



Department of Public Safety and Correctional Services

Office of the Secretary

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DIVISION OF PAROLE AND
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DIVISION OF PRETRIAL
DETENTION AND SERVICES

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ON CORRECTIONAL
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CORRECTIONAL TRAINING
COMMISSION

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MARYLAND PAROLE
COMMISSION

CRIMINAL INJURIES
COMPENSATION BOARD

EMERGENCY NUMBER
SYSTEMS BOARD

SUNDRY CLAIMS BOARD

INMATE GRIEVANCE OFFICE

July 18, 2007

The Honorable Ulysses Currie
Chairman, Senate Budget and Taxation Committee
3 West, Miller Senate Office Building
Annapolis, Maryland 21401-1991

The Honorable Norman Conway
Chairman, House Committee on Appropriations
1312 Whittier Drive
Salisbury, Maryland 21801-3241

RE: Joint Chairmen's Report on the Fiscal Impact of Expanding Re-entry Services to all Pre-release Inmates

Dear Chairman Currie and Chairman Conway:

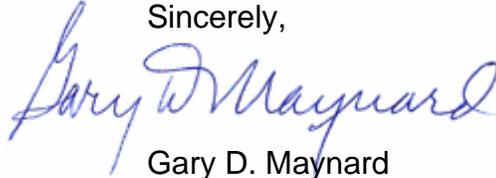
Enclosed please find the Department of Public Safety and Correctional Services' Report on Expanding Re-entry Services to Pre-release Inmates. This report is required by budget language on page 148 of the 2007 Joint Chairmen's Report. The language is as follows:

Provided that funding for Re-entry Enforcement Services Targeting Addiction, Rehabilitation, and Treatment (RESTART) programs shall not be expanded absent recidivism data and better completion rates. Further provided that \$671,000 in funds allocated for RESTART programming at pre-release facilities may not be expended until a report is submitted to the budget committees which identifies the fiscal impact of expanding reentry services to all pre-release inmates. The report shall address both the costs and resources used to provide the services.

Please accept my apology for the lateness of this report. It was due on July 1, 2007, and is therefore, 17 days late. I hope that the tardiness of this report will not interfere with the release of the associated funds.

I hope this report is both informative and helpful in your decision to release the \$671,000 for reentry. If the Department can be of any further assistance, please do not hesitate to contact me at 410-339-5005.

Sincerely,



Gary D. Maynard
Secretary

Enclosure

- c: Senator Patrick J. Hogan, Vice Chair, Senate Budget and Taxation Committee
Senator James E. DeGrange, Sr., Chair, Senate Public Safety, Transportation, and Environment Subcommittee
Delegate James Proctor, Vice Chair, House Committee on Appropriations
Delegate Charles Barkley, Chair, House Subcommittee on Public Safety and Administration
Members of the House Committee on Appropriations
Members of the Senate Budget and Taxation Committee
Mr. Matthew Gallagher, Deputy Chief of Staff, Governor's Office
Mr. Joseph Bryce, Governor's Legislative and Policy Director
Mr. Sean Malone, Governor's Deputy Legislative Officer
Mr. Warren G. Deschenaux, Director, Department of Legislative Services
Ms. Rebecca Moore, Policy Analyst, Department of Legislative Services
Ms. Diane Lucas, Supervisor, Budget Analysis, Department of Budget And Management
Ms. Elizabeth H. Moss, Staff, House Committee on Appropriations
Mr. Edward M. Cheston, Staff, Senate Budget and Taxation Committee
Ms. Shirleen Pilgrim, Staff, Senate Judicial Proceedings Committee
Ms. Cathy Kramer, Department of Legislative Services
Ms. Sarah Albert, Department of Legislative Services (5)
Deputy Secretary Mary L. Livers, Ph.D., DPSCS
Deputy Secretary G. Lawrence Franklin, DPSCS
Assistant Secretary Richard B. Rosenblatt, DPSCS
Assistant Secretary David Bezanson, DPSCS
Acting Commissioner John A. Rowley, DOC
Director Judith Sachwald, Division of Parole and Probation
Director Rhea L. Harris, Office of Legislative Affairs, DPSCS



DEPARTMENT OF PUBLIC SAFETY
AND CORRECTIONAL SERVICES

Joint Chairmen's Report on the
Fiscal Impact of Expanding Re-entry Services
to all Pre-release Inmates

July 1, 2007

Martin J. O'Malley, Governor
Anthony G. Brown, Lt. Governor
Gary D. Maynard, Secretary

Background

Within the Department of Public Safety and Correctional Services (Department), the Division of Correction (DOC) presently houses approximately 24,000 offenders (DPSCS 2005). Approximately 12,500 were released back into the community in fiscal year 2005. Most of the individuals released return to Maryland communities with a myriad of issues, including drug or alcohol addiction. Statistics show that for those released in fiscal year 2002 (12,696), a little over 49% of the offenders returned to the Department with a new conviction (new commitment to DOC or new parole/probation case) within three years of their release from prison.

The Department has a responsibility to do more than simply warehouse offenders if recidivism is to be affected. Research has found the following types of interventions effective, in terms of reductions in recidivism and increased post-release employment (Petersilia 2003, Healy Murphy 2001, Enos and Southern 2000, Travis 2005):

- Academic skills training, including adult basic education and general equivalency diplomas;
- Vocational skills training that provide both occupational skills training and employment readiness;
- Cognitive skills training programs;
- Discharge planning; and
- Substance abuse treatment.

While research identifies these interventions as effective tools to reduce recidivism, due to limited resources, we have been unable to provide an adequate supply to our population of inmates. Using research and best practices, a correctional system that focuses on preparing inmates to return to the community must be created. Our efforts to prepare offenders to reenter society had been concentrated in medium and minimum security level facilities. We are expanding the scope of that strategy to serve those incarcerated in pre-release facilities, the final stage for many exiting the prison system. There are approximately 2,300 individuals incarcerated in eight pre-release facilities throughout the state.

The average length of stay in pre-release is approximately six months. As a result, on average approximately 4,200 inmates are released through the Pre-release system each year. We note, however, that “average length of stay” is a far less meaningful concept in the pre-release environment than elsewhere in the Division of Correction. Inmates are moved to pre-release as a result of two distinct correctional functions: classification status and bed availability in pre-release facilities. Consequently, pre-release *classification* status, based on factors such as nature of offense, time served on sentence, and institutional adjustment, may be achieved some time prior to actually being transferred to a pre-release facility. Meanwhile, *bed availability* is directly impacted by low risk inmates with short sentences classified directly to pre-release upon reception. The length of stay, therefore, varies a great deal.

This dichotomy creates two categories of inmates arriving into pre-release facilities: those who have had access to programming because they are moving into a pre-release facility from a facility where programming was available; and those who are arriving at a pre-release facility without prior programming (either from a facility without programming other than education/vocational training, or directly from the Reception Center).

FY 2007 Expansion of Services to Pre-release

During the 2006 Legislative session, funding was approved to extend staff to the Pre-Release system as a part of the RESTART effort. The one-half year funding created positions in the pre-release system for 3 transition coordinators; 2 psychology associates; 4 social workers; and 4 addiction counselors. These personnel were located at the Brockbridge Correctional Facility; the Jessup Pre-release Unit; the Baltimore City Correctional Center; and the Pre-release Unit for Women. In conjunction with this appropriation, language was contained in the budget bill limiting the services provided to inmates who had previously received "RESTART" programming for at least 12 months.

Programming Plan

Recognizing that more than 95% of all of those incarcerated are eventually released, we must ensure that everyone released from our prisons receive the necessary services to prepare them for transition. Given that, it is our goal to implement a multifaceted plan for services within the pre-release system that would channel the following inmates to services: (1) inmates coming from medium and/or minimum security facilities where comprehensive programs are provided; (2) inmates coming from any of the addiction treatment programs located at other medium-security facilities; (3) inmates with special needs (especially mental health) coming to pre-release from throughout the system; and (4) (to the extent capacity permitted) inmates assessed at the Maryland Reception, Diagnostic, and Classification Center as having treatment needs with at least six months to serve. We will create a "gateway" and "hub" at the Brockbridge Correctional Facility for specialized services, such as a mental health transition unit, with aftercare services for those who have completed substance abuse and/or cognitive behavioral programs at a medium or minimum security facility. These programs would be designed to supplement "work release" and/or outside detail (road crews) job hours for those in that status and be held during the day for those without work release. Transition services would then have been available to assist all inmates with re-entry.

Individual treatment plans for these inmates will be developed by case management in conjunction with treating clinicians at the medium and minimum security level facilities, linking the inmates to array of services available at the pre-release facilities. Thus, pre-release case management assess the level of need for assistance shortly after arrival in order to determine the amount of lead-time that will be required to ensure appropriate transition to the community.

In order to accommodate those inmates able to secure jobs in the community in conjunction with work release status, after-care programs will be available during non-work hours to ensure continuation of clinical progress leading all the way up to release. "Off-hour" programming will also ease space limitations at some of the facilities and will increase availability of counseling staff to fill the positions. Discharge plans will be developed, linking inmates to critical services in the community prior to their release. That discharge plan will include inmates exiting prison with documentation needed to establish their identity, such as a social security card, birth certificate, and an identification card meeting standards put forth by the Motor Vehicle Administration. Specifically:

Transition Services. Services can be offered to inmates in the last months prior to release that will assist in the transition from incarceration and, therefore, increase the likelihood that the inmate will not re-offend. Primarily, the inmates require transition services such as applications for resources and entitlements (such as food stamps, medical assistance, and pharmacy assistance); identification documentation (to comply with the new federal Real ID Act); assistance in the location of housing; and assistance in finding employment. These functions will be performed by Transition Coordinators (Correctional Case Management Specialist Trainee, Grade 12). Given the release of approximately 4200 inmates from pre-release annually, it is estimated that a total of 14 Transition Coordinators will be required to perform these functions (a total of 11 new positions will be required in addition to the three that were included in the FY 2007 Budget).

Mental Health Transition. Prior to the FY 2007 appropriation, no services for the mentally ill were available beyond treatment. There was no support in conjunction with release, such as emphasizing the importance of remaining medication compliant, locating mental health services in the community close to where they would reside, and creating a continuity of care for the benefit of the inmate. These services would be provided by the psychology positions established in the FY 2007 budget without further resources.

Additional Case Management Functions. In order to provide the Individualized Treatment plans contemplated, this additional work function will be assigned to case management. In addition, case managers will be responsible to deliver training in basic "soft" skills such as how to apply for a job, and how to manage finances. Additionally, case managers will provide entry level cognitive restructuring training (National Institute of Corrections' *Thinking for Change* program). This will require the addition of one case manager (Correctional Case Management Specialist I, Grade 14) at each of the eight pre-release facilities.

Aftercare Support Services. Inmates who have successfully completed substance abuse treatment programs and cognitive behavior restructuring programs before coming to pre-release will be confronted with new challenges at the pre-release level, particularly as they go into the community on work release. It is important to provide these inmates with a continuation of the programming received earlier in the incarceration to address situations and refresh the inroads to behavior modification. Additionally, the professional counselor required to render these services is available for oversight of the delivery of the *Thinking for Change* program

and to provide any individual counseling required for this population. This will require one social worker (Social Worker – Criminal Justice I, Grade 15) at each of the eight facilities (less two from the FY 2007 appropriation, for a total of six; the other two positions are supervisory.)

Substance Abuse Treatment Services. As indicated above, a substantial number of inmates are classified directly from the Reception, Diagnostic and Classification Center to Pre-release. These inmates have not had the opportunity to participate in substance abuse treatment and, indeed, may have a more severe addiction level due to their proximity in time to the street. Moreover, many inmates moving from a maintaining institution to Pre-release arrive prior to having an opportunity for treatment in a therapeutic community within a maintaining institution. Thus, treatment slots in a therapeutic community program at pre-release will best serve their needs. Pursuant to the Report of the Governor’s Transition Work Group, the Department is contemplating the conversion of an entire pre-release facility into a therapeutic community treatment center. Currently, a 256-bed therapeutic community (6 month duration = 512 inmates per year) is operated privately within the Central Laundry Facility at a cost of approximately \$1.2 million.

Additionally, the Department proposes to modify its current contract for assessment to ensure that pre-release inmates in need of community services are identified and connected (by transition coordinators in consultation with one of the addiction counselors already on staff) to a community program prior to release. The assessment aspect of this plan will cost approximately \$200,000.

Summary of Resource Needs and Phasing

The resource needs set forth above may be summarized as follows:

Position	Quantity	Grade	Total Cost*
Trans. Coordin. (CCMS-Trainee)	11	12	\$ 346,071
Case Mgr (CCMS – I)	8	14	\$ 284,544
Social Worker (SW – CJ I)	6	15	\$ 227,022
Substance Abuse Assessment	N/A	N/A	\$ 200,000
Substance Abuse TC	N/A	N/A	\$1,200,000
Total			\$2,257,637

* Calculated at base. Due to difficulties in recruitment, positions such as social workers may require offerings to the midpoint.

At the time that the Department seeks to go forward with the programming rollout in Pre-release, the Department does not intend to place restrictions on inmates who may participate in programming, or limit the pre-release facilities that offer programming. Rather, if phase in is required due to funding limitations, the Department would seek to roll out services across the system by function.

The prioritization of such a rollout is represented by the order in which the functions are discussed above and identified in the Table.

Benefits from Services

Those receiving programming at the medium and minimum security levels will gain continued benefit from the programming being offered in the pre-release setting. Even though the six-month time in pre-release is short, it is time enough to re-enforce what has been learned and to concentrate on the issues associated with returning to society.

The time in pre-release is the best time to provide these services. The closer inmates get to their release date, the more focused they are on what they will do once they return to society. Without these services and continued reminders of what they have learned, there is the risk that they will return to the peer groups with whom they associated when they committed their crimes and to old behaviors.

It is essential for the substance abuser to have continued aftercare treatment to prevent relapse. The aftercare programming concentrates on identification of triggers for relapse, familiarizes the inmates with community-based program philosophies, and encourages connection to the community resources available to prevent relapse.

Preparing to deal with societal pressures is also essential to the successful re-entry of inmates into society. Confronting ahead of time the issues that may arise once they are released provides an opportunity for learning how to cope in a pro-social way. Identifying skill sets for resumes, finding potential employers, and preparing for job interviews assist in the release planning process. Connecting with family members as well as community resources prior to release also helps to prepare for a successful return to society.

Vision for the Future

With protecting the public, our employees, and the offenders under our jurisdiction as its mission, the Department is exploring several strategies to increase its ability to meet that mission. Over the next few months, an intensive strategic planning process will be underway to support the expansion of the Department's "community corrections system". The core of the expansion will be the shift in oversight of the pre-release system from the Division of Correction to the Division of Parole and Probation. The expanded community corrections system will not only assist offenders transitioning from prison to the community, but will also offer intermediate sanctions for those in the community under supervision (i.e. shock incarceration, halfway back programs). Through the services described above and integrated supervision in the community with appropriate sanctions short of re-incarceration, it is anticipated that Marylanders will be rewarded with safer communities.