropriate for a State agency to be engaged in research not specifically requested by the Council, Governor, General Assembly or Judiciary, and whose tangible impact on the criminal and juvenile justice system is uncertain. In times of fiscal austerity, this type of research may well be a luxury that the State can ill afford.

Crime Prevention - The major activity of this unit of two professionals, a secretary and part-time contractual employee is the Crime Watch program which is a statewide program responsible for coordination of crime prevention programs in the State. The unit is also engaged in staffing various crime prevention committees. Providing direction and technical assistance for the Crime Watch program is the informally constituted Crime Watch Steering Committee. The relationship between the Crime Watch program and the Council is tenuous at best. None of the Crime Watch Steering Committee members sit on the Council. The Council has not become actively involved in the Crime Watch program.

Grants Management - This unit consists of one professional and a secretary who administers the Juvenile Justice and Delinquency Prevention Act funds (approximately \$736,000 for FFY 1983) and staffs the Juvenile Justice Advisory Committee. This Committee's membership is reportedly not in compliance with federal requirements although staff is aware of the problem and addressing the issue. The Council staff is not making maximum use of available planning and

administration dollars to help offset the State's cost of administering the program and it is recommended that this be done. Staff should request and review audit findings on all grants and take appropriate follow-up action on audit exceptions.

Fiscal Department - Legislative reductions during the 1983 Session will leave the Council staff, effective January 1, 1984, without fiscal support staff for either grants or for the basic fiscal support activities (budgeting, accounting, etc.) required by any State agency. Recognizing the impossibility of operating for six months completely devoid of fiscal capabilities, the Executive Director transferred the Fiscal Coordinator (scheduled to be eliminated on January 1, 1984) to a vacant Section Chief slot previously in the Crime Prevention unit, where she will continue to perform fiscal activities. This transfer will enable the Council to minimally meet its fiscal responsibilities throughout the balance of fiscal year 1984.

B. The Council

The Council consists of 31 persons who constitute most of the key people in the Maryland criminal and juvenile justice system. The Council's Executive Order mandates it with broad responsibilities for criminal justice policy development, planning, coordination and grants. Historically the Council has devoted the bulk of its time and staff resources to grant activities. With the phase-down and eventual cessation of the LEAA program, funds for grants have diminished to a relative trickle. Faced with this reality the Council has made a concerted, albeit

difficult, attempt to refocus away from almost exclusive concern with administering grants to the broader issues specified in the Executive Order. In reviewing minutes of Council meetings of the last two years and during the course of interviews with several Council members, we noted concern about the role, mission and future of the Council and a growing frustration with the perceived inability of the Council to fully realize its considerable potential.

This report documents in detail the outputs of the Council over the last two years. The Council, with few exceptions, has not been providing the Governor or General Assembly with specific, action-oriented, policy recommendations on the difficult, substantive criminal justice issues facing the State. Many substantive criminal justice issues have been assigned for study to various task forces and commissions independent of the Council. Formal linkages between the Governor's Office and the Council appear to be in need of strengthening.

Conclusions and Recommendations

The Council has not effectively made the transition from a grants administration body to one involved with broader policy related issues. Both Council and Staff appear to lack a clear sense of mission, role and priorities. However, there is a broad consensus that both the Council and Staff could be more effectively used to address substantive criminal and juvenile justice issues. What has existed up to now is a 19 person staff, who are reporting to a 31 member Council, and are receiving limited direction and devoting substantial resources to self-generated issues or activities that are to an extent independent of the Council. True accountability for specific results has been lacking. We note that it is very difficult for a large body of persons, all of whom have major responsibilities apart from the Council, to provide effective direction and supervision. In fact, it may be unrealistic to expect strong direction from a group of this size and diversity.

A. The Council

It is our recommendation that the Council continue to remain independent but function in the capacity of a "sounding board" or "advisory board" to the Governor on substantive policy issues. This policy analysis role would require the Council to respond to the specific issues and concerns presented to them by the Governor through the criminal and juvenile justice staff unit described in the next section. The Council would, in effect, be primarily reacting, providing input, perspective and advice on specific issues referred to them. This proposed role revision does not preclude the Council from assuming a proactive role in identifying and addressing certain issues for the Governor and others as appropriate. This would certainly be true with various coordination issues that the Council might identify as requiring attention. Likewise, formal grant approval authority should be retained by the Council with the Juvenile Justice Advisory Committee continuing to provide recommendations.

Once the Council is functioning effectively in its new role (i.e., in a policy advisory capacity) the Council could consider becoming involved in system-wide criminal justice planning. We are therefore proposing that the Council focus primarily on policy issues and grants administration, while continuing to maintain coordinative mechanisms, with a possible long-range goal of system-wide planning.

The changes we have proposed should assist in ameliorating the Council's continued uncertainty as to its role and mission. With substantive, well defined agendas and requests being presented to the Council, some of the frustrations and feelings of ineffectiveness expressed by some Council members should be alleviated. More importantly, the full

wisdom and experience of this knowledgeable group can be more effectively brought to bear on the serious problems facing the criminal and juvenile justice systems.

To strengthen the relationship between the Governor and the Council it is suggested that, at a minimum, all recommendations of Executive Branch Task Forces or Commissions established by Executive Order, Executive Directive or by statute be submitted to the Council for review and comment.

B. The Staff

A staff arrangement substantially different from present structure is recommended.

• Crime Prevention

The Crime Prevention program is on-going and thus differs appreciably from other Council activities. Placement of this program and two positions in an operating agency is therefore logical and placement in the Department of Public Safety & Correctional Services is recommended. This will allow the Crime Prevention unit to readily utilize the technical expertise available in the Maryland State Police Crime Prevention Unit and will enhance the State's overall coordination of crime prevention activities. We recommend that a gubernatorially appointed Crime Watch Steering Committee be established to advise on programmatic direction.

• Grants

It is recommended that grants staff remain with the staff unit described below. The Council should retain final grants administration authority with the Juvenile Justice Advisory Committee continuing to provide recommendations on grants.

• Other Non-Grants Staff

It is recommended that a staff unit, located in Annapolis and reporting directly to the Governor, be given responsibility and authority for the Governor's criminal and juvenile justice policy formulation and planning. This staff unit should function as the Governor's criminal and juvenile justice staff, focusing on those specific areas of concern and interest to the Governor and, if resources permit, the General Assembly and Judiciary. Under this arrangement, staff would be directly responsible to the Governor for specific outputs and results. This unit's responsibilities would include presenting the Council with a specific agenda that encompasses the concerns of the Governor. Research, statistics and other information required by the Council that is necessary for informed decision-making would, of course, be developed by this staff unit. It is recommended that this unit be staffed with one Special Assistant to the Governor and two mid-level analysts.

We are therefore proposing a total of seven staff members consisting of one Special Assistant, two mid-level Analysts, one Grants Manager, a Fiscal Assistant and two Secretaries. It is recommended that this staff unit be

provided a word processor. Additionally, to insure that adequate resources are available to carry out the first year mandates of the Governor and Council, we recommend that \$75,000 in contractual funds be made available for research or studies which may exceed the capabilities of available resources.

This structured arrangement offers a more efficient and potentially more effective means of achieving positive impact and desired results on the criminal and juvenile justice systems. This proposed arrangement will:

- Forge strong and direct linkages between the Council and the Governor which are essential to successful Council activities.
- Provide Staff with direction and focus (e.g., they would be concentrating on those issues where analysis and recommendations have been specifically requested by the Governor) which are lacking under the current arrangement.
- Promote true accountability by having the Staff directly responsible to the Governor.

I. Introduction

Since the 1981 Session of the General Assembly, considerable controversy has surrounded the Maryland Criminal Justice Coordinating Council. The controversy has centered primarily around the mission of the Council, the sufficiency of Council staff resources and the output of both the Council and staff. At the request of the Governor, this study was undertaken by the Department of Budget and Fiscal Planning to provide an assessment of the appropriateness of current Council staff functions and resources.

A. Objectives

The objectives of this study were to:

- Review the historical role of the Council and its evolution.
- Document current functions of Council staff.
- Document each staff member's responsibilities and workload vis-a-vis the current Executive Order.
- Document interrelationships between Council staff and other criminal and juvenile justice agency staff.
- Determine which, if any, of the current Council staff functions should be transferred to other State agencies.
- Assess the appropriateness of Council staff levels and where organizationally the staff could most effectively perform its mandated functions.

B. Scope

This study provides a comprehensive review of all Council staff positions with a focus on staff roles, functions and workload. While it was not the purpose of this study to provide an in-depth evaluation of the Council, a review of Council activities was essential to the accomplishment of this study's objectives, thus recommendations on the Council are included. Our review was limited for the most part to staff and Council activities during the preceding two year period.

C. Methodology

Information for this study was gathered through a series of interviews conducted in late September and the month of October, 1983. All members of the Council were notified in writing of the study and given an opportunity to comment if so desired. A total of 43 persons were interviewed including all Council staff, several Council and Juvenile Justice Advisory Committee members, Department of Public Safety and Correctional Services and Department of State Planning personnel, federal criminal and juvenile justice authorities, local criminal justice personnel and various legislative and Executive Department officials. Additionally, two Council meetings were attended and various staff outputs, reports and work products of the last two years were reviewed.

D. Report Format

This report first presents essential background information on the history and evolution of the Council and their staff. Next, a documentation and basic descriptive analysis of staff resources, priorities and outputs for the preceding two year period are provided. Following, is a review of Council activities and accomplishments during this same period. Finally, the report details a proposal which entails a substantial revision of Council staff as well as a redefined role for both the Council and staff.

II. Background

The Criminal Justice Coordinating Council was created by Executive Order in June of 1967. It was established as a survey committee and called the Governor's Commission on Law Enforcement and the Administration of Justice (hereinafter referred to as the Council). The 12 member Council was headed by a member of the Governor's staff who was responsible for coordinating law enforcement and public safety programs. The Council consisted of criminal justice professionals and citizens with an interest and knowledge in law enforcement and criminal justice. The Council was charged with several broad mandates including coordinating criminal justice agencies' activities at the State and local level, evaluating recommendations of the President's Commission on Law Enforcement and Administration of Justice, statistical data collection, appraising the needs of the State's criminal justice systems, implementing programs as necessary, and proposing programs and changes as needed.

In June of 1969 a second Executive Order established the Council as a separate budgetary unit in the Executive Department and designated it as the official State Agency for law enforcement and juvenile delinquency prevention and control for the State of Maryland. The Council was provided a staff of 14 positions and authorized to accept and expend federal grant funds from the Law Enforcement Assistance Administration (LEAA) for the purposes set forth in the Federal Omnibus Crime Control and Safe Streets Act of 1968. The purpose of the Safe Streets Act was to introduce system-wide planning to the field of criminal justice. It sought to do this through fostering centralized criminal justice planning agencies in state governments; LEAA grant dollars provided the stimulus. These state planning agencies, or SPAs as they were called, were to:

- develop comprehensive statewide plans for the improvement of law enforcement and criminal justice;
- sponsor or conduct projects to improve law enforcement and criminal justice;

- establish priorities for improvements; and
- assure participation of citizens and community organizations at all levels of the planning process.

When Congress passed the Juvenile Justice and Delinquency Prevention Act of 1974, additional federal funds were made available through the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide a comprehensive, coordinated approach to the problems of juvenile delinquency. The Council was designated as the recipient State agency for these funds as well.

The role and composition of the Council has been modified by successive Executive Orders in January of 1971, April of 1975, November and December of 1978, and most recently in February of 1982. This last Executive Order (Appendix A) changed the Council's name to the Maryland Criminal Justice Coordinating Council, and sought to reemphasize the Council's role in the planning and coordination of criminal and juvenile justice activities in the State of Maryland. While the charge to the Council has always been broad, as evidenced by its initial Executive Order, the Council's primary focus has historically been grants administration. As grant activities grew, staff to the Council increased to a maximum of 39 positions in fiscal years 1978 and 1979. However, with the cessation of LEAA funds and the reduction of OJJDP funds, the Council staff has been reduced each successive year to its current level of 19 positions. Grant funding levels and the Council's budget, from fiscal year 1981 to the present, are presented in Appendix C and D respectively.

The Council clearly has been attempting to make the transformation from a primarily grants administering body to one concerned with the broader issues mandated in the Executive Order. This role change has engendered considerable controversy and intensive legislative scrutiny. During the 1983 Session, the General Assembly further reduced Council staff and indicated responsibility for Council staff functions should be placed with the Juvenile Services Administration and the Department of Public Safety and Correctional Services.

The uncertainty regarding the future of the Council and its staff has, in our opinion, had a deleterious effect on staff morale and agency productivity. One clear manifestation of this uncertainty has been the high turnover among staff. We also note that staff have had to devote considerable time to justifying their existence. This, of course, reduces the time available for more productive activities. Staff, on a number of occasions, indicated a desire for a clear decision on the future of the Council and staff.

III. The Staff

The Council staff currently consists of the 19 positions listed in Table 1, three of which are scheduled to be eliminated on January 1, 1984, pursuant to legislative mandate. Council staff is organized into five functional areas: Planning, Statistical Analysis, Crime Prevention, Grants Management and Fiscal Administration. As depicted in Table 2, the Director of Planning and the Chiefs of both the Grants Management and Fiscal Administration units report directly to the Executive Director, while the Chief of the Statistical Analysis Center and the Coordinator of the Crime Prevention unit report to the Director of Planning. The Executive Director and each of the five functional areas are discussed in the sections that follow.

A. Executive Director

As mandated by Executive Order, the Council staff is headed by an Executive Director who is appointed by and serves at the pleasure of the Governor. His responsibilities include the daily operation of the office and staff of the Council. In addition to the responsibilities mandated by Executive Order, the Executive Director is involved in activities external to the Council; among these are:

- Chairing the Criminal Justice Information Advisory Board, created by the General Assembly in 1976 for the purpose of advising, proposing rules and regulations, and recommending procedures and methods on the development, operation and maintenance of the Criminal Justice Information System (CJIS);
- Sitting on the advisory board, at Departmental request, for a Department of Human Resources' federal grant to study institutional child abuse;

Table 1
Criminal Justice Coordinating Council
Staff List as of November 1, 1983

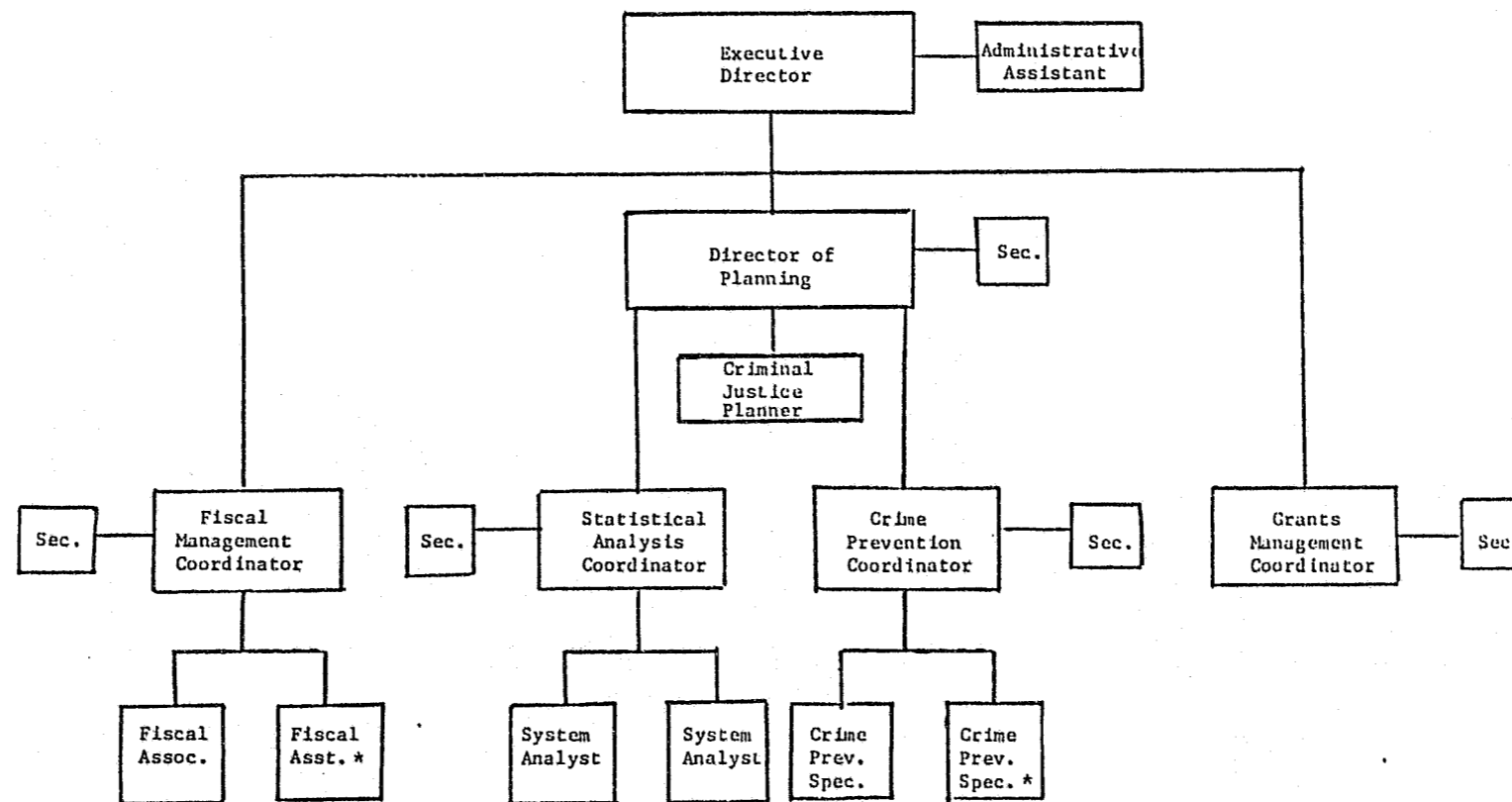
<u>Position</u>	<u>Salary</u>
Executive Department	
Executive Director	\$43,000
Administrative Assistant	16,638
Planning Department	
Director of Planning	\$34,050
Criminal Justice Planner	18,550
Secretary	13,607
Statistical Analysis Section	
Chief of Information and Stats.	\$26,945
Criminal Justice Systems Planner	18,350
Criminal Justice Systems Planner	18,350
Secretary	11,669
Grants Management Section	
Chief of Juvenile Justice Prog.	\$29,250
Secretary	11,669
Fiscal Administration	
Chief of Fiscal Administration	\$22,750
Fiscal Associate	16,638
Accountant*	-
Fiscal Assistant**	-
Secretary	10,359
Crime Prevention Department	
Crime Prevention Specialist	\$19,650
Crime Prevention Planner***	-
Crime Prevention Planner	15,794
Secretary	13,339

* vacant

** full-time temporary service employee paid \$6.49 per hour

*** part-time contractual employee paid \$10.00 per hour

Table 2
 Criminal Justice Coordinating Council
 Staff Table of Organization
 as of November 1, 1983



* Denotes contractual or temporary service agency employee

- . Serving as the Governor's representative on the advisory board for statewide implementation of sentencing guidelines;
- . Serving as a member of the gubernatorially appointed Task Force on Correctional Rehabilitation created in 1983 to examine the issues of rehabilitation and counseling programs available to inmates in the Maryland correctional system, as well as programs offered in other jurisdictions (this Task Force issued its findings during the course of this study);
- . Serving as a member of the Task Force on Violence and Extremism established by the Governor in 1981, to promote a standardized system of identifying and reporting racial, religious or ethnic incidents of violence or intimidation and to develop effective systems and programs to address the issue;
- . Serving as the Council's designee on the Anti-Arson Advisory Council created by Executive Order in 1982 to advise on statewide strategies for arson prevention, detection and control (this Council is inactive at the present time); and
- . Representing the Governor on the National Governor's Association Committee on Criminal Justice and Public Protection.

We wish to note that while the Executive Order specifies that the Executive Director is responsible directly to the Governor there are, apparently, no formal reporting mechanisms in place between the Executive Director and the Governor's office.

B. Planning Department

The Council is mandated under Executive Order with the responsibility for system-wide criminal justice planning. The Council's Planning staff consists of two professionals and a secretary. The Director of Planning basically functions as the Deputy to the Executive Director and reports directly to him. She is assisted by a Criminal Justice Planner and a secretary. Upon becoming vacant earlier this year, the Criminal Justice Planner position was transferred from the Grants Management unit to the Planning Department. The Statistical Analysis unit (SAC) and the Crime Prevention unit both report to the Director of Planning.

Both professionals in the Planning unit indicate that they each devote approximately 50% of their time to the Repeat Offender Project Experiment (ROPE). The ROPE Program was designed by the Repeat Offender Task Force (a committee of the Council) with input from the full Council. Staff for the Repeat Offender Task Force has been provided by the Council's staff and the Baltimore County Police Department. The Chief of the Baltimore County Police chairs the Repeat Offender Task Force. The program can perhaps best be described by providing an excerpt from a document entitled "Repeat Offender Program Experiment, Guidelines and Programmatic Alternatives" which was developed by the Repeat Offender Task Force:

"The Repeat Offender Program Experiment (ROPE) is intended to improve the way adult and juvenile repeat offenders are apprehended, prosecuted/petitioned, convicted/adjudicated, sentenced/disposed, and incarcerated/committed through a concentrated and coordinated effort by state and local justice agencies. This program includes all parts of the juvenile and criminal justice systems. The ROPE concept depends on the willingness of elected and appointed officials and justice system administrators to establish local Repeat Offender Steering Councils, composed of state and local justice officials. These Councils develop coordinated approaches for handling

repeat offenders by planning, implementing, monitoring and evaluating comprehensive repeat offender programs consistent with ROPE guidelines.

In the planning phase, the local Steering Councils establish target populations (as dictated by each jurisdiction's repeat offender problem) and objectives consonant with those outlined in this report. These objectives fall into four operational areas and two support areas and should be adapted to the unique needs of each jurisdiction:

- Identification, apprehension and adjudication;
- Conviction and/or finding of delinquency;
- Sentencing and disposition;
- Correctional and treatment programs;
- Timeliness/availability of information; and
- Legal issues."

The program, as the above excerpt suggests, requires local steering councils to plan, implement, monitor and evaluate local ROPE projects. Using federal grant money for local planning, Montgomery, Howard, Anne Arundel and Baltimore Counties and Baltimore City have begun ROPE programs. It is important to note that ROPE programs are basically local programs under local control that vary to an extent from jurisdiction to jurisdiction. The role of the Repeat Offender Task Force has been to encourage local participation, monitor performance, provide technical assistance and to develop guidelines and programmatic alternatives. The Task Force is reportedly going to be concentrating on involving State agencies in the Repeat Offender program, as well as encouraging other local jurisdictions in the State to develop programs. The Task Force staff, in addition to performing staff functions for the Task Force, spent considerable time planning and providing logistical support for ROPE conferences. Specifically, the first National Conference of Repeat

Offenders was held in October, 1982, in College Park. A second national conference concentrating on juvenile offenders was held in December, 1983.

The ROPE project, in our opinion, represents a significant and important attempt at marshalling the usually diffused resources of the criminal justice system toward resolution of a specific problem. That such a program has reached its present stage of development is attributable, in our view, to the enthusiastic leadership of the Chief of the Baltimore County Police Department who serves as Task Force Chair, the availability of grant money for local planning, and the staff support provided by the Chief's agency, each of the participating jurisdictions and the Council staff. What remains to be done is rigorous evaluation of the results of this experiment.

The Planning Director, in addition to spending 50% of her time on ROPE, indicates she spends about 10% of her time managing the Statistical Analysis Center (SAC) and Crime Prevention units. The remainder of her time is devoted to a number of different activities. Included among these are handling matters for the Executive Director in his absence, handling correspondence, general administrative duties, serving with other Council staff as the secondary staff contact for some committees (e.g., Task on Correctional Rehabilitation, Governor's Citizen's Commission on Crime Prevention, etc.) and various ad hoc types of projects. Recent projects included developing (in conjunction with the other unit professional) and presenting a report, which was not requested by the Council, on gun control. Another project under way includes a study requested by the General Assembly on the cost of processing death penalty cases. This project is a cooperative effort between the State

Attorney's Association, Administrative Office of the Courts, Public Defender and Council staff, with the latter handling a component part of the study at the request of the State Attorney's Association. Some work on the issue of computer crime is also being contemplated. The Planning Director has also performed staff functions for the Executive Committee (formerly the Planning Committee) of the Council. Finally, some administrative and supervisory fiscal responsibilities with respect to closing out LEAA grants have also been assigned to the Planning Director.

As stated earlier, the Criminal Justice Planner assigned to this unit also devotes 50% of her time to ROPE activities. Her remaining duties are not well defined. Basically, these include editing other studies, reports, etc., done by the staff and some limited writing and research on various agency efforts (e.g., ROPE report, Annual Council Status Report, Commission on Correctional Rehabilitation report, report on Guns and Violence, etc.). She also serves as liaison to the Maryland Victims Assistance Network, a victims advocacy group which is completely independent of the Council and which reportedly has been devoting considerable time to planning a conference. She has also reportedly played a role assisting with the Council's efforts regarding mentally ill inmates in jails. Finally, she has some responsibilities for reviewing legislation.

It is noted that the Planning Department is not currently, to any appreciable extent, involved in systematic, system-wide criminal justice planning. Although the Council and staff have been involved in some ad hoc program planning, the Council itself has not engaged in a system-wide planning process since 1980. This is discussed in detail in the Council section of this report. The major output of this unit has clearly been staff

support for the ROPE project. A final observation is that some of what the planning unit does appears to fall more into the area of research than planning. Examples of this would be the Guns and Violence paper and the current work on the cost of the death penalty.

C. Statistical Analysis Center (SAC)

Development of informational and statistical systems reflecting crime and delinquency in Maryland is a Council mandate under its Executive Order. The SAC unit consists of three professionals and a secretary. The unit is headed by a Chief of Research and Statistics who supervises two Research Analysts and a Secretary.

Major outputs of this unit produced during the last year and one-half can be summarized as follows:

- "System Stats" - This is a document produced twice a year covering both calendar and fiscal year data on Maryland's criminal justice system. The report reaggregates and reformats data provided by other criminal justice agencies and provides some basic descriptive analysis of data presented. The report is the only document available which provides system-wide criminal justice information. The most recent issues of System Stats have not been available for distribution until approximately twelve months after the conclusion of the year for which data is reported. The data is reportedly available approximately four months after the conclusion of the reporting period and requires one additional month to prepare. Because System Stats is not a high staff priority, according to the SAC Chief, the reports have not been produced in a more timely manner. The lack of

essential word processing or computer equipment also acts to hinder prompt production of these reports. It would appear that the lateness of the reports not only diminishes the usefulness for budgetary and planning purposes, but the low priority assigned is inconsistent with the Executive Order's specific mandate to "develop a timely, accurate and complete information and statistical system reflecting crime and delinquency in Maryland."

- SAC Bulletins - The unit has produced two bulletins in the last year. One bulletin provided an overview of mandatory sentencing statutes and experiences in four other states, and the other provided an overview of Maryland Criminal Justice data. Both reports are basically descriptive and informational. They do not provide specific policy recommendations, suggested improvements or strategies, etc.
- Driving While Intoxicated (DWI) Report - This report provided a statistical, descriptive analysis of DWI arrests and dispositions. This project was initiated by staff.
- A detailed, descriptive, statistical analysis of the Maryland Criminal Justice System was developed for and presented to the Lt. Governor.
- The unit also provided staff support and wrote sections of reports issued by the Governor's Advisory Board on Rape and Sexual Offenses and the Task Force on Correctional Rehabilitation. Both of these Task Forces were established and operated independent of the Council.

- Staff provided support to the Criminal Justice Information Advisory Board which is chaired by the Executive Director of the Council. This required researching and writing several short reports about the processing of criminal citations and summons and preparing a plan to audit the Criminal Justice Information System.
- Unit staff served as Chair and provided support to an ad hoc committee that has been investigating the quality and availability of juvenile data for use in processing juvenile and adult repeat offenders. This ad hoc committee, which was an outgrowth of the ROPE project, presented a preliminary report on this topic to the Council, outlining the problem in some detail and identifying some issues that require further study and further data collection efforts. At the October, 1983, meeting of the Council a formal Council Committee was established to monitor this issue.
- Using funds from a Bureau of Justice Statistics' grant, the SAC unit engaged in a year long effort to develop a methodology for projecting the size of future Maryland prison populations. The project involved studying data and information with Pennsylvania and Delaware to determine the usefulness of standardized prison projection methodologies. Prison projections were an outcome of this project. Prison projections are, of course, routinely done by the DPSCS.
- Bureau of Justice Statistics (BJS) Projects - At the time this review was conducted, the SAC unit was devoting most of its staff resources to three research projects. Funding for these

projects is being provided by an \$11,000 grant from the Bureau of Justice Statistics of the U. S. Department of Justice. The grants funds were obtained through a competitive bid process with the topics for the research being specified by BJS. It is emphasized that these research projects are not being done at the request of the Council. The three research projects and the questions which they are designed to address are as follows:

- a. Judicial Sentencing Practices Study - This study is basically an update of a prior study completed by researchers involved in a federally funded, three year sentencing guidelines pilot study. Using data from Baltimore City and Prince George's, Montgomery and Harford Counties the following questions will be answered:
 - What are the distributions of sentences to incarceration for each offense type, jurisdiction and judge in the pre- and post-guidelines?
 - What are the distributions of probation sentences for each offense type, jurisdiction and judge in both samples?
 - What are the distributions of sentence lengths in both samples for each offense type, jurisdiction and judge?
 - How do sentences vary across jurisdictions in the pre- and post-guidelines samples?
- b. Recidivism after Release from Prison Study-This study using data from Maryland's Division of Corrections will address the following questions:
 - What proportion of the release cohort were arrested during the follow-up period?

What are the demographic and offense characteristics of releasees who are arrested?

Are those arrested after release significantly different from those not arrested?

What was the average length of time between release and the first arrest after release for the entire cohort?

How did this vary controlling for each incarceration offense, age and racial group, and category of time served in prison?

Are released individuals likely to be arrested for committing offenses similar to their most serious incarceration offense, or do most offenders switch to new offenses?

c. Time Actually Served in Prison Study - This study using data from a sample of Maryland inmates will address the following:

What are the sentence length, offense, race, age and sex distributions of the 1982 releases?

What is the average time served for each category of sentence length, offense type, age, race and sex?

Does the length of time served vary by offense type, racial group, age or sex?

Where differences emerge from the analyses in the items above, do they remain after partialling out sentence length?

If time served varies significantly for different race, age and sex groups, do the differences persist when offense type is held constant?

There are several observations we wish to note with respect to this unit. First is that the unit's output is considerable and the staff are well trained to do the research and statistical work that they do. A second point is that much of the work of the unit is self-generated, or generated

by sources external to the Council, and not at the specific direction of the Council. The three current BJS grants are good examples of this. An attempt was made in June, 1983, to elicit from the Council members some direction as to future research topics. Staff provided the Council members with a list of possible research topics and asked them to indicate their priorities. Only 55% of the Council members even responded to the survey. The topics of juvenile waiver dispositions, risk assessment and mentally ill offenders in jail were listed as priorities in that order. Some research on the juvenile waiver issue is anticipated. There have been recent efforts to have the Council's Executive Committee provide more direction and oversight to the SAC. To date we would conclude that the Council has not provided much direction to the SAC unit, nor have they used this unit to any appreciable extent to research issues of specific concern to them. A third observation is that the emphasis and interests of the SAC unit are increasingly oriented toward research as opposed to statistical reporting and information systems development. When the SAC unit was initially created in the mid 1970's the objectives of the unit were interpretive and quantitative analysis of criminal justice data and development of criminal justice information systems. Clearly there has been movement away from those objectives and toward research. There is a legitimate issue to be raised as to whether it is appropriate for a State agency to be engaged in research not requested by the Council, Governor, General Assembly or Judiciary, and whose tangible impact on the criminal and juvenile justice system is uncertain. Traditionally, basic research has been the province of academia and the federal government through grants and contracts. In times of fiscal austerity, this type of research may well be a luxury that the State can ill afford.

D. Crime Prevention Unit

Staff for the Crime Prevention Unit is provided by a Crime Prevention Specialist who heads the unit, a Crime Prevention Planner, a secretary and a part-time contractual employee working approximately two days a week.

The major activity of the unit has been the Maryland Crime Watch program, which is a statewide program responsible for coordination of crime prevention programs in the State. Major Crime Watch program activities are to:

- Serve as a central repository for crime prevention information from local, state and national levels and maintain a crime prevention information and resource library for interested individuals and groups.
- Develop printed and media materials on crime prevention.
- Interface with other state and national groups interested in crime prevention and link them with local crime prevention groups.
- Coordinate and conduct crime prevention training for law enforcement departments and special interest groups. Specifically for 1982 and the first nine months of 1983, Crime Watch sponsored five training sessions and provided instruction or assistance to local law enforcement departments for nine additional training sessions.
- Technical assistance and display materials on crime prevention as requested.
- Coordinate the Governor's annual crime prevention awards.

The Crime Watch Program is essentially directed by the Maryland Crime Watch Steering Committee. This is an informally constituted committee comprised primarily of law enforcement persons from throughout the State and some civic group representatives who have an interest in crime prevention. The law enforcement representatives are generally those responsible for crime prevention activities in the respective police departments. As there is currently no appointing authority to the Committee, membership consists basically of those interested in the program. The Committee appears to be a highly enthusiastic and committed group of people. Many of the law enforcement members possess considerable technical proficiency and do much of the crime prevention training in the State. The Council staff provides considerable staff and logistical support to this rather active committee. It should be noted that the Maryland Crime Watch Program has received a national award.

In addition to the Crime Watch program, staff has been involved in several other activities. These include staffing both a Crime Prevention Building Code Task Force and the Governor's Citizens Committee on Crime Prevention as well as working on the Residential Security Program. The Building Code Task Force, which was initiated at the request of the Crime Watch Steering Committee was created "to study the feasibility of developing and implementing a Statewide Crime Prevention Building Code for Maryland." A model code was not developed, although some suggested guidelines are reportedly available. Building codes are, of course, the responsibility of local government. The Governor's Citizens Committee on Crime Prevention, which was created by an Executive Order and whose Chair now sits on the Council, has since formed four sub-committees. This Committee, and its constituent sub-committees, require a considerable expenditure of staff time and are

scheduled to issue a final report in June, 1984. Their authorizing Executive Order charges them with broad mandates with respect to citizen involvement in crime prevention. The Residential Security Program is a joint effort developed by Maryland Crime Watch and co-sponsored by the American Association of Retired Persons. This is basically an evaluative tool that will attempt to measure the actual effect of community crime prevention programs as it relates to criminal activity, the fear of crime, and citizen/law enforcement interaction.

The relationship between the Council and the staff's Crime Watch and other crime prevention activities is tenuous at best. None of the Crime Watch Steering Committee members sit on the Council. The Council has not become actively involved in the Crime Watch program.

The Crime Watch Steering Committee operates to a large extent autonomously, albeit with Council staff support. However, the Council is usually kept aware of major Crime Watch and unit crime prevention activities.

A final point is that the Crime Watch program was, until December, 1982, funded primarily (with the exception of staff salaries) through a LEAA grant to the Department of Public Safety and Correctional Services. Since the grant has expired available funding for program materials has been substantially reduced.

E. Grants Management

The Grants Management unit provides program support to the Council in its function as a conduit for federal funds which flow to both State and local units of government for delinquency prevention and crime control. The Council's grant activities reached a high point in the mid 1970's. (See Appendix C for grant amounts.) Since that time, both federal grants dollars and staff effort required to administer the program have diminished significantly. This reduction in grant funds is attributable to

the phase-out of LEAA funds which have been the primary source of federal criminal justice funds. Effective October 1, 1980, Congress abolished LEAA; all existing LEAA funds already awarded to the State were required to be closed out by the end of March, 1983. The OJJDP program is still active; however these funds have also been decreasing since fiscal year 1978 with Maryland receiving only \$736,000 in federal fiscal year 1983.

The Grants unit consists of one Section Chief and one secretary. Upon becoming vacant earlier this year, a Program Specialist position in the Grants unit was transferred to the Planning unit. This transfer effectively left the Section Chief with supervisory responsibility for only the Secretary.

The Section Chief indicates that he spends approximately 25 to 30% of his time on grants activities such as putting together grant applications, notifying agencies of fund availability, preparing annual plan updates, and reviewing, monitoring, evaluating and acting upon all OJJDP grants and grant requests. There were approximately 22 grants active at the time of this study.

An estimated 60% of the Section Chief's time is spent in providing staff support to the Juvenile Justice Advisory Committee (JJAC). This Committee was created in 1975 pursuant to a requirement of the Juvenile Justice and Delinquency Act of 1974. By regulation, the JJAC receives an allotment of \$11,250 each year from the annual OJJDP award to provide for their operating expenses. The JJAC has 19 members, three of whom sit on the Council. The JJAC operates in an advisory capacity to the Council and has specific responsibility to:

- advise the Council on OJJDP funding;
- review and comment on all juvenile justice and delinquency prevention grant applications submitted to the Council; and

submit recommendations to the Governor and Legislature on matters relevant to its functions, including State compliance with statutes on deinstitutionalization of status offenders (i.e., offenses which would not be a crime if committed by an adult such as running away, truancy, etc.) and separation of juvenile and adult offenders.

In addition to the above, the JJAC has been active in monitoring State legislation affecting the juvenile justice system and in alerting the juvenile justice community to developments in this area. Some JJAC members contend that the JJAC ought to be completely autonomous from the Council and vested with the final grant approval authority. Several states have such an arrangement in place. The desire for autonomy seems to come, in part, from the fact that the Council, at times, allocates grant funds contrary to JJAC recommendations. Additionally, during interviews, certain JJAC members expressed a desire to have their own full-time staff that is independent from Council staff.

In addition to grant activities and staffing the JJAC, the Section Chief attends meetings of a gubernatorially appointed Task Force on Violence and Extremism. The Council's Executive Director is an appointed member of this group. The Section Chief also represents the Executive Director on a committee to study institutional child abuse which is done under the auspices of a federal grant to the Department of Human Resources.

The Grants unit Secretary, in addition to providing secretarial support to the Section Chief, attends and takes minutes of JJAC meetings, as well as maintains the Council staff's library and legislative bill file.

The fiscal aspects of the OJJDP grant program are generally the responsibility of a fiscal assistant in the Fiscal unit which is discussed in the following section of this chapter.

OJJDP funds are to be used for "planning, establishing, operating, coordinating and evaluating projects ... for the development of more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs in the area of juvenile delinquency and programs to improve the juvenile justice system." (42 U.S.C. 5631). The funds are to be allocated with approximately one-third going to State agencies and two-thirds going to local service providers. While this study did not include a grant audit, three issues with respect to the use of OJJDP funds are noted.

First, while the membership of the JJAC is specifically prescribed by law, the current JJAC is reportedly not in compliance with respect to the appropriate number and percentage of youth members. The law specifies that at least one-fifth of the members must be under 24 years of age at the time of appointment, and at least three members must be still under the jurisdiction of the juvenile justice system. The staff is aware of this problem and steps are reportedly being taken to rectify this situation.

Second, the Act provides that up to 7-1/2% of the total annual allotment of OJJDP funds "shall be available to develop a State plan or for other pre-award activities associated with such State plan, and to pay that portion of the expenditures which are necessary for efficient administration, including monitoring and evaluation ... except that such

amounts ... shall be matched (in an amount equal to any such amount so expended or obligated) by such State ..." The Act further provides that the "State shall make available needed funds for planning and administration to units of general local government, or combinations thereof, within the State on an equitable basis." The Council was not making use of this 7-1/2% provision to offset annual planning and administration costs to the State at the time of this study. The planning and administration money available during fiscal year 1983 amounted to \$57,750. Approximately \$22,523 of these funds went to Baltimore City and Baltimore County to offset the cost of a juvenile justice planner in each jurisdiction. The balance of the available planning and administration funds were reportedly channeled into grant programs. It is recommended that the Council make maximum use of the available planning and administration dollars to help offset the fiscal year 1984 cost to the State of administering the grants programs.

Finally, according to federal regulation, OJJDP funds are required to be audited in accordance with OMB Circular A-102. In years past these grant audits were performed by Council staff but, with the elimination of the audit unit in July, 1981, the Council staff has not been able to audit sub-grantees. What now occurs is that local government agencies are notified of the specific audit requirements by mail and are asked to provide information as to the status of their audit process as it applies to the grant funds. At the time of this study all but two sub-grantees had responded affirmatively to the September, 1983, notice. It is important to note that the staff did not request receipt of sub-grantee audit findings upon completion of the audit process, even though the Legislative Auditor's report dated July 13, 1983, recommended that the staff establish monitoring procedures to verify that sub-grantees are complying with

audit requirements and that the staff review sub-grantee single audits for fiscal year 1983 by October 31, 1983. It is recommended that Council staff request and review audit findings on all grants and establish procedures for appropriate follow-up action on audit exceptions.

F. Fiscal Administration

The Fiscal Administration unit provides basic fiscal support for Council activities. The unit is directed by a Chief of Fiscal Administration who was recently reclassified from Fiscal Coordinator. She supervises a Fiscal Associate, a Fiscal Assistant (hired through a temporary services contract) and a Typist Clerk IV. Unit activities are divided into two primary categories: basic fiscal support services and grant support services.

The basic fiscal support services are those required by and necessary to the operation of any organizational entity. These include: budget preparation, processing of payroll, reimbursements, purchases, invoices, payments, maintenance of a general ledger and basic accounting, etc. The unit also maintains the personnel records for Council staff. Basic fiscal and support services are handled primarily by the Fiscal Associate and require approximately half the time of the unit Chief as well.

The balance of services provided by this unit are for the fiscal support of the grant program. The basic budgetary, accounting and administrative requirements of federal grant programs require the balance of the Chief's time as well as the full attention of the Fiscal Assistant.

The Fiscal Assistant, as previously noted, has been hired through a temporary services contract and has been working for the Council since the beginning of calendar year 1983. He was hired in lieu of filling a vacant Accountant position given the possibility of further staff reductions during the 1983 Session.

During the 1983 Session the General Assembly deleted, by PIN number, the three fiscal positions. These three positions constitute the entire fiscal unit with the exception of a Typist Clerk IV and are to be eliminated effective January 1, 1984. These specific staff reductions will leave the Council without fiscal support for grant activities from January 1 to July 1, 1984 at which time grant functions are scheduled to be transferred to the Juvenile Services Administration. In addition to ongoing OJJDP grant activities, there is still some LEAA close-out activity continuing despite the fact that LEAA had a close-out date of March 31, 1983. In addition to leaving the grants program without essential fiscal support, these staff reductions will also leave the Council without general fiscal capabilities until their scheduled July 1, 1984, transfer to the Department of Public Safety and Correctional Services. Recognizing the impossibility of operating for six months completely devoid of fiscal capabilities, the Executive Director transferred the Fiscal Coordinator (scheduled to be eliminated on January 1, 1984) to a vacant Section Chief slot previously assigned to the Crime Prevention unit. This transfer will enable the Council to minimally meet its fiscal responsibilities throughout the balance of fiscal year 1984.

IV. The Maryland Criminal Justice Coordinating Council

The Council consists of 31 members who constitute most of the key persons in the Maryland criminal justice system as well as several interested citizens. (See Appendix B for a listing of their names and titles.) The Executive Order (presented in its entirety in Appendix A) creating the Council mandates it with the following duties:

- (a) "It is designated to provide leadership for policy development, planning, implementation, evaluation and coordination for all activities in Maryland concerning juvenile and criminal justice agencies, delinquency prevention and crime control and the administration of justice ..."
- (b) "It shall identify appropriate goals, objectives and priorities for the juvenile and criminal justice systems ..."
- (c) "It shall coordinate the on-going operation of law enforcement, juvenile and criminal justice agencies ... and promote the specific resolution of problems ..."
- (d) "It shall conduct special studies ... as requested by the Governor."
- (e) "It shall promote closer cooperation among Federal, State and local agencies concerned with law enforcement, juvenile delinquency and criminal justice."
- (f) The Order presents the agency with sole responsibility for grant activities under the LEAA program and the Juvenile Justice and Delinquency Prevention Act.
- (g) "It shall be available to advise the Governor on criminal justice and juvenile budget requests ..."
- (h) "It shall undertake and perform all other such duties ... which may be necessary to carry out the provisions of this Executive Order."

In sum, the power, duties and responsibilities of the Council are extremely broad. With a few exceptions these mandates have not changed appreciably since the inception of the Council (originally the Governor's Commission on Law Enforcement and the Administration of Justice) in 1967. As noted earlier, the Council has always been charged with responsibilities for planning, coordination, policy development and similar duties that go beyond the mere administration of federal grant funds. Historically the Council has devoted the bulk of its time and staff resources to grant activities. With the phase-down and eventual cessation of the LEAA program, funds for grants have

diminished to a relative trickle (\$736,000 for FFY 1983) provided through the Juvenile Justice and Delinquency Prevention Act. Faced with this reality and new Council and staff leadership appointed in 1979, the Council has made a concerted, albeit difficult, attempt to refocus away from almost exclusive concern with administering grants to the broader issues specified in the Executive Order. The attempt at transition has not been without problems. In reviewing minutes of Council meetings in the last two years and during the course of interviews with several Council members, we noted concern about the role, mission and future of the Council and a growing frustration with the seeming inability of the Council to fully realize its considerable potential.

Executive Committee

The Council has recently established an Executive Committee (formerly known as the Planning Committee) with responsibilities for the following functions.

- To formulate and recommend an annual set of priorities concerning crime, delinquency and the administration of justice in Maryland.
- To recommend the Council's action plan necessary to meet these priorities.
- To monitor progress towards the achievement of Council priorities.
- To review and advise the Executive Director as to the Council's annual budget.
- To advise the Executive Director on other Council business as needed.
- To respond to the direction of the Council.

These functions, which were approved at the October, 1983, Council meeting, give the Committee major responsibility for the overall direction and purpose of the Council. This Committee will continue to review and make recommendations to the Council on grant funding.

Major Non-Grant Activities of the Council

Presented below are some of the major non-grant activities of the Council. A distinction has been made to some extent between Council activities and staff activities

with the latter, for the most part, being described earlier in the "Staff" section of this report.

The Council is charged with responsibility for planning for the criminal and juvenile justice systems and identifying appropriate goals, objectives and priorities for both systems. In 1980 the Council established a Planning Committee to examine Statewide criminal and juvenile justice needs and to establish priorities. After soliciting information from local and State officials and discussion of many issues at public sessions, the Committee recommended and the Council approved four priority areas. Committees were established for each priority area. These committees were each chaired by a Council member with membership consisting primarily of Council and a few non-Council persons on some committees. These priority areas, which with exception of Item 4 are basically self-explanatory, are:

1. The Habitual or Repeat Offender
2. Crime and Delinquency Prevention
3. Institutional Conditions
4. Increasing the Criminal and Juvenile Justice System's Accountability to the Public. (This committee's primary focus was accurate dissemination of crime and delinquency statistics and information, greater citizen participation and better programming to meet the needs of victims, witnesses and jurors.)

The current status and outputs of these four Committees is as follows:

1. The habitual or repeat offenders group has become the ROPE Task Force discussed earlier in the "Staff" section of this report. This Committee has unquestionably been the most productive of the four Committees. Currently ROPE programs exist in five of the State's major jurisdictions. The Task Force continues to encourage development of programs in other jurisdictions, monitoring progress

of existing programs and coordinating the State agency response to the repeat offender. This project represents a concerted effort to coordinate the various components of the criminal justice system. Its success is due in large part to strong Task Force leadership and the availability of approximately \$100,000 in planning funds for local jurisdictions.

2. The Crime and Delinquency Prevention Subcommittee has recommended to the Council that it be dissolved. The group reviewed some existing crime prevention programs, established three areas of concern, and decided to present a seminar. The seminar was never held. In their final report the Committee noted "a lack of commitment from some committee members and vacancies which were left unfilled ... meetings were held and presentations were given, but decisions could not be made due to a lack of quorum." Problems involving not enough staff and overlapping of programs were noted. Specifically noted was that the Governor's Citizens Commission on Crime Prevention, established by Executive Order in May, 1982, made further demands on the Council staff. Some of the information collected by the committee may be of use to the Governor's Citizens Commission.

3. The Institutional Conditions Committee is not active. A review of minutes for this Committee indicated some problems with some members not attending meetings regularly. Council staff, in a memo to the Planning Committee dated April 6, 1983, stated the following with respect to the Committee's accomplishments.

"The Committee on Institutional Conditions has spawned several active ad hoc committees, and has itself sponsored two Statewide conferences on jails bringing together all agencies concerned with local

institutions. It has not addressed one part of its original charge relating to diversion and community treatment programs for adults and juveniles, and it has generally stressed local rather than State or juvenile institutions."

It should be noted that one of the ad hoc groups referenced in the above quote is the Ad Hoc Committee on the Mentally Ill in Jails which is active and reportedly has made some progress in ameliorating the problem of mentally ill prisoners in local jails.

4. The Committee on Increasing the Criminal and Juvenile Justice System's Accountability to the Public is not now active. Council staff in a memo to the Planning Committee characterized the accomplishments of this Committee thusly:

"The Committee on Accountability to the Public sponsored an open forum in 1982 that did bring together representatives from throughout the justice system. However, the forum was focused on education of the public, rather than on accountability per se.

This Committee has not developed recommendations on future tasks concerning public accountability, or the most effective means to carry out this priority area."

In sum, of the four Committees established to address the Council's four priority areas, only one is currently active, although, as noted, the original Committee activities have prompted the formation of several additional committees. Furthermore, the Council has not engaged in a comprehensive system-wide planning process since 1980. The aforementioned, recently approved functions of the Executive Committee suggest there may be some future activity in this area.

The Council, in addition to the above Committees, has been involved in other activities. In March, 1980, a Task Force on Prison Overcrowding consisting of both Council and non-Council members was established to "advise the Secretary of Public Safety and Correctional Services and the Attorney General on matters relating to overcrowding in State prisons and local jails." The Task Force was active in 1980 and into part of 1981 and made some suggestions on prison overcrowding. An attempt to

reactivate the group in December, 1981, was unsuccessful when the then Secretary of DPSCS indicated in a letter to the Council's Executive Director that he felt the Task Force served no useful or constructive purpose. In 1980 the Council was specifically requested by the Governor to evaluate the problem of Family Violence. A Task Force was established and some legislation was proposed and eventually enacted by the General Assembly.

A review of Council minutes over the past two years suggests that staff, in addition to informing Council members about various committee activities and other items of possible interest to Council members, has attempted to encourage the Council to review or become active in various criminal justice issues. This is generally done by having staff or outside speakers make presentations, often unrequested by the Council, on various topics. Recent examples would be presentations on Guns and Crime, Career Patterns of Drug Addicts and a paper on Corrections and Public Policy. These presentations generate discussion but have not, generally, resulted in specific policy or legislative recommendations. The basic result of these presentations appears to be informational.

At the October, 1983, meeting of the Council there were several developments of interest. First, a Committee on the Use and Availability of Juvenile Records was established. This committee will continue the work of an Ad Hoc Task Force on the same topic with the Ad Hoc Task Force apparently becoming defunct. Second, the Council reviewed and commented on the recommendations of the Interim Report of the Governor's Advisory Board on Rape and Sexual Offenses. Third, the Council reviewed but did not take a definitive stand on the issue of construction of a maximum security facility for juvenile offenders, an issue which is being studied by a legislative committee. It is noted that the review of these last two items was requested by the Governor and General Assembly respectively and represents an attempt to address some substantive, controversial criminal justice issues.

Another major goal of the Council is coordination. The extent to which the Council has been successful in this area is difficult, if not impossible, to measure. Clearly the ROPE program represents an apparently successful effort at criminal justice coordination. The informational items presented by staff and others on the activities of various committees, task forces, etc., appear to facilitate coordination. Additionally, it was noted by several Council members who were interviewed that regular contacts with other criminal justice people, which Council meetings provide, was one of the major benefits of being on the Council. The informal conversation and contacts that ensue from Council meetings probably do play a role in facilitating criminal justice coordination.

Grants Activities

The Council does continue to administer grant funds to State agencies and local units of government. At present the Executive Committee reviews grants and makes recommendations to the full Council. The Juvenile Justice Advisory Committee is very active in reviewing grants and makes specific grant recommendations also. The grants activities of the Council may increase in the next year as Congress is considering some legislation that would provide some limited (\$1.3 million according to one recent estimate) federal funding for criminal justice programs of proven effectiveness.

Observations

The Council has not provided staff with sufficient direction and leadership. This has made it difficult for the staff to focus on specific issues and achieve tangible results. The Council, with a few exceptions such as the ROPE program, has not been providing the Governor or General Assembly with specific, action-oriented, policy recommendations on the difficult, substantive criminal justice issues facing the State nor have they been involved to an appreciable extent in system-wide planning. The passage of the Family Violence legislation and the constructive comments provided during their review of the Interim Report of the Governor's Advisory Board on Rape and Sexual

Offense suggest that perhaps the Council could be more effective when responding to specific issues assigned by the Governor or General Assembly. In effect, the roles of advisor and serving as a "sounding board" on major issues identified external to the Council seem to have considerable potential for galvanizing the Council into a more useful role in State criminal justice matters.

One other factor that appears to have hindered the Council's ability to meet its mandated responsibilities is that many substantive criminal justice issues have been assigned for study to various task forces and commissions external to and independent of the Council. Examples of these would be the Task Force on the Drinking Driver, the Governor's Task Force to Review the Defense of Insanity and the Governor's Task Force on Correctional Rehabilitation. The recent submission of the Interim Report of the Advisory Board on Rape and Sexual Offenses to the Council represents a significant first step in having the recommendations of these groups external to Council being funnelled back to the Council for review and input.

V. Conclusions and Recommendations

The Council has not effectively made the transition from a grants administering body to one that is involved in broader planning and policy related issues. Both Council and staff appear to lack a clear sense as to their mission, role and priorities. However, there is broad consensus that both the Council and staff could be more effectively used to address the important issues facing the State's criminal and juvenile justice systems.

As previously discussed, what has existed up until now is a 19 person staff, who are reporting to a 31 member Council and are receiving limited direction and, therefore, are devoting substantial resources to self-generated issues or activities that are, to an extent, independent of the Council. Additionally, the staff appears to spend an excessive amount of time and effort attending many committee meetings whose tangible value to the State criminal and juvenile justice systems is uncertain. Staff efforts appear to be diffused over an unwieldy number of committees and issues. It is important to note that under the current structure accountability for definitive objectives and results has been lacking. We also note that it is very difficult for a large body of 31 persons, all of whom have major responsibilities apart from the Council, to provide staff with effective direction and supervision. In fact, it may be unrealistic to expect strong direction from a group of this size.

The National Governors' Association Committee on Criminal Justice and Public Protection recently conducted research on the status of State Planning Agencies (SPA's) nationwide.* (Maryland's SPA is the Council staff.) This research indicated that Maryland's transitional problems are not unique. SPA's have generally experienced substantial decreases in both personnel and budgets between 1980 and 1983. Only 20 to 25 SPA's (50% or less) are expected to survive the next 2 to 5 year period. It is

* LEAA IN THE STATES:1980-1983; National Governors' Association Committee on Criminal Justice and Public Protection; as yet unpublished, reviewed in draft format

anticipated that among surviving SPA's a much smaller apparatus will become the norm, with the median number of employees per SPA being 8. The research further indicates that SPA's have experienced a general narrowing of task responsibilities as well as changes in their administrative placement in the State governmental hierarchy. It was noted that an SPA's relative importance to and influence upon criminal and juvenile justice decision making and policy setting is largely dependent upon whether it has direct and easy access to the governor.

The recommendations presented in the pages that follow are generally consistent with the above research findings. What is proposed is a narrowing of task responsibilities, a commensurate reduction in staff and stronger linkages with the governor.

A. Council

The Fiscal Year 1984 Budget Bill states that:

"The functions of the Maryland Criminal Justice Coordinating Council shall be transferred by Executive Order to the Department of Public Safety and Correctional Services effective July 1, 1984, unless superseded by action in the Budget Bill for fiscal year 1985 or other legislation enacted during the 1984 Session of the General Assembly."

Many Council members have taken serious exception to this recommendation and have indicated that they may not, or will not, continue to participate on the Council should this transfer be effected. Their basic objection is that the placement of the Council in an Executive Branch agency would seriously impair either the actual or perceived independence and effectiveness of the Council. Even if only the staff were transferred to the DPSCS and the Council were not subject to DPSCS control, it is still felt there would be a perceived lack of Council independence. It is our opinion that both the opposition to this proposal, as well as the perceptual problem with respect to the Council's independence, are so great as to make it unworkable. Indeed, the loss of those Council members most disturbed by this proposal would seriously impair the chances of this Council to achieve its full potential.

It is our recommendation that the Council continue to remain independent but, function in the capacity of a "sounding board" or "advisory board" to the Governor on substantive policy issues. This policy analysis role would require the Council to respond to the specific issues and concerns presented to them by the Governor through the criminal and juvenile justice staff unit described in the next section. The Council would, in effect, be primarily reacting, providing input, perspective and advice on specific issues referred to them. This proposed role revision does not preclude the Council from assuming a proactive role in identifying and addressing certain issues for the Governor and others as appropriate. This would certainly be true with various coordination issues that the Council might identify as requiring attention. Coordination is certainly important and must remain an objective of the Council. Likewise, final grant approval authority should be retained by the Council with the Juvenile Justice Advisory Committee continuing to provide recommendations. (This is discussed in detail in the "Staff" section that follows.)

Once the Council is functioning effectively in its new role (i.e., in a policy advisory capacity) the Council could consider becoming involved in system-wide criminal justice planning. We are therefore proposing that the Council focus primarily on policy issues and grants administration, while continuing to maintain coordinative mechanisms, with a possible long-range goal of system-wide planning.

For this approach to work well, we stress that the Governor must refer to the Council his most difficult criminal and juvenile justice matters for analysis and recommendations. To strengthen the relationship between the Governor and the Council it is suggested that, at a minimum,

all recommendations of Executive Branch Task Forces or Commissions established by Executive Order, Executive Directive or by statute be submitted to the Council for review and comment. In lieu of creating new task forces and commissions in the future for those issues requiring in-depth study, consideration should be given to establishing ad hoc sub-committees of the Council for these studies with the addition, as appropriate, of various citizens and outside experts. In the area of legislation, we believe the Council could assume a significant and beneficial role by reviewing important criminal justice legislation and taking positions as appropriate.

These changes, which involve a narrowing of task responsibilities and will require a new Executive Order, should assist in ameliorating the Council's continued uncertainty as to its role and mission. With substantive, well defined agendas and requests being presented to the Council by the staff unit described below, some of the frustrations and feelings of ineffectiveness expressed by some Council members should also be alleviated. More importantly, the full wisdom and experience of this knowledgeable group can be more effectively brought to bear on the serious problems facing the criminal and juvenile justice systems. These changes, however, will not obviate the need for strong leadership on the part of the Council Chair and Staff Director.

B. Staff

For the Council to function effectively in its new role, it must have adequate staff support. We recommend a staff arrangement which differs substantially from the present structure.

Crime Prevention

It is our view that this State's nationally recognized Crime Watch program is an important and appropriate use of State resources. Given the gargantuan sums of money spent on processing and incarcerating persons in this State, the relatively small expenditure for the basically common sense types of activities provided through the Crime Prevention program appears justified. Indeed, the marshalling of resources external to the system (e.g., business and citizens' groups) is an important component of any crime reduction strategy.

The Crime Prevention unit, as noted earlier in this report, is staffed by two professionals, a secretary and a contractual employee who is scheduled to terminate in December, 1983. This unit is currently devoting a considerable amount of staff effort to the Governor's Citizens Committee on Crime Prevention, which is scheduled to submit its final report and expire in June, 1984. The termination of the committee will reduce the workload of this unit. We recommend the transfer of the Crime Prevention program to the Office of the Secretary in the Department of Public Safety and Correctional Services (DPSCS) and the concomitant transfer of one professional and one secretarial position from the Council staff. The basic goals of the Crime Prevention program should be to: (1) serve as a resource and clearing house for crime prevention information and materials; (2) to coordinate State and local crime prevention activities especially with respect to training; and (3) to promote crime prevention programs with community groups and local law enforcement agencies. Our research indicates that some states such as Minnesota and Massachusetts have crime prevention programs with similar goals staffed with two full-time persons.*

* International Crime Prevention Directory, International Society of Crime Prevention Practices, July, 1982.

There are several reasons for recommending the transfer of this program. The Crime Prevention program is on-going and thus differs appreciably from other Council activities. Placement of this program in an operating agency is therefore logical. Placement in DPSCS will allow the Crime Prevention unit to readily utilize the technical expertise available in the Maryland State Police Crime Prevention Unit. It would also enhance the State's overall coordination of crime prevention activities and efforts by having both State programs in the same Department; one example of this would be the efficiency achieved by being able to have one centralized crime prevention materials repository rather than the two which now exist.

The Crime Prevention unit receives most of its direction, guidance and certainly technical assistance from the informally constituted Crime Watch Steering Committee which operates, to a large extent, autonomously from the Council. We recommend that a gubernatorially appointed, formally constituted Crime Watch Steering Committee be established. This could be done through Executive Order and would formalize a committee that has been meeting actively and productively for several years. The committee should include basically the same composition as currently exists: law enforcement, interested citizens and representatives of community groups.

Grants

The Fiscal Year 1984 Budget Bill called for the transfer by Executive Order of the Grant program to the Juvenile Services Administration (JSA). Specifically the language states:

"The functions of the Grant Administration Program of the Maryland Criminal Justice Coordinating Council shall be transferred by Executive Order to the Juvenile Services Administration effective July 1, 1984, unless superseded by action in the Budget Bill for fiscal year 1985 or other legislation enacted during the 1984 Session of the General Assembly."

Legal issues notwithstanding, (such as the General Assembly directing that certain Executive Orders be promulgated) there are some potential problems with this proposal. JSA is a major recipient of OJJDP funds, hence there is a possible conflict of interest, or at least an appearance thereof, in placing grant administration authority in that agency. If the proposal was intended to merely house grants staff in JSA with the Council having final grants administration authority there still could be concerns raised about the objectivity of the staff in making funding recommendations.

Another possible option would be to house grants staff in JSA (albeit with the same concerns about objectivity) and to vest final grant administration authority in the Juvenile Justice Advisory Committee (JJAC). An argument in favor of this approach is that the JJAC possesses considerable expertise in the juvenile justice area. Disadvantages are that consideration of juvenile justice and criminal justice matters would be fragmented by the existence of separate committees (i.e., the Council and JJAC) to deal with two systems which are to an extent interrelated.

As recommended earlier in the "Council" section of this Chapter, grants administration authority should be retained by the Council, with the JJAC continuing to provide recommendations. The Council has had grants administration authority for years, has built up considerable expertise, and we see no compelling reason to remove that responsibility. Additionally, the Council, by virtue of the nature of its membership, provides a broad range of viewpoints which is helpful to this process.

Finally, we note the possibility of new federal funds which are not limited to juvenile justice, becoming available in the near future, which would necessitate continued grant activity on the part of the Council, if Maryland participates in the federal program.

Staff for the grants function would continue to be provided by one professional and one fiscal position. The professional would continue to staff the JJAC as well as take on an expanded role by assisting the staff unit described below with various duties as required. The fiscal person should be responsible for managing the various fiscal issues associated with federal grants. This should include addressing the audit issues noted in the Grants section of Chapter III of this report. Finally, the cost of this two person unit should be recovered to the maximum extent possible through the use of planning and administrative moneys available through OJJDP, as was also discussed in Chapter III of this report.

Non-Grant Staff

As proposed above, the Council will have responsibility for: 1) responding to and advising the Governor on policy concerns, 2) grants administration, and 3) maintenance of existing coordinative mechanisms. To provide the necessary support to the Council in fulfilling their proposed duties, it is recommended that a staff unit, located in Annapolis and reporting directly to the Governor, be given responsibility and authority for the Governor's criminal and juvenile justice policy formulation and planning. This staff unit should function as the Governor's criminal and juvenile justice staff, focusing on those specific areas of concern and interest to the Governor and, if resources permit, the General Assembly and Judiciary. Under this arrangement, staff would be directly responsible to the Governor for specific outputs and results (e.g., strategies, reports, legislation, etc.) This unit's responsibilities would

include presenting the Council with a specific agenda that encompasses the concerns of the Governor. Research, statistics and other information and analysis required by the Council and necessary for informed decision-making would, of course, be developed by this staff unit. The Council would, in turn, provide staff with their reactions, perspectives, advice and general input on criminal justice policy issues.

With respect to current staff activities, we have three comments. First, an area which we feel merits continued staff attention is the State's Criminal Justice Information System. As discussed earlier, the Executive Director of the Council staff is mandated by statute to Chair the CJIS Advisory Committee and Council staff are to provide support to this group. Without an adequate, reliable data base, planning, evaluation and obtaining the basic data needed for management decision-making is seriously impaired. Addressing this issue, perhaps through the CJIS Advisory Committee, is appropriate and should be a staff priority.

Second, the usefulness of the System Stats document should be reviewed, perhaps through a survey of all persons on the mailing list, to determine if it should be modified or even continued. If determined to be of sufficient value to be maintained, this on-going statistical gathering and analysis function should be transferred to an operational agency such as the Department of State Planning or the Department of Public Safety and Correctional Services. This will free up the Staff unit and enable them to deal with policy analysis issues pursuant to their proposed new role. The transfer of this responsibility should not prove overly burdensome to the recipient department as it does not require an inordinate amount of staff time, particularly when computer capabilities are present. However, if this function is transferred, the concomitant transfer of a position to DSP or DPSCS could be considered.

Third, staff should not be expected to staff every task force, commission, committee, or sub-committee in the State that relates in any way to criminal justice as is presently being done. It is our view that the heads of the criminal and juvenile justice agencies in the State have a strong commitment to system-wide improvements and can and will donate staff, to the extent possible, for important supplemental criminal or juvenile justice endeavors. Commitment of other State and local agency staff to such endeavors enhances the likelihood of positive results. A good example of this is the Chief of Baltimore County Police who donates approximately 25% of the time of a key staff person to the ROPE project. In non-criminal justice areas of State government, agencies often provide staff support for important committee efforts.

It is recommended that this unit be staffed with one Special Assistant to the Governor and two mid-level analysts. Collectively this unit should have research and statistical skills and extensive experience in the criminal and juvenile justice field and in policy analysis. There should be two secretaries for clerical support; these secretaries would also provide support to the two person grants staff discussed previously. This unit could be appropriately housed either in the Governor's Program Office or as a separate unit in the Executive Department, much like the Office for the Coordination of Services to the Handicapped. Placement of this unit in Annapolis, in close proximity to the Governor, his staff and the General Assembly is important given the major policy role being envisioned for the staff. Additionally, by being located in Annapolis, fiscal support for this unit (e.g., budgeting, purchasing, etc.) could possibly be consolidated using the Executive Department's existing fiscal staff.

We are therefore proposing a total of seven staff members consisting of one Special Consultant, two mid-level Analysts, one Grants Manager, a Fiscal Assistant and two Secretaries. It is recommended that this staff unit be provided a word processor with data manipulation and formatting capabilities.

The arrangement that has been proposed in this report is a more structured approach to addressing substantive criminal and juvenile justice system issues than now exists. This proposal offers a more efficient and potentially more effective means of achieving positive impact and desired results because of the following factors:

- Strong and direct linkages between the Council and the Governor, which are essential to successful Council activities, would be forged.
- Staff would be provided with direction and focus (e.g., they would be concentrating on those issues where analysis and recommendations have been specifically requested by the Governor).
- By having the staff directly responsible to the Governor, true accountability would be possible.

A focusing of staff activities on specific issues, coupled with a narrowing of task responsibilities, should enhance staff efficiency and counter-balance the proposed reduction in staff levels. Staffing levels are, of course, dependent to an extent on how the Governor uses this unit. However, there will clearly remain a need to prioritize staff resources, focusing only on those issues of utmost importance. To insure that adequate resources are available to carry out the first year mandates of the Governor and Council, we recommend that \$75,000 in contractual funds be made available for research or studies which may exceed the capabilities of available staff resources.

The proposed staff arrangement should provide an estimated first year savings of approximately \$166,000 in salaries and wages alone. This figure does not include OJJDP grant cost recoveries which are available. These savings will, of course, be offset by the proposed \$75,000 in contractual funds.

A final point is that, in general, once staff activities become on-going (e.g., System Stats and Crime Prevention) they should be transferred to operational agencies, thereby leaving this staff unit available for further policy development efforts.

Appendix A

ARTICLE 41.
GOVERNOR—EXECUTIVE AND ADMINISTRATIVE
DEPARTMENTS.

1

THE EXECUTIVE DEPARTMENT

GOVERNOR

Commission on Law Enforcement and Administration of Justice.

Executive Order 01.01.1978.12, which was issued on November 13, 1978, and Executive Order 01.01.1978.15, which was issued December 15, 1978, both of which provided for the composition and functions of the Governor's Commission on Law Enforcement and the Administration of Justice, were rescinded by Executive Order 01.01.1982.02, dated February 4, 1982.

Maryland Criminal Justice Coordinating Council

WHEREAS, The Governor's Commission on Law Enforcement and the Administration of Justice was created by Executive Order in June, 1967; and

WHEREAS, The composition and functions of the Commission were revised by Executive Orders of April 4, 1969, June 5, 1969, January 15, 1971, April 14, 1975, November 13, 1978 and December 21, 1978:

NOW, THEREFORE, I, HARRY HUGHES, GOVERNOR OF THE STATE OF MARYLAND, BY VIRTUE OF THE AUTHORITY VESTED IN ME BY THE CONSTITUTION AND LAWS OF MARYLAND, DO HEREBY PROMULGATE THE FOLLOWING EXECUTIVE ORDER RESCINDING EXECUTIVE ORDER 01.01.1975.03 AS AMENDED BY EXECUTIVE ORDERS 01.01.1978.12 AND 01.01.1978.15, EFFECTIVE IMMEDIATELY:

EXECUTIVE ORDERS OF THE GOVERNOR

1. (a) The Maryland Criminal Justice Coordinating Council is created as an independent unit within the Executive Department.

(b) The following persons are *ex officio* members of the Council with the power to vote:

- (1) The Chief Judge of the Court of Appeals of Maryland;
- (2) The Attorney General of Maryland;
- (3) The Secretary of the Department of Public Safety and Correctional Services;
- (4) The Public Defender;
- (5) The Director of the Juvenile Services Administration; and
- (6) The State Superintendent of Schools.

(c) The remaining membership of the Council shall be appointed by the Governor and shall include:

- (1) One member of the House of Delegates nominated by the Speaker of the House;
 - (2) One member of the Senate nominated by the President of the Senate;
 - (3) Representatives of State, county, and local government from various regions of this State;
 - (4) Representatives of public and private agencies and organizations concerned with criminal justice matters;
 - (5) Representatives of public and private agencies and organizations concerned with juvenile delinquency prevention and control;
 - (6) Representatives of various components of the criminal justice system, including police, courts, corrections, prosecutors, and defense attorneys;
 - (7) Representatives of the Judiciary including the Chief Judicial Administrative Officer of the State, and a Local Trial Court Judicial Officer;
 - (8) The Chair and at least 2 representatives of the Juvenile Advisory Committee of the Maryland Criminal Justice Coordinating Council who are not government employees or elected officials;
 - (9) Representatives of the general public including representatives of neighborhood and community based organizations, business and professional organizations who are not full-time government employees or elected officials.
- (d) The Governor shall select the chair and vice chair from among the members appointed under paragraph 1. (b) and (c).
- (e) The term of membership is 4 years. In case of a vacancy, the Governor shall appoint a successor for the remainder of the unexpired term.
- (f) The Governor may remove any member who is not an *ex officio* designate for any cause adversely affecting the member's ability or willingness to perform his or her duties.
- (g) The Chief Judge of the Court of Appeals and the Attorney General, in writing, may designate an alternate to represent them on the Council and exercise their power to vote.
- (h) A majority of the Council shall constitute a quorum for the transaction of any business.
- (i) The members may not receive any compensation for their services. The members may be reimbursed for their reasonable expenses incurred in the performance of their duties, in accordance with the standard travel regulations, and as provided in the State budget.

EXECUTIVE ORDERS OF THE GOVERNOR

(j) The Council shall employ the staff as provided in the State budget and prescribe their duties.

(k) The staff shall be headed by an Executive Director appointed by the Governor, to serve at his pleasure. The Executive Director is responsible directly to the Governor and shall receive the salary provided for in the State budget. The Executive Director is responsible for the daily operation and administration of the office and staff of the Council.

2. The Council has the following powers, duties, and responsibilities.

(a) It is designated to provide leadership for policy development, planning, implementation, evaluation, and coordination for all activities in Maryland concerning juvenile and criminal justice agencies, delinquency prevention and crime control, and the administration of justice. In carrying out these functions, it shall consult and work with all governmental and private agencies as is necessary to assure the efficient use of funds, personnel, and other resources, and shall act as a clearinghouse for information in these areas.

(b) It shall identify appropriate goals, objectives and priorities for the juvenile and criminal justice systems, and structure strategies and programs which will assure implementation of the desired objectives and priorities.

(c) It shall coordinate the on-going operation of law enforcement, juvenile and criminal justice agencies, and promote the resolution of specific juvenile and criminal justice problems of particular interest to law enforcement, juvenile or criminal justice agencies.

(d) It shall conduct special studies on crime and delinquency as requested by the Governor.

(e) It shall promote closer cooperation among Federal, State, and local agencies concerned with law enforcement, juvenile delinquency, and criminal justice.

(f) It shall develop a timely, accurate and complete information and statistical system reflecting crime and delinquency in Maryland.

(g) It is designated and shall act as the single State agency to accept, receive and provide for the expenditure of funds, grants and services under the Federal Legislation authorizing the Law Enforcement Assistance Administration; the Omnibus Crime Control and Safe Streets Act of 1968 as amended by the Justice System Improvement Act of 1979; and the Juvenile Justice and Delinquency Prevention Act of 1974 and 1980 as amended. It shall administer, monitor and audit Federal Law Enforcement Assistance Administration and Juvenile Justice and Delinquency Prevention funds to assist in delinquency prevention and crime control, and to improve Maryland's juvenile and criminal justice systems.

(h) It shall plan for the use of, award, and administer Federal Juvenile Justice and Delinquency Prevention funds to local subdivisions and State agencies to assist in delinquency prevention, and to improve Maryland's juvenile justice system.

(i) It is designated and shall act as the single State agency to monitor and enforce compliance with all requirements of the Federal Juvenile Justice and Delinquency Prevention Act of 1974 and 1980 as amended.

ANNOTATED CODE OF MARYLAND

(j) It is designated and shall act as the single State agency for the planning, use, award, and administration of crime control funds appropriated by new Federal programs.

(k) It shall be available to advise the Governor on criminal justice and juvenile justice budget requests to insure a well coordinated State criminal justice program.

(l) It shall undertake and perform all other such duties and functions in the area of law enforcement and the administration of justice which may be necessary for it to carry out the provisions of any of the duties and powers within this Executive Order.

(m) It may adopt rules for internal management consistent with this Executive Order.

(Order 01.01.1982.02, Feb. 4, 1982.)

Appendix B

Maryland Criminal Justice
Coordinating Council

Commissioner Frank J. Battaglia
Chief of Baltimore City Police Dept.

Chief Cornelius J. Behan
Chief of Baltimore Co. Police Dept.

Honorable Clarence W. Blount
Maryland Senator

Ms. Shirley S. Brooks
Citizen

Honorable Clarence DuBurns
President of Baltimore City Council

Honorable James G. Crouse
Mayor of Elkton

Devin John Doolan, Esq.
Citizen

Honorable Warren B. Duckett, Jr.
State's Attorney, Anne Arundel Co.

Honorable W. Timothy Finan
Maryland Delegate

Charles O. Fisher, Jr.
Citizen

Professor William W. Greenhalgh
Citizen

Honorable Charles H. Hickey, Jr.
Sheriff of Baltimore County

Mr. David W. Hornbeck
State Superintendent
Department of Education

Ms. Clementine Kaufman
Citizen/Chairman
Juvenile Justice Advisory Comm.

Ms. Gail Kushner
Citizen

Nathaniel E. Kossack, Esq.
Citizen

Mr. William J. Kunkel, Chairman
Maryland Parole Commission

Ms. Claudia Stevens Maddox
Citizen

Honorable Robert C. Murphy
Chief Judge, Court of Appeals

Mr. Alan H. Murrell
State Public Defender

Mr. James H. Norris
Administrator, Courts of Appeal

Honorable Goerge B. Rasin, Jr.
Chief Judge - 2nd Judicial Circuit

Honorable Stephen H. Sachs
Attorney General

Honorable Frank A. Hall
Department of Public Safety &
Coorectional Services

Mr. Robert Scruggs
Citizen

Mr. W. Cecil Short, Principal
M. J. McDonough Sr. High

Mr. Rex C. Smith, Director
Juvenile Services Administrator

Honorable Andrew L. Sonner
State's Attorney's Office
Montgomery County

Honorable Robert F. Sweeney
Chief Judge - District Court

Henry P. Turner, Esq.
Citizen

Honorable Floyd E. Wilson, Jr.
Prince George's County Council

Appendix C
Total of All Federal Funds Awards
FFY 1969 - 1983

Award Year	OJJDP Award	LEAA Award
1970	\$ -	\$ 3,735,413
1971	-	8,378,875
1972	-	16,682,945
1973	-	11,965,227
1974	-	10,940,244
1975	141,315	21,104,030
1976	492,112	13,870,062
1977	910,000	7,619,598
1978	1,401,000	8,236,135
1979	1,192,000	7,869,287
1980	1,169,000	5,333,726
1981	1,151,000	17,193
1982	746,000	-
1983	736,000	-

Source: MCJCC STAFF

Appendix D
Annual Budget of the
Commission on Law Enforcement and
the Administration of Justice

	1981 Actual	1982 Actual	1983 Actual	1984 Appropriation
Total Number of Authorized Positions	31	19	19	19*
Salaries and Wages	\$ 502,249	\$ 347,903	\$ 359,369	\$ 372,551
Technical and Special Fees	11,705	1,071	21,654	-
Operating Expenses	3,130,667	1,567,895	995,674	863,595
Original General Fund Appropriation	737,161	-	367,974	
Transfer of General Fund Appropriation	20,000	-	30,741	
Total General Fund Appropriation	757,161	408,813	398,715	
Less: General Fund Reversion	300,352	6,697	4,713	
Net Total General Fund Expenditure	456,809	402,116	394,002	370,146
Add: Federal Fund Expenditure	3,187,812	1,514,753	982,695	866,000
Total Expenditure	<u>\$3,644,621</u>	<u>\$1,916,869</u>	<u>\$1,376,697</u>	<u>\$1,236,146</u>

* To be reduced to 16 effective January 1, 1984

END