A Comprehensive Community Justice Model

An Evaluation of the Baltimore Community Justice Initiative

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Acknowledgments

Towards a Comprehensive Community Justice Model
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Executive Summary

With funding from the University of Maryland School of Law, this report evaluates an ambitious and comprehensive new community justice initiative implemented in two communities of Baltimore, Maryland beginning in late 2004. The initiative, funded by the Crane Family Foundation, aims to reach adults and youth alike, and seeks to incorporate a broad array of justice system agencies and community-based organizations. An important question is whether such a comprehensive model can produce a large and sustainable impact, both within its target communities and in the Baltimore City justice system as a whole. There were three principal components of the Baltimore Community Justice Initiative: focus on the justice system; school conflict resolution; and youth advocacy.

Community Justice – Prosecution, Capacity-Building, and Collaboration

This component encompassed three goals. The first goal was to develop a community prosecution project in the Hargrove District Court servicing the communities of Cherry Hill and Pigtown – and perhaps to lay the groundwork for a community court at some point in the future. The second goal was to strengthen the capacity of community organizations to become significant contributors to the ongoing discussion about justice in Baltimore. Lastly, the initiative intended to create a network of justice system and community stakeholders.

During the evaluation period, from January of 2006 through August of 2007, the initiative team established a citywide network of almost 200 contacts throughout the criminal justice system as well as in the communities of Pigtown and Cherry Hill. This network met on a quarterly basis as a Task Force to discuss common issues. The team made inroads in the criminal justice community in Baltimore regarding support for the idea of a community court and gained the commitment of a State Senator to sponsor any legislation that might be required. Perhaps most significantly, the initiative helped to foster an environment that enabled other community justice projects to emerge throughout the city, including a prostitution task force, a community prosecution project, a community defense program, and the creation of the Office of Problem-Solving Courts within the Maryland judiciary.

Lastly, a national symposium was held in March of 2007 at the University of Maryland School of Law to discuss community justice, engaging both local and national participants. The School of Law established itself as an effective convener.

School Conflict Resolution

As part of the community justice initiative, the Center for Dispute Resolution at the University of Maryland School of Law (C-DRUM) proposed to implement a demonstration project in conflict resolution at one specific school, the Southside Academy of Cherry Hill. The program was to consist of a peer mediation program, coupled with efforts to spread the philosophy and practice of alternative conflict resolution throughout the school.

Beginning in the fall of 2005, C-DRUM staff began to implement the peer mediation model in Southside. The first mediation session took place in February of 2006, and a small number of other sessions were held in the course of the spring semester. Despite the efforts of C-DRUM staff, however, the peer mediation program never received the level of institutional support that was necessary from Southside Academy. In the spring of 2007, C-DRUM broke away from the Southside Academy and turned its attention to the Baltimore Freedom Academy (BFA), a high school that seemed more receptive to conflict resolution efforts.

In March 2007, C-DRUM staff held a training for 13 students at the Baltimore Freedom Academy to become peer mediators. The mediation sessions began almost immediately, and 18 mediation sessions took place the first month of implementation.

The students who participated in mediation sessions were surveyed at the end of the school year, and the results were mostly encouraging. In addition, a teacher survey was distributed in the spring of 2007, and teacher feedback was positive about the use of conflict management techniques within their classrooms. C-DRUM currently has plans to continue the peer mediation program as well as implement a more comprehensive conflict resolution program in the Baltimore Freedom Academy during the 2007-08 school year that would incorporate teacher training in classroom management techniques.

Youth Advocacy

The final component of the Baltimore Community Justice Initiative involved the piloting of a youth advocacy program within a school environment. The Community Law in Action Center (CLIA) at the University of Maryland School of Law planned to recruit a small number of teenagers to be trained in advocacy. This group of teenagers would then accompany CLIA into the Cherry Hill community to identify a specific youth safety concern on which to focus their advocacy project. Concurrent with the youth advocacy piece, CLIA would help the Southside Academy set up a youth court and a student government. However, late in the spring of 2006, the entire youth advocacy plan was rebuffed by the administration at the Southside Academy.

In January of 2007, CLIA staff put together a new plan with three components:

- *The Youth Media Showcase* was hosted by CLIA at the National Symposium on community justice at the University of Maryland School of Law. Youth from around the country were invited to send in video tapes of their vision of violence and self in the community. The youth media showcase was the opening event for the Symposium and was attended by more than 100 people.
- *Teen Leaders for Change* was created in Cherry Hill by recruiting five to ten high school seniors from a different school, the New Era Academy, training them in advocacy, and then paying them to work in the community. CLIA taught the teens mapping skills and sent them out to survey the Cherry Hill neighborhood. They also linked the youth to a community-based mentoring program for kids at risk for gang involvement.
- CLIA also recruited a group of youth for *Pigtown advocacy*. The youth were charged with walking the community streets to identify code violations, writing up their work into a report and giving a public presentation of their findings.

Assets

The most important assets of the Baltimore Community Justice Initiative to date are:

- *Perseverance*: The goals of the initiative were broad and large; yet the planners were not discouraged by the gradual nature of the change process. Leaders were able to shift gears when challenges emerged. The optimism and perseverance of key participants in the initiative will serve it well in the future.

- *Leadership:* Stakeholder interviews revealed that the University of Maryland School of Law was widely considered an effective and appropriate central convener on the issue of community justice in the City of Baltimore.

- *Inclusiveness:* The Baltimore Community Justice Initiative made certain that many relevant agencies and organizations were invited to join in their conversations, both from the justice system and local communities. Inclusiveness also generates challenges, particularly with regard to eliciting regular participation and timely decision-making.

- *Trust:* Criminal justice and community stakeholders alike began this process with a lot of hope but with a lot of skepticism as well. As this evaluation period developed, a certain level of trust had developed among the relevant agencies to allow them all to share regular discussions about common goals and policy ideas.

Challenges

The Baltimore Community Justice Initiative faces several important challenges going forward:

- *Establishing clear objectives:* Several stakeholders felt unsure of the initiative's concrete objectives or plan of action, particularly at the outset. Until the initiative becomes a more established force within the city, the group may need to act in smaller and more focused ways, achieving concrete successes to build trust and sustain momentum. This is particularly important given the unique history in Baltimore, which includes failed community justice reform efforts in the recent past.

- *Engaging high-level decision-makers:* As many stakeholders noted, nothing will happen in the City of Baltimore without the support of the Mayor, the legislature, and the judiciary. The initiative will need to do more work in this area if it is to realize its potential.

- *Building a Higher Profile:* Even some of the stakeholders targeted by the initiative had never heard of the Baltimore Community Justice Initiative. The planners will need to make the "Baltimore Community Justice Initiative" more of a brand name in the city. Beyond helping efforts with the legislature, judiciary and the Mayor, this will go a long way towards becoming entrenched in the communities within which the initiative wants to have an impact.

In conclusion, the Baltimore Community Justice Initiative established a vibrant infrastructure and network within the City of Baltimore for current and future collaboration around community justice issues. The initiative also confronted multiple challenges that hindered its ability to realize many of the concrete objectives and policy changes that were envisioned in the course of its first three years. The months ahead will determine whether the Baltimore Community Justice Initiative is able to build on its achievements and overcome the obstacles in its way.

Chapter One. Introduction

Over the past 20 years, the idea of community justice has steadily gained momentum as policymakers have sought new strategies to make communities safer, improve public confidence in justice, and change offender behavior. Police were the first to take up this idea, implementing "problem-oriented" policing and community policing initiatives, built on ideas like James Q. Wilson and George Kelling's "Broken Windows" theory (Wilson and Kelling 1982). According to that theory, left unaddressed, minor offenses and signs of disorder – like broken windows – create an environment in which more serious crime could flourish. Therefore, police should focus not just on responding to crime after the fact, but on attempting to ameliorate conditions of disorder to prevent crime from happening in the first place. Community policing also built on the idea that police should work more closely with communities and other agencies to set crime-fighting priorities and formulate innovative responses.

In the 1990s, the ideas that came to define community policing – a focus on minor offending, crime prevention and community engagement – began to make their way into prosecutors' offices. Community prosecution, as it became known, typically involves prosecutors conferring regularly with community stakeholders (often working out of a neighborhood-based office) and developing non-traditional responses to public safety problems. Community prosecution initiatives seek to shift the measure of success, from an exclusive focus on conviction rates and the severity of sentences handed down, to a more thoughtful examination on the impact on public safety and community attitudes toward that community and justice generally (see Wolf and Worrall 2004).

Sharing similar orientations, community courts arose in the 1990s in an effort to address the underlying problems of defendants, victims, and communities (Berman and Feinblatt 2005; Casey and Rottman 2003). The first community court opened in 1993 in Midtown, Manhattan. Today there are approximately 45 community courts operating in the United States and abroad.

Even though the idea of community justice has spawned a growing array of experiments, Wolf (2006) identifies several recurrent themes joining these initiatives together into a single movement:

- *Community engagement*: actively engaging community stakeholders both during the planning phase and ongoing operations;
- *Partnership*: both within and without the criminal justice system;
- *Community restitution*: emphasizing community-based restorative punishments, most commonly community service within the targeted neighborhoods;
- *Links to services*: bringing social and treatment services together to be available to offenders;
- *Focus on quality-of-life crime*: responding not only to serious or violent offending but also to low level offenses that, cumulatively, contribute to local conditions of disorder and undermine neighborhood quality of life;
- *Problem solving*: seeking to address underlying community issues or needs that lead certain types of crime to flourish;
- *Speedier outcomes*: providing an immediate and visible justice system response; and

- *Better information*: more accurate and timely information to improve decision-making and monitoring of offenders.

The Evaluation

This report evaluates an ambitious, new community justice initiative implemented in two communities of Baltimore, Maryland. In its original incarnation, the initiative had five distinct components:
- Community prosecution;
- Community capacity-building (i.e., creating the potential for sustainability);
- Collaboration between community and traditional justice system stakeholders;
- School conflict resolution; and
- Youth advocacy.

Distinguishing itself from other such initiatives, Baltimore's approach is wide-ranging and comprehensive. Driven by the University of Maryland School of Law team, the initiative aims to reach youth and adults alike, and seeks to incorporate a broad array of justice system agencies and community-based organizations. An important question is whether such a comprehensive model can produce a large and sustainable impact, both within its target communities and in the Baltimore City justice system as a whole.

This report begins by describing the two communities that provide the setting for the current initiative as well as the local historical and political context (Chapter Two). Although conceived in five components (see above), in reality, the work that was conducted did not divide as easily. Therefore, the next chapter groups together and analyzes all three components involving collaboration among adult stakeholders (community prosecution, capacity-building, and collaboration among stakeholders in Chapter Three). The report then turns to the two youth components, school conflict resolution (Chapter Four) and youth advocacy (Chapter Five). The final chapter discusses overall recommendations and observations (Chapter Six).

Chapter Two. Setting and Context

The Baltimore initiative commenced in late 2004, when the University of Maryland School of Law received a grant from the Crane Family Foundation of Maryland to begin implementation in two communities – Cherry Hill and Pigtown. The Center for Court Innovation was engaged to conduct this evaluation about a year later, and the evaluation period ran from January 2006 through August 2007 (20 months).

The University of Maryland School of Law

The planning team from the University of Maryland included several professors and staff from the School of Law. Brenda Bratton-Blom, a professor in the School of Law, leads the school's Community Justice Clinic; her familiarity with Baltimore's community justice network made her an ideal choice to guide the initiative. In addition, the University hired Terri Ricks to be the program manager for the Crane Foundation grant. Ms. Ricks, also an attorney and alum of the School of Law, served as the central coordinator and manager of all program components. Specifically, Ms. Ricks convened the Community Justice Task Force and resulting workgroup meetings and played a central role in planning the Symposium (see Chapter Three). Mike Milleman, the Jacob A. France Professor of Public Interest Law, was the co-facilitator for the Community Justice Clinic and served several roles behind the scenes. A. J. Bellido de Luna, a School of Law alum and Community Justice Fellow at the School, worked with Ms. Ricks and Ms. Bratton-Blom on the three adult community justice components, in addition to his ongoing responsibilities as a Lieutenant in the Howard County Police Department. Terry Hickey was the Executive Director of the School of Law's Center for Law In Action (CLIA). Mr. Hickey led the youth advocacy component with the support of his staff. Roger Wolf, Toby Treem Guerin, and Barbara Grochal run the Center for Dispute Resolution (C-DRUM), the School of Law's alternative dispute resolution center. They were integral in running the school conflict resolution component.

The Neighborhoods

Pigtown, also known as Washington Village, is an old community in Southwest Baltimore that obtained its name in the early 1800s when the Baltimore and Ohio Railroad released the pigs from the train to be taken to slaughterhouses via the streets of this community. Today, Pigtown is home to many urban renewal efforts as well as a diverse group of residents along lines of race, ethnicity, age and socioeconomic status. Drugs and prostitution seem to comprise the largest criminal justice problems.

Cherry Hill, on the other hand, is a newer planned community. Housing facilities were built there for African-American World War II veterans returning home after the war. This was followed by the addition of public housing facilities; today, Cherry Hill is home to the largest concentration of public housing east of Chicago. The community is somewhat geographically isolated, located on the waterfront of Southern Baltimore. Although the community was designed to be a stepping stone, many families have remained for generations. The neighborhood is quite poor, and violence is common. In the mid- to late-1990's, Cherry Hill was also home to the Veronica Street Boys, a

notorious gang that was involved in an extraordinarily large amount of heroin sales, rumored to be $10,000 a day. After a coordinated sting operation, many of the active gang members were arrested and imprisoned, but they are now beginning to be released on parole and are returning to Cherry Hill.

Table 2-1 exhibits select demographic and socioeconomic indicators for these two communities as compared to the City of Baltimore as a whole. As noted above, Pigtown is more diverse than the city, split virtually equally between white and black residents, but Cherry Hill is almost entirely black. The median household income and percentage of families earning below the Maryland Family Supporting Wage Standard in both communities highlight the greater prevalence of poverty in comparison to the rest of the city.

Table 2-1: Community Demographics and Socioeconomics
Pigtown, Cherry Hill, City of Baltimore

	Pigtown	Cherry Hill	City of Baltimore
Population	5,701	7,664	651,154
Race / Ethnicity			
White	48%	2%	31%
Black	44%	97%	64%
Hispanic / Other	8%	1%	5%
Median Household Income	$22,271	$17,464	$30,078
% Families (married + 1-5 children) Earning below Self Sufficiency Standard[1]	71%	56%	41%
Employed, Age 16-64	51%	47%	59%
Unemployed / Not in Labor Force, Age 16-64	49%	53%	41%
Teen Birth Rate 2003 (per 1,000, age 15-19)	125.7	126.7	68.2

Source: Demographics and Socioeconomics from 2000 Census; all statistics are cited from the Baltimore Neighborhood Indicators Alliance, www.bnia.org.

Table 2-2 displays select criminal justice statistics about Pigtown and Cherry Hill, also compared to the City of Baltimore as a whole. The domestic violence rate, violent crime rate, and juvenile indicators are all significantly higher than in the rest of the city confirming a community where poverty and crime are regular occurrences.

Both Pigtown and Cherry Hill are also home to active community organizations. The Washington Village/Pigtown Planning Council, for instance, is extensively involved in the Community Justice initiative; both Lesley Smith, Executive Director, and Lou Takacs, Director of Public Safety, participate as active members of the Task Force created to guide the initiative (see Chapter Three). Cathy McClain of Cherry Hill Trust,

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[1] The Maryland Family Supporting Wage Standard estimates the amount of income needed to sustain a family for a year. Costs factored in include health care, day care, transportation, food, etc. This measure is created by the Baltimore City Data Collaborative using U.S. Census statistics.

formerly Cherry Hill 2000, is the parallel active community member representing the Cherry Hill interests on the Task Force.

Table 2-2: Community Crime, 2003
Pigtown, Cherry Hill, City of Baltimore

	Pigtown	**Cherry Hill**	**City of Baltimore**
Domestic Violence Rate (911 Calls per 1,000 people)	56.1	76.2	43.7
Violent Crime Rate (per 1,000 people)	32.8	28.6	19.8
Juvenile Arrest Rate (per 1,000 juveniles, age 11-17)	234.2	182.4	140.1
Juvenile Arrest Rate, Drug-Related (per 1,000 juveniles, age 11-17)	85.4	42.7	46.8

Source: All statistics are cited from the Baltimore Neighborhood Indicators Alliance, www.bnia.org.

Political and Historical Context

In the November 2006 election, the then-Mayor of Baltimore City, Martin O'Malley, ran against and defeated the sitting governor of the state of Maryland. In the nine months to a year in advance of the election (essentially all of 2006), many stakeholders noted that "nothing could be done" in the City of Baltimore, because the mayor was campaigning, and no one wanted to commit to any new initiatives or even partnerships until the city leadership was more stable. When O'Malley won the election in November of 2006, the mayoral term still had another year, so the City Council President, Sheila Dixon, became temporary Mayor until the next election in November 2007 (in which Sheila Dixon ultimately prevailed). For the entire year between the gubernatorial and mayoral elections, many stakeholders reported the same uncertainty in city politics preventing the accomplishment of many new initiatives. Nonetheless, many stakeholders were pleased with the final outcome, given the collegial relationship that is perceived to exist between the new mayor and the Baltimore City State's Attorney, Patricia Jessamy.

Another important backdrop to the initiative related to the previous implementation in 2000 of a popular community prosecution project in the Hargrove District Court, which focused on the Pigtown neighborhood.[2] The earlier project was administered by the State's Attorney's Office and ran for 18 months before the funding ran out. The project was not awarded ongoing funding and was forced to dissolve. Many stakeholders believed that, while short-lived, the project was successful. Anecdotally, the city saw a 21% reduction in violent crimes during its 18 months of operation. From that perspective, the previous experience built a reservoir of support for the idea of community justice in theory; and indeed, many of the same stakeholders returned to join the current initiative. Yet, due to the rapid dissolution of the previous effort, many

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[2] The City of Baltimore is broken into three districts, each with their own Court. Both Cherry Hill and Pigtown are part of the Hargrove District Court jurisdiction.

stakeholders were also wary and skeptical of committing to another large-scale community justice experiment, especially one that is funded for only a short period of time.

The last important piece of context to understand is that any systemic change to the criminal justice system in Baltimore, including the possibility of a community court, would be subject to legislation by the State of Maryland. The Maryland State legislature is part-time, meeting only 90 days a year. During session, it's difficult to get a legislator to a meeting, and all negotiations are conducted at a breakneck pace. For the long remaining portion of the year when the legislature is not in session, however, there is sometimes a lack of motivation to push for change, knowing that any efforts will necessarily be forestalled until the next session, often many months away.

Chapter Three. Community Justice – Prosecution, Capacity-Building, and Collaboration

This work, taken cumulatively, will help communities
build both the capacity and networks they need to more
proactively deal with the chaos and disorder in their
neighborhoods, diminishing both the violence
and the number of people being swept into the
criminal justice system.
(University of Maryland School of Law 2005)

There were five stated goals of the traditional community justice components of the initiative (excluding the youth components to be discussed in Chapters Four and Five):

- Develop a community prosecution project in the Hargrove District Court servicing the communities of Cherry Hill and Pigtown;
- Stabilize and strengthen the capacity of community organizations to be significant contributors to the justice discussion;
- Create a plan for sustainability of the network of community organizations that minimizes grant dependency;
- Engage the community about the many ways it might address issues of violence, justice and community-building; and
- Implement and sustain systemic community justice practices in Cherry Hill and Pigtown.

While beginning with this relatively broad and ambitious set of goals, over time, planners at the University of Maryland School of Law narrowed their focus in an effort to be more practical and effective. This chapter describes how the initiative evolved, including a discussion of key challenges as well as accomplishments. After briefly summarizing the principal evaluation methods, this chapter divides into three major sections. The first concerns the baseline period – when the project was beginning to coalesce by convening stakeholders and identifying specific problems and solutions. The second concerns the follow-up period, assessing how the initiative had adapted and what concrete steps were taken after one year. The third section assesses the planning and execution of the National Symposium – a national conference on community justice that was proposed as an integral part of the initiative and held at the University of Maryland School of Law on March 8th through 10th, 2007.

METHODOLOGY

The evaluation plan was as follows. First, the evaluation team conducted interviews with key stakeholders involved in the initiative at the beginning of the evaluation period and then again approximately one year later to assess the evolution of the project and stakeholder perceptions. (An interview protocol is included as Appendix A; this protocol was used as a guideline but evaluators ventured away from the specific questions when appropriate.) In practice, baseline interviews took place over the course

of four site visits held from February through July of 2006 and a fifth visit in January of 2007; follow-up interviews took place over the course of two site visits held in June of 2007. There were also numerous phone calls held with the School of Law planners throughout the evaluation period to update and document progress. Second, at baseline and one year follow-up, researchers from the Center for Court Innovation administered to all stakeholders a formal network communication survey to document the evolution of the communication structure among the players (see Attachment B). The survey asked the respondents to assess how frequently they had communicated with individuals from specific agencies or organizations over a three-month period. The survey also asked how satisfied respondents were with the frequency and quality of the communication. Third, evaluators attended the National Symposium and administered an attendee evaluation. Lastly, evaluators also observed many of the task force and work group meetings throughout the evaluation period.

I. THE COMMUNITY JUSTICE INITIATIVE AT BASELINE

As indicated in Chapter Two, funding for the initiative began in late 2004; baseline interviews and other evaluation activities commenced more than a year later, in early 2006. Only the planners at the School of Law were heavily involved in the earliest implementation efforts, meaning that the baseline interviews still enabled researchers to gain an understanding of the early implementation process with respect to incorporating the entire array of eventual stakeholders.

Structure of the Initiative

As discussed in Chapter Two, the core planning and management team was based at the University of Maryland School of Law. To promote collaboration, the team sought to create a broader Community Justice Task Force. The Task Force invitation list of approximately 200 people included a broad array of policymakers and community activists in Baltimore. The Task Force first met in February of 2006 and then met regularly thereafter once a quarter. Within a short period of time, it became clear that the group was too large to support concrete planning activities, so the Task Force agreed to break into two work groups, Inside the Courts and Inside the Community. According to the School of Law planners, the goal of the Inside the Courts group was "to focus on those pieces of the court system that need to be either supported and enhanced or changed to create a community court system in Baltimore." The stated goals of the Inside the Community group was to "focus on both creating and supporting models of extra-judicial problem-solving and supporting community-based institutions that provide services and networks of support for residents with problems that have the potential to develop criminal justice system consequences." In other words, the Court group was to focus on developing a community court, and the Community group was to support community-based services for those at risk of criminal justice involvement. Further, it was felt that if the larger Task Force broke up into smaller groups it could approach the same goal with different views, from the community and the court perspectives.

Task Force members were invited to self-select into one or both of the work groups, and work group meetings were held monthly. Over time, other work groups were

created as well, including youth, alternate dispute resolution, and a symposium planning group, but the original two groups were the largest and met most regularly, each having approximately five to ten regular members with another three to five attending on occasion.

The In the Courts work group consisted, not surprisingly, of almost entirely criminal justice system stakeholders; only two regular members were from the community. Similarly, the In the Community group was almost exclusively community stakeholders; none of the regular attendees were from the criminal justice system, though at least one of several court stakeholders attended each meeting. Both groups discussed similar issues, with the conversation regularly revolving around the idea of creating a community court within Baltimore. Therefore, meetings frequently focused on an inventory of available services currently in the two communities, the quality of those services, and what additional services would be necessary to meet community needs.

There were two common debates that found their way into almost every single meeting of both work groups. The first was the question of how to engage youth. Some stakeholders believed that youth are integral to discussions of community justice and wanted to include them as much as possible, including holding meetings late in the afternoon and encouraging youth to attend. Other stakeholders agreed that youth are essential, but believed that it would be premature and counterproductive to bring them into the discussion at an early stage. The second debate concerned how much to involve the local members of the two communities. Again, some believed that any community justice initiative will need grassroots support, while others believed that it is important initially to make progress with a smaller group of stakeholders before expanding to a broader, perhaps less committed group.

From observing many of these meetings, researchers identified two major obstacles. First, the meetings were somewhat repetitive. Whereas the criminal justice agencies were committed to participating in this initiative, the specific criminal justice attendees sometimes varied; thus each meeting began with a rehashing of the prior meetings' discussions, and attendees often became caught up in repeating debates previously settled. Related, progress was often difficult to discern, because stakeholders who were assigned a task to complete for the following month's meeting would frequently not attend that meeting, making it difficult to share an update. These issues sometimes contributed to a sense of starting over each month.

The second major obstacle was for the individual agencies and organizations to begin to work as a single group with common goals. As was to be expected, especially in the early stages, each individual was protecting his/her agency/organization and was not entirely trusting of the Task Force group. In the short run, being able to get representatives from all of the major criminal justice and community agencies and organizations to attend monthly meetings was an achievement in itself. It may take time, but hopefully at some point in the future, the ongoing discussion and meetings will yield trust among the different groups and result in a truly collaborative effort. On the other hand, overinclusiveness is also a potential challenge; making decisions that involve several parties may complicate the likelihood of achieving concrete action.

To assist the evaluation, planners at the University of Maryland Law School identified a core group of 14 external stakeholders. In addition to eight planners affiliated with the University, these 14 external stakeholders comprised the key

informants contacted for baseline and follow-up interviews. Their roles divided as follows:

- *Community-based stakeholders:* Six stakeholders worked at local community-based organizations, including activist agencies and two organizations that serve victims of violent crime, a hospital and a domestic violence organization. The interests of the community-based stakeholders varied; some of the organizations were focused only on specific communities within the city, whereas other agencies had a broader, citywide focus.
- *Justice system stakeholders:* Eight stakeholders worked in the following government agencies: mayor's office, court system, police department, probation and parole, and two each from the office of the public defender and the office of the state's attorney.

Initial Goals and Expectations

As discussed earlier, the goals for this initiative included the creation of a community prosecution project, if not a community court, and the creation of a sustainable infrastructure for ongoing collaboration between the communities of Cherry Hill and Pigtown and the criminal justice system. The original goals were established by the University of Maryland planning team, but during the first year of the initiative and in conjunction with the Task Force, the goals were translated into more specific and concrete objectives.

For many (but not all) stakeholders, the planning of a community court became an important focal point. Many stakeholders had visited the Red Hook Community Justice Center in Brooklyn, New York, and were convinced that a community court would be a positive long-term accomplishment for the City of Baltimore. Stakeholders were impressed with the comprehensiveness of Red Hook, both the ability of the judge to hear different types of cases as well as the consolidation of different types of resources and services within the courthouse building. Further, the approach of Red Hook's assigned judge, the Honorable Alex Calabrese, was seen as the embodiment of the Baltimore stakeholders' desire to have more personal justice. The concept of combining punishment with help resonated with these stakeholders, as well. They were hopeful that this model might work in Cherry Hill and Pigtown because of the strong infrastructure within these neighborhoods; even though crime rates were high, these neighborhoods have active and stable resident organizations. From a practical sense, having both neighborhoods within the same District Court jurisdiction also assisted the selection.

Acknowledging that a community court might take time to bring to fruition, stakeholders established a series of shorter-term objectives, as well. These included: formalizing a better communication system amongst all of the stakeholders; building a "commonality" of views on the future of community justice in Baltimore; and bringing together agencies and communities to facilitate access to resources for communities in need.

Interviews revealed both early optimism and skepticism over the process. One stakeholder said that we need to "inhale the possibilities of full service facilities before exhaling reality." Another said she felt the initiative just needed to do *something* to show that it was going beyond mere talk. A different player said "there is a long way to go to

do something meaningful." Such comments highlighted that while greater communication and collaboration were seen as important goals, many stakeholders also perceived these goals to be insufficient in and of themselves. These stakeholders believed that it was essential to harness the Task Force's communication infrastructure and successfully implement some concrete program or policy, or at least a plan for a concrete event in the near future. As one stakeholder summarized: "The measure of success will be if people stay committed, if structurally there has been some progress made, or if recommendations have been made to government agencies." As it was explained several times to the evaluation team, Baltimore has initiated community justice-related activities before with varying success, so many stakeholders were anxious to move beyond talking and to start doing.

Anticipated Challenges and Barriers

In addition to the Baltimore political situation (see Chapter Two), and the always present fear of change, stakeholders identified several other potential barriers. There were the obvious concerns about funding, but the most common concern was articulating a coherent, shared vision that could, in turn, move the group toward concrete, consensual action. As noted above, some stakeholders were hoping for a community court. Others thought the reinvention of the community prosecution program would be sufficient. Still others were hoping to bring more resources to their community, but were less interested in the court system. There was also a fair amount of finger pointing: "We have all the pieces but are not working together well yet." In the first few months, stakeholders reported that the meetings were unfocused, and the goals were unclear. In one stakeholder interview, the respondent did not even know that the initiative was focused on Cherry Hill and Pigtown; she thought it was a citywide effort.

Some stakeholders expressed that the meetings should be more frequent to encourage progress, but others expressed that they could not meet more frequently because there wasn't enough time between meetings to get assignments completed. Still others lamented not having enough decision-makers in the meetings. All of the relevant agencies were represented in the Task Force, but the leaders of those agencies did not attend the meetings, and there was no legislative presence on the Task Force.

In short, at the beginning of this initiative, there was a fair amount of confusion about project goals, anxiety about Baltimore politics, and skepticism that something of value could be accomplished.

Preexisting Efforts

It became apparent through the baseline interviews that there were smaller community justice innovations already happening throughout the city of Baltimore, but that the players were unaware or, when they were aware, were unconnected to each other's efforts. For example, the State's Attorney's office reinvented a small version of the community prosecution program run by Jennifer Etheridge. In essence, this program targeted select low-level offenses and tried to increase the frequency of community service sentences as opposed to short jail stints or probation terms. Ms. Etheridge lamented that a single staff person could not be in court all of the time and could not

possibly prosecute all relevant cases. She was forced to "cherry-pick" some of the easiest-to-prosecute cases for her project. She expressed hope that beginning in Fall of 2006, the Community Justice Clinic at the University of Maryland School of Law would be able to provide some additional manpower.

Another criminal justice experiment was in the works at the Office of the Public Defender which sought to create a community defense project that would consider each client "holistically" with the help of social workers. "Take it out of the courtroom and into the community" was the program's unofficial mantra. As of the time of the baseline interview, the program had not yet begun, but the Office of the Public Defender planned to have it up and running within a few months.

Meanwhile, the police were beginning plans for a Juvenile Assessment Center where all juveniles would go after an arrest. This one-stop facility would have services and help onsite.

Although the State's Attorney's Office, the Office of the Public Defender and the Police Department were aware of each other's efforts in varying degrees, there were no plans to share resources or management. The projects did not even target the same communities within the City.

Initial Network Communication Structure

A communication network survey was sent to all stakeholders in the summer of 2006 and then again in the summer of 2007 to document changes in the communication structure. (The survey used at both baseline and follow-up is included as Appendix B.) The baseline survey was sent to 164 stakeholders; 41 surveys were completed for a 25% response rate. Of the 41 respondents, 14 were from the criminal justice system, 15 from the community, 7 from the School of Law, and 5 from other miscellaneous associations.

The survey asked respondents to consider their communication about the community justice initiative in the prior three months (on a scale of 1 to 5, so that 1 means "never" and 5 means "5 or more times per month"). Table 3-1 displays the results from the baseline survey. Respondents noted that they spoke with the School of Law (3.24, representing slightly more than once a month on average) and the police department (3.26) most frequently. Interestingly, respondents reported that they spoke on average with the community groups most closely affiliated with the initiative less than once a month. But when asked about "other" community groups, respondents said they spoke with those groups more frequently. Other than the police, respondents generally spoke with criminal justice agencies just less than once a month, but more than with the community groups.

When isolating only the criminal justice respondents, the pattern shifted slightly in predictable directions. Criminal justice respondents spoke with other criminal justice agencies more frequently than the group at large, with the police still the most common communicator (3.92, approximately 2-4 times a month with all other criminal justice respondents) and the Legal Aid Society the least common (2.00, less than once a month). Similarly, when looking only at the community respondents, communication was more frequent with other community groups than with the group as a whole. But interestingly, community groups still had frequent communication with the police (3.5, more than once a month), the State's Attorney's Office (3.17) and other city agencies (3.25).

Table 3-1: Baseline Network Communication Survey Results

Communication in the Prior Three Months (Range = 1-5; 1=never; 5=5+/month)	Baseline Average Score (N = 41)
Police Department	3.26
UM School of Law	3.24
Other Community Group	3.14
State's Attorney's Office	2.94
Other City Agency	2.89
District Court	2.69
Office the Public Defender	2.67
Office of Parole & Probation	2.59
Cherry Hill Trust	2.42
Mayor's Office	2.41
Washington Village/Pigtown Planning Council	2.21
Legal Aid	1.92
Safe & Sound Campaign	1.42
New Beginning Bible Church	1.26

Specifically, when asked who was the one person they spoke with most about this initiative, 18 of the 41 respondents (44%) reported someone at the University of Maryland School of Law, with Terri Ricks, Project Manager for the Baltimore Community Justice Initiative, the single most common answer (12). Six respondents said someone in the criminal justice system and six said someone in a community organization.

Respondents were also asked to rate their level of satisfaction with the communication about this initiative (on a scale of 1 to 5, so that 1 is "very dissatisfied" and 5 is "very satisfied"). As a group, the respondents rated their level of satisfaction with both the frequency (3.85) and quality (3.82) of communication as satisfactory, as seen in Table 3-2.

Table 3-2: Baseline Network Communication – Frequency and Quality

Communication in the Prior Three Months (Range = 1-5; 1=very dissatisfied; 5=very satisfied)	Baseline Average Score (N = 41)
Frequency of Communication	*3.85*
Community Stakeholders	4.00
Criminal Justice Stakeholders	3.79
Quality of Communication	*3.82*
Community Stakeholders	3.87
Criminal Justice Stakeholders	4.07

<u>**Summary: Baseline Progress**</u>

By the end of 2006, the initiative was well-established and had developed a concrete structure. There were approximately fifteen to twenty committed stakeholders, mostly from the criminal justice system but also representing the Cherry Hill and Pigtown communities. The Task Force was set to meet once a quarter and two workgroups, In the Courts and In The Community, had agreed to meet monthly for more frequent interactions. Dates for the Symposium (see below) were set for March of 2007, and planning was well underway. The most significant achievement at this point was that the planners at the School of Law were able to get representatives from all of the relevant criminal justice system and community agencies in the same room at the same time to begin candid conversations about making changes in their neighborhoods. Given the complex nature of politics within the City, this cannot be overlooked as a significant contribution.

II. THE COMMUNITY JUSTICE INITIATIVE ONE YEAR LATER

Beginning in June of 2007 and continuing through the summer, the evaluation team conducted follow-up interviews with all of the key stakeholders. The interviews asked stakeholders to document the actions that had occurred since the baseline interviews, but also to consider what, if any, changes had accrued in perceptions, behaviors and relationships among the different players. As discussed earlier, the initiative began with a fair amount of uncertainty and lack of clarity over its concrete focus, which was a cause for skepticism among some stakeholders. By the end of the evaluation period, stakeholders were noticeably more motivated and dedicated. This section begins by describing a series of new developments prompted by the initiative. Stakeholder perceptions at one year follow-up are then analyzed, including their views on the role of the University of Maryland School of Law as a convener. Since the School of Law's Community Justice Clinic was seen as an important potential asset, the Clinic's contributions receive specific attention as well; results are also reported from a survey of the law school students who participated in the Clinic. This section concludes by discussing ongoing barriers and next steps planned to follow the evaluation period.

<u>**New Developments**</u>

Over the course of the 20-month evaluation period, there were several new developments that grew out of the initiative. Although each development had separate origins within one of the individual stakeholder agencies, each one was led by a stakeholder who had actively participated in the initiative and thus may have received the benefit of its collaboration. The initiative should not be credited with the creation of these programs, but it can be seen as a player in the mode of entrepreneurship that was percolating in the City of Baltimore at the time, resulting in pockets of innovation.

Community Prosecution Project: The community prosecution project progressed significantly. It still had only one main staff attorney, Jennifer Etheridge. However, Ms.

Etheridge did obtain new support from the School of Law Community Justice Clinic students in 2006-07. To cope with her still limited resources, Ms. Etheridge was forced to target clusters of cases occurring in a single court part on a single day in the Hargrove District Courthouse. She looked to target prostitution cases. Again, the community prosecution project mostly aimed to increase the frequency of community service sentences for low-level offenders, as opposed to short-term jail or probation, the most common sentences that judges would otherwise use. While Ms. Etheridge randomly rotated which part she was in, she generally chose the part where there were the most prostitution cases and was therefore beholden to whichever judge was in that part on that given day, and whether that judge was willing to sentence defendants to community service.

Prostitution Task Force: The State's Attorney's Office was also involved in the creation of a prostitution task force focused on the community of Curtis Bay/Brooklyn. The task force did not yet have any explicit goals, but was seeking to adopt a problem-solving approach, hoping to establish wrap-around services, in particular drug treatment, for those arrested for prostitution. As the task force was just conceived at the end of the evaluation period, many of the details were not yet clear, including how the prostitution program would be used within the criminal justice system.

Community Defense Program: The community defense program also continued to develop. By the end of the evaluation period, the program had officially commenced with 11 staff members, including a mix of attorneys and social workers. The goal was to see each client as a whole person and address his or her complete array of needs. By keeping social workers on staff at the Office of the Public Defender, attorneys could provide immediate referrals to their clients for social support. In addition, the program sought to make greater use of vertical representation when it comes to addressing the legal issues in a pending case. Vertical representation is when the client is assigned to a single attorney that follows the client throughout the entire criminal process; this allows attorneys to form a relationship with the client and for the client to experience consistent support and confidence in his or her representation.

Legislative Piece: As the initiative developed, it became clear that there would need to be legislative support at the state level for anything systemic to result. The University of Maryland School of Law planners took the lead in finding support in the Maryland State Legislature. They wanted to find a legislator, perhaps an alumni of the University of Maryland School of Law, to sponsor a community justice initiative. State Senator Lisa Gladden, Class of 1991, materialized as the perfect choice. Senator Gladden was the Majority Whip in the State Senate and represented the Park Heights section of Baltimore. Senator Gladden committed to working on the initiative and expressed tentative interest in setting up a pilot community court in her district. If the idea of a community court continued to gain interest and support, the legislature would have to pass a law restructuring the court system to allow certain cases to be processed in the new courthouse. Presumably, the initiative planners would look to the legislature for funding support, as well. In the short term, however, the planners were interested only in getting the support of someone in the legislature and getting a resolution passed supporting the

idea of community justice and recognizing the initiative's Task Force as the official community justice Task Force for Baltimore. The resolution did not happen during the evaluation period, but finding Senator Gladden was seen as a positive step.

Related Policy Developments: Several other developments also served to complement the work of the initiative. First, the Maryland State court system established a judicial conference committee on problem-solving courts with two subcommittees respectively on drug courts and mental health courts. In early 2007 this committee then became the Office of Problem-Solving Courts, with assessment and oversight responsibilities for problem-solving courts throughout the Maryland court system. This committee has had limited overlap with the Community Justice Initiative, but the Honorable Charlotte Cooksey serves on both committees and is the unofficial liaison.

Second, as discussed earlier, in November of 2006, Sheila Dixon became the new Mayor of Baltimore when former Mayor O'Malley was elected Governor. Upon taking office, Mayor Dixon committed herself to developing positive working relationships among her office, the police, and the State's Attorney's office; and to pursuing a "holistic" approach to crime. Demonstrating this focus, Mayor Dixon appointed Sheryl Goldstein as the Director of the Mayor's Office on Criminal Justice. Ms. Goldstein had formerly worked on problem-solving justice experiments at the Center for Court Innovation and was widely expected to continue such work as part of her new responsibilities in Baltimore.

Finally, the police department, in coordination with the Mayor's Office, was creating a youth violence prevention program known as Operation Safe Kids. The program was to embrace some community justice tenets; as the discussions were in the early stages, more details were not yet available, including which youth the program would target and an anticipated start date.

The Role of the University of Maryland School of Law

In both the baseline and follow-up interviews, stakeholders were asked for their opinion on the role of the School of Law in this initiative. Without exception, the common belief was that the School of Law was the only obvious convener – that no other single organization could marshal both criminal justice and community commitment to gather in the same room at the same time. The School of Law was seen as neutral but knowledgeable. The only concern expressed by some was that the School of Law tended to consider solutions that exist within the criminal justice system but was somewhat blind to options that reside purely in the community, such as community conferencing. It was conceded, however, that the initiative cannot do everything, that a decision to focus on a criminal justice solution makes sense, and that the School of Law was well-suited to do just that.

Contributions of the Community Justice Clinic

The Community Justice Clinic began in the 2005-06 school year and continued into the 2006-07 school year during the evaluation period. Brenda Bratton Blom and

Mike Milleman co-taught the Clinic of 10 students, which focused on five community justice projects throughout the year.

The Clinic students utilized a "general counsel" model to represent community based organizations on issues that were identified with the client to develop capacity within the community. Generally, these issues included: basic business issues of formation and governance, tax matters, employment issues ranging from contracts to policies and procedures, contract review and negotiation, dispute resolution, land use and code enforcement, the purchase and maintenance of property, and economic development initiatives. The Clinic also worked with the communities to provide education on legal issues and the role of the law in community based organizations, specifically in poor communities. The Clinic provided such assistance to both Cherry Hill Trust and the Washington Village/Pigtown Planning Council, both active partners on the initiative. In Cherry Hill, in addition to the above-mentioned general tasks, three students worked on an economic development committee, under the supervision of a visiting professor from George Washington University, looking at potential microenterprise activities that might serve as transitional programs for parolees returning to the community.

Third, teams of two students rotated monthly to work with Jennifer Etheridge at the State's Attorney Office on the aforementioned community prosecution project. The School of Law submitted a proposed Memorandum of Understanding to the State's Attorney's Office in the hopes of getting data on 10,000 citations to analyze quantitatively the process and outcomes of citations in this district.[3]

Fourth, the Clinic students were all required to attend the Task Force and work group meetings to take notes for the initiative. Lastly, two students worked on the initiative's legislative agenda (see above).

A follow-up survey was sent to the Clinic students in May of 2007 after they had completed the year.[4] All three students who returned the survey would choose to participate in the Clinic again if given the choice, and all three would recommend participating in the Clinic to another student. When asked for the most important thing learned during their participation, answers included: the importance of collaboration, the essential role that resources play as a constraint, and the role of lawyering in the community. One student summed up the experience best:

> *Lawyering is not only litigating. Through this clinic I learned that being a lawyer can mean being a problem solver, and problem solving does not just occur in courtrooms. The clinic provided students with diverse approaches to lawyering inside courtrooms and inside communities. This was the best aspect of the clinic for me, and it affirmed that my place in the community is also lawyering.*

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[3] There is much dispute between the State's Attorney's Office and the police department about citations. The State's Attorney claims that the police write the citations incorrectly resulting in almost half of them having to be thrown out and not prosecuted. The police, however, claim that the State's Attorney is not doing enough to substantiate police-issued citations and are throwing out valid offenses. This data exploration would hope to determine what is actually happening to 10,000 citations in the hopes of being able to restore the relationship and move forward.

[4] Out of ten students, only three returned their survey to us casting doubt on the representativeness of their responses. The responses to the specific questions are omitted from this report.

Results on the Follow-Up Network Communication Survey

  A communication network survey was sent to all stakeholders during the summer of 2007, exactly a year after the baseline survey. Planners were hoping to see an increase in communication in general, and a greater mix of partners talking to each other rather than talking only through the university. The follow-up survey was sent to the same 164 stakeholders as the baseline. There was a similar response rate of 35 surveys (21%), including 13 criminal justice stakeholders, 15 community stakeholders, and 6 law school respondents.

  As in the baseline survey, respondents were asked to consider their amount of communication about the initiative in the prior three months (on a scale of 1 to 5, with 5 as "5 or more times per month" and 1 as "never"). Five respondents not included in the response rate indicated that they did not know anything about the Baltimore Community Justice Initiative and had nothing to do with the organizations and agencies listed on the survey form. These five surveys were removed from this analysis.

  As shown in Table 3-3 below, the follow-up responses look remarkably similar to the baseline. Communication with the University of Maryland School of Law, the Office of Parole & Probation, the Mayor's Office, and the New Beginning Bible Church all showed a moderately positive change since baseline, but communication with the Legal Aid Society, police, district court, and the Washington Village/Pigtown Planning Council all showed moderate decreases.

Table 3-3: Network Communication Survey Results – Baseline and Follow-Up

Communication in the Prior Three Months (Range = 1-5; 1=never; 5=5+/month)	Baseline Average Score (N = 41)	Follow-Up Average Score (N = 35)
Police Department	3.26	2.79
School of Law	3.24	3.23
Other Community Group	3.14	2.74
State's Attorney's Office	2.94	2.69
Other City Agency	2.89	2.61
District Court	2.69	2.35
Office the Public Defender	2.67	2.28
Office of Parole & Probation	2.59	2.55
Cherry Hill Trust	2.42	2.22
Mayor's Office	2.41	2.32
Washington Village/Pigtown Planning Council	2.21	2.21
Legal Aid	1.92	1.55
Safe & Sound Campaign	1.42	1.42
New Beginning Bible Church	1.26	1.37

Table 3-4: Network Communication – Frequency and Quality
Baseline and Follow-Up

	Baseline	Follow-Up
Frequency of Communication	*3.85*	*3.82*
Community stakeholders	4.00	3.77
Criminal Justice stakeholders	3.79	3.69
Quality of Communication	*3.82*	*4.04*
Community stakeholders	3.87	4.00
Criminal Justice stakeholders	4.07	3.92

When asked to identify the one person he/she spoke with most about this initiative, the results did not change much at follow-up. Staff of the School of Law was still the most frequently mentioned (15 of 30 responses) with Terri Ricks, the Project Manager for the Baltimore Community Justice Initiative, the single most common answer (8). Four respondents mentioned someone in the criminal justice system, and seven said someone in a community organization. The remaining four surveys did not have an answer to this question.

Respondents were also asked to provide their overall perceptions about both the frequency and quality of their communication with other stakeholders. Table 3-4 presents the results on the follow-up survey compared to the baseline. An important methodological caveat to all of the above results is that, given the low response rates, the appearance of small changes in either direction may be incidental, reflecting the fact that different stakeholders with consistently different perceptions may have happened to have responded to each of the two respective surveys. Another reason for the lack of substantial changes may be that researchers were unable to survey stakeholders at a "true" baseline moment, since the initiative was already underway at the outset of the evaluation period.

Systemic Impact

During the follow-up qualitative interviews, many stakeholders reported that they were beginning to see real changes in the justice system. "The word is out," as one articulated. Some expressed frustration that the change process is slow, but most believed that the justice system was moving in the right direction: "… anything of this magnitude has to take baby steps." The comments of some stakeholders suggested that systemic changes were taking place in the level of coordination across stakeholders – but in subtle ways not captured by the implementation of new large-scale policies and programs. An illustration of how the initiative opened up new avenues for coordination is a trend observed by staff from SHOCK Trauma. SHOCK Trauma is located within the University of Maryland's Medical Center and is the nation's only Trauma Hospital dedicated to the emergency medical treatment of victims of violence. SHOCK Trauma was also a partner on the Community Justice Initiative. Staff at SHOCK Trauma reported that they had begun to receive phone calls from judges about violence prevention programs – calls that did not occur in the past. Apparently, participation in

the community justice initiative had allowed judges to learn about SHOCK Trauma and then take further steps to make its services available to the judicial system.

More generally, community stakeholders reported that the initiative had allowed them to gain access to the leaders of multiple city agencies, giving them the opportunity to tell policymakers what is "really happening on the ground." In this way, the initiative appeared to have succeeded in creating a new network of relationships among actors in the justice system, other governmental agencies, and the community, facilitating ongoing information sharing and new opportunities to solve problems as they arise.

Remaining Obstacles

Despite a growing feeling of confidence and optimism and several positive developments, there remained considerable obstacles. The two largest pertained to resources and differences of opinions among Task Force members. These barriers were especially relevant to efforts to establish a community court. Although a community court had been in the minds of some Task Force stakeholders, development had not yet progressed beyond conversations in the work group meetings.

With respect to resources, some stakeholders believed that it would not be possible to implement a community court or similar experiment without more substance abuse treatment beds, domestic violence services, and mental health services. As one stakeholder noted, "our hands our tied, even when we want to do something alternative."

Several stakeholders reported earlier concerns that this type of project would not get off the ground without substantial support from the judiciary. Judge Cooksey, the only member of the Judiciary to participate in the initiative, was an invaluable asset, but there was speculation that she would retire in November of 2007, and even if she doesn't, there was concern that one judge was not enough: "We can have all the political will but it won't happen if the courts don't buy in. If we don't have strong judicial leadership we don't have anything." (As of the time of this report, Judge Cooksey had not yet announced her retirement, though it was still believed to be imminent.)

Besides the judiciary, some stakeholders were concerned that the other criminal justice agencies in Baltimore did not have a reservoir of trust to draw upon in seeking to advance a collaborative agenda. Indeed, there was a longstanding history of conflict among the mayor's office, police, State's Attorney, and public defender's offices. Stakeholders generally viewed the new mayor as a strong ally for community justice efforts, but they also frequently expressed that it may be unrealistic for all prior antagonisms to subside over the course of less than two years. Participation on the Task Force was a useful and necessary step for these agencies, but it may not be able to deliver a consensus regarding immediate and concrete policy changes: "Change is needed. Everybody knows that. It's just the timing."

Finally, due to increased (or at least more visible) violent crime in Baltimore at the end of the evaluation period, there was a recent shift within the City, specifically the police and mayor's office, to refocus on initiatives that are perceived as directly combating violence. Although violence prevention fits nicely within the initiative's goals, a few stakeholders expressed concern that other programs focused more narrowly on gangs and violence will be more successful in winning limited resources.

Some stakeholders also expressed unease that despite the activity of community organizations in the initiative, there was not much grassroots or individual level citizen participation. Almost all of the community involvement was at the activist/leader level. Hence there was concern among some about how well the plans of the Task Force reflect the priorities of the community itself.

Stakeholders also frequently raised a concern that it might not be possible to sustain current levels of commitment if concrete actions do not soon follow. Interestingly, when considering the initiative as a whole, however, despite the obstacles most stakeholders conveyed an unmistakably high level of enthusiasm at this stage: "It's always excellent to be a part of something that is cutting edge!"

III. THE DEEPER END OF THE POND: THE NATIONAL SYMPOSIUM

On March 8-10, 2007, the University of Maryland School of Law hosted a National Symposium entitled, "The Deeper End of the Pond: Innovative Practices in Community Justice."[5] The Symposium was widely attended, especially among Task Force members, thereby providing a useful opportunity to reflect on and sharpen the focus of the initiative going forward. By all measures, the event was successful, interesting to attendees and gratifying to the planners.

Planning

In May of 2006, a formal subcommittee was created to plan the Symposium. The subcommittee included a mix of university staff, criminal justice system stakeholders, and community representatives. The goal identified by the School of Law planners was to examine the effects (or at least the potential effects) of the criminal justice system on the community; specifically, how can the justice system become more effective at reducing violence and strengthening interactions between community members and justice stakeholders.

The Symposium took place March 8-10, 2007 on the campus of the School of Law and was attended by approximately 350 people, the maximum capacity for the facilities. The Symposium was split into five general sections spread over three days. The first, which took place Thursday evening (March 8th), was a Youth Media Showcase, "Community Justice: Realities & Possibilities." Although a part of the Symposium, the Youth Media Showcase was really a component of the Youth Advocacy efforts and is therefore discussed in detail in Chapter Five.

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[5] The National Technical Assistance team of the Center for Court Innovation provided assistance to the Baltimore Community Justice Initiative in planning this symposium, and the Center was subsequently listed as a co-sponsor. Center staff were responsible for sitting on a panel or recruiting someone to participate in five break-out sessions, and the Center also hosted two of the four plenary sessions. Center staff who were involved in the providing of technical assistance did not include anyone responsible for this evaluation.

Table 3-5: The Deeper End of the Pond National Symposium Agenda

THURSDAY, March 8th		
6:00 – 9:00 PM	Community Justice: Realities & Possibilities, Youth Media Showcase	
FRIDAY, March 9th		
9:00 – 9:45 AM	Dr. Elijah Anderson, nationally recognized inner city ethnographer	Morning Plenary
10:00 – 11:30 AM	Session I – Community Capacity Building, 6 break-out sessions	1. Interactive Techniques to Promote Mutual Understanding Between Students of Different Backgrounds
		2. Hospital Based Violence Intervention Project Success Story
		3. Shape Matters-Circles of Community Justice & Community Building
		4. Victims of Crime as Community Justice Participants
		5. No Longer a Traditional Way of Thinking: Looking at the Justice System From a Unique Vantage Point
		6. Mediators at Large: Mediating Criminal Cases in the Community
11:45 – 1:00 PM	The Honorable Judge Alex Calabrese, Red Hook Community Justice Center	Lunch Plenary
1:15 – 2:45 PM	Session II – Problem Solving Courts, 7 break-out sessions	1. Juvenile Justice-Alternative Youth Justice Programs That Work
		2. Community Courts-Three Perspectives From Around the Country
		3. Community Prosecution-Lessons for Successful Community Engagement
		4. Deepening the Pond-Spreading Community Justice Practices
		5. Diversion in Maryland Pre-Arrest & Post-Arrest

		6. Measuring Success of Community Justice Initiatives
		7. Grass Roots Justice in the Heartland-Advancing the Healing of Conflict and Injustice Through Restorative Justice and Drug Courts
3:00 – 4:30 PM	Session III – Community & Government Collaborations – 7 break-out sessions	1. Community Policing – A Future Without Law Enforcement?
		2. Arkansas Community Corrections
		3. Prison Reentry-State, City & Community Collaboration
		4. Public Defenders as Partners in Community Justice-Looking Back as we Look Ahead
		5. Putting the "Community" Back in Community Supervision
		6. "Maryland Prison Gangs" Coming to a Neighborhood Near You
		7. Communities Taking Action to Prevent Sex Abuse of Children
6:00 – 8:00 PM	Community Justice Banquet – Father Gregory J. Boyle, S.J., Founder/Executive Director of Jobs for a Future/Homeboy Industries	Evening Plenary
SATURDAY, March 10th		
10:15 – 11:45 AM	Session IV – WOW! Workshops – 8 break-out sessions	1. Collaborative Reintegration: Breaking the Cycle of Intergenerational Juvenile Delinquency and Adult Criminality
		2. Micro-Enterprise Development: Battling Poverty Through Self-Employment
		3. Incarcerated Men Taking Responsibility for Building Crime Free Community
		4. Uncommon Partners in Justice
		5. Community and Law Enforcement Working Together to Fight Violent Crime

		6. Community Justice Around the Globe
		7. Medication & Medicaid Access for Persons with Mental Illness Being Released from Jails and Prison
		8. Tribal Justice
12:00 – 1:30 PM	Bronx Community Solutions – Alfred Siegel, Maria Almonte-Weston, Ruben Austria, Michael Rooney	Lunch Plenary

Feedback

The evaluation team designed a comprehensive evaluation form, which was administered by staff of the University of Maryland School of Law (see Appendix C). An evaluation report is attached as Appendix D. Highlights include:

- Thirty-four attendees completed the overall evaluation form.
- Seventeen respondents work in the Baltimore area; of those, most identified as working in the community (65%), whereas just over a third (35%) identified as working in the criminal justice system. Eleven respondents do not work in Baltimore (the remaining six did not report where they work) and a similar percentage (66%) are from the community and criminal justice system (33%).
- On a one to five scale (with five being outstanding), attendees gave the Symposium an overall rating of 4.54.

Attendees were also asked to rate their agreement with a series of questions from one to five, with one indicating "strongly disagree" and five indicating "strongly agree." Questions and average responses are as follows:

- I made professional contacts that I will use in the future: 4.35.
- I am rethinking the relationships among community members and the justice system: 4.09.
- I learned strategies that I will use to combat violence in my community: 4.09.
- Overall, this symposium has changed my thinking about community justice: 3.97.

Additional written comments suggested that many respondents believed they had learned a great deal and the sessions had led them to change their thinking in at least some respects. In follow-up interviews with key stakeholders, they appeared to be universally pleased with the Symposium.

Chapter Four. School Conflict Resolution

Prior to the community justice initiative, the Center for Dispute Resolution at the University of Maryland (C-DRUM) had already provided funds for schools throughout the state of Maryland to establish conflict resolution programs. However, C-DRUM had not previously provided any onsite support or technical assistance.

As part of the Crane Family Foundation community justice grant, C-DRUM proposed to implement an intensive demonstration project in conflict resolution at one specific school. The program was to consist of a peer mediation program, coupled with efforts to spread the philosophy and practice of alternative conflict resolution throughout the school. The articulated goals were twofold:

1. To change the attitudes, interests, and behaviors of the youth who participate in the peer mediation program, including both the peer mediators and the mediation participants; and
2. To produce a systemwide impact on the entire school, including teachers, students, and administrators, expanding the range of possible disciplinary actions and changing the attitudes of teachers and administrators.

Planning

The Southside Academy of Cherry Hill was selected to be the site of this experiment. Southside is a high school of approximately 350-400 students and 20-30 teachers.

C-DRUM staff implemented a survey in May of 2005 of teachers and students within Southside to establish baseline attitudes about conflict resolution. Sixty-eight students completed the baseline survey, 30 males and 38 females. Key findings were:

- How are conflicts usually dealt with at your school: the most common answers were violence (37%), formal discipline (29%), and alternate dispute resolution (21%);
- Who do you talk to about your conflicts: friends (26%), relatives (26%), and nobody (21%);
- Where do you feel the safest in school: classroom (38%), everywhere (26%), and nowhere (10%);
- Where do you feel the least safe in school: nowhere (25%), hallways (19%), and classroom (16%);
- When do most conflicts occur: during school (47%), after school (26%), between classes (19%), and before school (4%);
- Where do most conflicts occur: cafeteria (56%), hallways (24%), and classroom (18%).

Eight teachers completed the teacher baseline survey. Key findings were:
- Seven of the eight teachers said they spent at least 10% of their classroom time on discipline;
- The teachers thought most of the conflict occurred in the classroom (3 out of 8) or in the cafeteria (2);

- When asked how they usually dealt with "conflicts between students," seven out of the eight teachers said they acted as a mediator;
- All eight teachers thought that a comprehensive conflict resolution program sounded like a good idea, and that students would benefit from learning conflict resolution skills;
- Six out of the eight teachers thought that a peer mediation program could work at Southside;
- All eight teachers were willing to release their students from class for a peer mediation session or training;
- Three teachers were willing to be part of an Advisory Committee for the program.

C-DRUM staff also attempted to collect baseline statistics about the disciplinary process within Southside, but school officials did not make this information available. Also, C-DRUM staff had wanted to administer a parent survey at the fall 2005 back-to-school night, but they were not put on the agenda.

Implementation

Beginning in the fall of 2005, C-DRUM staff began to implement the peer mediation model in Southside. The plan was to recruit a representative group of approximately 15-20 ninth through eleventh grade students who were neither at the top nor bottom of their class academically. Teachers or administrators would be able to refer students for peer mediation following a conflict between students. Initially at least, the mediations would take place after school. In addition to the peer mediation program, C-DRUM was committed to providing additional support for teachers and administrators to learn more about alternative dispute resolution.

Seventeen students were initially recruited for a one and a half-day training conducted by C-DRUM in October 2005; 12 students attended the training. In January 2006, the newly trained student mediators were announced in the homerooms, and mediation referral forms were handed out.

The first mediation session took place in February of 2006, and a small number of other sessions were held in the course of the spring semester. C-DRUM held after-school meetings to recruit more students for the following year's program, but there was poor turnout. C-DRUM staff speculated that there might be greater student turnout if meetings were held during lunch instead of after school, but the teacher serving as Project Manager was reluctant to give C-DRUM a lunchtime slot.

During the first year of implementation, C-DRUM staff also attempted to reach out to the faculty at Southside Academy. C-DRUM repeatedly offered to provide training during a monthly faculty meeting, but the school administration did not help with scheduling this training, and C-DRUM staff was unable to ascertain the exact date and time when most such meetings were to take place.

Important to the school context, Southside Academy had a new Principal and Assistant Principal in the 2005-06 school year, and both were hesitant to commit many resources to a new program in their first year. Additionally, a citywide rumor that the city's schools were to be taken over by the state provided more uncertainty and a desire

for conservative action on the part of the administration. Consequently, despite the efforts of C-DRUM staff, the peer mediation program never received the level of institutional support that it sought from Southside Academy.

By the beginning of the 2006-07 school year, C-DRUM staff expressed frustration concerning their experience. Moreover, the extremely limited program implementation that ultimately took place further frustrated C-DRUM's original hopes to see and measure program impacts immediately in the 2006-2007 school year.[6]

Modification of Plans: A Change of School

In the spring of 2007, C-DRUM broke away from the Southside Academy and turned its attention to the Baltimore Freedom Academy (BFA), a high school that seemed more receptive. In February of 2007, C-DRUM staff met with the Principal and Assistant Principal of BFA to start a simple peer mediation program, with plans to enhance it with other conflict resolution components in the following school year (2007-08). BFA assigned an administrative staff position to coordinate the program, which allowed mediations to take place during the day. Having mediations during the day meant that students could participate in a mediation session without creating time conflicts with other after-school activities, an obstacle that Southside Academy was not able to overcome. C-DRUM staff met with the BFA faculty, which was generally receptive to the idea of peer mediation, anecdotally reporting that 30-40% of their classroom time was dedicated to resolving discipline problems; teachers were happy to have more options for how to resolve conflict.

In March 2007, C-DRUM staff held a training for 13 students to become peer mediators. These students were in 9th through 11th grade and were predominantly female (11 female, 2 male). The students were engaged, excited, and understood that this was their program to run. The mediation sessions began almost immediately, and 18 mediation sessions took place the first month of implementation (April 2007).

The students who participated in mediation sessions were surveyed at the end of the school year, and eight responses were obtained. Key findings were:

- Seven out of the eight students thought their mediations were conducted fairly;
- Seven out of the eight students were satisfied with the student mediators, and all eight students thought that their mediators treated them with respect;
- Six out of the eight students felt they had the opportunity to say what they wanted to say.

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[6] To assess the impact of this component, the evaluation team planned to conduct a May 2006 teacher and student survey at Southside Academy to compare responses to the May 2005 survey conducted by C-DRUM staff. Ideally, this survey would have been administered after an entire year of peer mediation within Southside and hopefully showed some early program impacts on the student participants and the school as a whole. The evaluation team also planned to conduct an exit survey in May 2006 of those students who had been peer mediators during the 2005-06 school year. C-DRUM staff was also supposed to obtain statistics, both in 2005 as a baseline and in 2006 as a follow-up, to document the changes in disciplinary process within the school. As stated earlier, C-DRUM staff were not able to obtain 2005 statistics from Southside, nor were they able to obtain 2006 statistics, despite repeated requests to the school over the course of a year.

The mediation evaluations also provided some areas for possible improvement. When asked if the original problem that the mediation was supposed to resolve had been settled, only four of the eight students said yes, although all four of the others answered "somewhat" rather than "no." When asked if the mediation made a difference with the way the student will get along with the other party in the future, four out of the eight students said yes, three said somewhat, and only one said no.

In addition, a teacher survey was distributed in the spring of 2007, and five teachers responded. Teacher feedback was also positive about the use of conflict management techniques within their classrooms. Most valuable for teachers was holding conversations with students about how to end an argument without "getting physical." One teacher noted that he/she modified a suggested lesson plan to great success by asking students about situations that had made them mad and then discussing how students handled the situations in the past and alternative methods for resolving these types of situations in the future.

Next Steps

C-DRUM abandoned its original efforts at Southside Academy. It was a difficult but logical strategic decision to move on and dedicate scarce resources elsewhere. At the time of this writing in the fall of 2007, C-DRUM was hoping to implement a more comprehensive conflict resolution program in the Baltimore Freedom Academy during the 2007-08 school year that would incorporate peer mediation and teacher training in classroom management techniques.

Chapter Five. Youth Advocacy

The final component of the Baltimore Community Justice Initiative involved the piloting of a youth advocacy program at a school in the Cherry Hill community. The goal of the program was to engage youth in community advocacy surrounding a particular issue.

Planning

The Community Law in Action Center (CLIA) at the University of Maryland School of Law had extensive previous experience working in community advocacy, but did not generally focus on efforts that work with youth. The original plan was that, working with the Southside Academy, CLIA would recruit a small number of teenagers to be trained in advocacy. This group of teenagers would then accompany CLIA into the Cherry Hill community to identify a specific youth safety concern on which to focus their efforts. Concurrent with the youth advocacy piece, CLIA would help the Southside Academy set up a youth court and a student government. The student government plan was quickly abandoned because there was already a functioning student government in the school. However, CLIA was hopeful that the youth court would prove successful. These hopes rested in part on a citywide climate that was favorable to the youth court idea. Just before the community justice initiative commenced, another Baltimore high school had established a youth court. It was so successful that its founder, a former Baltimore area attorney, was hired by the school district to set up a citywide youth court program. Although this citywide effort ultimately floundered for reasons that are beyond the scope of this evaluation, the youth court idea remained fresh and popular among Baltimore high schools. Therefore, CLIA believed that its plans for a youth court were emerging in a favorable context.

However, late in the spring of 2006, the entire youth advocacy plan was rebuffed by the administration at the Southside Academy. In response, during the summer of 2006, CLIA staff began preparing a new project that could be implemented the following fall in a different school. The project would help youth from the Cherry Hill and Pigtown communities to develop entrepreneurship skills, while simultaneously incorporating a youth advocacy component. One possibility was to have youth clean houses and then bill owners, with the University of Maryland School of Law Community Justice Clinic students helping to ensure that the youth were paid for their work. At the same time, there was discussion of whether CLIA could set up a youth court at New Era Academy, a school within the same building as the Southside Academy in Cherry Hill but with a completely separate administration. New Era was excited about the idea of a youth court. However, neither of these ideas developed much past the discussion stage.

In January of 2007, CLIA staff put together a plan with three components, one based in Cherry Hill, a second in Pigtown, and a third planned for the National Symposium (described above). First, in Cherry Hill, the new plan called for recruiting five to ten high school seniors, training them in advocacy, and then paying them to work in the community. Teen Leaders for Change (TLC) was thus created, and eight youth were recruited to participate from the New Era Academy. CLIA taught the teens mapping skills and sent them out to survey the Cherry Hill neighborhood. They also

linked the youth with a community-based mentoring program for gang-risk kids, a large problem in Cherry Hill.

Second, in Pigtown CLIA set up a different youth advocacy group. This group was recruited to walk the community to identify code violations, and all participating youth were given stipends for their time. The youth were charged with writing up their work into a report and giving a public presentation of their findings. CLIA hired a trainer to work on youth empowerment issues with the teens. Two of the teens were selected to do quality of life code enforcement, a special designation.

Third, CLIA hosted a youth media showcase at the National Symposium. Youth from around the country were invited to send in video tapes of their vision of violence and self in the community. The youth media showcase was the opening event for the Symposium highlighting how youth-made media can impact public safety and violence in their communities.

Evaluation Plan

Revised to reflect the changes made to the implementation plan, the evaluation eventually consisted of four pieces.[7] First, the evaluators documented the process of arriving at the final plan for this component, in particular noting the obstacles and barriers of attempting to work with a high school, Southside Academy, with little motivation to participate. Second and third, focus groups were planned for each of the two youth community advocacy groups. These focus groups did not ultimately take place, however, for various logistical reasons.[8] Lastly, a survey was designed to be implemented at the Youth Media Showcase at the National Symposium to assess thoughts about the showcase. The survey was given to all who attended the showcase, including youth.

Feedback on the Youth Media Showcase

The evaluation team did obtain specific feedback on the third program component – the Youth Media Showcase. The Showcase was the kick-off event Thursday evening at the National Symposium, and there were more than 100 people in attendance. The event was split into three sections focusing respectively on Identity, Community Life, and Systemic Change. Each section highlighted approximately five videos from teenagers

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[7] Initially, the evaluation plan was going to include several components: exit surveys for the community advocacy program youth in both Pigtown and Cherry Hill (Southside Academy); exit surveys for youth court members at Southside; a focus group with the Pigtown youth advocacy group; a subsection of questions about the efficacy of youth court within Southside Academy on the May 2006 teacher and student surveys discussed in the conflict resolution component above; baseline and follow-up statistics on disciplinary measures at Southside Academy including referrals to youth court; and baseline and follow-up statistics on code violations focused on by the youth. Virtually none of these activities were feasible.

[8] Due to scheduling conflicts over the summer, the focus group with the Pigtown youth was not possible. A focus group with Teen Leaders for Change (the Cherry Hill group) was scheduled for early June 2007. The group then had to be cancelled because only one student had obtained a signed parental consent form (which was required by the Center for Court Innovation Institutional Review Board). The group was rescheduled for later in June, but on the day of the group, none of the teens showed up, despite valiant efforts by CLIA staff to ensure attendance.

and ranged in style from documentaries to reenactments to dramatic fiction. Anecdotally, the audience was extremely impressed with the quality of the videos and the depth of the youth perspective. The School of Law planners handed out the Showcase surveys with the symposium materials. Nine attendees filled out their session evaluations. Of the nine, one person was 19-25 years old, but the rest were over the age of 25. Participants were asked to rate their agreement with the following statements, with one meaning "strongly disagree" and five "strongly agree":

- Media is an effective way for <u>youth</u> to express thoughts about injustice and violence: 4.78
- Media is an effective vehicle for <u>youth</u> to speak to <u>adults</u> about violence: 4.67
- Overall, the panel discussion was interesting: 3.56
- Overall, the Youth Media Showcase was an excellent event: 4.33

A common opinion expressed in the comments section of the session evaluation was that the short films were excellent, but that the panel did not adequately reflect the youth voice: "I'd like to hear more from the youth. The young man was excellent. He opened my eyes to his and his peers' way of thinking." And: "More of the video clips. They were great."

<u>Next Steps</u>

Beyond the Symposium, CLIA identified for itself an ongoing challenge of figuring out how to engage youth as part of the larger Community Justice Initiative. Perhaps the best way to assess the year and a half of the evaluation period is to think of it as a planning phase, with implementation of the three components described above just beginning prior to the completion of this evaluation document. Some of the planned activities could be more effectively evaluated at the end of the upcoming school year (2007-2008) now that this program is up and running at full speed.

Chapter Six. Conclusion

This chapter reviews the accomplishments, assets, and challenges of the Baltimore Community Justice Initiative during the 20-month evaluation period. Appendix E describes some of the achievements of the initiative that have taken place since the end of the evaluation period.

Accomplishments

From January of 2006 through August of 2007, accomplishments related to the initiative included the following:

- Established a citywide network of almost 200 contacts throughout the criminal justice system as well as in the communities of Pigtown and Cherry Hill;
- Created a Task Force that met quarterly to discuss common issues;
- Formed several work groups that grew out of the larger Task Force; the work groups met monthly and the largest ones focused on the community and the courts;
- Made inroads in the criminal justice community in Baltimore regarding support for the idea of a community court;
- Obtained the commitment of a State Senator to sponsor legislation if it is needed in the future to implement a community court in Baltimore;
- Fostered an environment that enabled other community justice projects to emerge throughout the city, including a prostitution task force, a community prosecution project, a community defense program, and the creation of the Office of Problem-Solving Courts within the Maryland judiciary;
- Designed a School of Law Community Justice Clinic that allowed practicing attorneys the opportunity to help introduce future attorneys to community justice; the Clinic also allowed law students the opportunity to immediately impact the community justice system via participation and support within the initiative;
- Held a national symposium to discuss community justice across the country, engaging both local and national interested parties;
- Established a peer mediation conflict resolution program within a local high school, the Baltimore Freedom Academy; and
- Created two youth advocacy programs in Cherry Hill and Pigtown respectively to engage the teenagers of these neighborhoods.

Furthermore, the School of Law established itself as the convener of choice for community justice programs across the city – that is, the organization best positioned to bring all of the relevant stakeholders to the table.

Assets

        The most important assets of the Baltimore Community Justice Initiative that assisted its work to date and will continue to be instrumental to its ability to generate positive changes are:

- *Perseverance*: The goals of the initiative were broad and large; yet the planners were not discouraged by the gradual nature of the change process. Leaders were able to shift gears when challenges emerged. The optimism and perseverance of key participants in the initiative will serve it well in the future.

- *Leadership:* It was clear from stakeholder interviews that the University of Maryland School of Law was widely considered an effective and appropriate central convener on the issue of community justice in the City of Baltimore.

- *Inclusiveness:* Contrary to many justice system projects, the Baltimore Community Justice Initiative made certain that relevant agencies and organizations were invited to join in their conversations, both from the justice system and the communities to be served. Inclusiveness also generates challenges, particularly with regard to eliciting regular participation and timely decision-making.

- *Trust:* As a result of a complex political world, complicated personalities, and a previous failed attempt to implement a community court due to a lack of funding, stakeholders began this process with a lot of hope but with a lot of skepticism, as well. As this evaluation period developed, a certain level of trust developed among the relevant agencies and the community to allow them all to share regular discussions about common goals and policy ideas.

Challenges

        Despite the progress realized by the initiative, there remain several important challenges:

- *Clear objectives:* Several stakeholders felt unsure of the initiative's objectives or plan of action, particularly at the outset. Until the initiative becomes a more established force within the city, the group may need to act in smaller and more focused ways, achieving tangible successes to build trust and sustain momentum.

- *Concrete action:* This group of stakeholders will need a substantial achievement in order to continue their efforts within the Task Force. They have been burned before, prior to the initiative, and do not want to waste their time working on a project that is not going to go beyond an academic exercise.

- *Engaging high-level decision-makers:* As many stakeholders noted, nothing will happen in the City of Baltimore without the support of the Mayor, the legislature, and the judiciary. The initiative will need to develop further connections within the Mayor's office, and continue to develop the relationship with Senator Gladden

and other state legislators. Perhaps the planners can use Judge Cooksey as a stepping stone to obtain a formal commitment from policymakers within the judiciary. Related, the planners should think of ways to engage more community members at the grassroots level.

- *Trust:* Although the initiative has been able to get many stakeholders to the table, noted above as an achievement and asset, the group still has a ways to go towards building a truly trustworthy relationship between all of the relevant agencies and individuals. Ideally, the initiative will benefit as those representing each individual agency and set of interests become more fully authorized and comfortable sharing their own agency's agenda – and in turn allowing that agenda to be affected by discussions within the Task Force.

- *Building a Higher Profile:* Even some of the stakeholders targeted by the initiative had never heard of the Baltimore Community Justice Initiative. The planners will need to make the "Baltimore Community Justice Initiative" more of a brand name in the city. Beyond helping efforts with the legislature, judiciary and the Mayor, this will go a long way towards becoming entrenched in the communities within which the initiative wants to have an impact.

In conclusion, it is clear that this initiative has made a significant contribution to community justice within the City of Baltimore. The initiative has established a single, centralized infrastructure and network within the City of Baltimore for communication and collaboration around community justice issues. Further, stakeholders believe the University of Maryland School of Law is the only institution that could have achieved this result. The confidence, motivation, optimism and genuine belief among stakeholders in a better Baltimore community justice system is, by far, the strongest asset of the initiative going forward.

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Appendix A

Baltimore Community Justice Initiative
CCI Interview Protocol

Questions Asked of All Stakeholders at Both Baseline and Follow-Up

1 – What is your personal involvement with the Baltimore Community Justice Initiative? (prod for whether they attend meetings, which meetings, task responsibilities)

2 – Who else from your agency/organization is involved in this Initiative? (prod for sense of agency/organization support)

3 – Do you see a community court as part of this Initiative? When?

4 – What do you think about the role of the University of Maryland School of Law as convener for this Initiative?

Questions Asked Only at Baseline

1 – What would you like to see happen from this project?

2 – What are the biggest barriers/obstacles in the way of the Initiative?

3 – What is realistic to see happen within a year? In a year, I will hopefully be able to conduct a follow-up interview with you and I will ask whether these things have been done.

4 – Do you have any specific involvement with Cherry Hill or Washington Village/Pigtown?

5 – (based on the answers to the previous question, only ask this of relevant stakeholders) What do you think are the biggest problems in Cherry Hill / Washington Village/Pigtown?

6 – Is there any other specific areas on which the Initiative should focus?

Questions Asked Only at Follow-Up

1 – What has happened since baseline? (probe for Initiative activity, as well as any organization/agency progress; specifically ask about the things they said would be done in a year at baseline)

2 – What have been the obstacles/challenges?

3 – Looking forward, what do you see as the realistic goals for this Initiative? What can it achieve? What are its remaining obstacles?

Appendix B

<div align="right">June 29, 2006</div>

Dear Baltimore Community Member:

The Center for Court Innovation has been hired to conduct an evaluation of the University of Maryland School of Law Community Justice Initiative. This Initiative focuses on the neighborhoods of Washington Village/Pigtown and Cherry Hill, and consists of five major components:

- Community Capacity Building & Sustainability;
- Community Prosecution;
- Justice System Stakeholders;
- School Conflict Resolution; and
- Youth Advocacy.

You are being sent this survey because you have been identified as a stakeholder of this Initiative. Please take a few minutes and fill out this survey and return it to me in the provided stamped and addressed envelope. Feel free to get in touch with me if you have any questions about this survey or the project, in general.

Thank you for your time.

Dana Kralstein
Associate Director of Research, Center for Court Innovation
Principal Investigator, Baltimore Community Justice Initiative
(212) 373-1685
dkral@courts.state.ny.us

Baltimore Community Justice Initiative
Network Communication Analysis

During the past three (3) months, approximately how frequently did you communicate with each of the following agencies on matters pertaining to the Baltimore Community Justice Initiative or community capacity / sustainability in Pigtown/Washington Village or Cherry Hill? Please consider all forms of communication - in person, phone, fax, email, etc. when marking your answer.

For each organization, please make a check (√) to mark the best answer.

Agency/Organization	5 or more times/month	2-4 times/ month	1 time/ month	Fewer than 1 time/month	Never
University of Maryland School of Law					
Office of the State's Attorney					
Office of the Public Defender					
Legal Aid Bureau					
Baltimore Police Department					
District Court					
Division of Parole & Probation					
Mayor's Office					
Other City Agency					
Safe & Sound Campaign					
Washington Village/ Pigtown Planning Council					
Cherry Hill 2000					
New Beginning Bible Church					
Other Community Group					

Who is the one person you speak with most frequently about the Initiative or these neighborhoods?

Overall, how would you rate your level of satisfaction regarding the FREQUENCY of communication with these colleagues? (Please circle best answer)

1. Very Satisfied
2. Satisfied
3. Neutral
4. Dissatisfied
5. Very dissatisfied

Overall, how would you rate your level of satisfaction regarding the QUALITY of communication with these colleagues? (Please circle best answer)

1. Very Satisfied
2. Satisfied
3. Neutral
4. Dissatisfied
5. Very dissatisfied

YOUR NAME: _____

YOUR AGENCY / ORGANIZATION: _____

Thank you!

Appendix C

The Deeper End of the Pond:
Innovative Practices in Community Justice
March 8-10, 2007
SYMPOSIUM EVALUATION

Please take a moment to give us your comments regarding this symposium. Your comments and suggestions are important and will assist us in planning future events. This survey is designed to preserve your anonymity.

WHAT TYPE OF WORK DO YOU DO?_____
(Public defender, prosecutor, community activist, social worker, health worker, probation officer, etc.)

Thinking about the last few days at this symposium, please rate your level of agreement with the following statements:

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
I learned strategies that I will use to combat violence in my community.	1	2	3	4	5
I made professional contacts that I will use in the future.	1	2	3	4	5
I am rethinking the relationships among community members and the justice system.	1	2	3	4	5
I would like to get involved / continue to be involved in getting youth engaged in the justice system.	1	2	3	4	5
Overall, this symposium changed my thinking about community justice.	1	2	3	4	5
Overall, this symposium made me think more about the community perspective of the justice system.	1	2	3	4	5
Overall, this symposium made me think more about the prosecution perspective of the justice system.	1	2	3	4	5
Overall, this symposium made me think more about the defense perspective of the justice system.	1	2	3	4	5
Overall, this symposium made me think more about the judiciary perspective of the justice system.	1	2	3	4	5

Please rate the following overall aspects of the symposium:

	Poor		**Neutral**		**Outstanding**
Friday Morning Plenary (Dr. Elijah Anderson: "Why" individuals choose to embrace criminal and anti-social behavior in a community)	1	2	3	4	5
Friday Lunch Plenary (The Honorable Alex Calabrese: Red Hook Community Justice Center)	1	2	3	4	5
Friday Community Justice Banquet (Father Gregory J. Boyle S.J.)	1	2	3	4	5
Saturday Breakfast Discussion (Expertise Areas Strategizing Best Practices)	1	2	3	4	5
Saturday Lunch Plenary (Bronx Community Solutions)	1	2	3	4	5
Presenters	1	2	3	4	5
Session Topics	1	2	3	4	5
Materials	1	2	3	4	5
Overall Symposium	1	2	3	4	5

Of all that you learned at this symposium, what do you consider the most valuable?

Do you have any additional suggestions or comments for the planners of this symposium?

Do you work in the Baltimore area?   Yes   No

If you would like to learn more about the University of Maryland School of Law-Community Justice Initiative, please give your name and contact information.

Name _____   Email

_____

YOUTH MEDIA SHOWCASE

Please take a moment to give us your comments regarding the Youth Media Showcase. Your comments and suggestions are important and will assist us in planning future events. This survey is designed to preserve your anonymity.

AGE: _____ **Less than 19** _____ **19-25** _____ **26+**

<u>Thinking about the Youth Media Showcase and Panel Discussion, please rate your level of agreement with the following statements:</u>

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Media is an effective way for <u>youth</u> to express thoughts about injustice and violence.	1	2	3	4	5
Media is an effective vehicle for <u>youth</u> to speak to <u>adults</u> about violence.	1	2	3	4	5
Overall, the panel discussion was interesting.	1	2	3	4	5
Overall, the Youth Media Showcase was an excellent event.	1	2	3	4	5

Do you have any additional suggestions or comments for the planners of the Youth Media Showcase?

SESSION I: COMMUNITY CAPACITY BUILDING

Please take a moment to give us your comments regarding the workshops at this symposium. Your comments and suggestions are important and will assist us in planning future events. This survey is designed to preserve your anonymity.

What Type Of Work Do You Do?_____
(Public defender, prosecutor, community activist, social worker, health worker, probation officer, etc.)

Please rate the workshop that you just attended:

	Poor		**Neutral**		**Outstanding**
Interactive Techniques to Promote Mutual Understanding Between Students of Different Backgrounds	**1**	**2**	**3**	**4**	**5**
Hospital Based Violence Intervention Project Success Story	**1**	**2**	**3**	**4**	**5**
Shape Matters – Circles of Community Justice And Community Building	**1**	**2**	**3**	**4**	**5**
Victims of Crime as Community Justice Participants	**1**	**2**	**3**	**4**	**5**
No Longer a Traditional Way of Thinking: Looking at the Justice System From a Unique Vantage Point	**1**	**2**	**3**	**4**	**5**
Mediators At Large: Mediating Criminal Cases in the Community	**1**	**2**	**3**	**4**	**5**

Do you have any additional suggestions or comments for the planners of this symposium?

SESSION II: PROBLEM SOLVING COURTS

Please take a moment to give us your comments regarding the workshops at this symposium. Your comments and suggestions are important and will assist us in planning future events. This survey is designed to preserve your anonymity.

What Type Of Work Do You Do?_____
(Public defender, prosecutor, community activist, social worker, health worker, probation officer, etc.)

Please rate the workshop that you just attended:

	Poor		**Neutral**		**Outstanding**
Juvenile Justice – Alternative Youth Justice Programs that Work	**1**	**2**	**3**	**4**	**5**
Community Courts – Three Perspectives From Around the Country	**1**	**2**	**3**	**4**	**5**
Community Prosecution – Lessons for Successful Community Engagement	**1**	**2**	**3**	**4**	**5**
Depending the Pond – Spreading Community Justice Practices	**1**	**2**	**3**	**4**	**5**
Diversion in Maryland Pre-Arrest & Post-Arrest	**1**	**2**	**3**	**4**	**5**
Going to Scale with Innovations in Community Justice	**1**	**2**	**3**	**4**	**5**
Grass Roots Justice in the Heartland: Advancing the Healing of Conflict & Injustice Through Restorative Justice and Drug Courts	**1**	**2**	**3**	**4**	**5**

Do you have any additional suggestions or comments for the planners of this symposium?

SESSION III: COMMUNITY & GOVERNMENT COLLABORATION

Please take a moment to give us your comments regarding the workshops at this symposium. Your comments and suggestions are important and will assist us in planning future events. This survey is designed to preserve your anonymity.

What Type Of Work Do You Do?_____
(Public defender, prosecutor, community activist, social worker, health worker, probation officer, etc.)

Please rate the workshop that you just attended:

	Poor		Neutral		Outstanding
Community Policing – Maryland Strategies And a Case Study of Austin Police Department's "Community Immersion Program"	1	2	3	4	5
Arkansas Community Corrections	1	2	3	4	5
Prison Reentry – State, City & Community Collaboration	1	2	3	4	5
Public Defenders as Partners in Community Justice – Looking Back as we Look Ahead	1	2	3	4	5
Putting the Community Back in Community Supervision	1	2	3	4	5
"Maryland Prison Gangs" Coming to a Neighborhood Near You	1	2	3	4	5
Communities Taking Action to Prevent Sex Abuse of Children	1	2	3	4	5

Do you have any additional suggestions or comments for the planners of this symposium?

SESSION IV: WOW!

Please take a moment to give us your comments regarding the workshops at this symposium. Your comments and suggestions are important and will assist us in planning future events. This survey is designed to preserve your anonymity.

What Type Of Work Do You Do?_____
(Public defender, prosecutor, community activist, social worker, health worker, probation officer, etc.)

<u>Please rate the workshop that you just attended:</u>

	Poor		**Neutral**		**Outstanding**
Collaborative Reintegration: Breaking the Cycle of Intergenerational Juvenile Delinquency And Adult Criminality	**1**	**2**	**3**	**4**	**5**
Micro-Enterprise Development: Battling Through Self-Employment	**1**	**2**	**3**	**4**	**5**
Incarcerated Men Taking Responsibility for Building Crime Free Community	**1**	**2**	**3**	**4**	**5**
Uncommon Partners in Justice	**1**	**2**	**3**	**4**	**5**
Community and Law Enforcement Working Together to Fight Violent Crime	**1**	**2**	**3**	**4**	**5**
Community Justice Around the Globe	**1**	**2**	**3**	**4**	**5**
Medication & Medicaid Access for Persons With Mental Illness Being Released from Prison	**1**	**2**	**3**	**4**	**5**
Tribal Justice	**1**	**2**	**3**	**4**	**5**

Do you have any additional suggestions or comments for the planners of this symposium?

Appendix D

Baltimore Community Justice Initiative
National Symposium Evaluation Report

On March 8th through 10th, the University of Maryland School of Law hosted a National Symposium, entitled "The Deeper End of the Pond: Innovative Practices in Community Justice." There were approximately 350 attendees from all over the country. Overall, the Symposium was a great success. On a scale of one to five, with five being outstanding, attendees rated the Symposium on a whole a 4.54.

The Symposium was split into five general sections spread over the 3 days. The first section was Thursday evening and was Youth Media Showcase, "Community Justice: Realities & Possibilities." The second section was Friday morning and included a plenary talk with Dr. Elijah Anderson and a break-out session focusing on "Community Capacity Building." The third session started with lunch on Friday where the plenary was led by The Honorable Alex Calabrese and continued into an afternoon break-out session entitled "Problem Solving Courts." The fourth session started with a late afternoon break-out, "Community & Government Collaborations" and went into the dinner Community Justice Banquet featuring Father Gregory J. Boyle as the speaker. Lastly, the final session was on Saturday morning beginning with a break-out session, "WOW! Workshops" and ended with the lunch plenary, Bronx Community Solutions. First, the overall symposium will be reviewed and then each subsequent session.

Overall Symposium Evaluations

Although approximately 350 people attended the symposium, only 34 completed the overall survey form. Half of the people who completed the form work in the Baltimore area, most of them in the community (65%; the other 35% were people who identified as working the criminal justice system.) Overall, for all 34 respondents, about two-thirds of them work in the community (62%) and the rest work in the criminal justice system.

Overall, respondents were asked to rate their agreement with a series of questions from 1 to 5, with 1 being strongly disagree and 5 being strongly agree:

- *I would like to get involved/continue to be involved in getting youth engaged in the justice system* = 4.35
- *I made professional contacts that I will use in the future* = 4.35
- *I am rethinking the relationships among community member and the justice system* = 4.09
- *I learned strategies that I will use to combat violence in my community* = 4.09
- *Overall, this symposium has changed my thinking about community justice*= 3.97
- *Overall, this symposium made me think more about the community perspective of the justice system* = 4.18
- *Overall, this symposium made me think more about the prosecution perspective of the justice system* = 3.91

- *Overall, this symposium made me think more about the judiciary perspective of the justice system* = 3.91
- *Overall, this symposium made me think more about the defense perspective of the justice system* = 3.68

It's clear that respondents felt they had learned a tremendous amount at this Symposium and that the sessions overall made them change some of their thinking. In particular, working with youth and making professional contacts.

The surveys then asked respondents to rate the five overall plenary sessions from one to five, with five being outstanding. Every single session was considered to be good to outstanding. Clearly, the Banquet and Judge Calabrese were the big hits of the Symposium.

- *Friday Morning Plenary, Dr. Elijah Anderson* = 4.27
- *Friday Lunch Plenary, The Honorable Alex Calabrese* = 4.52
- *Friday Community Justice Banquet, Father Gregory J. Boyle* = 4.60
- *Saturday Breakfast Discussion, Expertise Areas* = 3.90
- *Saturday Lunch Plenary, Bronx Community Solutions* = 4.22

Lastly, the respondents rated the Symposium overall in a variety of formats, again on a scale from one to five, with five being outstanding.

- *Presenters* = 4.44
- *Session Topics* = 4.41
- *Materials* = 4.19
- *Overall Symposium* = 4.54

Respondents were asked what they thought was most valuable about their participation at the Symposium. There were a variety of answers, but the most common was the reentry session. People said this session helped them learn how offenders think, what motivates their behavior, and see that the community and reentry are hand-in-hand. Respondents also enjoyed learning about the different models of community courts and alternatives to incarceration being used throughout the country, although one noted that it was a shame that community courts don't do enough to engage the defense bar. Several attendees talked about the networking and partnerships made from participating in the Symposium. The most exciting comments also included the vision for Baltimore. "Baltimore is on the right track and is committed to making these changes. Our efforts are lead by the community and the just system need to catch up." "We need to adopt a Red Hook program all over Baltimore."

Here is a summary of some of the written comments that respondents included on their evaluations. After talking about what was most valuable, all of the "other" comments were practical.

- "Vegetarian lunches need more protein please!"
- "Friday was too jam-packed. It was stimulus packed and we needed longer breaks."
- Give all attendees copies of all the presentations – sometimes hard to follow only on PowerPoint

- Saturday and evening sessions are hard to get good turn-outs; host on days that would encourage more participation
- "Expand capacity to accommodate more participants. This is/was a fantastic 1st conference!"
- Offer a tour of the graveyard, more local history
- More networking
- More topics involving juveniles
- More community points of view.

There were also some useful recommendations about the format of the session. It was suggested that perhaps using moderators or doing some preparation work with the presenters in advance could ensure high quality across all of the sessions. In the end, there were several people who also commented on the greatness of the symposium, but the feeling that more needs to be done.

"Symposiums/forums are great, but there must also be a plan of action. Yes, we can use what we have learned or shared, but it must be put out there to get a great benefit." Attendees clearly got a lot out of their participation in the Symposium and the local ones are now ready to continue the move into action phases.

Youth Media Showcase

The Youth Media Showcase was the kick-off event Thursday evening. There was an excellent turn-out of more than 100 people. Unfortunately, only nine attendees filled out their evaluations for this session. Of the 9, one person was 19-25 years old, but the rest were all over the age of 25. This workshop was also rated on a scale of 1 to 5, with 1 being strongly disagree and 5 being strongly agree.

- *Media is an effective way for <u>youth</u> to express thoughts about injustice and violence* = 4.78
- *Media is an effective vehicle for <u>youth</u> to speak to <u>adults</u> about violence* = 4.67
- *Overall, the panel discussion was interesting* = 3.56
- *Overall, the Youth Media Showcase was an excellent event* = 4.33

Some of the comments for this session suggested that the panel should have included more of the youth voice. The common opinion was that the short films were excellent, but that the panel did not adequately reflect the youth voice. "I'd like to hear more from the youth. The young man was excellent. He opened my eyes to his and his peers way of thinking. More of the video clips. They were great. Not so much time on discussion unless it's the youth." "This was a forum about youth to hear their realities. It would have been nice to hear their voices instead of those of adults talking about their own realities and perceptions." Other comments:

- "It was great to have resource tables about youth media and their information about media classes in Maryland for youth."
- "Ran kind of late."
- "Very motivating ideas."

Session I Workshops: Community Capacity Building

There were six sessions conducted during this break-out period. Each session was rated on a scale of 1 to 5, with 5 being outstanding. Comments about each session are included below.

- *Shape Matters – Circles of Community Justice & Community Building* = 4.50 (26 respondents)
    - "More time to filter nuances of discussion, i.e. differences between working with young adults, conferencing."
    - "We need to be doing this." "Everyone should have this!"
    - "Excellent presenters, very interesting."
    - "Q&A was quite dynamic, same tone needs to be fit into the presentations."
    - "Keep on task-one person took up a lot of time."
    - "Bring the folks back!"

- *No Longer a Traditional Way of Thinking: Looking at the Justice System From a Unique Vantage Point* = 4.46 (46 respondents)
    - "Great presentations by all presenters."
    - "The session should have been a little longer – these ladies were fabulous!"
    - "Great information. Great presenters."
    - "An excellent presentation, especially Judge Holland's explanation of the felony drug initiative."
    - "Would have liked handouts for Gatting and Holland."
    - "Excellent, engaging and thoughtful. Thanks for putting this together."
    - "Shorter presentations so more time for discussions." "More time for Q&A."
    - "All three of the presenters were highly knowledgeable and dynamic speakers. Thank you!!"

- *Hospital-Based Violence Intervention Project Success Story* = 4.44 (16 respondents)
    - "Wonderful presentation. Fund this and other types of intervention programs like this."

- *Mediators at Large: Mediating Criminal Cases in the Community* = 4.39 (23 respondents)
    - "Role play went far too long, should be tailored to show each phase but with special emphasis on resolution. We got the idea after 10 minutes. Would like to have had more discussion about where mediation/conflict resolution can fit into the juvenile/adult process, including diversion, pre-sentencing or disposition, onset of probation or violations of probation. Would have liked to hear more about mediation conflict resolution in both criminal and juvenile courts."
    - "Enjoyed the mock mediation."

- o "Role play very informative. Would like to know about community conferencing and sentencing circles."
- o "Role play a good method to introduce the mediation process."
- o "Excellent role playing; simulations would have benefited from more common or usual solution (rather than both parties sharing the same employer.)"
- o "It was great to have a demonstration of mediation. Also, I really enjoyed learning about one of the experiences from the audience."
- o "A little more time for dialogue with the presenters. Otherwise, excellent!"
- o "Excellent presenters. Dynamic and thought provoking."
- o "Needed more time for questions and info sharing among attendees."
- o "Maybe start with film and then work to intro's and Q&A."

- *Victims of Crime as Criminal Justice Participants* = 4.24 (17 respondents)
  - o No additional comments

- *Interactive Techniques to Promote Mutual Understanding Between Students of Different Backgrounds* = 3.86 (21 respondents)
  - o "Interesting introduction to mediation techniques for someone without any background with these issues. I had thought, from reading the description of the workshop, that it would be content-focused but instead it was process/technique-focused. Interesting nonetheless."
  - o "Video good, other visuals poor. Defining process was very helpful by first presenters."
  - o "Too short."
  - o "We had a small group, would have been nice to have everyone introduce themselves and tell their work interest."
  - o "More examples of successful groups that are being used around the country."

Session II Workshops: Problem Solving Courts

There were seven sessions conducted during this break-out period. Each session was rated on a scale of 1 to 5, with 5 being outstanding. Comments about each session are included below.
- *Measuring Success of Community Justice Initiatives* = 4.50 (8 respondents)
  - o "Because of confusion regarding description of session, I expected more discussion about statistics and measuring the success of a community court. The few stats discussed here were interesting."
  - o "Both presenters made very organized and articulate presentations. Excellent use of PowerPoint to emphasize or outline. The lectures had excellent explanations, examples and analysis to implement PowerPoint rather than just read from PowerPoint."

- *Community Courts-Three Perspectives from Around the Country* = 4.47 (15 respondents)
  - "The three guest speakers gave out some great information and they are working with the community from their heart."

- *Community Prosecution-Lessons for Successful Community Engagement* = 4.38 (21 respondents)
  - "Could have used more stories, examples, visuals, even at the expense of audience participation."
  - "Very interesting. I appreciated the diversity of the panelists."

- *Juvenile Justice-Alternative Youth Justice Programs that Work* = 4.27 (33 respondents)
  - "Good balance between presentation and discussion."
  - "I didn't feel as if I actually got information I could transfer to my own juvenile justice diversionary program. Rick and Chris were dynamic speakers."
  - "Too much lecture."
  - "Well done. Interesting and engaging."

- *Grass Roots Justice in the Heartland – Advancing the Healing of Conflict and Injustice Through Restorative Justice and Drug Courts* = 4.25 (12 respondents)
  - "A general criticism, there needs to be greater audience interaction-but they were good! The concept of law as one of the healing arts, aka therapeutic jurisprudence calls out for greater attention paid to it-the staggering umber of incarcerated individuals with mental health or physical health needs demands that a more equitable form of justice be applied. Excellent give and take."
  - "Cait Clarke always runs a great program. Good mix of attendees-great speakers – good ideas exchanged."
  - "Stories very compelling. Enjoyed former addicts view. Good ideas."

- *Deepening the Pond-Spreading Community Justice Practices* = 4.19 (16 respondents)
  - "Are there any community court programs that have a defendant perspective? Felt like no balance there."
  - "Great balance of presentation and discussion. Very, very informative!!!"
  - "Moderator - a bit too tight a hold on discussion."
  - "Moderator of this panel monopolized asking questions during the session. At one point she interrupted a participant, told him to 'wait a minute' and proceeded to ask a number of questions herself!"
  - "The three guest speakers gave out some great information and they are working with the community from their heart."
  - "Very informative."
  - "Would like to see more community basis, community driven examples rather than all criminal justice system driven examples."

- *Diversion in Maryland Pre-Arrest & Post-Arrest* = 4.17 (6 respondents)
  - "Everyone should have this!"

Session III Workshops: Community & Government Collaborations

There were seven sessions conducted during this break-out period. Each session was rated on a scale of 1 to 5, with 5 being outstanding. Comments about each session are included below.

- *Public Defenders as Partners in Community Justice – Looking Back as we Look Ahead* = 5.00 (8 respondents)
  - "Interesting lecture on problem solving courts history. Provocative discussion. Wonderful story-telling by ex-OPD client."
  - "Interesting perspective from law professor. Looking forward to finding more ways to work with my PD's."
  - "Professor Quinn's historical perspective should be a presentation for everyone. OPD did a great job too!"
  - "The historical information was fascinating – some of which I did not know. However, efforts to make social correction of social ills far predates problem solving courts with ever-increasing volume of court cases and the need to collaborate in order to reach some of those 'lower-case' crimes, the fact that resources can be court mandated would seem to be more an asset."

- *"Maryland Prison Gangs" Coming to a Neighborhood Near You* = 4.88 (24 respondents)
  - "Dynamic speaker. Very informative."
  - "Excellent speaker and presentation."
  - "Generates a lot of conversation and discussion!"
  - "Great visuals! Very informative!"
  - "Johnson is terrific."
  - "Mr. Johnson should go to youth groups to educate all taxpayers."
  - "Wish there was more communication or how we can percent gangs."
  - "Wow! Very well done and discussion was great."

- *Community Policing – A Future Without Law Enforcement?* = 4.85 (13 respondents)
  - "Great panelists. Well constructed."
  - "Great!"
  - "Jeff Adickes especially great, but all really interesting and insightful."

- *Prison Reentry – State, City & Community Collaboration* = 4.83 (12 respondents)
  - "All were excellent. Thank you for power point notes. Very helpful. Pete was great."
  - "More time would have been good."
  - "Pete is a true example of what a person can do – when one decides it is time for a change."
  - "Pete is great! Thanks for having a real success story on hand."
  - "Pete made the presentation."

- *Putting the "Community" Back in Community Supervision* = 4.50 (6 respondents)
  - "I found both presenters knowledgeable."

- *Arkansas Community Corrections* = 4.00 (3 respondents)
  - No additional comments

- *Communities Taking Action to Prevent Sex Abuse of Children* = 3.60 (5 respondents)
  - "I didn't understand at first how this fit in, but I think now that it is actually so new – people are more skeptical. Innovative."
  - "I might have been better served by the Center for Sex Offender management. We didn't get a real blue print for implementation of the perception of sex abuse of children by knowing offenders moving back into the community and that was what I was expecting."

Session IV Workshops: WOW!

There were eight sessions scheduled for this break-out period. Unfortunately, the session on Medication and Medicaid did not have any attendees so it was cancelled. The rest of the sessions were rated on a scale of 1 to 5, with 5 being outstanding. Comments about each session are included below.

- *Micro-Enterprise Development: Battling Poverty Through Self-Employment* = 5.00 (1 respondent)
  - "The two sessions merged. Great program."

- *Tribal Justice* = 5.00 (3 respondents)
  - "Excellent session!"

- *Community and Law Enforcement Working Together to Fight Violent Crime* = 4.71 (7 respondents)
  - "The best presentation of this entire symposium. Other than the keynote speakers like Father Boyle."

- *Incarcerated Men Taking Responsibility for Building Crime Free Community* = 4.6 (5 respondents)
    - "The very best presentation I attended."
    - "This is the kind of thing that doesn't happen because there are no grants. Great presentation"
    - "Very much enjoyed hearing from x-offenders."

- *Community Justice Around the Globe* = 4.54 (13 respondents)
    - "I would have enjoyed taking a program and learning their planning models in a more in-depth review."
    - "Saturdays aren't the best for attendance it seems."
    - "Solid presenters – good topic. Persuasive reasons to adopt model."
    - "Thank you for sharing your experiences and expertise. Your presentation has raised many questions in my mind – the neurons are firing."
    - "This should have been earlier in the symposium."
    - "Very good discussion ensued."

- *Collaborative Reintegration: Breaking the Cycle of Intergenerational Juvenile Delinquency and Adult Criminality* = 4.24 (17 respondents)
    - "All speakers provided great resource-outstanding!"
    - "Awesome – thought provoking. Different way of looking at things."
    - "Needed more time."
    - "Outstanding info but presentations were not long enough. Would love for this to be a topic of discussion again, very soon. Thanks."
    - "Should have been given longer time – speakers were dynamic and could have provided more relevant info."
    - "The workshop was good but did not cover what I expected based on the workshop's title."
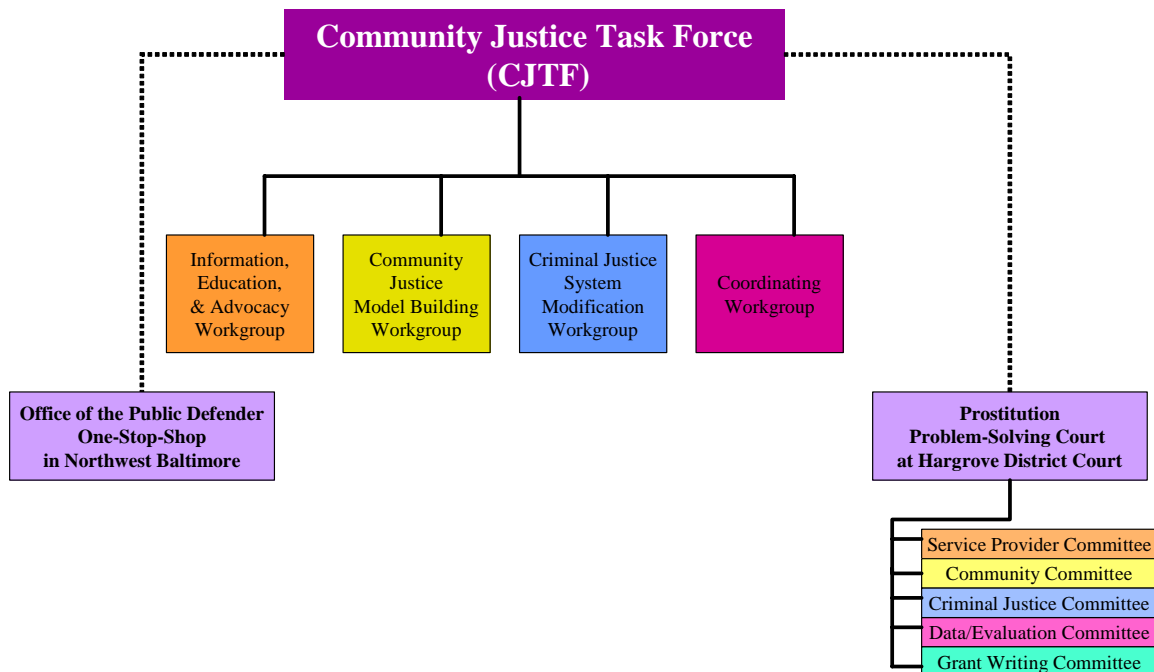   - "Very motivating."

- *Uncommon Partners in Justice* = 3.50 (2 respondents)
    - "This would be better presented as a panel! Milwaukee is a good example of overcoming adversity."

Appendix E

Activity Update: A Brief Review of Developments
Since the End of the Evaluation Period

Since the end of the evaluation period in August of 2007, several new developments have occurred as a part of the Baltimore Community Justice Initiative. First, a structural change; the Task Force adopted a new structure (pictured below) to accommodate its growing list of tasks and projects. Two additional work groups have been added: Information, Education and Advocacy, and a Coordinating work group. The Task Force is also now officially affiliated with the Office of the Public Defender's Community Defense program, the "One-Stop-Shop," as well as the State's Attorney's Office prostitution problem-solving court at the Hargrove District Court. Jennifer Etheridge's community prosecution program and the prostitution task force have coincided to form this new project, still under the supervision of Ms. Etheridge and the State's Attorney's Office.

Community Justice in Baltimore

The prostitution problem-solving court has not yet opened, but it is on the verge of implementation. When operational, the program will have jurisdiction over all prostitution cases in the three neighborhoods covered by the Hargrove District Court, including both Pigtown and Cherry Hill, as well as Curtis Bay/Brooklyn. Defendants will be able to get referrals and links to services, but it is still unclear whether they will be mandated to attend services or receive referrals only for voluntary participation.

Members of the Task Force have also been responsible for establishing a nonprofit local legal agency in Pigtown that provides a flat rate for access to an attorney within the confines of an existing restaurant. Stakeholders plan to eventually incorporate a youth entrepreneurship component that would recruit students from the Baltimore Freedom Academy to either work at the restaurant or to receive training in microenterprise.

Lastly, the University of Maryland School of Law has received a one-year grant from the federal Bureau of Justice Assistance to support their work with the Community Justice Clinic and the State's Attorney's Office. The grant will allow for the hiring of a community justice attorney to be present in court with the student attorneys as well as to facilitate the relationship between the Clinic and its community clients. The grant will also provide for a new Resource Coordinator for administrative support of the Task Force.

In addition to the above developments, the School of Law team has also developed a partnership with the University of Maryland at College Park, which is creating a website that lists all community resources available statewide. They are also planning a spring retreat for stakeholders to create a formal Baltimore Community Justice Plan.

In the months since the end of the evaluation period, the School of Law planners have found new partnerships, obtained new sources of funding, and begun to amass concrete achievements.