BALTIMORE CITY GANG VIOLENCE REDUCTION PLAN

**Submitted to the Governor's Office of Crime Control and Prevention
by the Baltimore City Criminal Justice Coordinating Council
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EXECUTIVE SUMMARY

This document describes Baltimore City's strategies for reducing violence, specifically a comprehensive approach for combating gang violence. Reducing violence in Baltimore requires a citywide effort including Baltimore City, state, and federal agencies, local service providers, community agencies, community faith-based organizations, business groups, neighborhood associations and residents, advocacy groups, academic institutions, and youth. This citywide Plan describes how existing and new efforts can be supported, strengthened and better coordinated. The Plan also explains how youth and community residents will be more effectively engaged in crafting and implementing solutions to the violence.

Motivated by a request from the Governor's Office of Crime Control and Prevention (GOCCP), the development of this citywide Plan to prevent gang violence involved a large number of stakeholders who worked together to: examine data in order to identify the causes and responses to gang activity; discussed alternative activities in the area of prevention, intervention, and suppression; and developed integrated strategies to reduce violence in Baltimore, particularly gang violence.

Data are unavailable to identify risk and protective factors, to determine the effectiveness of programs, and to provide a clear picture of gang activity. These data will be collected as the Plan continues to develop. When more data is collected and analyzed, there will be efforts to engage additional stakeholders and to identify the communities most affected by gang activity. More extensive intervention and suppression efforts can be made in those communities. This is a living document that will be modified and improved over time. Accordingly, the Plan and its appendices serve not only as a blueprint for action, but also as a compendium of ongoing activities.

Utilizing the OJJDP Comprehensive Gang Model, this Plan integrates the perspectives of public health as well as law enforcement. Committees were created to implement the elements of the Plan. The Plan includes a multi-faceted, multilayered approach consisting of eight critical elements:

1) Initial and continuous problem assessment using qualitative and quantitative data;
2) Targeting of the area and populations of individuals most closely associated with the problem;
3) Utilizing five key activities: community mobilization, social intervention, opportunities provision, suppression, and organizational change/development;
4) Creating a Steering Committee;

5) Mobilizing a direct contact team including community outreach staff in addition to law enforcement, probation, and others;
6) A plan for coordinating efforts and sharing information among those working with youth on a daily basis;
7) Community capacity building; and
8) Ongoing data collection and analysis to inform the process.

The key components of the Plan include:

1. The creation of a Steering Committee composed of: elected officials, Federal, State, and City agency heads, civic and community leaders, academic institutions, youth advocates, and youth.

2. The Prevention and Intervention and the Suppression and Technology Development Committees will to continue, expand, facilitate, and coordinate violence prevention activities in Baltimore.

3. The Steering Committee Staff Workgroup will consist of: the Chairs and Co-Chairs of the three Working Committees, CJCC staff, staff from the Johns Hopkins Bloomberg School of Public Health (which has secured funding from the Centers for Disease Control and Prevention) and other individuals as specified by the Steering Committee. This workgroup will meet regularly to oversee the day-to-day implementation of the Plan, facilitate coordination among program strategies, and oversee the evaluation and quality assurance components of the Plan.

Two existing multi-agency groups have agreed to facilitate. The Family League of Baltimore City, Inc., the City's Local Management Board, has agreed to facilitate the efforts related to prevention and intervention. The Criminal Justice Coordinating Council has agreed to facilitate efforts related to Suppression. The Steering Committee has overall responsibility for achieving the goals set forth in this Plan and the Steering Committee Staff Workgroup and the two working committees will provide regular reports to the Family League and the Criminal Justice Coordinating Council.

Beginning December 2006, representatives from the Prevention and Intervention and the Suppression and Data Technology committees will conduct a series of meetings with the community and relevant agencies. The purposes of the meetings will be to: inform the community about the Plan, to give updates concerning gangs in Baltimore, and solicit their support and participation in activities aimed at the prevention of violence. The Plan also includes partnerships with other jurisdictions as well as State and Federal agencies to address the regional problems that exist with gangs. Additionally, it outlines how performance measures will be monitored to ensure the efforts being made are effective.

BALTIMORE CITY GANG VIOLENCE REDUCTION PLAN

Introduction

This document describes Baltimore City's strategies for reducing violence, specifically a comprehensive approach for combating gang violence. A list of organizations and individuals involved in the Steering Committee and the working committees are included in Appendix 1. Baltimore City's Gang Violence Reduction Plan integrates public health and law enforcement strategies. The relationship between the two strategies is presented in Appendix 2. It involves a citywide collaborative effort integrating city, state, and federal agencies, local service providers, community agencies, business leaders, neighborhood leaders, faith-based organizations, advocacy groups, academic institutions, local residents and youth.

This document first provides a brief description of gang activity in Baltimore, the underlying causes of violence, particularly gang violence, and the results to be achieved through this Plan. The following five interrelated strategies being proposed to reduce violence and gang activity are then described:

(1) Community Mobilization,
(2) Opportunities Provision,
(3) Social Intervention,
(4) Suppression, and
(5) Organizational Change and Development.

Prevention and Intervention efforts will initially focus on community mobilization and the provision of opportunities and social interventions in targeted communities with high levels of gang activity. Suppression efforts will focus on making it costly for gang members to posses or use firearms, while making it attractive to refrain from violence and pursue non-criminal lifestyles. Suppression efforts will also include an increase in collaborative activities of law enforcement agencies.

The Plan concludes with descriptions of the activities being proposed and includes appendices that provide additional information concerning those involved in the planning as well as the activities focusing on violence reduction already underway in Baltimore.

I. Target Population for the Gang Violence Prevention Strategy

A. What are Gangs?

The Baltimore Gang Violence Reduction Steering Committee has unanimously voted on the following gang definition, which is currently being utilized by the National Alliance of Gang Investigators Association which consists of over 15,000 gang investigators nationwide:

> *"A gang is a group or association of three or more persons that may have a common identifying sign, symbol, or name who individually or collectively engage in, or have engaged in, or have engaged in criminal activity which creates an atmosphere of fear and intimidation. Criminal activity includes juvenile acts that if committed by an adult would be a crime."*

A gang member is a person who associates with a gang and displays any combination of the following:

- Gang Dress: Typical gang attire includes loose-fitting black, brown or white clothing, colored bandanas and belt buckles with significant initials;
- Gang Tattoos: Usually bearing the gang name, nicknames or gang turf name;
- Gang Signs: A combination of hand and arm signals with signify the gang;
- Gang Name: A nickname assigned to the gang member by other members. Usually having to do with a physical attribute like "Shorty" or "Flaco" or behavior like "Boxer" or "Trigger".
- Self-admission: When a gang member admits to law enforcement that he or she is a member of the gang.

It is important to remember that these are indicators of gang membership only. Not all individuals who wear specific colored clothing or other attire are in gangs. The true activity of interest is whether the individual participates in gang crime.

A gang related incident is defined as any crime committed by a member of a gang in furtherance of the gang's objectives.

B. Demographic Information

1. Community Demographics

According to the 2000 U.S. Census, Baltimore City has a population of approximately 650,000. Approximately 25% of all residents are under age 18, 64% are African American, and 12.5% are Hispanic or Latino. The City faces a number of socioeconomic challenges, as reflected in the fact that median family income is only $35,438 per year and 19% of all families live below the poverty line, compared to $50,046 and 9.2% nationally.[1]

Although progress is being made, drug abuse, lack of economic opportunity, and crime has been persistent throughout the City for a number of years. For example, even though drug use remains high Baltimore City's prevention and intervention efforts have reduced drug-related overdose deaths to the lowest level in 10 years, according to the Office of the Chief Medical Examiner and the Baltimore City Health Department (BCHD). Also, over the past seven years violent crime has been reduced significantly, according to statistics reported by the Baltimore Police Department and the U.S. Department of Justice.

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[1] All figures based on the 2000 U.S. Census.

Efforts are also underway to improve academic achievement in schools, to provide GED and other educational opportunities for youth who did not complete high school. Pre-employment and pre-employment training are also available for individuals whose work skills and experience are inadequate for obtaining and/or maintaining employment.

2. Crime Statistics and Gang Member Information.

a. Examples of Baltimore Gang Activities
Gangs have existed in some form in Baltimore for many years.   Gang members are identified in each of the nine police districts and gang graffiti is seen in almost every neighborhood in Baltimore. The Baltimore City School System has juvenile gangs throughout the entire school system and students often must pass through gang territory on their way to and from school. Baltimore City School Police (BCSP) report that much of the gang activity is attributed to children joining gangs in schools for protection. The Department of Public Safety and Correctional Services (DPSCS) report similar problems in that people join gangs in the prison for safety concerns. The ages of the identified gang members range from the early teens to the late thirties. Although demographically diverse, the majority of identified gang members in Baltimore are African American and male.

Violence, including homicides, non-fatal shootings, robberies, and assaults, have been associated with gangs. Gang violence over drug territory is also a common occurrence in several Baltimore neighborhoods. Recruitment initiations include "beat-ins" and robberies. Figure 1 illustrates the types of gang graffiti that can be found throughout Baltimore. Figure 2 shows members of a Baltimore gang wearing gang colors and "throwing" gang signs.

Figure 1. Examples of Baltimore Street Gang Graffiti

Edmondson Avenue

Rosedale and Baker Streets

400 Blk. Whitridge

Greektown

Southern District

Eastern District

Figure 2. Examples of Baltimore Street Gang Displays of Hand Signs

b. Data Concerning Gangs in Baltimore

The following crime statistics were generated by the Baltimore Police Department (BPD), some as recently as November 3, 2006. No data were included from the Baltimore City Public School System (BCPSS) or the Department of Juvenile Services (DJS). Data from these agencies will be incorporated into future reports. The data, tables, and figures show a relationship between street gang members and violent crime. The BPD utilized a unique state identifier (SID) to link persons with arrests locations, persons with home addresses, and arrests with incidents locations. Please note that the tables, maps, and data do not all cover the same time periods. The time periods covered in each table and figure are indicated.
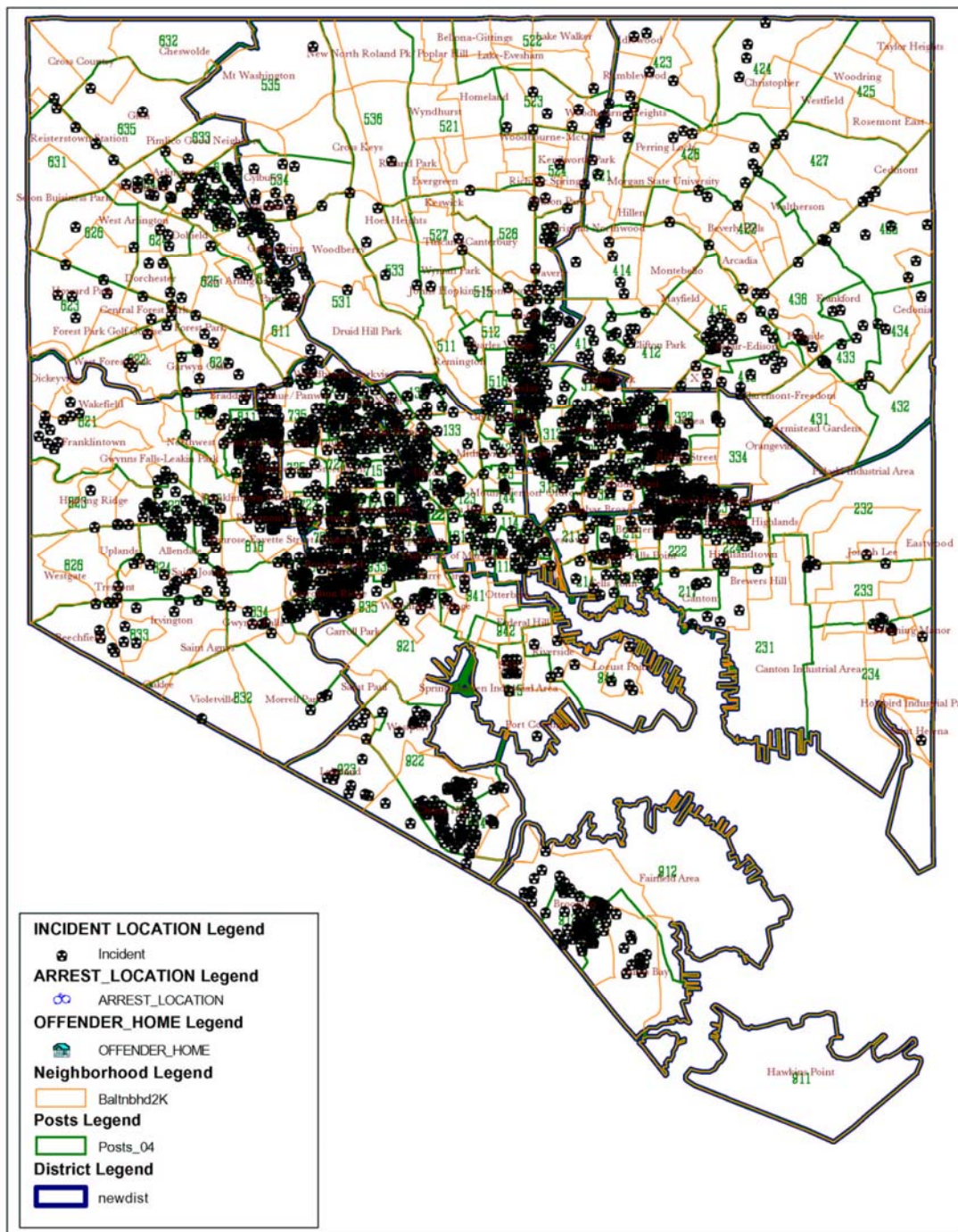
Data on street gang membership are based on BPD's database of approximately 1200 known or suspected street gang members. Utilizing the state identification number (SID), the BPD was able to link individuals with arrests, home addresses, and incidents in the Department's databases.

Nine maps are included in pages 11-19. They show that geographic clusters of gang-related incidents, gang-related arrests, and violent crime overlap significantly. These areas will be targeted for outreach and other gang reduction activity. The maps are described below:

- **Figure 3:** Shows BPD locations of incidents linked to gang members for the period from January 2002 through October 2006

- **Figure 4:** Shows BPD incident locations linked to gang members from January 2006 through October 2006.

- **Figure 5:** Shows home locations of identified gang members. Combined with the previous maps, it shows that gang members home addresses are clustered in the same areas as gang activity. This does not mean that gang members necessarily engage in their activity near their homes. In fact, other geographic analyses suggest that gang members commute to other areas to commit their crimes.

- **Figure 6:** Shows shootings from January 1, 2006 through September 9, 2006.

- **Figure 7:** Shows homicides from January 1, 2006 through September 9, 2006

- **Figure 8:** Shows BPD deployment areas. These are areas targeted for enforcement based on violent crime rates.

- **Figure 9:** Shows current violent crime hotspots.

- **Figure 10:** Shows arrests of gang members for the period 2002 through October 2006 and locations of public schools.

- **Figure 11:** Shows arrests of gang members for the period from January 2006 through October 2006. Combined with Figure 10, this map shows many public schools are located in the midst of significant gang activity. While it does not mean that the schools themselves are sites of gang activity, it does mean that students and staff must pass through gang territory on their way too and from school, validating students' safety concerns.

Figure 3. Suspected/Known Street Gang Members Involved Incident Locations Baltimore (4+ Year Cumulative 2002-2006)

Figure 4: Suspected/Known Street Gang Members Involved Incident Locations Baltimore (Year-To-Date 2006)
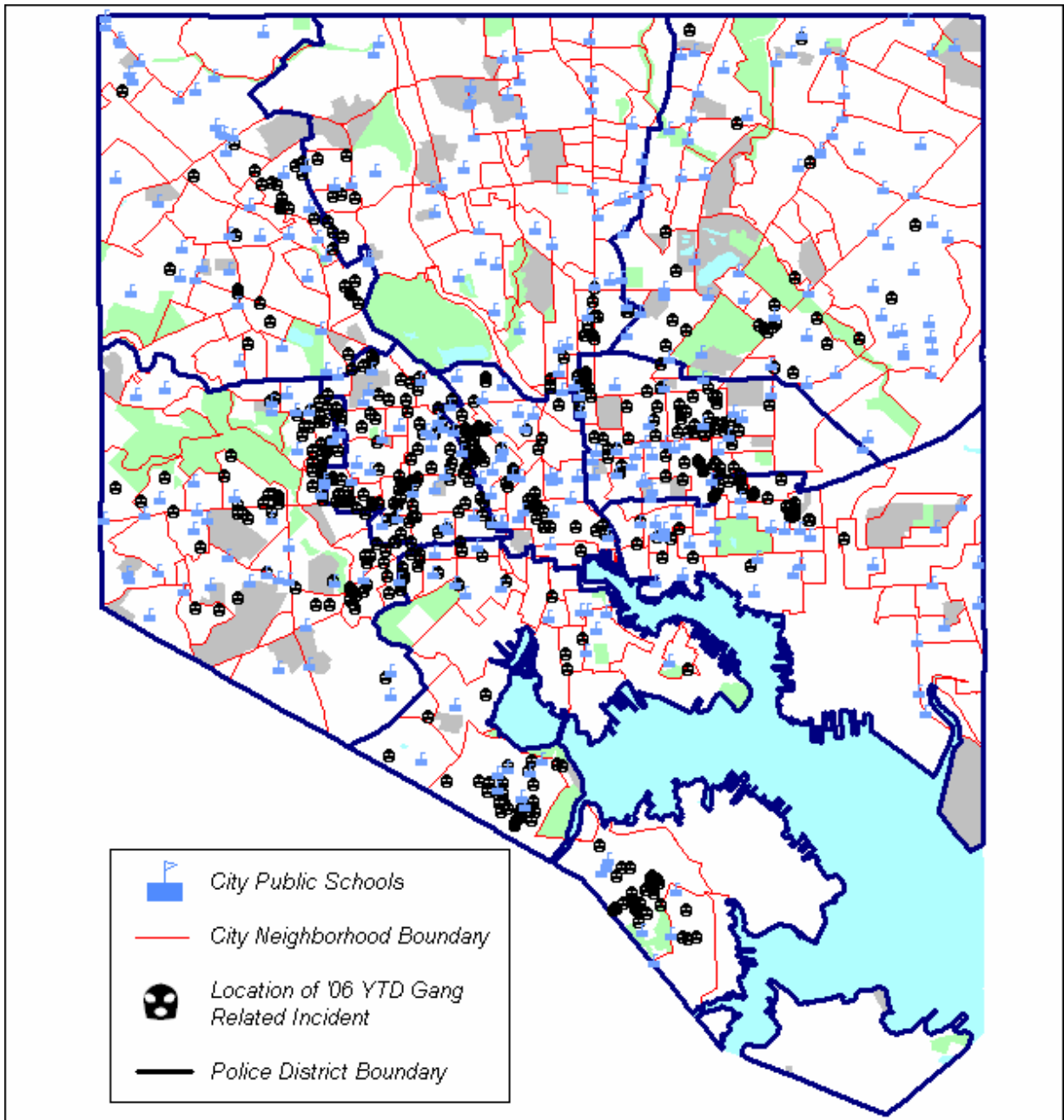
Figure 5:
Suspected/Known Street Gang Members Home Locations Baltimore
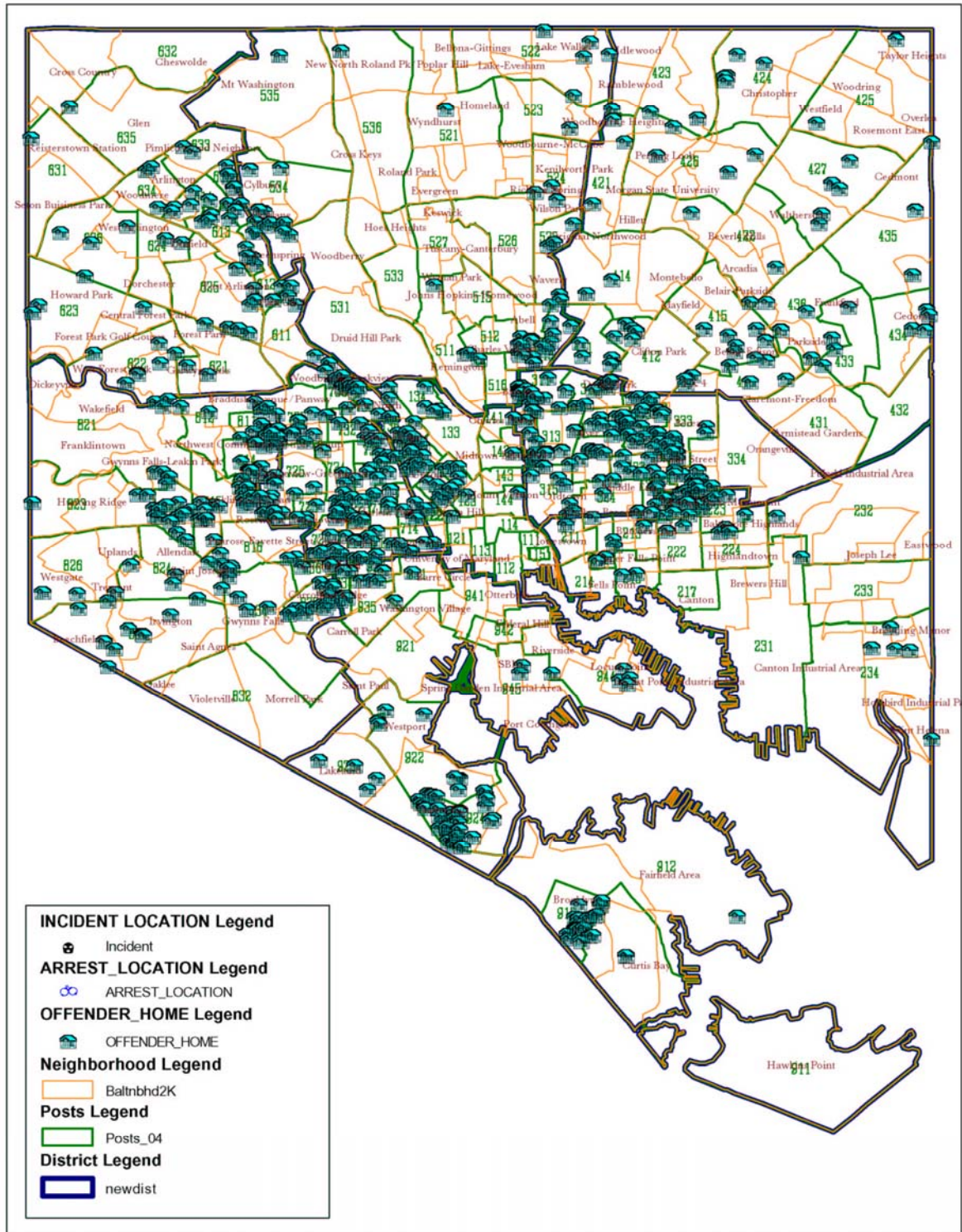
Figure 6: Baltimore Shootings from January 1, 2006 to September 9, 2006
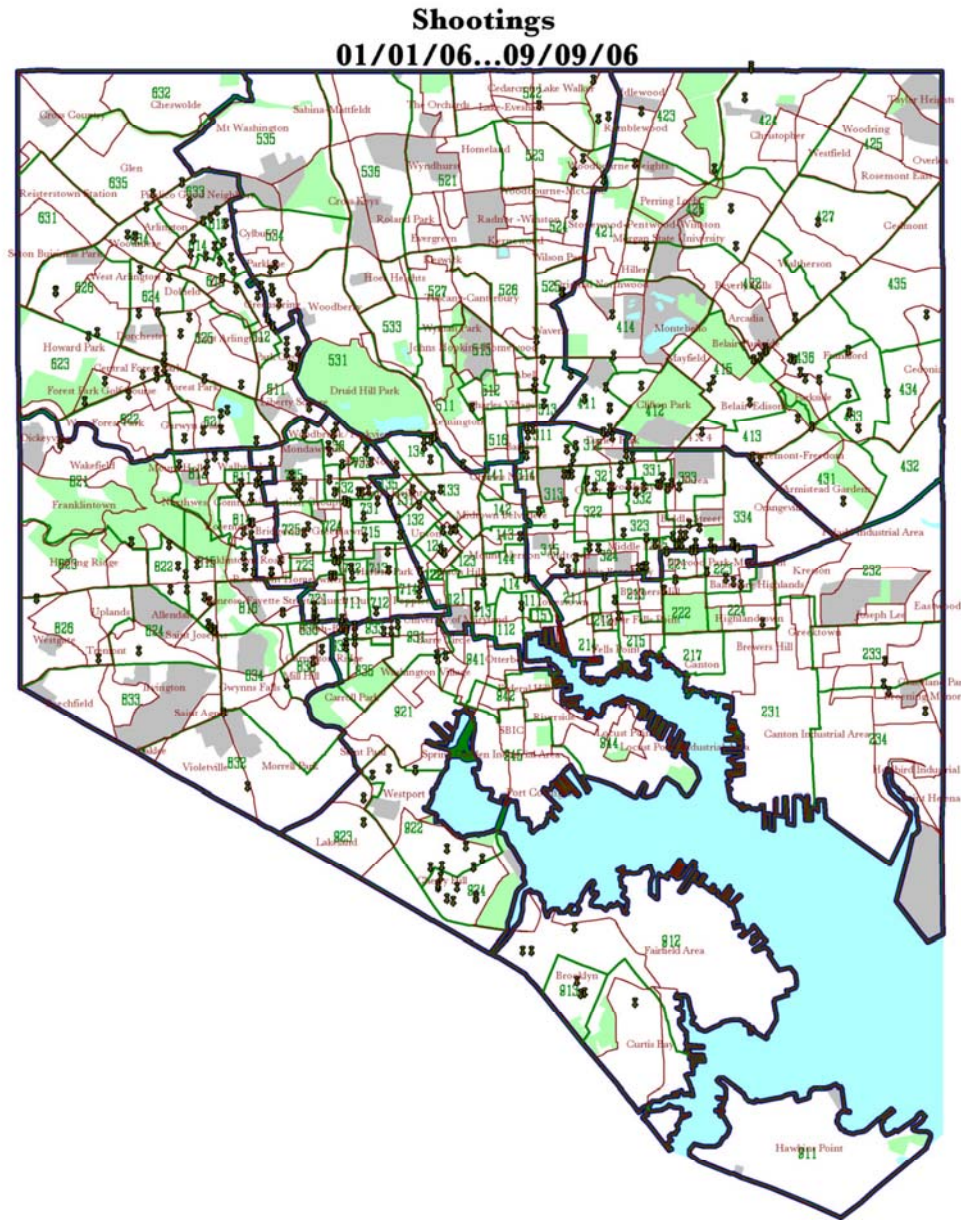
Figure 7 Baltimore Homicides from January 1, 2006 to September 9, 2006

Homicides
01/01/06...09/09/06
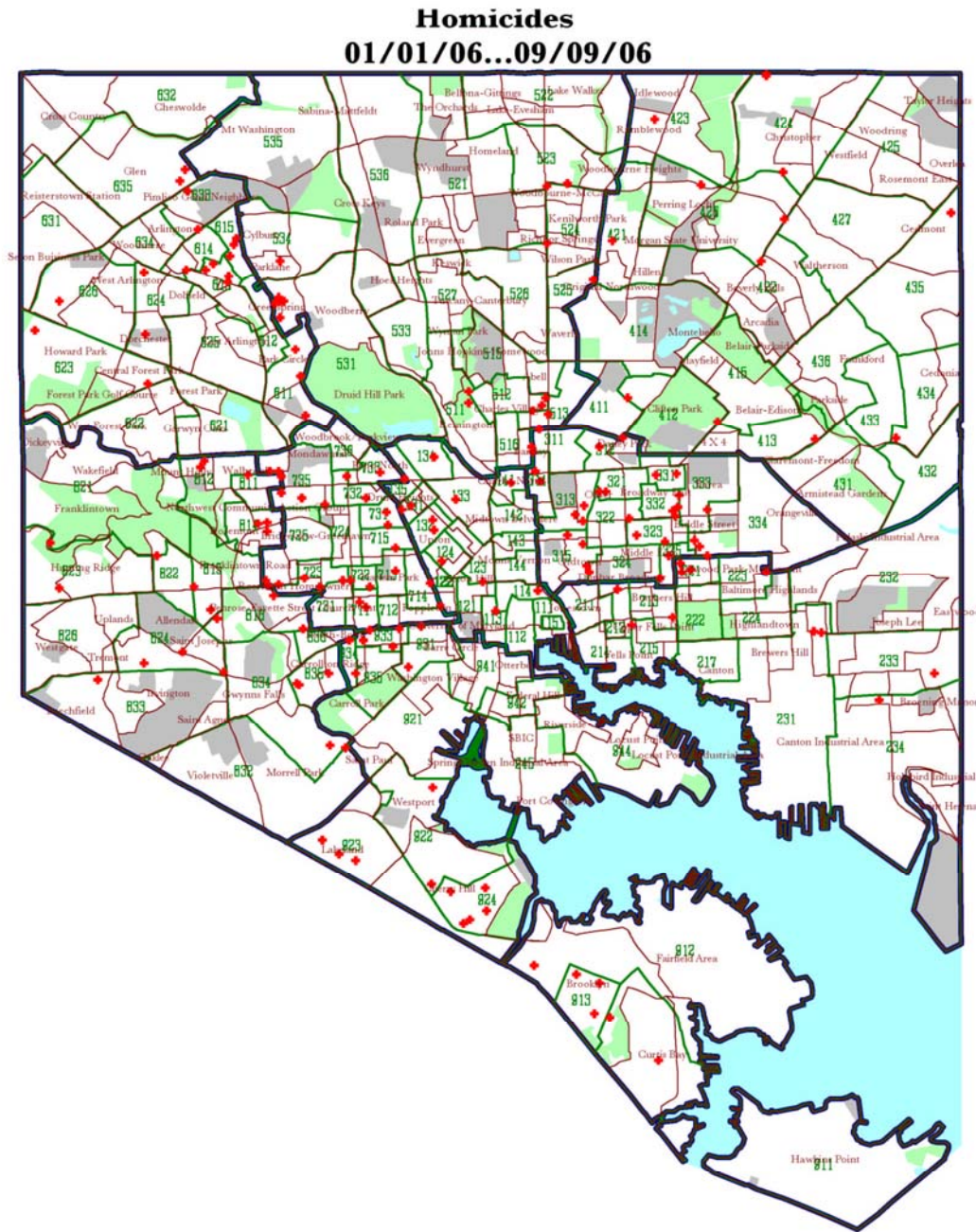
Figures 8: BPD 2006 Deployment Areas
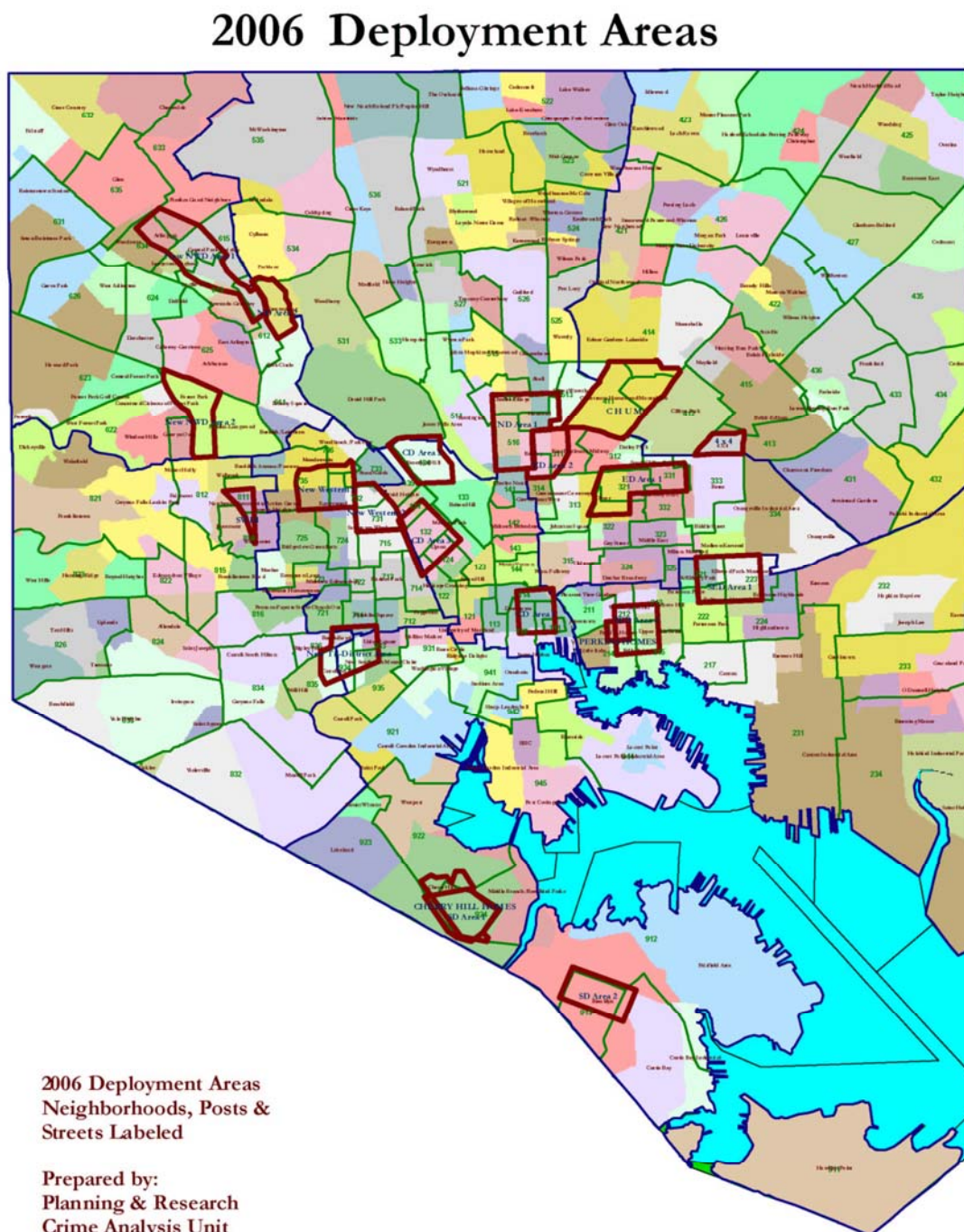
Figure 9: 2006 Violent Crime Hot Spots Maps

2006 Violent Crime Hot Spots
Week #36
Prepared by:
Planning & Research
Crime Analysis Unit
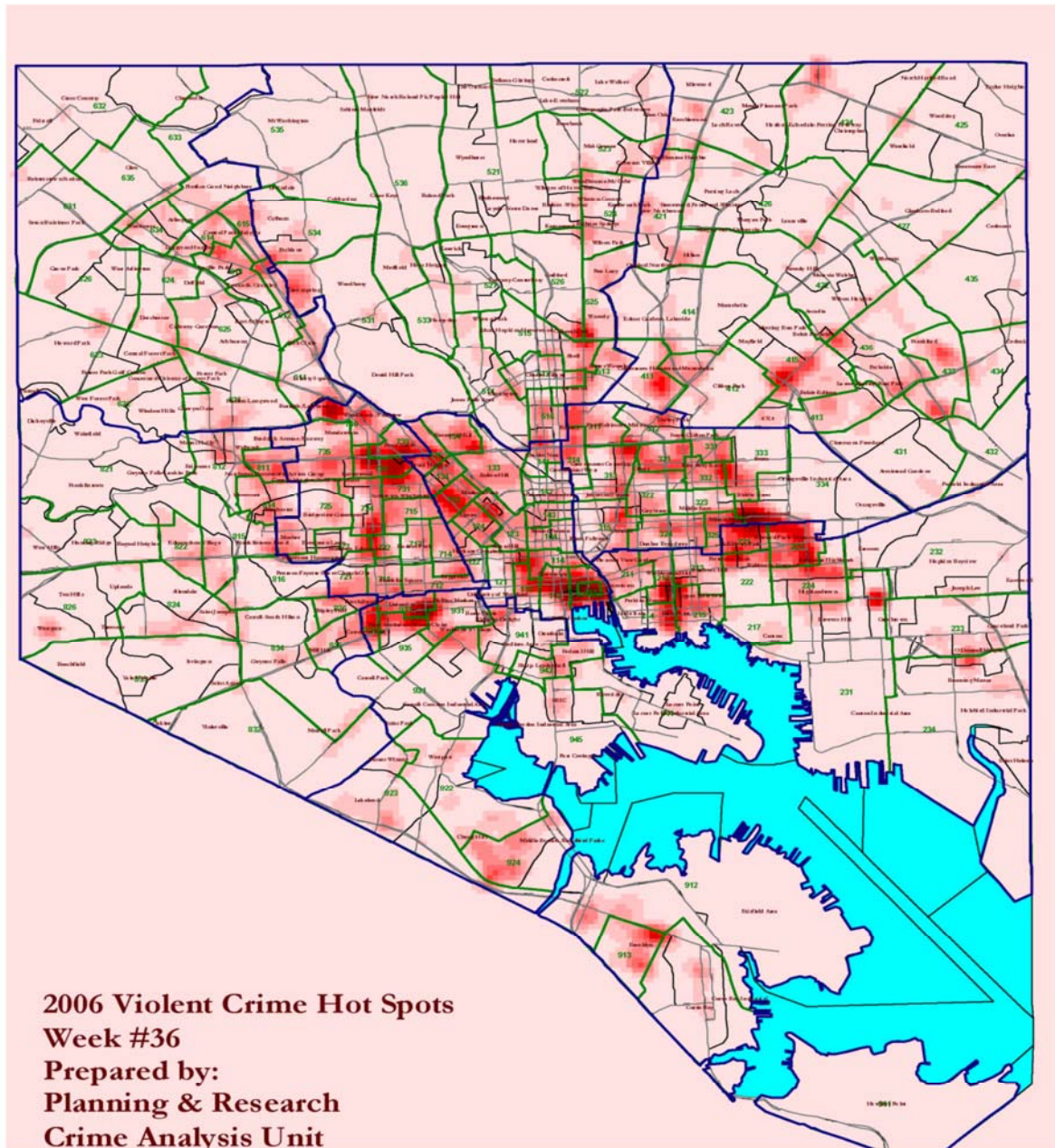
Figure 10: Suspected/Known Street Gang Members Arrest Locations with School Overlay Citywide (4+ Year Cumulative 2002-2006)
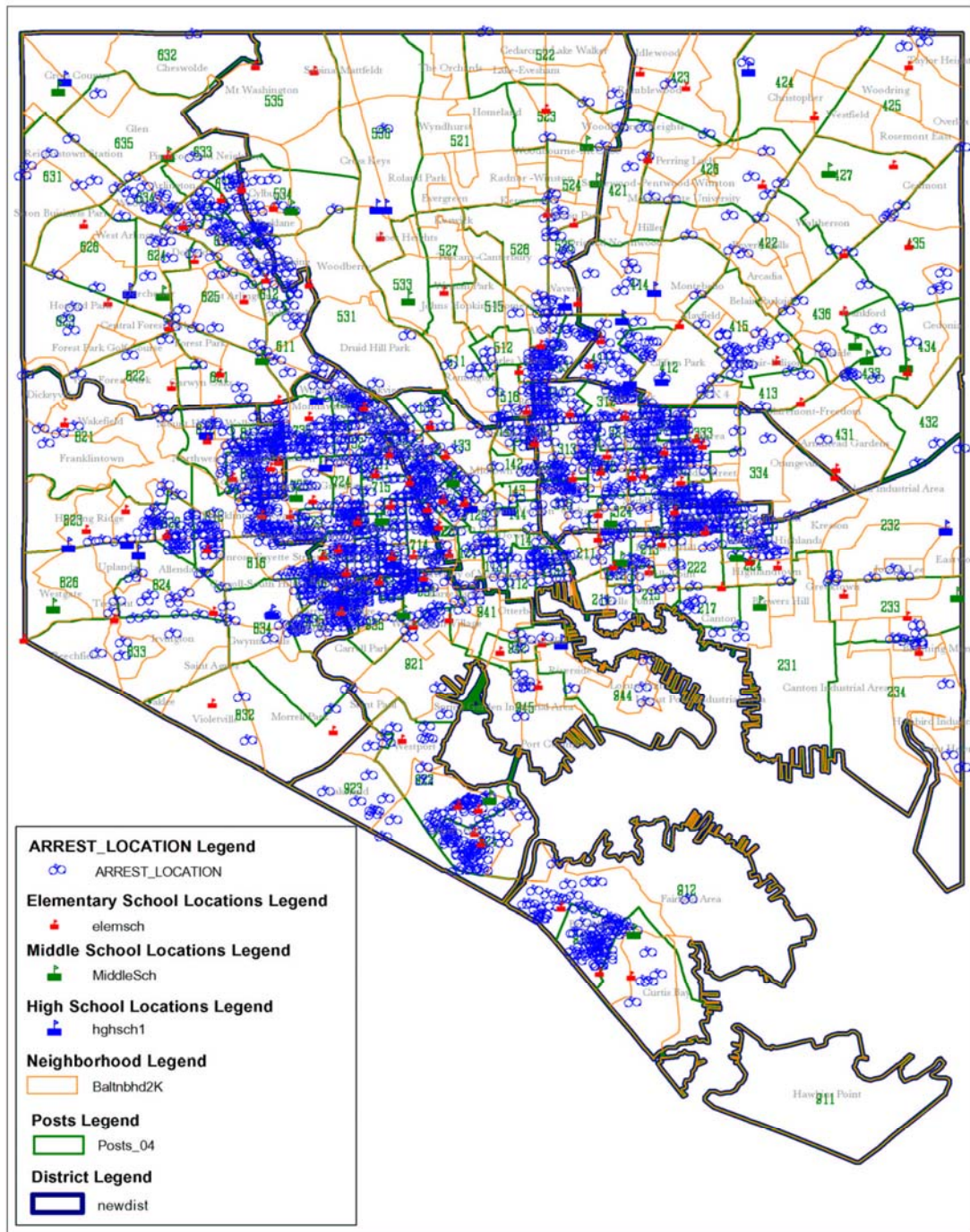
Figure 11: Suspected/Known Street Gang Member Arrest Locations w/ School Overlay Citywide (Year-To-Date 2006)
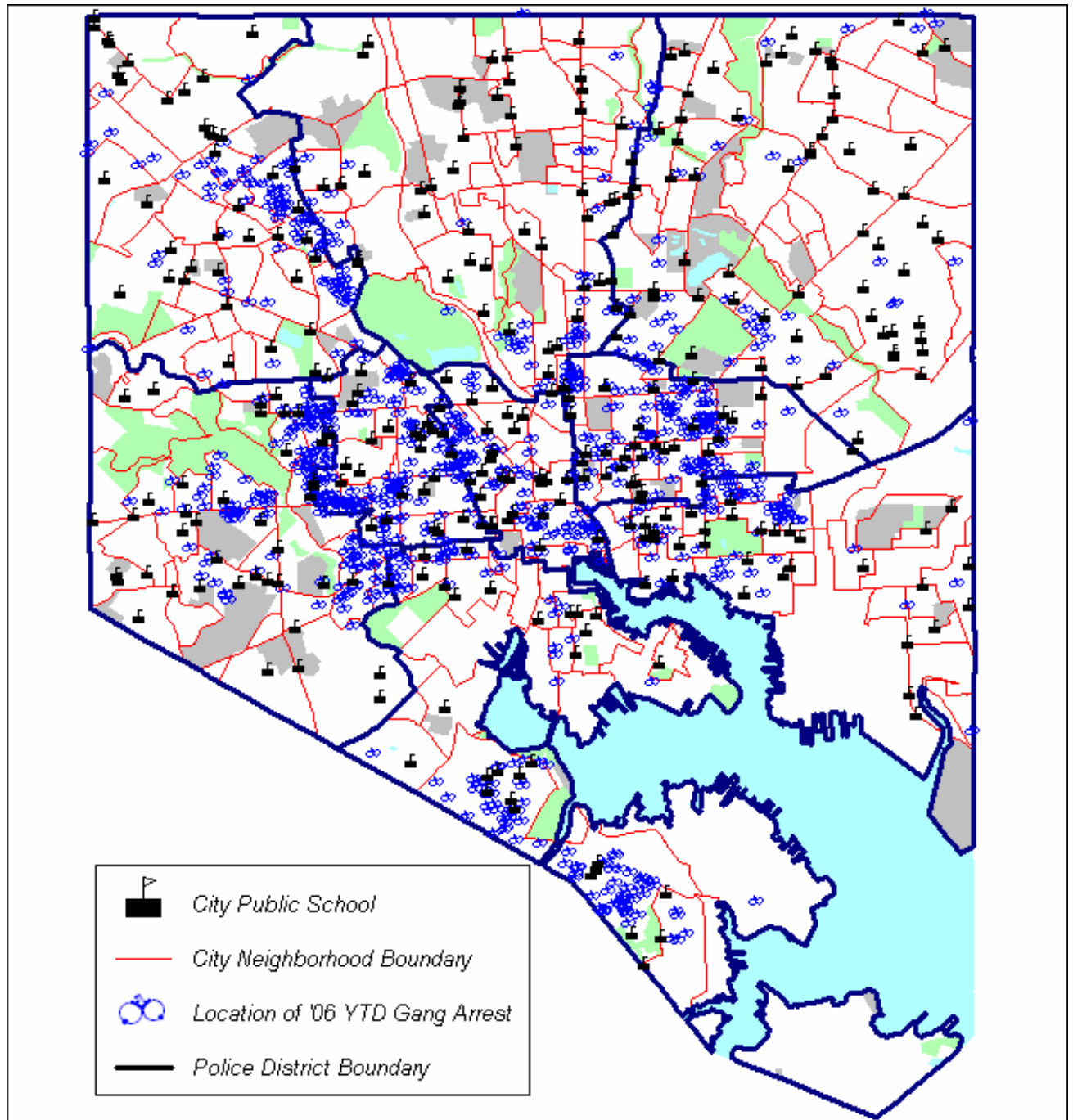
c. Additional Information on the Gangs in Baltimore

A preliminary assessment of overall gang members in Baltimore has determined that there are approximately 2,600 known gang members broken down into the following categories: street gangs, juvenile gangs, motorcycle gangs, and prison gangs. The approximate number of individuals currently identified corresponds with each section. Intelligence indicates that while numerically not significant, there are an increasing number of females involved with criminal activity associated with gangs. Integrated data sets and better use of available data are described later in this Plan.

i. Street Gang Membership
Baltimore and other jurisdictions are in the process of documenting the number of gang members living or operating in the jurisdiction, the nature of their crimes, the gangs to which the individual belongs, or the consequences of specific engagements with police or the legal system. As is evident from the data presented in this document, Baltimore is responding to this challenge and has made great strides in documenting the number of gang members in the City and the location of their activities. Standardized reporting requirements linking data is necessary for all law enforcement agencies involved. Specific activities to facilitate this effort are described in Sections 6&7 of this Plan.

Gang activity in Baltimore is not limited to individuals who live in Baltimore. Intelligence indicates that known gang members who reside outside of Baltimore are involved in criminal and non-criminal activities in the city ranging from drug dealing to frequenting neighborhood entertainment venues.

The data on gangs and gang activity included in this document are best estimates as of mid-October, 2006. These data are constantly being reviewed and updated. The BPD estimates that Baltimore has approximately 1,300 members of street gangs including over 400 Bloods and 100 Crips members. (These numbers do not include the juvenile gang members or numbers reported by DPSCS). The following tables show the largest street gangs/gang sets in Baltimore. The tables were generated by data from the BPD. The BPD is in the process of integrating additional data from the DPSCS, DJS, and the BCSP, all of which have efforts to identify gang members. Procedures are being developed that allow for generating unduplicated estimates of gang membership when using data from multiple agencies. These procedures are described in Section 7.

Although the BPD has identified approximately 400 Bloods and 100 Crips operating in Baltimore, Table 1 shows that these groups are organized into smaller gang sets. Members of Sets within the same gang (i.e. Bloods) may have limited relationships with each other.

Table 1. Largest Gangs/Gang Sets in Baltimore

Street Gang Name	# of Members
Insane Red Devils Tree Top PIRU (IRD TTP) Bloods	75
Edmondson Avenue Bloods	66
Treetop PIRU (TTP) Bloods	63
North & Braddish Zone	48
Purple City Dip Set Bloods	39
Veronica Avenue Boys	35
721 Eastside Blood Bangers	34
Mara Salvatrucha (MS-13)	31
Hillside Boys	21

As illustrated in Table 2, multiple ethnic groups are represented in overall street gang membership in Baltimore City.

Table 2: Demographic Breakdown of Identified Gang members in Baltimore

Race/Ethnicity	Percentage
African American	94.16%
Hispanic White	3.62%
Non-Hispanic White	1.73%
Asian	0.33%
Other	0.16%

Figure 12 illustrates the approximate age breakdown of known street gang members as compiled by the BPD Gang Intelligence Unit.

Figure 12: Age of Known Street Gang Members (October 2006)
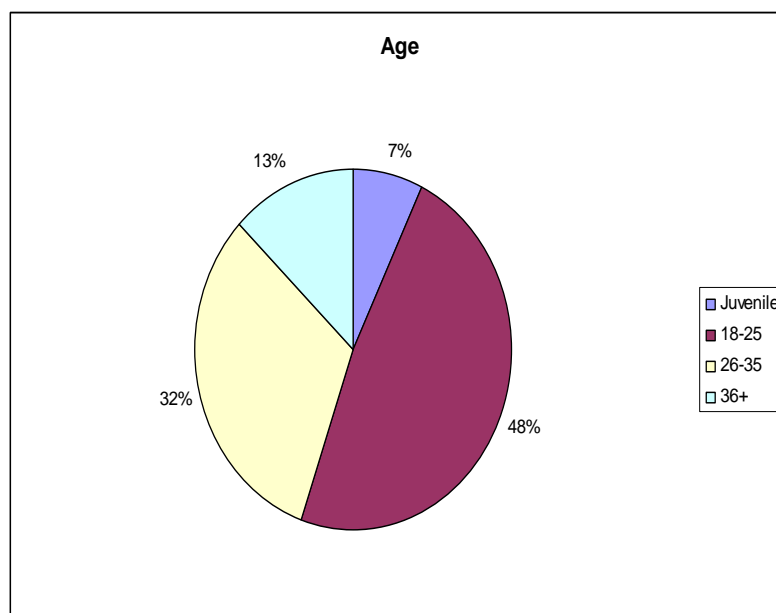
ii.   **Juvenile Gang**

Membership (approximately 1000 members)
Juvenile gangs are in a majority of the schools throughout Baltimore. BCSP estimate there are over 50 gangs in city high schools with approximately 450-500 members. In the middle and elementary schools it is estimated there are an additional 500 members of gangs.

iii. Outlaw Motorcycle Gang Membership (approximately 150 known members)
Baltimore has seen an increase in Outlaw Motorcycle Gang activity in the past three years including the opening of the Maryland Headquarters of the Hells Angels. The members include nonresidents of Baltimore. However, these motorcycle gangs meet in Baltimore and frequent Baltimore bars on a daily basis.

iv. Prison Gang Membership
Numerous individuals claim affiliation with a prison gang while incarcerated but claim affiliation with a separate street gang once released. According to DPSCS approximately 50% of all gang members released in Maryland are released to Baltimore. These releases are disproportionate to a small number of neighborhoods.

Table 3 contains data prepared by the Baltimore City Detention Center Pretrial Detention Services Intelligence Unit. As of October 26, 2006 there were 253 gang members from 31 gangs incarcerated and pending trial:

Table 3. Gang Members incarcerated in Baltimore pending trial (October 26, 2006)

Gang Name	Members	Gang Name	Members
Black Guerrilla Family	11	Lawrence/Division 563 Boys	2
Black Rags	2	Latin Kings	2
Black Stone Rangers	1	Lanvale and Port	2
Bloods	137	MS-13	5
Brown Pride	1	North Braddish Zone	14
Calhoun Baker Stricker	1	Oakfield Boys	1
Crips	12	Outlaw	1
Cruddy Buddy's	6	Poplar Grove	2
Deadman, Inc.	1	Pimlico and Quantico	2
E.A. Bloods	23	Queensbury and Garrison	1
Five Percenters	1	Reisterstown/Gwynns Falls	1
Gangster Disciples	3	Skin Heads	1
Hells Angels	3	Sur 13	1
La EME	1	Vice Lords	1
La Raza	1	XV3 18th Street	1
Latrobe Homes	12	**TOTAL**	**253**

v. Security Threat Groups (STG) Statistics
Table 4 presents data collected by the Division of Correction (DOC) concerning Specific Threat Groups (STG is the term used by DOC to identify individuals who if not incarcerated would be considered to be a member of a gang). The following statistics are compiled from STG data for 2006. These are parolees who were identified as STG's and who report having an address in Baltimore.

Table 4: Members of Security Threat Groups released to Baltimore

Gang Name	# of Members
Black Guerrilla Family	49
Bloods	69
Crips	10
DMI	8
Polar Bear Family	5
Five Percenters	4
Philosophical Liberation Movement	2
Murder, Inc.	1

In summary, Baltimore has over 170 known criminal street gangs with over 1300 members. The school system also has identified gang members in many schools. Gang members also have been identified by the Baltimore City Detention Center.

II. Results that Baltimore is Trying to Achieve Through the Gang Violence Reduction Initiative
The Baltimore City's Gang Violence Reduction Initiative will monitor shootings and gang related criminal activity in Baltimore's neighborhoods, schools, and in the prison system. In order to reduce violence in Baltimore, the City must decrease risk factors that make youth and neighborhoods vulnerable for violence; increase those factors that protect individuals from violence and the consequences of violence; and increase the resilience of Baltimore youth and families coming into contact with violence. Because it is difficult to monitor gang membership and gang activity, especially in neighborhoods, the Plan proposes to measure the success of this strategy by monitoring gun violence (shootings and murders) and other violent crime indicators.

The Plan proposes to prevent violence and reduce the number of youth entering gangs. Efforts here focus on reducing school drop-out rates, improving academic achievement, providing supports for persons returning to Baltimore after incarceration, the strengthening of community-based supports and interventions.

III. What the Data Tell Us

A. Indicators of Success
This Plan proposes to measure success by coordinating intelligence information and producing reductions in serious incidents of violence (especially shootings and gun involved crimes) and the number of gang related incidents. The Steering Committee will also monitor the geographic location of events. Examples of other measures to be monitored include decreases in graffiti and overall crime in targeted areas.

Perceptions of gangs and violence also are important. Therefore, perceptions about violence in addition to the data collected from law enforcement will be monitored. Efforts to monitor the success of the school-based and other prevention activities will include focus groups, monitoring the annual school climate survey conducted by the BCPSS and the Johns Hopkins Bloomberg School of Public Health, monitoring changes in attendance, suspensions, and academic performance in schools serving communities with higher levels of gang membership, and increases in the number of high risk youth participating in after-school, community school, social groups, or other work or academic related training activities. In addition, the committees will use data from ongoing surveys of communities whenever possible and identify opportunities for additional data collection.

B. Primary Indicators of Progress
The specific indictors to be monitored by the Steering Committee and the working committees will be a) shootings (including geographic location of shootings), b) recidivism rates of gang members, c) number of gang related incidents. The Steering Committee will collaborate with academic institutions, and the Baltimore Data Collaborative in the development of a citywide survey for monitoring attitudes towards gangs, victimization by gangs, school connectivity, use or access to illegal firearms, and other indicators that have been shown to be related to gang involvement or violence.

C. The Historical Baseline and Future Forecast for These Data
Accurate and complete data on the number of gang members and their activities is not available for years prior to 2006. In preparing this Plan, the Technology and Data Committee identified several agencies and organizations with data that could be used to identify gang members, at risk youth, geographic locations of significance, and activities of interest. The committee also identified significant hurdles in creating a unified data system that could be utilized to assist the other committees in tackling gang related issues. The primary hurdle is the complexity of legal interpretations regarding the release and sharing of gang related data. Other issues include incompatible technology used by different agencies and the need for funding to upgrade the computers and computer software used by some agencies.

The Technology and Data Committee will continue to meet to develop procedures for monitoring indicators of violence, gang activity, as well as risk and

protective factors. In addition, this group in collaboration with the Baltimore Data Collaborative will attempt to access historical data that can be used for examining the trajectory of indicators over time. In order to accomplish this task the Committee proposes identifying a single identifier to be used across systems, such as the SID to aid in the linking of events to gang members. DJS currently has the most widely used identifier for juveniles (ASSIST), while the DPSCS assigns the SID. This has presented difficulties for generating the reports needed for planning and monitoring changes in activity and outcomes from interventions. Tracking gang incidents requires using a common identifier that can be used by both juvenile and adult agencies.

The Suppression and Technology and Data Committee's long-term goal is to provide data to answer questions in support of the overall strategy. Data are needed for the evaluation and quality assurance efforts. Equally important, data are needed for the efforts to identify gang members involved in violent activities and to eliminate these activities. The BPD BOLO (Be on the Look Out, see further description on page 48) system has already been improved through the activities and actions of this Committee.

Statistical information from 2006 on the number of gangs and gang members will be utilized as a historical baseline. The number of gang related incidents will be tracked and statistically monitored by the BPD through standardized reporting and coding requirements on a daily basis beginning in January 2007. Data also will be geo-coded so locations of gang crime can be monitored. The committees will review the available data on a quarterly basis to determine trajectories and success of specific initiatives. All (non-sensitive law enforcement) information will be shared by participating agencies to ensure that timely, accurate intelligence is disseminated to all affected parties. In addition, summary data will be shared among agencies and with other stakeholders where it is not appropriate to share information on individuals.

D. Direction of Indicators
Before the magnitude and direction of gang related activity can be accurately assessed, data on gang membership from additional sources must be taken into account. For example, it is important to measure prison related activity because each year it is estimated that 50% of the State's gang members are discharged to Baltimore. Likewise, it is important to obtain and integrate gang related data from the BCPSS and DJS.

Law enforcement intelligence indicates that overall gang related activity is increasing in Baltimore, similar to what is happening in other jurisdictions in the State and region. While overall violent crime has decreased in the past several years, violent crimes involving known gang members is increasing in Baltimore.

IV. The Story Behind the Data
While Baltimore is experiencing an increase in gang related activity and violence, violence in schools has decreased from last year as well as the number of

intakes made by DJS. The most recent adult and juvenile arrest statistics are included in Appendix 4.

The emergence of "National Gangs" such as the Bloods, Crips, and Mara Salvatrucha in Baltimore signifies that gangs are becoming more organized. Terms such as Godfather, O.G., Double O.G., and General are becoming more commonplace. Additionally, gang initiations are more frequent than in past years. Initiations can be anything from committing a robbery in front of a gang member to "beat-ins" where the gang assaults the recruit as a right of entry.

Intelligence has shown that several local gangs are now identifying and organizing as Blood or Crip Sets. There is a heavy influence from California, Chicago, and New York that is shaping the emerging gangs but there are no indications that large numbers of people from outside of Baltimore are coming in and taking over. The main influence is through modeling local gangs after existing New York based gangs. This includes bi-laws that govern members to ensure that they act in accordance with a particular group's philosophies. These bi-laws are also used to challenge the validity of individuals portraying themselves as gang members.

A. Forces Contributing to the Growth of Gangs in Baltimore and Increases in Gang Violence

The development of this Plan identified a number of causes and forces that contribute to Baltimore's violent crime surrounding gang activates. These include:

- Academic Failure
- Economics
- Family Dysfunction
- Lack of Community Resources/Services for youth & families
- Lack of Safe Community Places (Recreation Centers)
- Self Esteem (poor sense of self)
- Poor Sense of Connection to Community and Family
- Lack of Exposure to Opportunities
- Lack of Education, Job Training, and other Opportunities
- Employment Opportunities
- Poor Discipline
- Insufficient Crisis Intervention
- Community/Organizational Capacities (lack of organizational and funding structures for smaller community organizations)
- Parent/Grandparent Support (incarceration and unavailability)
- Poor Parent Accountability
- Basic Tangible Needs are Not Being Met
- Homelessness
- System does not access/help jailed youth.
- Poor Youth Law Enforcement relations
- Infrastructure closes too early

- Shift in Community Values/Norms
- No engagement of peers
- Lack of Transportation
- Poor public messages and information of where to receive help
- Poor/Blurred lines between law enforcement and community enforcement
- Inability of law enforcement agencies to share data and information in a timely fashion
- Lack of collaborative planning and evaluation activities
- Lack of coordination of efforts aimed at informing other agencies, community residents, and youth.

B. The Youth Perspective

Three focus groups were held with young people during the course of developing the Prevention and Intervention strategy to date. The focus groups included youth from (1) elementary schools, (2) middle schools, and (3) high schools. The findings will help inform ongoing work to provide activities, opportunities, and services that will address the causes and forces that lead to violent crime and gang involvement.

Several of the key findings to be addressed include:

Elementary school youth (3rd grade students) emphasize safety concerns, including crime on the street, fear of police locking them up for "no reason", and terrorism/bombs. They propose addressing these fears through having more adults in their school such as crossing guards, security guards, hall monitors, and people to walk them to school. They also recommended having incentives and awards for students who do well.

Middle school youth were concerned about crime and violence being attached to "gang activity". The youth explained that violence has always been present and that not all violence is associated with gang activity. In many cases gangs were viewed as a substitute for stable homes and that many youth are disconnected from their families. Youth felt that they needed more places to go for recreation, after school activities, employment as well more positive relationships with adults (mentors, someone to talk to, counselors, etc.). They also stated too many kids were being kicked out of school, instead of discussing problems with the youth. The children expressed negative feelings about police and strong pessimism about being able to change perceptions about violence.

High school age youth felt that it was obvious that police in their community do not like or respect them and are confrontational towards them. The youth would like police to listen and engage them instead of talking down to them. There was also a perception that most teachers do not really care if students receive a good education. They suggested more cameras, identification badges in schools, and more student involvement in decision making. Lastly, they reported always going to and from school in groups for safety.

C. Problem Areas Addressed in this Plan

These causes and forces may be understood as constituting specific problem areas:

- Need to increase opportunities for youth (after school, recreational, employment training, employment, etc.)
- Need to strengthen family functioning
- Need to assist students to achieve academically by ensuring students are safe in school and on their way to and from school
- Need to strengthen the capacity of grassroots community organizations to combat violent crime and gang activity in their community
- Need to improve crisis intervention services within communities
- Need to improve relationships between youth and police
- Need to improve re-entry services for youth returning to the community from adult and juvenile justice systems
- Need to change community norms, values and perceptions concerning violence, gun violence, and gangs
- Need to increase collaboration and communication between and among police/justice agencies, schools, social service, faith-based programs, community-based programs, and youth.

It is evident from this list that the causes of gangs and gang violence are multiple and complex.   These problems are exacerbated by poor communication among public agencies, a growing distrust of public agencies and the police by community residents, and a failure to focus on program fidelity and supervision of staff when programs are implemented. Poverty and lack of personal resources in many of Baltimore's communities, the devastation caused by AIDS and drug use, and the large number of adults who failed to obtain an adequate education from Baltimore's school system make it difficult for even "effective practices" to get adequate traction in Baltimore.

However, there is hope. The problems that gangs are presenting in Baltimore is no longer covered up or ignored and a large number of individuals and sectors of society have come together to reduce violence in Baltimore, especially gang related violence. The planning process and emerging Plan is receiving unprecedented support from all stakeholders. It is with confidence that the planning process has broken through the inertia that so often incapacities or limits community initiatives and that the early successes obtained in this process will increase and result in a reduction of gang violence and a reduction of the attractiveness of gangs to Baltimore's youth.

V. Partners Who Have a Role to Play in Doing Better

A. Stakeholders Involved in Activities Covered by the Strategic Plan and the Planning Process
This Plan builds on the substantial efforts already ongoing in Baltimore. Appendix 1 includes: All organizations with current programs, a list of all the work groups and their members, as well as the membership of the Family League and the Criminal Justice Coordinating Council.

B. How Families are and Will Be Involved in the Development and Implementation of the Gang Reduction Initiative
Families and community members were involved in developing the three factors to be taken into account when selecting communities for targeted prevention and intervention activities: need, capacity, and willingness. Families and community members also will be involved in the development and monitoring of policies to be used. Next steps will include determining a process for selecting community members to be a part of the Steering Committee and determining a long-term strategy for involving youths and parents in the gang reduction initiative.

C. How Youth Have Been Involved
Youth have been involved in this effort in a number of ways. The Youth Commission of Baltimore, a city commission composed of individuals ages 14-24 appointed by the Mayor, held a hearing on youth violence and the Chair of the Commission participated in Steering Committee. Several youth-serving agencies held meetings with their youth, identified ways in which youth violence could be reduced and discussed barriers to achieving more positive youth development. Two sessions of Teen Perspective, a television show produced by the Johns Hopkins Center for the Prevention of Youth Violence, the Urban Leadership Institute, and WMAR, convened youth to discuss how violence and gangs affects them and their solutions.

D. Who Will Continue to be Involved in the Gang Reduction Initiative
The Initiative will continue to use the committee structure used in the planning process (as included in Appendix 1), but membership will be expanded. An organizational chart for the Gang Violence Reduction Initiative is presented in Figure 13.

The Steering Committee will be reconstituted to include elected officials; Federal, State, and City agency heads; and civic, faith, and community leaders. The Steering Committee will meet bi-monthly.

The working committees (Prevention and Intervention and Suppression and Technology Development) that oversaw the development of this Plan will continue. They will continue to identify the needs of youth and families; identify gaps in current services and activities; and address these problems by deploying resources to fill those gaps. The committees will also review the effectiveness of the strategies and activities described in this Plan. Finally, the committees will facilitate communication and cooperation among the various agencies and

stakeholders engaged in anti-gang activities. These efforts include identifying and recruiting new partners, facilitating information sharing, ensuring that outreach workers and others can gain access to needed services provided by other partner agencies and programs, and informing the community of efforts to eliminate violence in Baltimore. These committees will meet monthly and develop subcommittees to address specific issues.

The day to day administration, oversight, and coordination of the Plan will be undertaken by the Steering Committee Staff Workgroup consisting of the Chairs and Co-Chairs of the two Working Committees, staff from the Johns Hopkins University Center for the Prevention of Youth Violence, the Family League of Baltimore City, and the Criminal Justice Coordinating Council, and other individuals appointed by the Steering Committee.

Two existing multiagency groups have agreed to facilitate efforts to monitor need for and outcomes of services and program. The Family League of Baltimore City, Inc., the City's Local Management Board, has agreed to facilitate the efforts of the Prevention and Intervention Committee. The Criminal Justice Coordinating Council has agreed to facilitate the work of the Suppression and Technology Development Committee.

Figure 13. Organizational Chart for Baltimore Gang Reduction Initiative

Baltimore City Gang Reduction Initiative Steering Committee

To include the Police Commissioner, Health Commissioner, Executive Director of the Family League, representative of the Baltimore City Delegation, other agency/program heads, community members, and others to be determined

Steering Committee Staff Workgroup

To include Committee chairs, staff from the Family League, Criminal Justice Coordinating Council, JHU Center for the Prevention of Youth Violence, and others to be determined by the Steering Committee

Prevention and Intervention Committee
To identify needs, disseminate information about gang violence and best practices; facilitate collaboration and ongoing planning; aid in the integration of strategies and programs related to the prevention of and intervention with violence, review and outcome and process data on prevention and intervention programs

Suppression and Technology Development Committee
To identify needs, organize and integrate law enforcement efforts aimed at reducing gang violence by reducing access and use of illegal weapons, by removing violent gang members from the community, by facilitating the collection and dissemination of information related to activities of gang members, and ensuring all have access to timely and accurate information

VI. Strategies That Will Work to "Turn the Curve" and Make Things Better

A. Overview of Strategies

Evidence clearly shows that organized street gangs are growing in Baltimore and are contributing substantially to City's overall violence. The Plan proposes to integrate several strategies: Community Mobilization, Opportunities Provision, Social Intervention, Suppression, and Organizational Change and Development. The Steering Committee and affiliated working committees will develop, implement, and oversee these strategies.
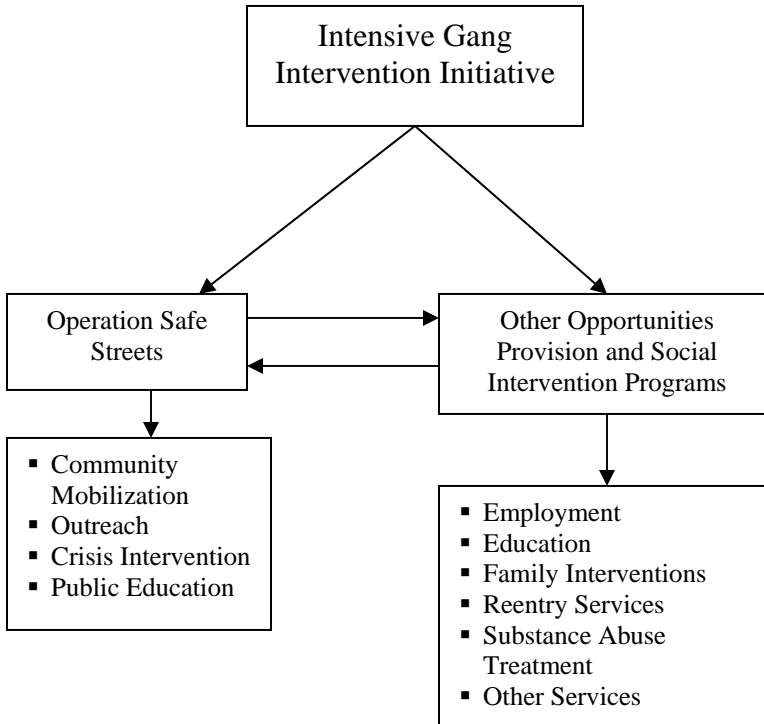
The Baltimore Plan includes strategies to strengthen and expand gang prevention, intervention and suppression efforts. The citywide prevention efforts described in this Plan are designed to prevent violent crime and gang involvement among all youth. Baltimore proposes to expand opportunities for youth (e.g., recreational, after school, employment readiness, alternative education), strengthen families, assist students to achieve academically, strengthen the capacity of grassroots organizations to combat violence and gang activity, and improve relationships between police and youth. This Plan will focus on identifying and strengthening existing service providers, especially grassroots organization providers, providing funding and support for these organizations through a competitive RFP process, and providing capacity building and technical assistance to these organizations.

Gang and violence prevention efforts are already being undertaken in Baltimore by a number of agencies and organizations, including the State's Attorney's Office, the Health Department, the Mayor's Office of Neighborhoods, Baltimore Police Department, United States Attorney's Office, Baltimore City Public School System, Maryland Department of Juvenile Services, the Family League of Baltimore City, the University of Maryland's Community Justice Program, the Safe and Sound Campaign, the Center for the Prevention of Youth Violence, the faith community, and most importantly, parents and other caregivers. The activities proposed to strengthen and expand these efforts include increasing capacity and support, ensuring that efforts are as effective as possible, and disseminating information concerning needs and solutions. The Steering Committee will work to ensure that these efforts are cooperative rather than competitive.

Baltimore will adopt a two part intervention action plan. The first part of the intervention action plan will be community mobilization and outreach. This is modeled on the street outreach component of the OJJDP Comprehensive Gang Model and Ceasefire Chicago, and will be conducted in identified target areas. The second part will consist of services and opportunities provision, such as reentry programs, employment training, and crisis intervention services for high-risk and gang-involved youth in the target communities. As with the prevention efforts, intervention efforts already are underway under the auspices of federal, state, and local governmental agencies; private service providers, advocacy groups; and the faith community. The intervention plan is aimed at

strengthening, targeting, coordinating, and expanding these efforts, as well as at promoting program effectiveness.

Figure 14: Intervention Component of Baltimore's Gang Violence Reduction Plan

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                    ┌─────────────────────┐
                    │  Intensive Gang     │
                    │ Intervention        │
                    │ Initiative          │
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       ┌──────────────────┐       ┌─────────────────────┐
       │ Operation Safe   │──────▶│ Other Opportunities │
       │ Streets          │◀──────│ Provision and Social│
       └──────────────────┘       │ Intervention Programs│
              │                    └─────────────────────┘
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   │ ▪ Community          │      ┌──────────────────────┐
   │   Mobilization       │      │ ▪ Employment         │
   │ ▪ Outreach           │      │ ▪ Education          │
   │ ▪ Crisis Intervention│      │ ▪ Family Interventions│
   │ ▪ Public Education   │      │ ▪ Reentry Services   │
   └──────────────────────┘      │ ▪ Substance Abuse    │
                                 │   Treatment          │
                                 │ ▪ Other Services     │
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The suppression efforts contained in the Plan focus on increasing collaboration among law enforcement agencies throughout the greater Baltimore region, reducing access to illegal weapons, targeting gang members most likely to engage in violence, and reducing the incidence of violent crime. In recent months, there has been a significant increase in the collaboration of law enforcement agencies around the issue of gang violence. The suppression efforts proposed aim to reinforce and extend those activities.

Currently, resources are inadequate to implement an effective citywide strategy. Therefore, the Plan proposes to target the initial prevention and intervention efforts at communities with a significant need, the capacity to collaborate, and an interest in leading a community-based prevention and intervention effort. Efforts will be made to expand the resources available for youth most at risk for being lost to gangs and to ensuring that all activities are effective and efficient. The specific activities under way or being proposed are summarized in Section 7 of this Plan and described in greater detail in Appendix 5. The Steering Committee will also create a detailed compendium of all existing programs, including program descriptions and contact information. Please note that the identification of an existing program does not mean that it has been proven cost effective. A goal of the Plan is to monitor program effectiveness.

B. Prevention and Intervention Committee: Description of Proposed Strategies

1. Outreach and Community Mobilization Strategy
The first priority of the strategy is Community Mobilization. The OJJDP Comprehensive Gang Model serves as a framework and highlights the importance of community mobilization and street outreach to reducing gang involvement and gang related violence. These activities have been proven effective elsewhere. Ceasefire Chicago, a grassroots community mobilization and outreach program that combines community wide anti-violence messages with intensive outreach to at-risk youth, has been associated with violence reductions of up to 70% in target neighborhoods. In Boston, "street workers" who provided outreach and service connection to high-risk youth, were a key part of a comprehensive strategy that dramatically reduced youth violence in the 1990s. Baltimore will seek to replicate these cities' success by implementing an outreach and community mobilization program, Operation Safe Streets, in identified target communities.

The Prevention and Intervention Committee is currently requesting gang reduction funding from the U.S. Attorney's Office for the District of Maryland to support prevention and intervention activities that will supplement Operation Safe Streets. As recommend in the OJJDP Gang Model, funding will be used to enhance and expand youth services and opportunities in Operation Safe Streets target areas in order to form the Baltimore City Intensive Gang Intervention Initiative.

The Operation Safe Streets component of the Baltimore Initiative will be modeled on Ceasefire Chicago and will be led by the Baltimore City Health Department (BCHD). The program will help communities to mobilize against gang violence and provide concrete, community based interventions aimed at reducing violence and gang involvement. Primarily, this will consist of:

- Public education aimed at delivering the message that violence is not acceptable;
- Street outreach to reinforce the message and to link high-risk youth to needed services;
- Crisis intervention to defuse potentially violent situations; and
- Activities to foster positive social interactions among community members, gang-involved youth, and police, such as nighttime "barbecues".

Target communities will be selected through a three-step process. First, BCHD will work with BPD and FLBC to identify the communities with serious gang violence problems and which have some existing infrastructure of community and/or faith based organizations. It is important that target communities have at least one functioning community based organization because the model requires that the community itself provide leadership for the program's activities.

Second, BCHD will meet with community members and leaders in potential target areas to secure interest in the project. Again, community interest and commitment is vital in order to ensure that the project is well supported and that it responds to the needs and desires of the neighborhood it operates in.

Finally, BCHD will issue a request for proposals to community based organizations in communities that have demonstrated both need for and interest in the project.   A community based organization will be selected based on its commitment to implementing Baltimore City Intensive Gang Intervention Initiative and its demonstrated ability to lead the program and marshal broad-based community support.

Not all high-need communities will have the capacity necessary for Operation Safe Streets. As part of the Opportunities Provision and Social Intervention strategies described below, these communities will be targeted for technical assistance to build capacity so that they will be more resilient and able to fully participate in Baltimore City Intensive Gang Intervention Initiative and other parts of the Gang Reduction Strategy.

Operation Safe Streets currently has funding to operate in one or two target communities and is scheduled to begin services in its first target community in February 2007. This is a significant resource already on-hand that will be devoted to this strategy. As mentioned, the Family League of Baltimore City has applied for funds from the United States Attorney's Office to support the prevention and intervention activities that are included with Operation Safe Streets to form the Baltimore City Intensive Gang Intervention Initiative

2. Opportunity Provisions
The second priority of the strategy is Opportunity Provisions. Opportunity Provisions involve the development of specific education, training and employment programs for high-risk and gang-involved youth. The strategy, therefore, focuses on identifying and strengthening the capacity of community-based organizations within target communities, particularly those who have a demonstrated history of working with high-risk and gang involved youth. The services to be developed and strengthened include employment training and connection for the reentry population, alternative educational opportunities, behavior management strategies in schools, and community-based programs for juvenile offenders, aimed at helping youth already involved in criminal activity to become productive citizens. The services that are included in this strategy are described in more detail in the Opportunity Provisions section of the Action Plan (Appendix 5).

While a number of these services currently exist, they are not available to all who need them and often communities and agencies do not know how to access them. Moreover, a number of the grassroots organizations and individuals who provide these services do not have the capacity or technical knowledge to increase their resources or to maximize their effectiveness. This strategy for

increasing opportunities and services will therefore seek to increase the number and quality of services available, increase coordination among service providers and outreach providers, and to provide technical assistance and capacity building to existing and potential service providers.

Since the focus is on building onto existing services rather than starting new programs, this strategy will utilize both existing local funding and newly requested grant funding. Funding will be requested from the Maryland Governor's Office, the U.S. Attorney's Office for the District of Maryland, and other potential funders to support the majority of the proposed enhancement and expansion of community-based programs in target communities.

3. Social Intervention
The third priority of the strategy is Social Intervention. Social Intervention involves better linking at-risk, high-risk and gang-involved youth and families to the network of youth services providers, schools, grassroots groups, faith-based groups, police, and others. Again, Baltimore City has a wide array of youth prevention and intervention services, but they are often not available to all who need them and often individuals, communities and agencies do not know how to access them. There may not be enough effective prevention or intervention programs to serve all city youth or youth in specific high risk communities. Existing programs may not be structured, or their staffs adequately trained, to serve high-risk and gang-involved youth.

This strategy for increasing linkages to the network of opportunities and services will therefore seek to increase the number and quality of services that address the causes and forces behind gang involvement, identifying and filling gaps in services, to increase coordination among service providers and outreach providers, and to provide technical assistance and capacity building to existing and potential service providers to make sure that all youth, including higher needs and risk youth, are accessing their services. The services that are included in this strategy are described in more detail in the Social Intervention section of the Action Plan (Appendix 5).

As is apparent from the list of current activities and current partners in the Action Plan, million of dollars of local resources are already being dedicated to gang prevention and intervention activities through the local social network. Implementing this strategy will utilize both the extensive existing local funding as well as newly requested grant funding. The allocation of local funds to support these activities will be continued and the committees will also work diligently to secure additional support, including grant funding. It is anticipated that most funding requested for citywide prevention activities for at-risk youth will be from youth development and prevention grant sources and that most funding requested for high-risk and gang-involved youth will be from gang reduction funding through the Maryland Governor's Office and the U.S. Attorney's Office for the District of Maryland.

4. Integration of Opportunity Provisions and Social Intervention

Both the Opportunity Provisions and Social Intervention strategies described above will be primarily conducted under the auspices of the Family League of Baltimore City (FLBC), the local management board that coordinates many of the youth development activities that currently exist within Baltimore City. The Family League will be the primary conduit for funds for prevention and intervention services and will award funds to organizations and programs on a competitive basis. Requests for Proposals (RFPs) will be disseminated to community-based service providers, and members of the local community, including youth, will be included in the review and selection process.

The FLBC, in cooperation with the Prevention and Intervention Working Committee, will ensure that all programs receiving funding for gang reduction initiatives are evidence based or based on sound research based principles, so that resources are used for services that are most likely to be effective. The FLBC will also conduct or commission evaluations and quality improvement activities. The priority for both Opportunity Provisions and Social Intervention is to use resources to strengthen and expand existing programs and services rather than create new ones.

In order to increase capacity, the Prevention and Intervention Working Committee will provide community based organizations with technical assistance to promote their long-term efficacy and viability. This will include both dissemination of best practices for service programs and education on financial matters, grant writing, resource development, management skills, and grassroots organizing techniques. Technical assistance will also be targeted at communities with limited organizational resources in order to help community leaders build viable organizations and coalitions that can effectively participate in gang reduction activities.

5. Organizational Change and Development

Organizational change and development is the ongoing process by which agencies and organizations change their cultures and priorities to support a unified gang reduction initiative. This includes fostering collaboration and resource sharing, technical assistance to support organizational sustainability and program success, and information sharing so that all partners are able to take advantage of lessons learned and gang intelligence. This strategy will support both the Plan's short term and long term success and sustainability by creating lasting change within a broad range of partners.

The Prevention and Intervention Committee will pursue organizational change and development by providing technical assistance, assisting in capacity building, disseminating information on gang violence and best practices, and facilitating collaboration and resource sharing among all partners. The monthly Committee meetings will be the primary venue for these activities. Programs and agencies will provide regular reports of program activities and performance indicators and will be encouraged to share their needs so that other participants can help to meet those needs.

6. Linkages with Suppression Strategies

The Steering Committee and the Steering Committee Staff Workgroup also will aid in the integration of efforts across strategies and among and within agencies. The Suppression and Technology Development Committee is charged with obtaining the data on gang membership, gang violence, homicides, and shootings in order to determine the need for interventions in specific communities and to monitor the overall progress of Baltimore's Plan to reduce gang violence. Because of the confidentiality involved with some of these indicators, a dual strategy for developing data that can be used for monitoring the progress of the prevention and intervention efforts and the overall plan will be pursued. BPD is taking the lead in identifying gang members and generating data that can be used both for suppression activities and monitoring and evaluation efforts. Where confidentiality is an issue, the BPD will generate aggregate or summary information that can be used for monitoring the outcomes of the Plan without compromising individual rights. Where confidentiality is not an issue, these data will be transferred to the Baltimore Data Collaborative and the Family League for integration with other data being used to monitor risk and protective factors, need and capacity for prevention and intervention efforts, and outcomes of the strategies described in this Plan

Because the Family League already is funding many prevention and intervention efforts in the City and houses the Baltimore Data Collaborative, the Family League and the Baltimore Data Collaborative will take the lead on assembling, analyzing, and disseminating for this Initiative data on risk and protective factors in Baltimore, gang activity and serious criminal activity, and performance of strategies and associated activities. Through a collaborative agreement with the Centers for Disease Control and Prevention, the Johns Hopkins Center for the Prevention of Youth Violence will continue to provide support for the collection and interpretation of data.

The Family League also will provide technical assistance to smaller programs and agencies, particularly those receiving funds through the Family League, in order to build their organizational capacity. This will include assistance in establishing sustainable funding streams and sound management practice. . Programs funded through the Family League will be required to cooperate in these efforts. Results of performance reviews and intelligence analysis will be disseminated to programs so that they can make changes to their activities to conform to best practices.

C. Suppression and Technology Development Committee

The Baltimore Enforcement/Suppression Initiative will focus on developing strategies around gun violence in targeted communities. Law enforcement will make it costly for violent offenders, including gang members, to possess or use firearms. In identified initiative areas, targeted enforcement and strategic deployment of existing BPD and federal enforcement teams (ATFE-VCIT, DEA-MET, FBI-Safe Streets) will increase the likelihood that any gang member illegally possessing or using firearms will be arrested and prosecuted. For

example, Maryland EXILE already emphasizes the message "hard time for gun crime" and the Warrant Apprehension Task Force (WATF) prioritizes violation of probation and parole warrants for all known or suspected gang members. There are also existing firearms and violence state prosecution strategies such as the Baltimore City State's Attorney's Office's Firearms Violence Enforcement (FIVE) and Save Adolescent Violence Early (SAVE) that generate case which will be prioritized in the court system.

As part of the Maryland EXILE strategy, violent offender "call-ins" (which requires violent offenders to meet with law enforcement, prosecutors, faith-based leaders, Parole and Probation, members of the community, ex-offenders, and the media) are held throughout Baltimore. To maximum deterrence, the Suppression and Technology Development Committee will also support efforts to improve the overall effectiveness of the "call-ins".

Specific indicators for monitoring the success of the suppression efforts will include the reduction of gun homicide, non-fatal shootings, firearm recoveries, calls for service (shots fired), and juvenile felony CDS arrests. All arrest information of these offenders is currently provided to the War Room. Law Enforcement will also report to the Committee the outcomes of the call-ins by tracking violent offender recidivism rates and prioritizing the prosecution of arrests involving firearms, CDS, and violence.

When targeted violent offenders are convicted, this information will be conveyed directly to gang members, violent offenders, and the broader community through meetings with law enforcement and spread through multiple sources, including billboards, public service announcements, radio, and television ads. These policing and prosecution approaches, sometimes complemented with social and educational programs for offenders, have proven to reduce gun violence, often in areas with heavy gang involvement, such as Chicago, Boston, Indianapolis, Kansas City, and Pittsburgh (Braga et al., 2001; Papinchristnos, Mears, and Fagen, 2005; Cohen & Ludwig, 2003; McGarrell et al. 2001; McGarrell & Chermak, 2004).[2]

These suppression efforts will be complemented by the prevention, opportunities provisions, and social intervention strategies described earlier in this Plan.

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[2] Braga AA, Kennedy DM, Waring EJ, Piehl AM. (2001) Problem-oriented policing, deterrence, and youth violence: an evaluation of Boston's Operation Ceasefire. *Journal of Research in Crime and Delinquency* 38:195-225. Braga AA, Pierce GL. (2005) Disrupting illegal firearms markets in Boston: The effects Operation Ceasefire on the supply of new handguns to criminals. *Criminology & Public Policy* 4(4):717-748. Cohen J, Ludwig J. (2003) Policing crime guns. Pages 217-239 in *Evaluating Gun Policy: Effects on Crime and Gun Violence*. Washington, DC: Brookings Institution Press. McGarrell EF, Chermak S, Weis A, Wilson J. (2001) Reducing firearm violence through directed police patrol. *Criminology and Public Policy* 1:119-148. McGarrell EF, Chermak S. (2004) Strategic Approaches to Reducing Firearms Violence: Final Report on the Indianapolis Violence Reduction Partnership. Final report submitted to the National Institute of Justice. Papachristos AV, Mears TL, Fagan J. (2005) Attention Felons: Evaluating Project Safe Neighborhoods in Chicago. John M. Olin Law & Economics Working Paper No. 269. Chicago: The University of Chicago.

Combined, the suppression and other strategies will steer gang members away from violence and toward positive non-violent opportunities.

1. Outreach and Community Mobilization Strategy.
As described earlier, law enforcement agencies already are collaborating with the outreach and community mobilization efforts that are ongoing or planned for Baltimore. The success of intervention efforts and the ability to mount prevention efforts will depend on the police ensuring the safety of those participating in the prevention and intervention activities.

Even where resources are not available for the implementation of the full range of prevention and early intervention efforts, law enforcement are obligated to respond to crime and to work to make communities as safe as possible. This requires greater attention to attitudes within neighborhoods and an expanded effort by law enforcement to deal with the legitimate concerns of local residents through the existing BPD District Advisory Councils and community outreach.

2.   Opportunity Provisions and Social Intervention
Many of the gang members and others involved with violence are addicted to illegal substances. Just as with other addicts, if treatment on demand is not made available to offenders/ex-offenders when they are experiencing an interest in receiving services, engagement and completion with programs is much less likely. In addition, those wishing to "get out of the game" may require services that are not currently components of mainstream services, such as tattoo removal, and some may also require relocation for their own safety.

Opportunities provisions and access to services are critical for the success of even the suppression-based strategies. As described in greater detail under the Activities Section, the BPD has mounted a number of efforts involving opportunities provisions and linking to services including the Community Safe Zone program, "Get Out the Game" Initiative, and "Stay Out of the Game" Initiative, the Police Athletic League (PAL) Centers, the BPD Community, and BPD Advisory Boards. Activities that are primarily suppression in nature, such as Maryland EXILE also have critical opportunities provisions and service linkage components.

Finally, Baltimore's Gang Violence Reduction Plan supports efforts to reduce recidivism of ex-offenders. It is critical to remember that most individuals in jail or prison come home. Approximately 50% of all gang members released from the state's prisons return to Baltimore. If diversion from gangs and movement towards legal employment does not begin while the individual is in prison, the problems encountered by Baltimore are continued, regardless of the effectiveness of the community-based strategies.

3. Suppression Strategy
The Suppression Strategy will strengthen and expand the multi-agency collaborations already under way and increase community support for efforts combating gangs and violent crime in Baltimore and throughout the Baltimore

region. The overall approach combines local, state, and federal law enforcement, schools, DJS, and community organizations. One aspect of this strategy is to accurately identify and provide a platform to integrate resources and disseminate all gang-type information to law enforcement and the community. The focus of the current strategy is to reduce barriers and to facilitate communication and information sharing as well as to develop the information and data infrastructure necessary for tracking gang activity and monitoring the success of the City's efforts to reduce gang violence and violence in general. As with the other strategies described in this Plan, the specific activities being proposed are described in Section 7 with ongoing activities described in greater detail in the Appendix.

This suppression strategy will be accomplished through the following initiatives that will be introduced in phases:

- Standardized Reporting Requirements, Bi-weekly intelligence sharing, data collection and integration
- Increased sharing of intelligence among law enforcement agencies and more timely dissemination of information to schools, other agencies, and communities concerning gang activities in Baltimore.
- Creation of a Baltimore City Multi-Agency Gang Task Force
- Increased focus on reducing access to and use of illegal firearms
- Changes in Policies, Practices, and Legislation.

4. Organizational Change and Development

In order to be effectively implemented and operated, the Suppression Strategy must have accurate intelligence and data concerning gang activities. These data must be available to all involved law enforcement agencies. Moreover, resources and initiatives must be coordinated, effective programs supported, and ineffective practices changed. Efforts are already underway to increase coordination and focus resources on gang members and gang related activities. The reorganization of the BPD Gang Intelligence Unit's bi-weekly meeting is an example of these efforts. The ability to address this issue regionally and at the policy level is crucial to the overall success of the strategy. Incorporating and linking suppression initiatives will promote progress.

D. Strategies for Integrating and Expanding Efforts that Cross the Boundaries of Prevention, Intervention, and Suppression

This Plan recognizes the need for more focused and effective efforts to support communities in reducing gang violence. These efforts include: effective law enforcement; especially enforcement of gun laws; neighborhood development; youth development; and increased access to effective services. These efforts will require changes in the way services and programs are operated and in the practices and policies of federal, state, and local agencies and organizations.

1. Suppression and Technology Development Committee

A critical strategy is to increase the use of data for decision making. The Suppression and Technology Development Committee will play an especially

important role in this effort. This Committee will ensure that data on gang activity, serious criminal activity, and recidivism of gang members are available for monitoring the success of existing efforts and targeting future programs and activities. Staff for this Committee will work with the BPD, the Baltimore Data Collaborative, and other agencies to increase the comparability of data collected by different agencies and the ability to link data generated by different agencies.

2. Quality Assurance, Monitoring Fidelity, and Dissemination of Information

Once reliable and valid data are available, it will be important that these data are used for monitoring the factors contributing to gang violence, the success of strategies to impact on gang violence, the success of specific activities, and the need for modifications, additional training, better coordination or collaboration, and increased accountability.

3. Professional Development, Staff Youth Development, and Support of Community Workers

The problems created by gangs involve all jurisdictions and individuals throughout the state of Maryland. This Plan recognizes that efforts aimed at the problem of gang violence in Baltimore need to be better coordinated. Community leaders, youth development workers, educators, law enforcement, and the faith community all need to be better informed, better trained, and better supported. This Plan, therefore, calls for expanded and better integrated education, training, and support efforts.

VII. Action Plan

A. Prevention and Intervention Committee

1. Start-Up Activities

The implementation of the prevention and intervention strategies will begin with the following actions:

Assessment of Need and Capacity

The Prevention and Intervention Committee will conduct a comprehensive needs and capacity assessment to identify neighborhoods where the strategies can be implemented. The needs assessment will be based primarily on police data, including incidence of violent crime, residence and arrest locations of known gang members, and other indicators of gang activity, if available. Qualitative information from community members and community perceptions of crime and gang violence may be used to supplement the quantitative data.

The capacity assessment will be based on available information about the location and service areas of existing prevention and intervention programs, location and activities of community based organizations, and the location of and services available at schools and other government offices. Based on these assessments, the Committee will identify several neighborhoods that both have a

significant need and some capacity to implement the Baltimore City Intensive Gang Intervention Initiative.

The implementation and operation of the Intervention Initiative will follow these steps:

a. Assessment of Interest in Operation Safe Streets and Capacity Building
With the participation of the Prevention & Intervention Committee, staff from BCHD will meet with the identified communities to solicit interest in the project. Based on meetings with community groups and leaders, BCHD and its partners will identify three to five communities that appear to be interested in and ready for the Initiative. BCHD will also gather information at these meetings about community members' interest in other types of service, such as reentry or recreational programs.

b. RFP for Target Community and Lead Agency
Once BCHD and the Prevention and Intervention committee have identified three to five potential target communities, BCHD will issue a RFP to community based organizations (including faith-based organizations) in the potential target communities to act as the lead agency for the first the Baltimore City Intensive Gang Intervention Initiative site. The applicants must (a) have a presence in one of the target communities; (b) be led by and accountable to members of the target community; and (c) demonstrate the ability to lead the initiative and build community support and participation. BCHD, representatives from agencies on the Prevention and Intervention Committee, and representatives from the community will review the applications to select the lead agency and target community. Subsequent lead agencies and target communities will be selected in a similar fashion.

c. Capacity Building for the Target Community
After a target community is selected, the FLBC will meet with community members and leaders in the target community and work with them to identify needs, resources, current gaps in services and technical assistance needs. FLBC will use this information to help fill these gaps and to provide technical assistance to communities and existing community based organization, with the goal of building the community's capacity to successfully implement and sustain the Baltimore City Intensive Gang Intervention Initiative.

d. RFP for Opportunities Provision in Target Community
FLBC has applied for funding from the U.S. Attorney's Office to fund the Opportunities Provision activities that will be part of the Baltimore City Intensive Gang Intervention Initiative in the target communities. Once this funding is received and BCHD has selected the initial target community for the Baltimore City Intensive Gang Intervention Initiative, FLBC will, based on its inventory of that community's needs and resources and with active community participation, develop an RFP for community-based services for high-risk and gang involved youth in that community and select the providers .

e. Subsequent RFPs for Community Mobilization, Opportunities Provisions and Social Intervention in the Target Communities

The Prevention and Intervention Committee continually seek resources to implement its strategic plan. As additional funding opportunities are identified by the Committee, the Committee will allocate these resources via an RFP process described in the Opportunities Provisions and Social Intervention section. This process will ensure that resources are given to programs and organizations that demonstrate the greatest likelihood of success.

f. Opportunities Provisions Citywide

The Prevention and Intervention Committee will work to coordinate existing resources and disseminate information on program performance and best practices so that communities throughout the city can gain access to expanded and improved services. As additional funding becomes available to support citywide initiatives, the Committee or its designated agency will allocate these resources via an RFP process similar to the ones described above.

g. Technical Assistance for High-Need/Low Capacity Communities

As resources permit, the Prevention and Intervention Committee will work with high-need communities that lack sufficient capacity to implement the Initiative to build organizational and leadership capacity. This will enable them to implement the Initiative as it expands to new sites.

2. Summary of On-Going Activities

a. Community Mobilization

Goal 1: Select and provide funding to target communities for intensive community mobilization and outreach.

Objective 1: Identify initial target community by December 31, 2006.
Objective 2: Identify second target community for intensive gang reduction initiative by March 30, 2007.

Goal 2: Implement Operation Safe Streets in a target community (initial community will be selected prior to process cited in Goal 1, but a second target community may be selected using that process).

Objective 1: Select first target community for the launch of Operation Safe Streets.
Objective 2: Begin street outreach activities by February 2007.

Goal 3: Increase the capacity of grassroots community organizations to combat violent crime and gang-related crime in the target communities.

Objective 1: Provide technical assistance to community based organizations in high-need areas in order to improve their capacity and infrastructure. (Beginning January 2007).

Objective 2: Increase availability of resources to community based organizations in high-need areas in order to strengthen their ability to initiate and sustain effective programs. (Beginning January 2007).

Goal 4: Change social norms and attitudes to decrease the acceptability of violence and gang involvement among youth, families, and other community members.

Objective 1: Implement a social marketing campaign aimed at changing attitudes about crime and violence.
Objective 2: Use outreach workers, youth, community members, and community based organizations to reinforce the anti-violence message and provide youth alternatives to violence.

b. Opportunities Provisions

Goal 1: Increase employment training and employment opportunities for youth.

Objective 1: Increase employment training and employment opportunities for high-risk and gang involved youth in the target communities.
Objective 2: Increase employment training and employment opportunities for all youth, citywide.

Goal 2: Increase alternative educational opportunities for youth.
Objective 1: Increase academic services and planning to engage youth returning from out-of-home placements in schools.
Objective 2: Increase academic services and planning to youth who are at risk of becoming disconnected from school due to their behavior.
Objective 3: Increase availability of programs for older youth.

Goal 3: Increase and enhance re-entry services for youth returning to the community from the adult and juvenile justice systems.

Objective 1: Increase number of comprehensive community-based re-entry programs in target communities.
Objective 2: Improve the utilization of existing re-entry services.
Objective 3: Connect re-entering youth to positive activities such as employment, alternative education and recreation.

c. Social Intervention

Goal 1: Increase opportunities for children to succeed in school.

Objective 1: Ensure that students are safe in school and on their way to and from school.

> **Objective 2:** Ensure that youth have the skills to make positive decisions.

Goal 2: Increase after school and recreational opportunities for youth.

> **Objective 1:** Increase after school and recreational opportunities for high-risk and gang involved youth in the target communities.
>
> **Objective 2:** Increase after school and recreational opportunities for all youth, citywide.

Goal 3: Increase the number of and utilization of crisis intervention services for vulnerable youth and their families.

> **Objective 1:** Increase awareness of available crisis intervention services (i.e., mental health, substance abuse, physical health, safe havens, abuse and neglect, homeless).
>
> **Objective 2:** Increase utilization of existing crisis intervention resources.
>
> **Objective 3:** Increase crisis intervention services to fill identified gaps.
>
> **Objective 4:** Develop crisis intervention services for youth at imminent risk due to gang related violence.
>
> **Objective 5:** Increase parent capacity to engage crisis intervention methods at home.

Goal 4: Strengthen healthy family functioning.

> **Objective 1:** Increase families' access quality services for their youth.
>
> **Objective 2:** Increase access to strength-based family programs.
>
> **Objective 3:** Increase the number of families involved in recreational and/or cultural activities.
>
> **Objective 4:** Increase the number of faith-based organizations involved in family strengthening programs.
>
> **Objective 5:** Increase the involvement of parents and youth in long term planning of the Gang Reduction Initiative.

Goal 5: Improve relationships and engagement between youth and police.

> **Objective 1:** Increase the number of youth and families engaged with police through positive activities.
>
> **Objective 2:** Increase opportunities for youth and police to engage in positive, constructive dialogues.

B. Suppression and Technology Development Committee
This Plan proposes to build and strengthen efforts to suppress gang violence, even in communities not being targeted for the extensive prevention and intervention efforts described in the previous section of this Plan. In 2005, the Baltimore City Police Department developed and implemented a neighborhood stabilization strategy called the Community Safe Zone Project. The project involves a holistic strategy that includes the prevention of drug-related violence through community mobilization, stabilization, and increased community-police collaborations in targeted distressed neighborhoods. Other aspects of is program are described in greater detail in the next section, Opportunities Provision and Social Interventions.

The Community Safe Zone Project constitutes an important component of Baltimore's community outreach and mobilization gang violence reduction efforts. Although not as intensive as the targeted strategies described above and coordinated by the Prevention and Intervention Committees, the Community Safe Zone Project is most effective when used as a violence prevention strategy and these efforts will positively affect many more City residents over the next year or two as Operation Safe Streets expands. It is important to stress that these efforts are complementary with the Community Safe Zone Project, building on suppression efforts where it is not yet feasible to implement the full Operation Safe Streets. The Steering Committee and the Steering Committee Staff Workgroup will facilitate the integration of these efforts to ensure that lessons learned by one are quickly disseminated to the other. Other outreach and community mobilization efforts that emerge from suppression activities include the dissemination efforts of Maryland EXILE.

1. Start-Up Activities Proposed by the Suppression and Technology Development Committee
The Suppression and Technology Development Committee has identified the following goals and objectives for its efforts:

Goal 1: Increase the capacity of law enforcement agencies to identify gang members involved in violence.

Objective 1: Create standardized reporting requirements for all law enforcement agencies related to gang identification and categorization and reporting of activities.

Objective 2: Increase utility of existing and new data collection activities for suppression of gang violence (and for efforts related to mobilization, opportunities expansion, services, and organizational change).

Objective 3: Institute bi-weekly intelligence sharing, including a monthly meeting of representatives from all law enforcement agencies in the region and others engaged in suppression activities to facilitate joint planning and evaluation of activities.

Objective 4: Create systems to gather information from communities and produce for the community timely information concerning efforts to reduce gang violence.

Goal 2: Increase the capacity of law enforcement agencies to apprehend gang members engaged in violence and to ensure that these individuals do not engage in subsequent violent activities.

Objective 1: Implement specific strategies around gun violence in targeted communities.
Objective 2: Create a Baltimore Multi-Agency Gang Task Force.

Goal 3: Increase positive collaborations among law enforcement agencies and between law enforcement agencies, other service providers, and community residents, especially youth and individuals living in communities impacted by gangs.

Objective 1: Create additional opportunities for law enforcement agencies to collaborate on efforts to reduce gang violence, to monitor the success of these efforts, and to modify strategies and activities to achieve greater success.
Objective 2: Provide timely and accurate information about the extent and distribution of gang related violence in Baltimore to ensure that law enforcement agencies are all operating with accurate and current information and that accurate and current information is available to other agencies, and community and neighborhood leaders.
Objective 3: Create increased training and support activities including formal training, Internet-based educational and training opportunities, and self-training opportunities.

Below, the specific activities identified through the planning process to date are summarized. Additional information concerning ongoing programs is presented in the Appendices to this Plan.

a. Assessing Needs and Monitoring Gang Activity and Crimes Committed by Gang Members
Because gang violence constitutes a problem addressed by a number of law enforcement agencies, it is vital that all primary law enforcement agencies with jurisdiction in Baltimore (BPD, BCSP, MTA, and Baltimore City Sheriff's Department) use the same reporting and coding standards. Only then will law enforcement begin to understand the true nature of the gang influence in Baltimore City and be able to monitor changes in gang violence.

i. Implementing Standard Procedures for Identifying and Classifying Gang Activity
The BPD is establishing a new Computer Aided Dispatch (CAD) Code for officers to identify whether the incident is gang related, as well as written reporting requirements. Within a twenty-four hour period, analysts from the Baltimore Police Department's Intelligence Section will review the calls for service identified as gang related and conduct quality compliance checks to ensure that the information provided is accurate. A six-month initiation period will allow officials to compare statistical data to determine the percentage of crime caused as a result of criminal gang activity. After the initial six-months, Comstat model tracking will be conducted to compare hourly, daily, weekly, monthly and yearly gang related criminal activity. This tracking will assist in identifying spikes in violence or gang trends, and in deploying enforcement and intervention/prevention resources in a comprehensive way to meet the needs of the community experiencing the problem. These activities will be implemented by January 2007.

ii. Daily Gang Activity Report
A daily "gang activity" report will be prepared by the BPD Gang Intelligence Unit and distributed to all law enforcement agencies including DJS. The law enforcement report will include the photos, names, dates of birth, addresses, gang affiliations, and any other pertinent information regarding criminal gang activity to ensure that agencies are provided with timely and accurate information regarding existing or potential problems. This report will provide agencies the opportunity to compare gang activity as related to their areas of responsibilities. These activities will be implemented by January 2007.

ii. Bi-weekly Gang Intelligence Meeting Expanded to Include Monthly Regional Meeting
The BPD Gang Unit's bi-weekly gang intelligence sharing meeting will be restructured to specifically address regional and local gang intelligence. The BPD Gang Unit is currently comprised of detectives assigned to the Criminal Intelligence Section and is responsible for maintaining all information on known gang members and investigating alleged gang activity. The unit has limited enforcement capabilities and acts as a citywide intelligence coordinator. Each District/Section/Division of the BPD has an intelligence liaison officer that acts as the primary contact person for the Intelligence Section on gang related matters. The bi-weekly gang meeting was established in June 2005 bringing together the BPD Gang Unit and the gang intelligence liaisons to discuss issues particular to areas of deployment, specific offenders, and areas of gang influence. The meeting's composition has included representation from the following agencies: United States Attorney's Office, State's Attorney's Office for Baltimore City, DPSCS, Maryland State Police, Federal Bureau of Investigation, Maryland Transit Administration, Baltimore City School Police, Department of Juvenile Services, along with other law enforcement agencies.

After January 1, 2007, the BPD Gang Intelligence Unit's bi-weekly meeting will be split into local and regional meetings. The local meeting will focus specifically on Baltimore and gang intelligence sharing citywide. Attendance will not be

mandatory to agencies outside of the BPD but all agencies are welcome to attend.

The second bi-weekly meeting will evolve into a regional planning and information sharing meeting and include representatives from law enforcement agencies associated with the Baltimore Metropolitan Council (Annapolis, Anne Arundel County, Baltimore County, Baltimore City, Carroll County, Harford County, and Howard County). Each agency will be asked to designate a specific law enforcement contact to attend the meeting and will be asked to report about issues and trends in their jurisdictions. This will also be an opportunity for local law enforcement to interact with federal and state law enforcement, DPSCS, and the Department of Juvenile Services. This meeting will include an open invitation to host the monthly Baltimore Regional MARGIN (Mid-Atlantic Regional Gang Investigators Network) meeting so that information sharing is fully coordinated.

iv. Data and Systems Integration
The Technology and Data Acquisition Committee will work to integrate either data or reports from all agencies and organizations collecting information about gang activities including but not limited to BPD, BCSP, schools (including Baltimore Truancy Assessment Center), DJS, DPSCS, HIDTA, Baltimore City Sheriff's Department (courts), city agencies, and community (ex. Charles Village Benefits District). Systems integration also include the city and school camera systems. These data will be used to strengthen the BOLO (see page 48) activities, be linked with the future integration with GangNet, and produce reports used to monitoring the outcomes of the different strategies constituting the overall Baltimore City Plan. Coordinated data will be transmitted to the War Room so that bail recommendation information is fortified and timely notification of law enforcement contacts is achieved.

v. Coordinated Information Exchange
The Suppression and Technology Development Committee will coordinate the exchange of information between partners. For example, DPSCS and DJS will develop a uniform questionnaire to collect information from all individuals entering the adult or juvenile systems. (The current form used by DJS and DPSCS are included in Appendix 7). This information will be collected at each entry point (CBIF/Pretrial and DJS intake/detention) and will be used to determine separation and housing designations. All information will then be made available to all law enforcement and probation/parole officers upon release. Legislation may be necessary to facilitate lifting existing confidentiality barriers.

### b. Law Enforcement Activities Aimed at Reducing Gang Violence

i. Multi-Agency Gang Task Force
Building on the success of other regional/federal task forces, this Plan proposes the creation of a fully staffed Multi-Agency Gang Task Force consisting of representatives from the BPD Gang Unit, DPSCS (P&P), BCPS, DJS, and federal law enforcement (HIDTA) agencies that would maximize the intelligence

sharing and enforcement capabilities of every entity involved and allow for a much more focused enforcement effort. Members of the United States Attorney's Office and State's Attorney's Office will be assigned to act as the primary liaison with the Gang Unit to assist and provide investigative/legal guidance during gang related investigations. The Multi-Agency Gang Task Force will operate twenty-four hours a day, seven days a week in coordination with the Watch Center, monitoring and targeting known violent offenders for prosecution and providing expert assistance to detectives investigating possible gang related crimes. This Multi-Agency Gang Task Force will allow agencies to use a multi-faceted approach to dealing with gangs. A location in the BPD Intelligence Section has been identified to house the task force. Space is currently available to house the task force and initially an in-kind contribution will be made by the participating agencies. Participating agencies are expected to submit funding requests to support this strategy.

Figure 15 is an organizational chart, representative of the gang unit and the liaison with Intervention/Prevention partners:

Figure 15. Multi-Agency Gang Task Force
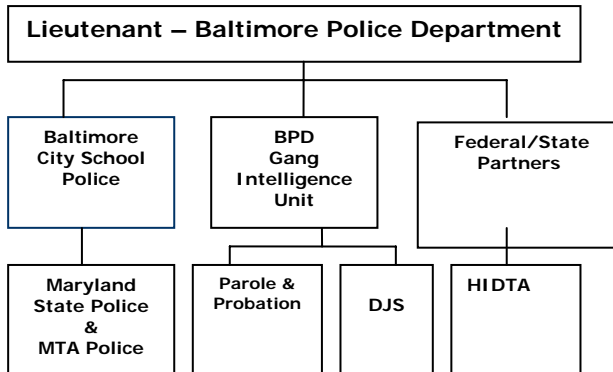
ii. BPD BOLO (Be-On-The-Look-Out) Gang Extension

The BPD has implemented an integrated, real-time data delivery system that combines historic information with on-the-street queries to provide officers and detectives with advanced notice when dealing with persons of interest. By implementing standard query methods, the department has been able to match BOLO subjects with historic data and present the information, with instructions, to the querying officer. Additionally, the queries provide insight and background information for ongoing historic searches. At the current time, coding of gang related activities is not included in the data being obtained.

For example, when an officer stops a vehicle for a moving violation, the officer runs the license plate through the mobile NCIC system. Several other databases,

listed below, are queried automatically to provide the officer with as much relevant information about the subject as possible.

Data Sources Currently Queried Automatically:
Maryland State/Federal Queries:
- MILES (State Warrants)
- MVA (Vehicle and Owner Information)
- NCIC (National Criminal Information Clearinghouse)
  Baltimore Local Queries:
- BOLOS
- Warrants (Adult and Juvenile)
- Parole and Probation
- Sex Offenders
- Arrest (Adult and Juvenile)
- Scofflaw (Vehicle Citation Offenders).

*All Baltimore local returns have images attached, when available, to assist in positive identification.

Given this advanced ability, the department is investigating the enhancement of including gang related information in the returns. This would assist officers when dealing with individuals or crowds where gang activity could elevate threat to the public or the officer. This technology currently provides linkages to the War Room and connectivity to the State's Attorney's Office (Virtual Paper) and the Division of Parole and Probation. Linkages to the system are not beyond the reach of other participating agencies and the BPD looks forward to working to spread its use.

iii. Expansion of State Efforts to Rehabilitate Offenders and Improve Community Transitions
Building on the success of self-help programs for the treatment of addicts as well as many other health problems, efforts will be made to create support groups composed of ex-offenders similar to those of the Fraternal Order of X-Offenders. Efforts aimed at positive behaviors in the community must begin prior to release. Working with the DPSCS, the Suppression and Technology Development Committee will aid in the identification of ex-offenders who through their own actions have demonstrated a strong commitment to breaking the cycle of violence in Baltimore. These individuals and organizations will be referred to the Prevention and Intervention Committee so that their experiences can be used in the development of successful community-based programs aimed at changing the thinking and behaviors of gang members and associates. This strategy has been successfully employed in other communities, demonstrating the important role that ex-offenders can play in the engagement of others.

A number of other activities that could contribute to more effective suppression also are under way. For example, the Department of Juvenile Services is in the process of expanding Evening Reporting Centers in Baltimore. These centers

could be used to deliver services to targeted youth involved with gangs but not yet identified as engaging in violent crimes. Additionally, the Division of Parole and Probation Proactive Community Supervision and CSAFE models focus on the offender's ability to succeed in the community and combines intensive supervision and mobilization to impact communities (see Appendix 9). The Suppression and Technology Development Committee will help to target these activities in communities singled out because of high levels of violent gang activity. If successful, there suppression efforts should aid in reducing the disproportionate incarceration of African Americans by reducing recidivism.

VIII. Changes in Policies and Practices, Including the Need for New Legislation

Best practices are being reviewed statewide to determine what jurisdictions in Maryland are doing to combat gangs and gang violence and whether additional legislation is needed to increase the effectiveness of these efforts. Baltimore City's strategy recommends that a committee led by representatives from the Attorney General's Office and the Maryland State's Attorney's Association be convened to determine how to best use current state laws to attack gang violence and what legislation is needed to maximize enforcement and suppression efforts. The Suppression Committee, Baltimore City State's Attorney's Office, United States Attorney's Office and others have identified a number of areas where legislation or other changes in policies could increase the productivity of suppression efforts.

Areas under consideration include, legislation addressing confidentially barriers, Maryland RICO statutes, witness intimidation, conditions of parole or probation to include GPS, and injunctive measures. Revisions to current statutes include:

- Criminal Law Article §5-133: to increase the maximum sentence for a felon in possession of a firearm. The current sentencing provision is a mandatory/maximum 5 years without parole.

- To provide consistent definitions and sentencing enhancements for crimes committed by gang members and/or in furtherance of gang activity in or around schools Criminal Law Article §9-801 and §9-802 as well as Baltimore City Code Article 19 § 10 should amended.

- Expand reporting requirements under Education Article § 7-303, which requires mandatory disclosure of specific arrest categories and dispositions to schools. This Article also requires notification if the offense is related to the student's membership in a gang. The Suppression and Technology Development Committee is proposing that reporting requirements be extended to include all gang related arrests and incidents. In addition, all gang related arrests at or near a school should be reported to school authorities.

In addition to expanding suppression efforts, it is important to emphasize and increase connections between suppression and prevention and intervention efforts. Some of the opportunities include:

1. Community Safe Zones

In 2007, the Community Safe Zone project, led by the BPD and the Mayor's Office of Neighborhoods, will implement community safe zones in the targeted areas. The Community Safe Zone project coordinates the implementation of city resources into targeted neighborhood and applies five components:

- Redirection of nonresidential traffic patterns
- Coordination of targeted city resources
- Coordination and deployment of social service outreach teams
- Organization police-sponsored community events
- Implementation of a violence intervention program for high-risk juveniles.

The organizations that are or have participated in the Community Safe Zone project are listed in Appendix 6, which also provides additional information about the Project. The Project will continue to solicit private and non-profit organizations for participation.

Improving the local environment encourages residents that positive changes can be made in their neighborhood. Additionally, physical improvements reinforce the basic principle that criminal activity and drug dealing will not be tolerated in the neighborhood. These physical improvements include the following:

- Removal of all trash and debris from streets and alleyways
- Boarding and securing of all vacant dwellings
- Removal of all graffiti
- Repair of all street lighting
- Removal of all gang monikers from trees and poles
- General repair of streets and alleyways.

Additionally, the installation of the overt police camera systems called PODSS (Portable Overt Digital Surveillance System) provides tangible evidence that the changes to the neighborhood are permanent.

2. Proposed expansion of 311 and 911 data collection

311 and 911 should begin capturing gang related information, including community concerns, gang related incidents, and anonymous reports of gang activity by community members. The Suppression and Technology Development Committee will work to develop a series of questions that operators will use to collect gang related information in a systematic and reliable manner. All information will be reported to the appropriate law enforcement agencies and geo-coded for monitoring trends.

3. Gang Hotline

An anonymous hotline available 24 hours per day, seven days a week will be created for community members to provide information concerning suspected gang activity, especially information concerning upcoming acts of violence. The Committee will solicit local foundations for funds for this activity.

4. Coordinated Governmental and Non-Governmental Services

Efforts will be coordinated to provide a variety of services, including the identification of graffiti, the deployment of graffiti removal teams, prioritization of city services, and installation of citywide cameras.

Funding will be sought to create a system that will automatically produce reports that can be shared between agencies. This will complement the role being played by the 311 system once the pictures come online. The purchase of additional digital cameras and equipment and a server to keep a backup database of the photos produced by the graffiti removal is necessary.

The hiring or assigning of a part-time staff person (preferably contracted with the BPD Police) to manage and classify this information and pass relevant information to the Districts and communities on a daily or weekly basis, alerting them to changes in the gang-related graffiti and probable gang presence in their areas.

5. Gang Surveys

Gang survey forms will be created and distributed through multiple distribution networks including the Mayor's Office of Neighborhoods website; community meetings; Parole and Probation and DJS offices; CSAFE; Community Safe Zones; churches; libraries; and BPD Neighborhood Services Unit door-to-door distribution. Citizens can fill the forms out and mail them (postage prepaid) to the BPD to assist in identifying gang members or areas that gangs operate that may be unknown to law enforcement.

6. Community Newsletter

A quarterly report/newsletter will be generated with the prevention/intervention partners and distributed to the affected communities. This report/newsletter will provide awareness information generated by the suppression efforts and will keep the community informed as trends develop. It will also contain updated information regarding outreach and existing programs located in the community. Information can include citywide and specific community recourses. Multiple distribution networks will be utilized to disseminate information to communities.

7. Education/Training/Outreach

Coordinated outreach efforts to suppression and prevention/ intervention partners to provide education and training. Representatives will develop joint curriculum and standardized training programs and ensure that information is provided in a consistent and accurate manner.

8. Bi-Annual Gang Retreats

Two separate bi-annual gang retreats will be held to update all agencies and communities. The first retreat will include regional criminal justice system employees and first responders. The most current issues involving gang trends and public safety concerns will be addressed. A panel representing criminal justice agencies from across the region and first responder communities will determine the agenda. The second retreat will focus on community awareness and educate citizens the most current gang-related issues in their respective neighborhoods. Input from community members will be used to develop future strategies for targeting gangs.

IX. Conclusion

The Baltimore City Gang Violence Reduction Plan is a comprehensive, multifaceted approach to reducing gang-related violence and crime in Baltimore. The planning process has involved a wide range of stakeholders, including government agencies, service providers, community members, and youth. Future activities will focus on identifying and partnering with the communities that suffer the most from gang violence. The focus of prevention and intervention efforts will be community mobilization and provision of services to youth and families most at risk of gang involvement. Suppression efforts will focus on improving partnership among law enforcement agencies, increased collaboration with community members and service providers, and targeted enforcement in areas most affected by violent crime. As the planning and implementation process continues, more stakeholders will be engaged, particularly in the communities targeted.