

METRO AREA

Baltimore Substance Abuse Systems, Inc., Baltimore, MD
Glenwood Life Counseling Center
a Target Cities Project

This comprehensive outpatient methadone program located in Baltimore City is rapidly becoming a model of the successful integration of substance abuse treatment and on-site primary health care. CSAT Target Cities funding began in 1991 and has been used for the establishment of an on-site primary health care center, staff development and training, complete clinic operating software including automated methadone dispensing and tracking, and full integration into the Baltimore Target Cities Central Intake and Referral management Information System. The on-site primary health care center offers methadone clients and community residents comprehensive medical and preventive services including medical screenings, TB/HIV/STD testing, women's services and referral for social/family support services. Current CSAT funding level is \$136,296.

State Grantee Project Director: Howard R. Sampson, Director, Alcohol and Drug Abuse Administration, (410) 225-6925, FAX (410) 333-7206.

State Grantee Contact Person: Andrea Evans, Executive Director, Baltimore Substance Abuse Systems, Inc., (410) 837-0905, FAX (410) 837-0425.

**Baltimore Substance Abuse Systems, Inc., Baltimore, Maryland, Addict Referral and
Counseling Center**
a Target Cities Project

This comprehensive outpatient drug-free substance abuse treatment program serves as Baltimore's central intake and referral site. CSAT Target Cities funding began in 1991 and has been used for the establishment of the central intake site, staff development and training, and complete clinic operating software. It is rapidly becoming a model of the successful integration of substance abuse treatment and a central intake and referral management information system. Potential clients are screened, assessed and matched to the appropriate treatment throughout the city-wide system utilizing electronic slot management and referral.

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MAJOR CITY CHIEFS
QUARTERLY REPORT
UPDATE



February, 1994

Kurt L. Schmoke
Mayor

Thomas C. Frazier
Commissioner

MAJOR CITY CHIEFS

QUARTERLY REPORT

DEPARTMENT: Baltimore Police Department
601 East Fayette Street
Baltimore, Maryland 21202

POLICE COMMISSIONER APPOINTED

Thomas C. Frazier, former Deputy Chief, Bureau of Field Operations with the San Jose Police Department, was appointed Police Commissioner by Mayor Kurt L. Schmoke and confirmed by the Baltimore City Council by a vote of 18-0 on February 7, 1994.

AUTHORIZED STRENGTH:

SWORN: 3,099

CIVILIAN: 610

CURRENT BUDGETARY CONCERNS:

Maintaining funding to sustain current levels of personnel staffing while providing a high level of public service continues to be our main concern. This is due to fiscal restraints placed upon our agency by the recession and cuts in State aid to subdivisions.

CURRENT CRIME/ARREST STATISTICS (% UP OR DOWN):

[Comparison period: January - December 1992 to January - December 1993]

	CRIME %		ARREST %	
Homicide/Manslaughter	Increase	+ 5.4%	Increase	+14.0%
Rape	Decrease	-10.8%	Decrease	-10.6%
Robbery	Increase	+ 0.9%	Increase	+ 3.9%
Aggravated Assault	Increase	+ 1.1%	Decrease	- 2.0%
TOTAL INDEX CRIME	Increase	+ 2.0%	Increase	+ 4.4%

MOST CRITICAL DEPARTMENT PROBLEM:

Fiscal funding remains the area of critical attention. This problem directly impacts our ability to provide a high level of public service and police protection. In addition, the surge of drug-related crime continues to tax resources.

INNOVATIVE DEPARTMENT INITIATIVES:

The Baltimore Police Department continues to seek and implement creative solutions to an ever increasing demand for police service. Among these are:

• COMMUNITY POLICING

The long-term philosophy and commitment of the Baltimore Police Department is toward community policing. We are striving to develop a true police-citizen collaborative relationship as the basis of policing the neighborhoods in Baltimore. The Honorable Kurt L. Schmoke, Mayor of the City of Baltimore, has strongly supported this concept and our agency's endeavors toward the goal of implementation.

Principles of Implementation

- ▶ To enhance police presence and citizen empowerment.
- ▶ In each neighborhood of the city, a police officer will be assigned who has intimate knowledge of problems and issues affecting the area; is familiar with the residents and their children; and is skilled at collaborating with residents and business people on resolving their concerns.
- ▶ To enhance communication systems, in general, and to specifically increase control over the random nature of 911 call work demands, with citizens understanding that the person who can best solve their problem is the beat officer; and an acknowledgement by residents that in a non-emergency, a brief wait for the beat officer is a better response than a rapid response by an officer unfamiliar with their neighborhood.
- ▶ To enhance responsiveness, accountability and commitment to the values of the department in all actions taken by police employees, ensuring that policing throughout the city is provided in an effective, sensitive, compassionate, equitable and service oriented mode.
- ▶ To enhance the partnership between community and police to better address crime and crime prevention, in a collaborative manner, that recognizes the responsibility citizens have to maintain crime-free and orderly neighborhoods.

Implementation Process

The Committee Reports on implementation have been completed and the system design phase has commenced. The Eastern District was selected as the pilot district for full implementation and model development. The model district was designed incorporating the "Principles of Implementation." This phase was extremely critical as it set the tone for future undertakings. The steps of implementation were as follows:

- ▶ All nine districts have had their boundaries realigned to conform to neighborhood boundaries. Realignment represented a major milestone.
- ▶ The Model District (Eastern District) has had new posts drawn to reflect the change. This phase began January 10, 1993.
- ▶ Neighborhood posts have been drawn incorporating "clustering" of neighborhoods. Clustering is a process whereby small neighborhoods are grouped together so that workload can be balanced.
- ▶ The staffing levels of Eastern District were monitored so as to ensure needed personnel to staff posts and neighborhoods.
- ▶ Neighborhood profiling began in the Model District in February, 1993 and was completed in September, 1993. Neighborhood Profile Booklets were completed for all twenty neighborhoods.
- ▶ Neighborhood Services Officers (NSOs) shifted into a service oriented/problem solving mode in April, 1993.
- ▶ As of December 1993, all personnel, including civilians, supervisors and command, were trained in problem solving and related community policing skills. Additional training will be incorporated into the annual in-service training curriculum.
- ▶ Evaluation methods were employed to monitor implementation and performance.
- ▶ Other strategies/components were phased-in/introduced in the Model District at certain intervals.

The feedback from residents in the Pilot District remained very positive regarding the added police presence in the form of the Neighborhood Service Officers. Neighborhood Service Officers in the Pilot District concluded the year having made 1,247 criminal arrests, handled 4,680 on-view complaints and 3,119 beeper calls, and completed 1,383 follow-ups. In total, 9,182 calls for service were handled by the Neighborhood Services Officers in 1993.

Additionally, 507 Blockwatchers were recruited, 7 Blockwatch signs were erected, 306 meetings were attended, 2,390 profile surveys were completed (culminating into the completion of 20 Neighborhood Profile Booklets), and 1,378 minor problems were identified and solved. Three Citizens on Patrol groups were established: CAN-DO (Citizen Action Now, Drugs Out), "M" P.U.L.S.E. (Midway-People United to Live In A Safe Environment), and Drug Watchers are Watching You. An additional three groups are in the planning stages.

As of February 2, 1994, the Department's community policing approach has formally expanded city-wide, and the Eastern District (Pilot District) has been assimilated into this overall initiative. The community policing philosophy and strategy initiatives will be developed and enhanced in districts using existing resources; and expanded as departmental resources and operational, support and administrative systems allow.

Implementation will be an ongoing process of imputing, retooling and evaluation.

- **CITIZENS POLICE ACADEMY**

As part of this agency's progressive direction toward community policing, we have implemented a new and innovative program for the citizens of Baltimore, "The Citizens Police Academy." Classes are being offered periodically in all nine of our police districts. The first district started on February 18, 1992, with all districts participating by March 10, 1992. The Citizens Police Academy gives the citizen an enhanced understanding of their police department's operational procedures. The training offered to the citizens is free of charge and is taught by our Neighborhood Services Unit, with occasional guest instructors and field trips to various police facilities. The training encompasses course objectives; the goals of our agency as they relate to their communities; the history of the Baltimore Police Department; our mission; our new organizational structure; available services to the community; and the citizen complaint process. The graduates of the Citizens Police Academies are encouraged to recruit neighbors and friends to join subsequent sessions. "Alumni Associations" are forming and will serve to further enhance channels of communication into the communities.

The overall goal of this program is to provide the participants with a better understanding of their Police Department and what occurs when they require police service. This hopefully will result in a better point of reference, which will enable our citizens to facilitate our agency in a smooth transition to "The Community Policing Concept."

- **COMPUTER UPGRADES**

Management Information System SQL (Sequel Database) changes, regarding offense index, as part of the police information system, are still in progress with a projected implementation of June or July. Management Information System staff is currently coordinating this effort at the district level. Acquisition of mobile data terminals and an imaging system "RFP" (Request for Proposal) are currently in the selection process; scheduling of Management Information System personnel in support of these two projects will occur pending vendor selection.

- **COMMUNICATIONS ENHANCEMENTS**

The department has issued an RFP for 160 Mobile Work Stations to equip all of our post cars. The contract should be awarded in March, 1994. These devices will be used to do MVA/MILES/NCIC/NLETS queries, CAD dispatches, messaging and eventually reporting. We are also in the process of preparing an RFP (through a system integrator) to construct an 800mhz trunked radio network for Police/Fire/Transportation. This is to include a new combined communications center and a new CAD System for the Fire Department.

- **SEMI-AUTOMATIC 9mm HANDGUN CONVERSION**

Our agency is continuing the process of conversion training that will allow our sworn members to be re-equipped with the Glock 9mm handgun. To date, 1,800 officers, detectives and sergeants have successfully completed the conversion process, and are carrying their issued 9mm weapons. Additionally, 486 recruits have successfully completed firearms training/qualification with their issued Glock 9mm sidearms.

- **CENTRALIZED BOOKING**

A joint city/state committee has been engaged in planning for the transition to the Centralized Booking process. The initial design phase has been completed, and the participation of our department has come to a conclusion. Currently, the State Division of Pre-Trial Detention and Services has assumed control of this operation. Construction of the centralized booking facility is now underway.

- **ENFORCEMENT OF THE PADLOCK LAW**

The original Baltimore City Code "Padlock Law," first enacted in 1986, contained certain limitations which hampered enforcement. An amendment to the law, effective August 1989, altered these limitations and resulted in the current version of the law. Under the present terms, in the event that two or more violations of laws relating to prostitution and lewdness, CDS, gambling, or receiving stolen goods, which have resulted in two or more convictions (or PBJ), have occurred on two or more occasions on any premises within a 24 month period, the premises shall be considered a public nuisance, and the Police Commissioner may call a hearing to close the premises to the extent necessary to abate the nuisance, not to exceed one year. Currently, there are no locations padlocked nor under a discontinuance order. Thirteen cases are pending. Padlock hearings are being scheduled for three (3) of the thirteen cases presently pending for Criminal Investigation Division violations and prostitution. To date, this agency has logged 1,185 padlock cases, 410 of which are active at the present time.

- **BALTIMORE AREA DRUG TRENDS**

The Baltimore Police Department utilizes CDS submissions to the Laboratory Division, coupled with data concerning arrest, drug-related violence, out-of-state drug traffickers, ethnicity of drug trafficking, methodology and age of drug dealers, etc., as an indicator to determine and describe drug trends in the Baltimore area. With the aid of this data, enforcement efforts can be focussed on specific problems to obtain significant results.

- ▶ Heroin submissions have increased 29% over last year. Importation of small dosage, high purity, snortable heroin continues to rise. High purity heroin seized is packaged and stamped with trademarks such as "Passion," "Gotta Have It," and "Chronic." The overall purity of injectable heroin packaged in glassine bags and selling for \$35-70 is between 4-7%. The majority of heroin submissions are of Southeast/Southwest Asian origin. The wholesale price of an ounce (28 grams) is \$7,000 - 8,000, with street purity heroin selling for \$60-80 per gram. New York City continues to be considered as the main "source city" for narcotics in Baltimore, with a large percentage of the heroin market managed by several fragmented groups operating in one area of the City.
- ▶ Cocaine HCL submissions continue to account for the majority of the CDS submissions. District Drug Enforcement Units report that doorway barricades encountered during drug raids are becoming more sophisticated; i.e., the barricades are placed between the bottom of stairways and the bottom of the doors. This makes forced entry extremely difficult. The Interdiction Squad completed a noteworthy case at Penn Station on January 3, 1994. Over 17 ounces of cocaine powder and crack cocaine were seized from a Baltimore resident arriving from New York City. The drugs were found stitched into a teddy bear.
- ▶ Baltimore continues to see an increase of nearly 50% in the seizure and submission of Cocaine Base CRACK, as in the past months. In fact, submissions in 1993 rose 52% over submissions in 1992. Crack Cocaine continues to be the DRUG OF CHOICE in the Baltimore Metropolitan Area. No other CDS submissions are increasing at this rate. Drug Enforcement Units report finding discarded crack shavings packaged in long, slim vials selling for about \$25 each.
- ▶ It is interesting to note that the Laboratory Division predicted total drug submissions would exceed 18,000 in 1993. In fact, submissions in 1993 totalled 18,010.

- **BALTIMORE POLICE BICYCLE PATROL PROGRAM**

The Baltimore Police Department has successfully implemented bicycle patrols in all nine districts, with four bicycles per district deployed within boundaries of various neighborhoods. The bicycle patrol concept has been well received by both community and business associations. The primary focus of our bicycle patrol is to reach out to the community by positive interaction which fits comfortably within our community policing philosophy. Assessing the unit and its potential effectiveness will begin this month. We anticipate that utilizing uniform bicycle patrols will enhance the perception of security among our citizens, making Baltimore a safe place to live and visit. Officers are highly visible, responsive and extremely mobile, thereby providing a cost effective approach to neighborhood patrol.

- **CITIZENS ON PATROL (COP) PROGRAM**

Since 1980, citizens' groups throughout Baltimore have taken an active roll in reducing criminal activity in their neighborhoods by participating in a Citizens on Patrol program. To date, there are 37 COP groups with 2,165 participants. This agency is continually working with citizens' groups which are at various stages in the process of forming organizations for their neighborhoods. The latest groups to join the program are the Lakeland Neighborhood Patrol, the Pen Lucy Citizens' Patrol and the Brook Hill Walkers Against Crime. In addition to random patrol of their neighborhoods, COP groups address particular needs of their community. One example is a church affiliated COP group, which escorts church members to meetings and services when the member must park a distance from the church. The Crime Resistance Unit of the Baltimore Police Department cooperates with and oversees activities of COP groups through community/neighborhood group meetings.

- **HEALTH AND FITNESS OF MEMBERS**

In an effort to enhance the health and welfare of all its members, the Baltimore Police Department continues to take a new **preventive medicine** approach. The Baltimore Police Department publishes a **Health and Fitness Newsletter**, which is distributed periodically to all sworn and civilian members. The newsletter is designed to be interesting, informative and easy to read.

- **DRUGFIRE COMPUTER SYSTEM**

The Drugfire System links forensic laboratories in the Baltimore-Washington Area by means of a computer network. It features a shared database containing forensic information and imagery related to violent crimes involving firearms.

Images of fired ammunition can be transmitted and compared between different forensic laboratories. The Drugfire Computer System is now available to all law enforcement agencies both as a network or a stand-alone system. Since its inception in August 1990, there have been 115 drugfire "hits" with the Baltimore Police Department contributing 83 of the total. A total of 1,873 cases have been entered into the system to date.

- **VIOLENT CRIME TASK FORCE**

On August 3, 1992, a Violent Crime Control Task Force was formed with the main objective of investigation of violent crimes involving firearms and illegal possession of handguns. The Task Force is comprised of volunteer members from the Neighborhood Patrol and Operations Support Bureaus (including detectives) who are deployed in both uniform and plainclothes modes. They are using innovative strategies to remove guns from the streets, focussing on the 20 most violent posts in the city. Several members walk door to door telling citizens they are in the neighborhood on a given evening. They are speaking at community group meetings in these areas, advising residents how they can assist the Task Force and the department. This open line of communication with citizens is in keeping with this department's philosophy to address the problem of violent crime with the community's assistance.

As part of the multi-faceted Task Force approach, the Baltimore Police Department is coordinating with the Maryland State Police in the development of a comprehensive database consisting of information which has been and continues to be compiled identifying violence-prone groups engaged in the distribution of CDS in our City. Since its inception, this Task Force has resulted in the arrests of 1,842 individuals, the seizure of 270 handguns and \$502,838 in Controlled Dangerous Substances, and the confiscation of over \$165,632 in U.S. Currency.

In addition to executing search and seizure warrants, members of the Violent Crime Task Force arrest homicide/shooting suspects and subjects committing handgun violations (e.g., in one case a Jamaican was arrested for being a re-entry into the United States, and had been using his home as a safe house for other Jamaicans responsible for violent offenses, including shootings, in Baltimore City). Members have daily contact with the FBI, New York Police Department, the New York District Attorney's Office, DEA, INS, military intelligence, etc., and in one day alone may consult with other jurisdictions on 15-20 cases.

Because of its success, the Violent Crime Task Force is being expanded.

CRIME BILL -- DOLLARS FOR MARYLAND, 1995 - 2000

(Revised 8/22/94)

LAW ENFORCEMENT

- * **100,000 POLICE** -- Guaranteed minimum of \$44 million -- more than 500 police officers at \$75,000 per officer.
 - ** Given Maryland's share of the population and the additional \$6.5 billion in discretionary dollars, Maryland should expect a total of about \$175 million over the next 6 years.
 - ** Of the total, up to 85% can be used to hire about 2,000 police officers. At least 15% -- \$26 million -- can be used to help pay the training, overtime and administrative costs of implementing community policing in Maryland.
- * **PRISONS & BOOT CAMPS** -- \$97 million for prison grants, including military-style boot camp prisons. An additional estimated \$97 million is possible if Maryland meets the "Truth in Sentencing" target of second-time violent offenders serving 85% of their sentences.
- * **BYRNE ENFORCEMENT GRANTS** -- \$1 billion in the Trust Fund will help continue full funding for these grants, including Maryland's \$8 million annual share.
- * **RURAL LAW ENFORCEMENT GRANTS** -- \$2.5 million for drug and crime enforcement in Maryland's rural areas.
- * **DISCRETIONARY GRANTS** -- Maryland's law enforcement agencies and courts may apply for:
 - ** \$1,000,000,000 -- Drug Court programs (treatment backed up by drug testing and certain punishment for non-violent offenders currently on probation.) Estimated \$19 million for Maryland -- enough for about 9,600 offenders over six years.
 - ** \$320,000,000 -- Criminal record systems (Brady Law), communications equipment, and DNA testing; and
 - ** \$200,000,000 -- Judges, prosecutors and public defenders (estimated \$4 million for Maryland).

PREVENTION PROGRAMS

- * **LOCAL PARTNERSHIP ACT** -- \$29 million in direct grants to cities and towns in Maryland. Wide discretion permits local governments to use the dollars for education, drug treatment, and jobs programs.
- * **VIOLENCE AGAINST WOMEN ACT** -- \$15 million in grants for police, prosecutors and victims services; \$6 million in grants for shelters for battered women and their children; and Maryland can apply for a share of \$500 million in several discretionary programs.
- * **AFTERSCHOOL AND IN-SCHOOL "SAFE HAVENS" FOR AT-RISK CHILDREN** -- \$8.8 million for non-profit, community-based organizations in Maryland.
- * **DRUG TREATMENT IN PRISONS** -- \$6.5 million to treat up to an estimated 5,900 drug-addicted prisoners in Maryland prisons over the next 6 years.
- * **LOCAL CRIME PREVENTION BLOCK GRANT** -- \$8.8 million in direct grants to cities and towns for various programs, including:
 - ** **ANTI-GANG GRANTS** -- to give young people positive alternatives to gangs, such as academic and athletic after-school activities, mentoring programs and scout troops.
 - ** **MIDNIGHT SPORTS LEAGUES** -- to give at-risk youth nightly alternatives to the streets, and for the U.S. Olympic Committee to develop supervised sports and recreation programs in high-crime areas.
 - ** **BOYS AND GIRLS CLUBS** -- to establish clubs in low-income housing communities, and to encourage police officers to live in those communities.
 - ** **TRIAD** -- for partnerships between senior citizens groups, police chiefs and sheriffs to combat crimes against elderly Americans.
 - ** **POLICE PARTNERSHIPS FOR CHILDREN** -- for partnerships between law enforcement and social service agencies to fight crimes against children, and for the creation of youth councils to combat crime.
 - ** **VISITATION CENTERS** -- for supervised centers for divorced or separated parents to visit their children in "safe havens" when there is a history or risk of physical or sexual abuse.

**** YOUTH DEVELOPMENT CENTERS -- to develop more effective education, training, research, prevention, diversion, treatment and rehabilitation programs for violent juveniles, including alternatives to school suspension and juvenile court diversion.**

**** SAFE SENIORS CORRIDORS -- to provide older Americans with enhanced protection from crime by increasing police presence and crime prevention activities by community groups.**

**** HOPE IN YOUTH -- to create Family Outreach Teams composed of youth, parents and school-parent organizers for mentoring, community organizing and peer counseling.**

*** DISCRETIONARY GRANTS -- State agencies and non-profit organizations may apply for a share of:**

**** MODEL INTENSIVE GRANTS -- \$626 million for intensive, comprehensive and flexible aid to areas, urban and rural, hardest hit by crime and violence.**

**** NATIONAL COMMUNITY ECONOMIC PARTNERSHIP -- \$270 million to extend lines of credit of up to \$2 million to community development corporations to provide small, low-interest loans to businesses in low-income neighborhoods.**

**** GANG RESISTANCE EDUCATION AND TRAINING ("GREAT") -- \$45 million for school-based programs to teach children to resist peer pressure and understand the negative impact of gangs and drugs.**

**** URBAN RECREATION AND AT-RISK YOUTH -- \$4.5 million to expand recreational facilities in high-crime areas.**

STENY H. HOYER
5TH DISTRICT, MARYLAND

CHAIRMAN
DEMOCRATIC CAUCUS

CO-CHAIR
COMMISSION ON SECURITY AND
COOPERATION IN EUROPE

DEMOCRATIC STEERING
AND POLICY COMMITTEE

Congress of the United States
House of Representatives
Washington, DC 20515-2005

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TELEPHONE: 202-225-4131

*See Joe
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Fred
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CITY OF BALTIMORE

KURT L. SCHMOKE, Mayor



OFFICE OF THE MAYOR

250 City Hall
Baltimore, Maryland 21202

November 24, 1993

President William Jefferson Clinton
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C. 20500

Dear President Clinton:

As you are well aware, substance abuse and its attendant consequences, especially AIDS and violent crime, are a major problem in all areas of the country, but particularly in our inner cities. For some time now, I have been calling for a halt to the "war on drugs" that has been waged, unsuccessfully, for years. I think it is imperative that we view substance abuse as a public health problem and treat it as such by reversing the current balance of funding related to illicit drugs from 70% for law enforcement and 30% for treatment/prevention.

However, before the Federal government would undertake such a funding change, I believe it would be a good idea to test the hypothesis that adequately funding treatment and prevention services will, indeed, decrease the prevalence of substance abuse and its consequences, and be cost-effective. Therefore, I would like to propose that Baltimore, along with two other cities, be a pilot site for such funding. In our city, we estimate that we need to increase the number of drug treatment slots from our current 5,300 by approximately 10,000 slots to enable all who desire and need treatment to avail themselves of it. I am enclosing a brief proposal on how these 10,000 slots would be allocated, their cost, and possible barriers to implementation. In addition to adequately funding treatment, further funding is necessary on substance abuse prevention, particularly in our schools.

If such a treatment/prevention expansion were to be funded, a rigorous evaluation of the outcomes of this expansion would need to be done. I would suggest that some of the outcomes to be evaluated would include: a) success in getting substance abusers drug-free or on to methadone maintenance; b) changes in the rates of drug use, particularly among young people; c) change in HIV seropositivity among injection drug users; d) change in costs related to HIV/AIDS care; e) changes in violent crime rates; and f) changes in costs related to arrest, prosecution and

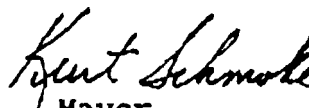
President William Jefferson Clinton
November 24, 1993
Page Two

incarceration of drug offenders. Such an evaluation could be conducted under the auspices of the NIH or CDC, or could be run by research institutions. I am sure that one of our outstanding research universities would be quite interested in participating.

Given your Administration's interest in cooperative approaches to major problems, perhaps an inter-agency collaborative arrangement between the Justice Department and the Department of Health and Human Services could be instituted to fund such a program, and waive certain regulations which may be barriers to full implementation of this proposal.

I look forward to hearing from you. Thanks again for the inspiring speech you made at the Convocation of the Church of God in Christ in Memphis.

Sincerely,


Mayor

KLS:cc

Enclosure

bcc: Peter Benson

BALTIMORE SUBSTANCE ABUSE PREVENTION AND TREATMENT FUNDS
CONCEPTUAL FRAMEWORK

Goal

To create the Baltimore Substance Abuse Prevention and Treatment Fund.

Background

Baltimore's treatment and recovery system is currently composed of 46 publicly funded treatment providers and 32 privately and federally funded substance abuse treatment programs and hospital-based detoxification units. Across all programs in FY 92, a total of 22,257 clients were treated in Baltimore. Among the publicly-funded program, there are approximately 5300 treatment slots, with 17,000 admissions per year. Roughly half of the available slots are in methadone maintenance programs.

The range of treatment modalities includes outpatient alcohol and drug-free counseling; outpatient methadone maintenance; intermediate care (i.e. 28-day residential treatment); intensive outpatient or day-treatment; halfway houses offering residential living and support for up to one year; outpatient acupuncture detoxification; and assessment and referral services.

Funding for Baltimore's treatment and prevention services comes from a block grant of combined State General Revenue Funds and Federal ADMS Block Grant Funds. Baltimore currently receives approximately \$17 million from the State to support public treatment and prevention services. Over \$16 million of these dollars are used to support the publicly funded treatment system.

The Need for Treatment Expansion

Prevalence of substance abuse among Baltimore's population is conservatively estimated at 47,800 (based on estimates from the National Household Survey of Drug Abuse). This estimate includes a duplicated count of approximately 35,000 heroin users and approximately 20,000 cocaine users. This estimate excludes persons abusing alcohol; separate estimates indicate that there are at least 70,000 alcohol abusers in Baltimore City; many of whom also use street drugs.

In FY 1992, Baltimore City substance abuse treatment programs provided services to 22,257 clients, of which 14,947 (67.2%) were male and 7,310 were female (32.8%).

Approximately 22% were treated by private treatment programs and 78% by publicly funded programs. Given these statistics, it appears that Baltimore is able to provide treatment to fewer than half of those individuals potentially in need of treatment services.

In order to provide treatment on demand to residents in need of addiction services, Baltimore will need approximately 10,000 more treatment slots across all ranges of treatment modalities and serving the general population as well as special needs populations (e.g., the homeless, the dually diagnosed, women and their children). The total cost for these additional slots is approximately \$30 million, with another \$1 million needed for training and implementation costs, and another \$1 million for substance abuse prevention efforts.

A Treatment Expansion Plan

Expansion of Baltimore's treatment system to accommodate 10,000 additional slots will require the establishment of new slots in existing programs, as well as the creation of new programs. There exists some slot expansion capacity on the part of most existing programs, but existing programs could not accommodate as many as 10,000 new slots.

Below is detailed a strategy for the establishment of these new slots in the areas of: (1) methadone maintenance, (2) drug-free programs, and (3) treatment in primary care facilities.

(1) Methadone maintenance

Estimated need:	5,000 slots
Estimated cost:	\$3,000/slot
Total cost:	\$15,000,000

Distribution of slots:

- Existing publicly-funded methadone maintenance programs could absorb approximately 1,000 slots (this includes providing additional slots through the Mobile Treatment Van by providing additional vehicles).
- Certain existing community health centers (Total Health Care, Park West, and People's Community Health Center) may have the interest in establishing comprehensive drug treatment programs that include methadone maintenance. It is

estimated that 400 methadone slots could be established in these settings.

- The one existing private methadone program (i.e., Glass) could probably absorb 200 more slots through a contract with the City.
- The remaining 3400 slots would have to be established in new treatment programs developed by interested facilities and programs. The ideal way to identify these sites would be through the issuance of a Request for Proposals.

(2) Drug-free Programs

Estimated need: 3,000 slots

Estimated cost: \$3,000/slot (Note: Although drug-free counseling slots are traditionally less expensive than methadone maintenance, they also show less success. To improve their success rate, add-on services such as intensive case management should be provided, thereby driving up the slot cost.)
Total cost: \$9,000,000

Distribution of slots:

- Existing publicly-funded and private programs could absorb some slots; the remaining slots would have to be established in new treatment programs identified through the issuance of a Request for Proposals.
- Would need to create new programs to meet special needs (e.g., transitional housing/treatment for pregnant women)
- Would need at least 200 more residential treatment slots (of which existing programs could probably absorb 100) for the general population.
- Would need at least 300 residential treatment slots for special needs populations (e.g., dually-diagnosed, homeless)
- Would need approximately 100 short-term non-hospital detoxification slots.

(3) Treatment in Primary Care

Estimated need: 2,000 slots
Estimated cost: \$3,000/slot (it may be less)
Total cost: \$6,000,000

Considerations:

- Primary care providers traditionally have not also been providers of substance abuse treatment within their own clinics or office practices. A few examples of primary care providers entering the arena of substance abuse treatment do exist in Baltimore. For example, a primary care physician at Maryland General Hospital has gotten a license to dispense methadone within the detox program at the hospital (not within his private practice). There are also private practitioners (e.g., Dr. Patricia Newton) who serve substance abusing patients in their practices and offer acupuncture or detox, but they are not advertised as addiction treatment services (generally, their services are listing under mental health or general counseling). The State does not certify these practices and no data is collected about their services.
- For primary care providers to begin offering treatment services, many steps must first occur:
 - Establishment of training programs so that providers and their staff become educated in the treatment of addictions.
 - Education of providers regarding the steps necessary to take to become a certified treatment program. If State dollars are used for these providers to offer treatment services, the providers must become certified treatment programs, following all State requirements for certification (including having adequate staff with appropriate addictions backgrounds). Even if State dollars are not used, these providers will still need to meet certification requirement to advertise themselves as offering addiction services.

- The BCHD should consider hiring consultant physicians (as is the case in Amsterdam) who provide consulting services to physicians treating addicted patients. These patients can provide technical assistance and help determine if a patient's needs are so severe that the patient would be better served in a publicly-funded treatment program.
- Provide programs to Hospital Emergency Rooms.

Administration:

- Contributions to the Fund will be made payable to the Baltimore City Foundation.
- A RFP process will be established to solicit proposals from providers and researchers.
- A review panel of national experts will be established to review the RFPs (similar to the architectural review board used for development projects).
- A Fund office will be established (as a quasi-public agency reporting to the Health Commissioner) to raise funds and to process RFPs.

Fund Raising Strategy

Local Foundations

- The Abell Foundation has agreed to entertain a request of \$1M per year for 5 years.
- The Abell Foundation has agreed to work with the Mayor to raise 4M additional dollars from the local Foundation community.

National Foundations

- Preliminary discussions have taken place with the Robert Wood Johnson Foundation who have expressed an interest in entertaining a request.
- Mayor Schmoke will meet with the Robert Wood Johnson Foundation to pursue a request and to ask the Robert Wood Johnson Foundation to identify other national foundations (Ford, Rockefeller, etc.) to form a funding consortium.

- The Fund Raising Goal for National Foundations will be 10M dollars annually for 5 years.

Federal Government

- Mayor Schmoke has written to President Clinton to seek \$30M to test the hypothesis that adequately funded treatment and prevention services will decrease the prevalence of substance abuse and its consequences.

Business Community

- Once initial foundation funds are obtained an approach to the Greater Baltimore Committee will be made to seek funding assistance from GBC members.

Md. State's Attorneys Want New Sentencing Guidelines Lifted

By Brian Moar
Washington Post Staff Writer

Maryland's 24 state's attorneys have asked the state's chief judge to suspend the new sentencing guidelines that dramatically reduce prison terms for felonies ranging from murder to rape.

Judges across the state also are debating the wisdom of the new guidelines, and several said they would continue using the old standards when making sentencing decisions.

The backlash against the revised guidelines, which were issued this month for crimes committed after Jan. 2, is growing. State's Attorneys Jack Johnson, of Prince George's County, and Andrew L. Sonner, of Montgomery County, head a group of prosecutors who have announced they will continue asking judges to use the stricter guidelines that have been in effect since 1987.

In a letter Friday to Chief Judge Robert C. Murphy of the state Court of Appeals, the Maryland State's Attorneys' Association expressed unanimous opposition to the revised sentencing manual. The prosecutors want the changes suspended "until such time as there can be adequate public and prosecutorial input as to the propriety . . . of the suggested guideline revisions," according to the letter signed by the group's president, Scott G. Patterson, state's attorney for Talbot County.

Two Prince George's County judges, Circuit Administrative Judge Graydon S. McKee III and Associate Judge Audrey E. Melbourne, said they will not use the new guidelines because the suggested sentences for murder, rape, robbery and drug offenses are too lenient.

"I know for a fact they do not reflect the sentences in this circuit because I've reviewed them," McKee said. "I also don't think they reflect the wishes or desires of the public as they are telling me and as I am hearing it, and that is something I have to consider."

McKee and Melbourne belong to the state's 7th Judicial Circuit, which voiced unanimous objections last year while the standards were being redrawn by an advisory board of state judges. Melbourne is the circuit's representative on the panel, and he opposed the final version.

Proponents say the new standards were designed to more honestly reflect sentences ordered by Maryland judges.

"I think they're too lenient, but they reflect reality," said Montgomery County Circuit Court Judge Paul A. McGuckian, one of four judges on the advisory board who favored the revisions. "The question was whether we were going to tell the people of Maryland the truth about sentencing. If we vote yes, we're voting to tell the truth. Many of us, probably all of us had reservations about individual categories . . . but these guidelines are . . . simply describing reality."

McGuckian, who said he will consider sentences on an individual basis, said he believes the sentence ranges are low in many cases because most criminal cases end in plea bargains.

But above all else, he said, the

"I think they're too lenient, but they reflect reality."

— Judge Paul A. McGuckian

guidelines try to ensure that sentencing is consistent across the state.

Under a 1983 Maryland law, the guidelines are drawn up periodically by a board of seven circuit court judges appointed to indefinite terms by Murphy. After approving the new revisions on a 4 to 3 vote, they were

presented to Maryland's circuit court judges in October, but the judges were not allowed to vote on the revisions.

By law, the guidelines are non-binding and designed only to report average ranges of sentences imposed statewide. But by practice, legal specialists say, they are used by many judges as a prescription for possible sentences and by lawyers as a reference point for plea negotiations.

Judges in smaller jurisdictions also have questioned their usefulness.

"I did not follow the old guidelines, and I will not be following the new guidelines either," said Chief Judge Frederick A. Thayer III, of Allegany County. "If my sentences are within the guidelines, fine, but if not, I will explain my reasons."

Defector Says Bomb That Killed Underboss Was Meant for Gotti

By SELWYN RAAB

It had all the trademarks of a brutal Mafia hit.

Frank DeCicco, then the second in command of the Gambino crime family, had just left a mob meeting in Bensonhurst, Brooklyn, on a Sunday afternoon in 1986 and was opening his car door when a thunderous explosion killed him and injured another suspected mobster.

But the killers may have got the wrong man.

Nine years after the murder, a high-level Mafia defector has told law-enforcement authorities that the intended victim of the bombing was John Gotti, who had then just taken over the Gambino family, and that one of Mr. Gotti's own capos, or captains, was involved in the plot to kill him. The killers either mistook Mr. DeCicco for Mr. Gotti or bombed the car in the belief that Mr. Gotti would be in it, investigators said.

Federal and state investigators said the disclosures about the killing were made by Anthony S. Casso, the former underboss of the Lucchese crime family, and that he identified Daniel Marino as the Gambino capo who had betrayed Mr. Gotti.

Mr. Casso, who is under indictment on racketeering charges and who agreed to cooperate with the authorities in return for possible leniency, said the killing was the result of a conspiracy between members of two other crime organizations, the Genovese and Lucchese families.

The families, Mr. Casso told investigators, decided to kill Mr. Gotti because he had engineered the slaying of Paul Castellano, the former Gambino boss, in December 1985 without obtaining approval from the Commission, the governing body for New York's five Mafia families.

The investigators said the conspirators believed Mr. Gotti would attend a meeting on April 13, 1986, at the Veterans and Friends Club, a Gambino storefront hangout on 86th Street near 14th Avenue in Bensonhurst.

According to one investigator, Mr. Casso said members of the Westies, a gang of non-Mafia members from the West Side of Manhattan, were recruited by Mr. Marino and used to either make or plant a bomb for the murder of Mr. Gotti. Mr. Gotti did not attend the meeting, but Mr. DeCicco, whom he had recently named as the family's underboss, did. The investigator said

the Westies mistook Mr. DeCicco, who was then 50, for Mr. Gotti or thought he might be planning to ride in Mr. DeCicco's Buick Electra when they attached the bomb to the front end.

At the time of the slaying, detectives said Mr. DeCicco was killed for his involvement in the Castellano murder and that by killing Mr. Gotti's second in command, other mobsters were sending a signal of their dissatisfaction with Mr. Gotti.

As a result of Mr. Casso's assertions, Federal officials have moved to protect Mr. Marino, fearing that Gambino family members loyal to Mr. Gotti might try to retaliate.

Mr. Marino, 54, who is serving a seven-year sentence for an unrelated murder-conspiracy conviction, was abruptly placed in a protective segregation block for a month at the Fairton Federal prison in southern New Jersey, then transferred in November to the Englewood Federal prison in Littleton, Colo., near Denver. Officials said he was moved there because no other member of the Gambino family is imprisoned in Englewood.

Yesterday, James M. LaRossa,

The wrong man may have been the victim of an explosion that killed a crime figure.

Mr. Marino's lawyer, said Mr. Marino "does not believe there is any threat against him, nor do I."

The lawyer said Mr. Marino told him that "Casso is manufacturing this tale because of prior disputes between them regarding Casso's killing of Mr. Marino's nephew, James Hydel."

Investigators said it was unclear how Gambino family members had learned about the identification of Mr. Marino by Mr. Casso, who has been held at undisclosed locations by Federal agents since his defection

last March. Mr. Casso, 54, was awaiting trial and facing life in prison on racketeering charges, including participation in 14 murders, when he agreed to cooperate.

Known in the Mafia as Gaspipe, Mr. Casso is expected to testify as a prosecution witness in cases being prepared against his former allies in

the Lucchese family and against capos and soldiers in the Genovese and Gambino families, the investigators said.

No one has been indicted in the murder of Mr. DeCicco. To bring charges against Mr. Marino, investigators said prosecutors would need other evidence or testimony to corroborate Mr. Casso's version.

Mr. Gotti, 54, who was convicted on Federal racketeering and murder charges in 1993 is currently serving a life sentence in virtual solitary confinement at a Federal prison in Marion, Ill. His chief lawyer, Bruce Cutler, said yesterday that F.B.I. officials had described Mr. Casso before his defection as a "psychopath." Mr. Cutler added that "anything coming from him can not be given any credence."

Appointed as a capo by Mr. Castellano, Mr. Marino had been viewed by Mafia experts in law-enforcement agencies as a loyal supporter of Mr. Castellano who resented Mr. Gotti's takeover of the family. In a plea bargain, Mr. Marino pleaded guilty in April to conspiring to kill Thomas Spinelli, a Gambino member.

Mr. Spinelli was killed in 1989 while cooperating with Federal prosecutors in Brooklyn who were investigating the Gambino family.