**Maryland Department of
Public Safety and Correctional Services:
Parole and Probation Agent Workload Study**

Final Report

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EXECUTIVE SUMMARY

The Maryland General Assembly required the Maryland Department of Public Safety and Correctional Services (DPSCS) to conduct a workload study of the department's parole and probation agents. The Office of Community Supervision Support (CSS), in turn, contracted with the Schaefer Center for Public Policy at the University of Baltimore's College of Public Affairs (Schaefer Center) to conduct a study that included a review of the literature relating to parole and probation agent staffing, an analysis of agents' workload including a time study of agents, an analysis of the supervision caseload, and the collection of comparative caseload data from other states. From the research, the Schaefer Center team was charged with producing staffing recommendations, average caseload counts, and recommendations for improving the efficiency and effectiveness of parole and probation supervision.

The primary focus of the research is agents who directly supervise offenders on parole and probation. As part of the research, the team also produced an analysis of how Court Liaison Unit (CLU) agents, Liaison Waiver (LAW) agents, and Warrant Apprehension Unit (WAU) officers spend their work time, and solicited input into recommendations for improving the effectiveness of their work.

To fulfill its charge, the research team employed a mix of quantitative and qualitative strategies listed below.
- A comprehensive literature review of all known English language articles on community supervision and staffing.
- A four-week time study with 114 parole/probation agents and Warrant Apprehension Officers. Participants recorded 25,743 hours of work activity. Time observations were reported for work relating to 6,388 offenders.
- A caseload analysis that included all offenders under supervision on September 29, 2014.
- A review of agent case notes for a 12-month period for 215 randomly selected offenders.
- Fifteen focus groups with 137 participants including: 71 supervising agents, 42 supervisors, 5 agents and 1 supervisor from the Court Liaison Unit, 9 agents and 1 supervisor from the Liaison Waiver Unit, and 9 Warrant Apprehension Officers.
- A national survey of state parole and probation agencies.

FINDINGS

Presented below are key findings from the study. Additional findings and analyses are presented in each chapter of the report.

CASELOAD TRENDS

Over the past five years, the number of offenders supervised on parole and probation in Maryland has decreased by 15.5%. For the 12-month period ending August 2014, there was an average of 48,731 offenders under supervision and approximately 3,623 offenders in Review status.[1] The majority of offenders (79.89%) are in the General Supervision category. The remaining offenders are in the Review category (9.83%), Sexual Offender category (5.77%), and Violent Prevention Initiative (VPI) 4.51% category.

CASELOAD SIZE

There are no simple answers to the questions of what the current average caseload is and what the caseload size should be. From an analysis of Offender Case Management System (OCMS) offender records and the time estimates developed from the time study, the research team was able to calculate each supervising agent's caseload size and calculate a weighted caseload size that adjusts for amount of time required to supervise offenders in the different supervision categories.

The average caseload size in Maryland is 83. However, further analysis shows that general supervision caseloads are very high – an average of 116 per agent statewide and 138 per agent in the South Region. Special caseloads are much smaller – averaging 44 statewide and 62 in the South Region. When analyzed by the relative amount of time required to supervise cases in the different supervision categories, the average weighted General Supervision caseload decreases to 105 and the Special caseload average goes up to 54 statewide.

The General and Special supervision caseloads in the South are significantly higher than in other regions. Agents and supervisors expressed the belief that as more specialized caseloads have been created, General supervision caseloads have gone up significantly. Some agents report intentionally requesting assignment to a specialized caseload just so their workload can be manageable. Agents and supervisors who participated in the focus groups state that high General Supervision caseloads are problematic because most agents are not able to keep up with the supervision requirements of their cases. While there is no standardized data available to assess the validity of this claim, a review of case notes shows that it is unlikely that supervision standards are always being met.

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[1] The number of Review cases was estimated by the principal investigator from an OCMS case file run on September 29, 2014.

Average Caseload Comparison by Region and Office						
	Special Caseload		General Caseload		All Caseloads	
Region	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
Central Region	33.89	45.69	108.11	100.20	70.86	72.84
North Region	40.32	52.09	108.73	92.86	86.69	79.73
South Region	61.52	67.94	137.81	124.55	98.29	95.22
Statewide	44.09	54.08	116.42	104.86	82.56	81.09

Note: The Special caseload count includes the cases assigned to agents who supervise VPI, Domestic Violence, Mental Health, Substance Abuse, ICOTs, and Reentry cases.

When compared to other states, Maryland has the fourth highest average General caseload (116) compared to the average of 82 for the 32 states who responded to the research team's telephone survey.[2] When it comes to special caseloads, Maryland's caseload size is more in line with the averages. Maryland's average Violent Offender caseload is below average at 25 compared to 34 for the 12 states that reported a Violent Offender caseload size. The same is true for the Sexual Offender caseload which averages 38 per agent compared to the national average of 42. Maryland's Mental Health caseload (42 per agent) is average for the 13 states that responded to the survey.

STAFFING NEED

From the analysis of the time study data and caseload projections computed from StateStat statistics, the research team computed an estimated staffing need for parole and probation agents. The team estimates that 700 agents are needed to supervise the current CS caseload assuming the supervision requirements stay generally the same and the VPI caseload increases by 1,200 as is expected with the implementation of the revised VPI screening tool.

It was difficult to determine how many more agents DPP needs compared to the current staffing level. While the position roster shows 672 parole/probation agent positions, the CSS StateStat report shows that for the 12-month period ending August 2014, CSS had an average of 542 supervising agents.

CASELOAD SIZE

The research team recommends that DPP reduce the general supervision caseload size, especially in the South Region. There is no industry standard or recommended caseload size, although one study demonstrated that smaller caseloads lead to better supervision outcomes. One possible target is to seek to bring Maryland's General caseload more in line with the national average (82

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[2] While 40 states responded to the survey, not every state was able to provide a response for each question. Only 32 states provided a response for the general supervision caseload size.

per agent). This could be done by adding additional supervision agents as suggested in the staffing recommendation.

Other options for making the General Supervision workload more manageable include improving the effectiveness of the supervision tools (OCMS, urinalysis testing, and Kiosks), improving management practices, and enhancing coordination with partner agencies (courts, health departments, and service providers). A related option is to examine the tasks agents are expected to perform and eliminate non value-added tasks to create more time for supervision.

STAFFING NEED

The research team recommends that additional General Supervision agents be added. The greatest need for agents is in the South Region which is understaffed by 30-79 agents depending upon which base (position roster, OCMS, or StateStat) is used. The North Region is understaffed by 38-42 agents and the Central Region is understaffed by 24 agents compared to the OCMS analysis, or 35 agents compared to StateStat figures, and overstaffed by 40 agents compared to the position roster. Because Baltimore City has the largest offender population in the state, the jurisdiction has many agents performing specialized functions[3] that take them away from supervising offenders.

The research team recommends DPP leadership analyze how non-supervising agents are deployed, especially in the Central Region, to determine if their work can be reorganized or performed by other staff and the agents redeployed to offender supervision functions.

RESEARCH LIMITATIONS

The research team conducted an extensive investigation into the work of CS agents and warrant apprehension officers. In its research, the research team reviewed the literature on parole/probation agent staffing, reviewed policy manuals, analyze caseload data, collected time study data, reviewed case notes, and surveyed other states. While the Schaefer Center's research process was extensive, it does have some limitations.

First, the time study data was self-reported by agents. While the research team made every effort to improve the accuracy of this reporting through in-person training, training manuals, and a help line, in the end the data collection process depended upon agents entering their time. While it is likely each entry was not perfect, given the large number of observations reported, the team is confident that the relative allocation of time across tasks and offenders is accurate.

Second, the case weighting system is based upon the time study data. The caseload weighting system does not account for regional differences in supervision or for the number of cases an offender has. It does provide one more tool to compare and equalize caseload size.

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[3] Some of the specialized agent assignments include triage agent, Court Liaison agent, and Liaison Waiver agent.

Third, many of the recommendations for improved efficiency come from the focus groups. As such they reflect the opinions and perceptions of those who participated in the groups. For the most part, problems identified through the focus groups were common across groups. DPP should take the recommendations generated from the focus groups as a starting point for any efforts to improve efficiency in the organization.

RECOMMENDATIONS FOR FUTURE RESEARCH

The research team recommends that DPP consider conducting an organizational climate assessment with employees on a regular basis. This information will be useful for identifying organizational challenges and measuring the impact of changes in policy and procedures on employee morale and organizational effectiveness.

Now that the workload study has been completed once, the research team feels that the process can be streamlined enough that the workload study can be updated on a regular basis to assess the impact that changes in OCMS, policies, and procedures have on workload.

The team also recommends that DPP conduct caseload analysis on a regular basis to rebalance caseload and staffing as needed.

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CHAPTER 1: STUDY OVERVIEW

The Maryland General Assembly required the Maryland Department of Public Safety and Correctional Services (DPSCS) to conduct a workload study of the department's parole and probation agents. The Office of Community Supervision Support (CSS), in turn, contracted with the Schaefer Center for Public Policy at the University of Baltimore's College of Public Affairs (Schaefer Center) to conduct the study. The Schaefer Center was charged with conducting a study that included a review of the literature relating to parole and probation agent staffing, an analysis of agents' workload including a time study of agents, an analysis of the supervision caseload, and the collection of comparative caseload data from other states. From the research, the team was charged with producing staffing recommendations, average caseload counts, and recommendations for improving the efficiency and effectiveness of parole and probation agents.

The primary focus of the research is agents who directly supervise offenders on parole and probation. As part of the research, the team also produced an analysis of how Court Liaison Unit (CLU) Agents, Liaison Waiver Unit (LAW) Agents, and Warrant Apprehension Unit (WAU) Officers spend their work time and solicited input into recommendations for improving the effectiveness of their work.

Research Strategies

To fulfill its charge, the research team employed a mix of quantitative and qualitative research strategies which are summarized in Table 1 below. Each strategy is described briefly following the table.

Table 1: Overview of Data Collection Strategies		
Data Collection Strategy	**Key Elements**	**How Utilized in the Study**
Literature Review	• Comprehensive review of all relevant agency studies and journal articles	• Informed study design • Provided context for the research • Results presented in literature review
Time Study	• 4 week period • 114 agents; 6 warrant apprehension officers participated • Data recorded relating to 6,388 offenders • 25,743 hours of work time recorded	• Results used to compute average number of hours per year required to supervise offenders • Input for the staffing model • Used to compute case weights for caseload analysis

Table 1: Overview of Data Collection Strategies (Continued)		
Data Collection Strategy	**Key Elements**	**How Utilized in the Study**
Caseload Analysis	• Analysis of Offender Case Management System (OCMS) extract of all active offender records	• Used to compute the number of active cases per agent • Used to compute average caseload size by region, jurisdiction, and geographic isolation
Case note review	• 215 electronic offender records reviewed	• Review of agent supervision activities
Focus Groups	• 15 focus groups • 137 participants • 6 parole/probation agent groups • 6 parole/probation agent supervisor groups • 1 Court Liaison Unit agent group • 1 Liaison Waiver Unit agent group • 1 Warrant Apprehension Officer group	• Context of agent/officer work environment • Barriers to effectiveness • Recommendations for increased efficiency and effectiveness
Nationwide Survey of Parole/Probation Agencies	• 40 states participated in survey about caseload • 49 states and the District of Columbia participated in the survey about warrant apprehension	• Comparative caseload statistics • Comparative data on risk assessment tools • Comparative data on warrant apprehension.

Literature Review

The research team reviewed all known English language articles and reports on parolee/probationer supervision. The research focused on understanding the trends in supervision, how supervision evolved over recent history, and trends in workload and staffing analysis. The literature review reveals that the methodology used in this study – self report time study, focus groups, and caseload analysis – is consistent with the methodology used in similar studies that have been conducted in other states.

Time Study

The research team conducted a one-month, web-based time study with 114 agents and 6 warrant apprehension officers. During the time study period, participants were asked to record how they

spent their time. For direct offender supervision tasks, participants also recorded which offender they worked with. During the study period, agents recorded 25,743 hours of work time and activities relating to 6,388 offenders.

Data collected during this one-month period was used to estimate the number of hours per year agents spend supervising offenders. Statewide annual time standards were estimated for the following 11 supervision categories: VPI Level 1, VPI Level 2, Sexual Offender Level 1, Sexual Offender Level 2, Sexual Offender Level 3, Sexual Offender Level 4, General Supervision High, General Supervision Moderate, General Supervision Low-Moderate, and General Supervision Low.

From the time study data two analytical files were produced. One analyzed the amount of time spent supervising each offender by all agents participating in the study. This file was used to create the annualized time standards which were used to compute case weights and the agent staffing need. The second file computed how much time participants spent on specific tasks during the one month study period. This file was used to provide an overview of how agents and officers spend their work time.

Case Note Review
Agents perform a variety of tasks while supervising offenders such as office visits, home visits, telephone contacts, workplace visits, and verification that the offenders are meeting special conditions of their supervision. As part of the staffing model, the research team planned to compute the average amount of time required to complete each supervision task and then multiply that number by the number of tasks required to be completed per year to get an annual workload estimate. Unfortunately, CS data systems do not track the number of tasks (task count) performed by an agent which meant that the research team needed to find another source for this data element.

In an attempt to secure an accurate count of supervision tasks, the research team conducted a review of agent case notes for 215 randomly selected offenders. The records were selected from the pool of 6,388 offenders for whom activity data was recorded during the time study. The team reviewed case notes for a one-year period from August 15, 2013-August 14, 2014. Because encounter data is not consistently recorded for each encounter, it was impossible for the research team to collect the type of encounter volume (task count) data needed. The team was able to document the overall number of encounters per case. The results of the case note review are presented in Chapter 4.

Caseload Analysis
What's the average agent caseload in Maryland? This seemingly simple question does not have a simple answer. In Maryland, offenders can be on parole or probation for multiple offenses. Each offense is considered its own "case" with its own terms and conditions. Each offender is assigned to one agent who supervises all of an offender's cases. While most offenders only have one case, a significant portion have more than one case. While an offender can have multiple

cases, only one is considered active at any given point in time. Even though only one case is active, if an offender violates the terms of his or her supervision, the agent may be required to submit reports to multiple judges and sometimes in multiple jurisdictions.

Compounding the caseload question is the offenders' risk classification. Offenders can be classified into one of three groups: 1) VPI (Violence Prevention Initiative) offenders; 2) Sexual Offenders; or 3) General Supervision Offenders. VPI offenders have the most stringent supervision requirements followed by Sexual Offenders and General Offenders. Each supervision group has multiple supervision categories. This means that comparing a simple count of the number of offenders per agent is not an effective measure of caseload. This question of caseload is further compounded by the fact that currently there is not a report that computes agent caseload.

The research team conducted a caseload analysis at the agent level by analyzing extracts of OCMS offender records combined with the annual time standards developed through the time study, information about agent case assignments, and information about CS office locations. From this analysis, the research team computed the average caseload size by region, geographic isolation, and type of caseload (general or special) supervised. The team also computed a weighted caseload figure that adjusts for supervision level.

Survey of Other States
To put Maryland's CS caseload numbers in context, the research team conducted a nationwide telephone survey with representatives of parole and probation departments. The team attempted to contact a representative from each state. Ultimately, forty states participated in the survey about caseload size. Forty-nine states and the District of Columbia responded to questions about warrant apprehension. Respondents were asked questions about their agents' average caseload size for General Supervision Offenders, and Violent Offenders. The results are presented in Chapter 3.

Focus Groups
The research team conducted 15 focus groups with agents, supervisors, and warrant apprehension officers from across Maryland. The groups included: six supervising agents groups; six agent supervisor groups; one Court Liaison Unit group; one Liaison Waiver Unit group; and one Warrant Apprehension Unit officer group. A total of 137 agents, supervisors and officers participated in the focus groups.

The purpose of the focus groups was to augment the time study data with qualitative in-depth information about how participants perform their jobs, what resources they rely upon, and what needed resources were not provided. Agents and supervisors were also afforded the opportunity to share concerns regarding agent workloads and recommendations for how to improve the efficiency of offender supervision.

Organization of the Report
The report is organized into six chapters. This first chapter provides an overview of the study and the organization of the report. Chapter 2 presents the findings from the literature review. Chapter 3 presents the analysis of Maryland's offender population under supervision. Chapter 4 presents the workload analysis including a comparison of Maryland's caseload size with other states. Chapter 5 includes the staffing model developed by the research team. Chapter 6 presents the team's findings and recommendations. Appendix A presents the findings from the nationwide survey of parole/probation agencies. Appendix B presents the methodology used to conduct the time study. Appendix C includes the list of tasks used in the time study. Appendix D contains the definitions for acronyms and key terms used in the report. Appendix F contains a summary of the recent history of DPSCS reorganizations and their impact on organizational structure and naming conventions used in the report to refer to the parole and probation leadership in the report.

Parole and Probation Organizational Structure Notation
It is important to note that parole and probation agents faced significant organizational change from October 2012 to present. Prior to October 2012, local parole and probation offices reported to the Director of the Division of Parole and Probation. From October 2012 through April 2015, the offices were organized into three regions. Each office reported to a regional director who was also responsible for overseeing the correctional facilities in the region. In April 2015, the regional reporting framework was replaced with the functional reporting framework and the local parole and probation now report to the Director of the Division of Parole and Probation and the correctional facilities report to the Commission of the Division of Correction. The study was conducted under the regional management model and the report was released just before the organization switched to the functional management model.[4]

For the purposes of this report DPP-2012 is used to refer to the organization as it existed prior to the 2012 reorganization, CS is used to refer to the organization during the period from October 1 2012 – April 17, 2015, and DPP is used to refer the organization in its current structure. The recommendations in this report are directed to the current management.

Some of the caseload analysis and staffing analysis are reported using the three region structure. While this structure is no longer in place, it is the structure that was in operation during the period the study was conducted.

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[4] The three organizational structures are discussed in more detail in Appendix F.

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Over the past six decades, both researchers and selected states in the United States have conducted time and task evaluations of probation and parole officers/agents (interchangeably referred to community supervision officers) work related activities. These kinds of studies have been more prominent in the era of reentry (post 1994) (e.g., Petersilia, 2003). Why has this taken place and why is this necessary? While no single factor can be identified, three interrelated explanations, listed in increasing order of importance are probably most important: theoretical developments in the scholarly research, concerns over public safety, and budgetary restrictions.

First, from a theoretical perspective, there is a belief that the probation and parole profession has been unduly affected by the "new penology," an interpretation which argues that state managers in the field of corrections are primarily motivated by the notion of risk management (Feely & Simon, 1992), and this approach to probationer/parolee supervision should trickle down to how rank and file do their job. This would also imply that the new penology's focus on risk and actuarial methods seriously affects their ability to do their job. Much of this field has been rebranded as reentry process.

Second, a number of high profile cases where inmates on probation and/or parole have been accused and/or convicted of high profile crimes have motivated state departments of probation and parole to take a closer look at what their workers are doing both in their offices and in the field. This kind of sentiment dates back to the passage of *The Victims of Trafficking and Violence Protection Act* (i.e., Aimee's law) in 2000, which requires states that release individuals on parole without adequate supervision, who reoffend in another state, to bear the costs of the subsequent criminal investigation, prosecution and incarceration of the offender. This law is aimed at keeping individuals unsuitable for parole behind bars longer than they currently are.

Finally, budgetary concerns have motivated states to examine what their workers do on the job. Public safety, including community supervision is costly for states. As those who are working in this field are subject to increasing professionalization which is demanding higher salaries, more benefits, and better working conditions, state salaries in this profession have lagged behind others. Moreover, the number of individuals who have been released from jails and prison and on to parole has increased over the past two decades, but hiring practices have not kept up with these trends. Probation and parole supervision are major expenditures for states, counties and cities, and it is hoped that increased efficiency can be achieved by examining how this public service job sector performs their work. More specifically, state managers want to know if the tasks that they assigned were actually being completed and if they were helpful in achieving the goals of community supervision.

In order to best contextualize the current time and task analysis of Maryland Parole and Probation supervision offices and officers, citations to all available contemporary English language empirical/scholarly studies, and consultant reports conducted on contemporary

American Probation and Parole practices were identified.[5] Selected studies were then read by the research team and reviewed to identify their contributions, merits, and shortcomings. This literature review attempts to understand these studies populations, sample sizes, methods, and principle findings. The information was then synthesized into this section of the report.

Below is a review of these studies. This rendering of the subject matter is done with an overall attempt to suggest what needs to be examined in terms of task and time analysis of probation/parole officer/agent work.

SUMMARY OF RESEARCH TO DATE

Since the early 1960s, a considerable amount of research has been conducted and published on probation and parole. Some of this work consists of general treatments in the form of textbooks and professional manuals, while other treatments include empirical research either published in academic research or in the form of consultant reports. This work falls into different categories including but not limited to studies on: probationer/parolee perceptions of their experience, efficacy of community supervision, probation and parole officer job characteristics, and perceptions of their work.

This literature is divided into five interrelated categories: interpretive/theoretical; offender classification; how probation/parole officers do their jobs/supervision styles of probation/parole officers; caseload versus workload analyses; and organizational commitment of probation/parole officers.

INTERPRETATIVE STUDIES/THEORETICAL

Some of the scholarly literature on probation and parole is more interpretive. For example, Lynch (1998) interprets the work of probation and parole officers as equivalent to waste managers. She reviews Feeley and Simon's (1992) notion that due to a confluence of factors, community supervision officers are increasingly like waste managers. She examined whether the parole agents she observed were also caught up in the actuarial model of bean counting. Over the course of a year, Lynch performed an ethnographic study where she observed the inner workings of the parole office. During this process, she analyzed field notes and interviews she conducted with parolees. She outlines how management spent a lot of time asking their agents to produce data: "The management concern for data collection was particularly evident when both case reviews and case audits were performed, because they were key to keeping a check on data collection quality." (p. 849). This led parole agents to both perceive and spend more time doing paperwork. They also succumb to outside pressures like news media reports and conversations

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[5] In general, this decision is predicated on the belief that scholarly research is more rigorous than non-scholarly research. In general scholarly research is peer reviewed which tends to minimize bias in the research and publication process. Not reviewed in this report, despite their utility, are articles that appeared in practitioner based publications.

with law enforcement officers to make parolee management decisions rather than using the actuarial model (rational methods established by their agencies). Thus, the risk management protocols were basically of minor concern to the day-to-day decisions and practices of parole agents.

EFFECTIVENESS OF PROBATION AND PAROLE

During the 1980s, based on the assumption that rehabilitation does not work (Martinson, 1974), many states eliminated parole and adopted determinate sentences. Cavender (1978), presents the arguments surrounding both the states' attempts to scale back rehabilitation and to implement determinant sentences. He reviews the claims against rehabilitation including legal concerns, the negative effects it can have on the offender, the problem with increased social control. He notes "we must take care that our solutions to this problem… do not make life more intolerable for the offender. Several sources have indicated that mandatory or fixed sentences may actually create a new form of disparity – treating different offenders equally" (p. 19).

OFFENDER CLASSIFICATION IN THE PROBATION/PAROLE SETTING

A significant literature exists regarding classification. Some of this involved the creation and evaluation of risk instruments to better assess and manage offenders and manage the diverse work requirements of community supervision officers. Clements (1996) reviews two decades worth of research on classification. He notes how embedded in this research are numerous foci, ranging from "risk assessment [to] psychometric reports on various factor structures in offender profiles" (p. 121). The logic underlying classification is that individuals who are released to probation/parole are diverse and it is up to individual community supervision officers and their agency to group them for better management to achieve the diverse goals of supervision. Classification has helped with develop a more empirical and rational approach to management of individuals on supervised release. Clements provides a long list of recommendations on how classification could be improved.

Central to the study, or an underlying assumption, which is backed up by empirical evidence, is the previously mentioned notion/concept of risk. Most departments of probation and parole use a risk instrument that they use to classify ex-convicts based on a number of factors. The logic behind this effort is that probationers and parolees who are more recidivist prone should be supervised closer than those who are not. By default providing more supervision to ex-convicts who are less criminogenic is a waste of resources.

HOW PROBATION/PAROLE OFFICERS DO THEIR JOB

A number of studies examine the ways that community supervision officers manage offenders, and/or their supervision styles. Throughout the history of research on probation and parole, there has been a concern with different kinds of supervision that probation/parole officers used in connection with their jobs. One of the earliest studies of parole officers was *Dangerous Men*

by Richard McCleary (1992). This ethnographic research conducted by an ex-convict completing his doctoral dissertation, divided probation officers and parolees into different types and looked at the kind of decision-making parole officers engaged in to manage their caseloads. According to McCleary, despite directives from the central office and their immediate supervisors, parole officers learned early in their career to look for opportunities to make their job easier. This was often seen as making the job work for them, rather than the other way around. Part of this approach included looking for signs and signals of individuals who would be difficult parolees, the ones who would not comply with the orders (i.e., the dangerous men), and the make sure to violate them early in the process. In short, the effectiveness of parole has a lot to do with dynamics of the office, rather than the parolee's rehabilitation.

Building upon this research is work by Clear and Latessa (1993). They examined whether there was any empirical truth to the claim that community supervision officers were torn among three essentially conflicting approaches to their job: law enforcement, social worker, and bureaucratic requirements. They acknowledge that tensions are present in all kinds of professions, and not unique to probation and parole, and that different agencies stress different elements of these approaches to probationer/parolee supervision. This question, however, has become more complicated with the introduction of the intensive supervision probation (ISP) movement. The authors state, "Observers have speculated about the problem of role conflict and role performance more often than they have conducted hard empirical analysis" (p. 446). They surveyed officers working in three ISPs. Clear and Latessa conclude that organizational policy has a large effect on probation and parole officer orientations. In other words, if the orientation stresses one role over another, it will have an effect on how community supervision officers do their job. They conclude that probation and parole officers do not suffer from role conflict.

Another similar study was conducted by West and Seiter (2004). They tried to determine whether the supervision or control functions were more dominant in the way that probation and parole officers were oriented toward their jobs. In particular, they differentiate between casework versus a surveillance style of supervision. Casework includes "an emphasis on assisting the offender with problems, counseling, and working to make sure the offender successfully completes supervision" (p. 34). Meanwhile, surveillance refers to "an emphasis on monitoring and enforcing compliance with the rules of supervision and the detection of violations leading to revocation and return to custody" (p. 34). In order to do this, they administered a survey to probation and parole officers in selected regions of two states. They had the officers assist with defining the categories. Some of these could easily be surveillance activities. So it is confusing. The population was not too specific either. Officers were asked if the supervision style had an effect on recidivism, or if any of their personal challenges like stress or burnout could affect how they supervise the parolees and probationers. They were divided over their responses here. The researchers recommend that in order to better answer the participants' responses it would be more useful if officers documented their time over a one-month time frame (p. 54). They did not argue why it is important to use one or more existing surveys.

ORGANIZATIONAL COMMITMENT OF PROBATION/PAROLE OFFICERS

Getahun, Sims and Hummer (2008) examine how parole and probation officers are committed to their jobs. After reviewing this question in the fields of law enforcement and correctional personnel these authors survey probation officers "[i]n a county department of probation/parole with approximately 104 officers" (p. 6). They achieved an 82 percent response rate via a questionnaire that was sent through the mail. The basis upon which the survey was constructed was not mentioned. Questions appeared to come out of best guesses. In terms of findings they found "probation/field officers have a higher degree of job satisfaction than work release officers (p. 13). Another notable finding is "officers who report less stress at work are more likely to report a higher level of job satisfaction" (p. 13). Although some of the relationships held in the bivariate tests, they were not meaningful in the model. Moreover, "employees are most satisfied when their occupational tasks are meaningful experiences into which they have input and are collaborative efforts with supervisors. Background characteristics of officers had no influence on job satisfaction, indicating that organizational culture and management style are the more important factors" (p. 1).

CASELOAD VERSUS WORKLOAD ANALYSES/TIME AND TASK STUDIES

Many studies have tried to determine what appropriate caseloads (i.e., number of probationers/parolees) and workloads (i.e., the number of minutes per probationer/parole) should be for probation and parole officers. Why is this important? In general, both scholarly literature and professional publications commenting on best practices suggest that we want to give officers enough time to adequately supervise the probationers and parolees that require considerable supervision, and spend less time on the ones that do not.

One of the earliest published studies looking at time and task analyses in probation and parole was written by Miles (1969). He states that reason why time studies have been performed is because they provide "a factual basis for the assignment of probation and parole officers' workloads, for the allocation of costs, and for further research" (p. 259). The article traces the origins of this work analysis back to the classic studies by Frederick Taylor during the late 1880s. Despite their controversial origins, the methods by which time studies have been conducted have improved over time. Miles notes that the time and task technique was originally used in the private sector but was slowly adopted into government services including social service agencies. He looks at selected studies, in particular how the data was collected, the period over which the information was obtained, from whom in the agency the data was collected, and what data was collected. Most of the studies required probation and parole officers to collect the data. In one rare occasion, research personnel followed the parole officers while they went about their activities. Miles states, "Although each method has its advantages and disadvantages, practical considerations usually determine the method finally used" (p. 264).

Another early article by Vetter and Adams (1970), acknowledges how appropriate probation caseload is a hotly contested issue amongst probation and parole practitioners. They briefly

review four studies on workload conducted during the 1960s. They note methodological difficulties but improved methods. They note that parole caseloads have been a matter of concern not only to practitioners, scholars, but two government inquiries highlighted the importance of reducing caseloads to a more manageable size. These researchers add that "caseload size has rarely, if ever, appeared in the professional literature as an empirical assessed, isolated, operationally defined construct; nor has there been an adequate assessment of the influence of graduated amounts of this variable on the range of offender types" (p. 340-341). Vetter and Adams conclude that the ideal number of individuals supervised by a probation/parole officer varies among jurisdictions. Other interesting findings include that the caseload was unrelated to probationer/parolee success (basically defined as lack of re-arrest). The investigators also point out methodological problems in these studies, including the small number of individuals who were tracked because of re-arrest, etc.

Approximately fourteen years ago, many states decided to embark on time and task analyses of their probation and/or parole departments. Few time and task studies, specifically focusing on community supervision, however, are publicly available. More prominent are reports from state government agencies that advocate the use of this practice and may also provide some basics regarding what they should entail (e.g., Pierce-Danford & Guevara, 2010; DeMichele, Payne, & Matz, 2011). Alternatively, some reports consist of descriptions and rationales concerning the process by which a state revised/reformed their workload measures (typically through a prolonged period of consultation with community supervision officers) (e.g., Bercovitz, Bemus, and Hendricks, 1993), but did not perform a traditional time and task analysis. Also available are publicly available documents outlining state procedures in connection with probation and parole caseloads (e.g., Perdue, Guice, Young, 2012).

What is known, however, is that many of the time and task studies have been conducted internally using the best and brightest minds inside the probation/parole bureaucracy. Other research has been performed by subcontractors such as research firms and organizations (e.g., National Center for State Courts), or professional associations (e.g., American Probation & Parole Association).

One of the earliest publicly available time and task studies of community supervision was performed for the State of Wisconsin by the National Council on Crime and Delinquency (2000). A total of 575 probation and parole agents were selected from the randomly chosen units throughout the state. They were asked to complete a form that documented their activities in connection with a portion of their cases over a sixty-day period. Recommendations ranged from changing the "workload accounting system," to a point system that is used to "estimate each agent's monthly workload burden."

For example, the "Colorado Community Parole Office time and work study" (2014) involved a review of politics, a time and motion study, analysis of data in the "case management system," and "focus groups with community parole officers." In terms of observations, the staff was trained on how to use the system. They were expected to record the amount of time they spent

on specific tasks. The researchers were able to secure participation of close to 95 percent of personnel. The researchers decided on an equation to determine parole office availability. In their summary of the findings they noted how community parole officers believed that they did not have enough time to engage in evidence based approaches to minimize recidivism amongst the parolees they supervised. The principal investigators also indicated a substantial increase in the number of CPOs hired by the agency (p. 45). They conclude with five recommendations ranging from an annual review of staff needs, to the continued use of "specialized risk/needs assessment instruments."

One of the most helpful time and task studies was conducted by the National Center for State Courts (2014). Their report reviewed "written policies and procedures concerning CPO duties," a quantitative based time and task study, a quantitative analysis of data in the system, and focus group data with community parole officers." This study was done from October through November 2013 and involved 239 CPOs. Although NCSC expected 100 percent participation, they only got 229 officers (a 95.4 percent response rate) (p. 22). They developed equations to describe the appropriate mix of workload and officer, however, it is unclear how they derived this formula (p. 28). Not only was a part of the study involving self-report data, but focus groups with CPOs from the four different regions of the state were utilized. The report writers made a series of recommendations regarding an appropriate ration of CPOs to parolees.

More common are studies that examine caseloads and workloads under narrower conditions. For example, DeMichele (2007), in a report he prepared for the American Probation and Parole Association, depended on "an APPA web-based information request, and benefits from a focus group of community corrections researchers, administrators, and practitioners" (p. 6). He found that because of increased caseloads, probation and parole officers are being asked to do more with less, and advocated increased collaboration among different branches of the criminal justice system. DeMichele also noted that probation and parole officers have minimal "input in determining supervision conditions as they are determined by the judiciary, releasing authority, or legislature" (p. 57).

An alternative study, though not a time and task one per se, performed by DeMichele and Payne (2007), tries to disentangle caseloads versus workloads. Members of the American Probation and Parole Association were surveyed in order to determine "data about concurrent community corrections practices." (p. 4). The researchers were able to secure 240 responses. A content analysis of their responses found three broad categories of concern: goal ambiguity, funding, and evidence-based principles. Essentially, probation/parole officers recognized that their job consisted of three competing aspects: punishment, rehabilitation and keeping the community safe. Officers acknowledged that caseloads that they were being forced to manage had increased. This presents challenges for cash strapped agencies. The final component recognized that many of the agencies were attempting to run, if not experiment on, their agencies by integrating the latest research that was published.

Similarly, Bonta, Rugge, Scott, Bourgon, and Yessine (2008), present the results of an analysis of 68 audio taped interviews conducted between parole officers and parolees. They discovered that many of the established protocols that may assist parolees are not introduced and/or enforced. The investigators reviewed the research on the effectiveness of parole. Their research synthesizes the findings from numerous articles.

Another relevant study was conducted by Jalbert and Rhodes (2012). They secured the participation of a probation agency in Oklahoma and "manipulated worker assignments in that agency so that some probation officers had caseloads averaging 54 probationers per officer while other[s]" had caseloads of 106 (p. 224). They tried to determine if the size of the caseload had an effect on recidivism and the impact that reduced caseloads had on a tendency to revoke a probationer for a technical violation. As a corollary, they attempted to determine if the work between regular caseloads versus reduced caseload had an effect on work. They determined "that reduced caseloads in agencies using modern supervision practices reduce recidivism" (p. 221).

Almost all of these types of studies incorporate a review of organizational documents like policies and practices, training manuals, and preliminary interviews with community supervision officers and administrators. They also include a component where community supervision officers are required to record their work tasks over a select period of time. This information is later statistically examined. Some studies also include focus groups of community supervision officers. Invariably the comprehensiveness of the studies is limited by the availability of funds.

CHAPTER 3: ANALYSIS OF MARYLAND'S OFFENDER POPULATION

On average over the twelve month period ending August 2014, 48,731 offenders were supervised by Maryland Department of Public Safety and Correctional Services' parole and probation agents. The map presented in Figure 1 depicts the distribution of offenders and CS offices across Maryland. On the map, the location of CS offices is depicted by the red dots, the state's urban areas are shown in grey, offenders living in urban areas[6] are represented by blue dots, offenders living in non-urban areas appear as green dots, and offenders living in Washington, D.C. are represented by purple dots. As would be expected, the majority of offenders and CS offices are concentrated in Maryland's urban areas. However, a significant number of offenders live in the state's more remote, rural regions.

The offender supervision caseload has been trending down since 2009 (Figure 2). Over the past five years, the number of offenders under supervision has dropped by 15.5% and the number of parolees under supervision has increased by 17.7%. Table 2 shows the change in number of offenders supervised statewide for the past five years and at the region level for the past two years. The most precipitous declines in caseload in the past two years have occurred in the North Region with an overall decline of 10.4%. Most of the decline in the North Region is in the number of offenders receiving probation before judgment (PBJ) (12.9% decline), probation (10% decline), and Drunk Driving Monitoring Program (DDMP) (9.4% decline). The Central Region experienced a higher than average two-year decline in the mandatory release population (13.1%) and the probation population (4.6%), while the PBJ population increased by 11%. The South Region saw a 12.1% increase in its parole population and a larger than average decline in the DDMP population (13.5%).

The vast majority of offenders (84.2%) under supervision come to the CS through court orders (Figure 2). Approximately, 66.6% have probation orders and 17.6% have PBJ orders. A relatively small number (15.7%) come from the correctional system with 9.2% released on parole and 6.5% on mandatory release. Table 2, presents the numbers of offenders under supervision for the twelve month period ending August 2014.

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[6] The U.S. Census definition for urban areas was used in Figure 1. Areas not designated as urban, are considered rural.
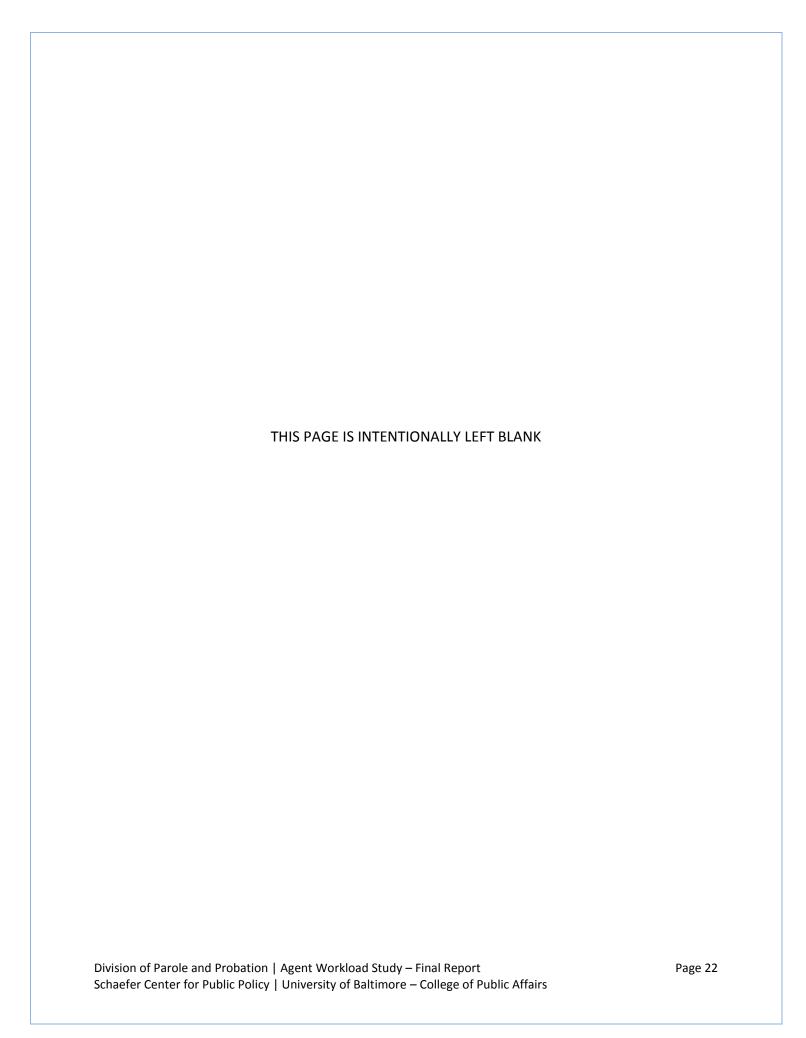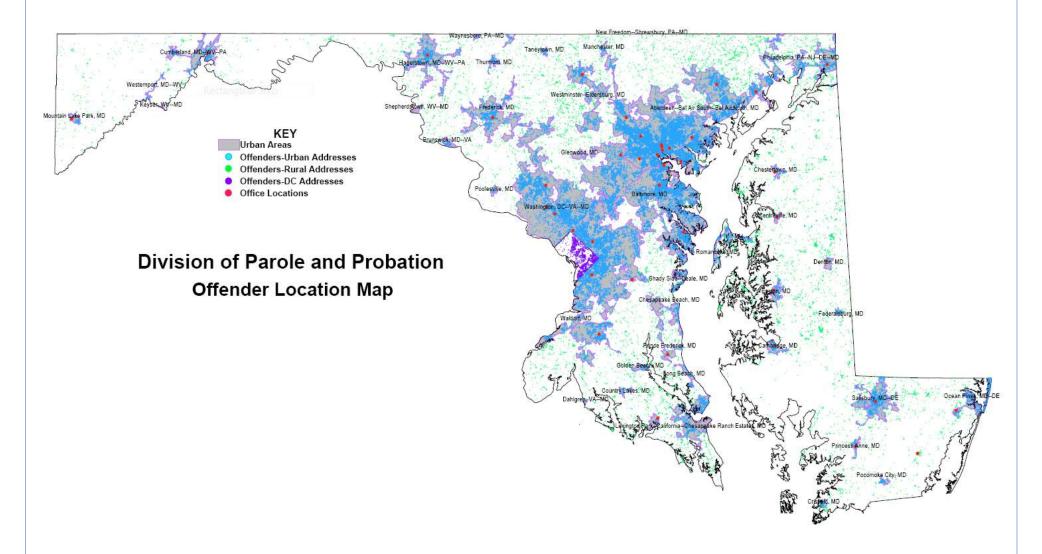
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Figure 1: Map of DPP Offenders and Offices

KEY
- Urban Areas
- Offenders-Urban Addresses
- Offenders-Rural Addresses
- Offenders-DC Addresses
- Office Locations

**Division of Parole and Probation
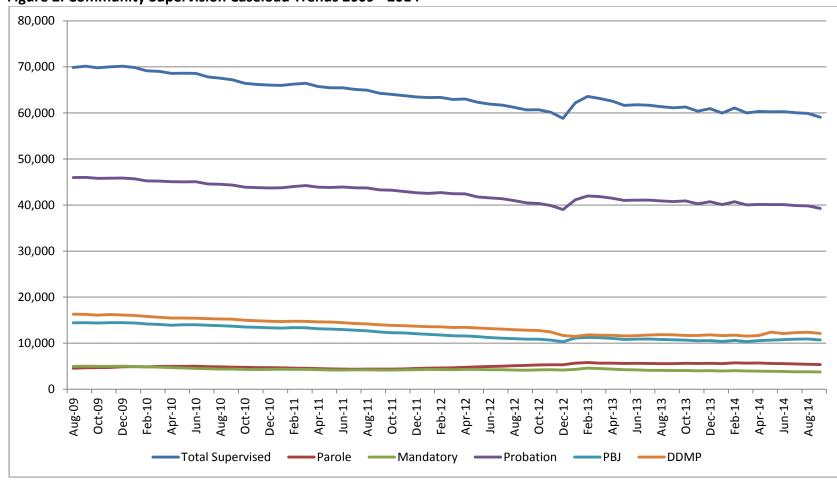Offender Location Map**

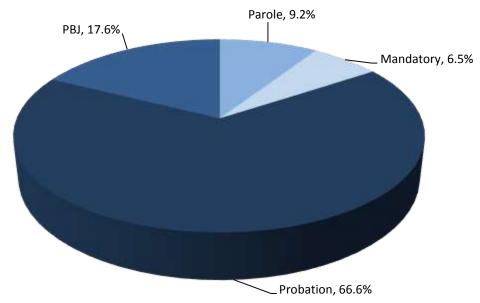THIS PAGE IS INTENTIONALLY LEFT BLANK

Figure 2: Community Supervision Caseload Trends 2009 - 2014

Source: StateStat data provided by the Office of Community Supervision Support, Maryland Department of Public Safety and Correctional Services, October 2, 2014.

Table 2: Change Caseload Type by Region									
	Statewide			North Region		Central Region		South Region	
	% Change Five Years	% Change Two Years	% Change One Year	% Change Two Years	% Change One Year	% Change Two Years	% Change One Year	% Change Two Years	% Change One Year
Total Supervised	-15.5%	-4.2%	-3.7%	-10.4%	-7.3%	-1.2%	-3.3%	-1.0%	0.0%
Parole	17.7%	-4.5%	-3.7%	1.9%	-6.9%	-0.3%	-4.3%	12.1%	-1.1%
Mandatory	-24.2%	-8.5%	-7.9%	-3.3%	-6.2%	-13.1%	-8.8%	-8.3%	-7.5%
Probation	-14.6%	-4.4%	-4.0%	-10.0%	-6.5%	-4.6%	-6.0%	1.2%	-2.3%
PBJ	-25.8%	-2.0%	-1.1%	-12.9%	-10.0%	11.0%	5.8%	-2.1%	-8.0%
DDMP**	-25.6%	2.9%	2.3%	-9.4%	-2.6%	9.7%	4.7%	-13.5%	13.0%

Note: Historical data are only available at the region level for a two-year period.
Source: StateStat data provided by Office of Community Supervision Support, Maryland Department of Public Safety and Correctional Services, October 2, 2014.

Figure 3: Distribution of Offenders by Commitment Order

PBJ, 17.6%
Parole, 9.2%
Mandatory, 6.5%
Probation, 66.6%

Note: DDMP cases are not included in the "Offenders under Supervision" total.

	Total					
Table 3: Statewide Caseload Trends by Type and Month						
Month	**Supervised**	**Parole**	**Mandatory**	**Probation**	**PBJ**	**DDMP ****
September 2013	61,119	5,549	4,062	40,767	10,741	11,796
October 2013	61,299	5,630	4,075	40,912	10,682	11,675
November 2013	60,393	5,584	4,001	40,277	10,531	11,687
December 2013	60,935	5,623	4,021	40,716	10,575	11,801
January 2014	59,988	5,551	3,947	40,103	10,387	11,633
February 2014	61,094	5,723	4,029	40,737	10,605	11,727
March 2014	60,002	5,651	3,975	40,027	10,349	11,534
April 2014	60,316	5,686	3,926	40,147	10,557	11,670
May 2014	60,268	5,602	3,890	40,099	10,677	12,411
June 2014	60,301	5,558	3,864	40,103	10,776	12,085
July 2014	60,050	5,482	3,791	39,889	10,888	12,296
August 2014	59,917	5,409	3,775	39,819	10,914	12,378
12 Month Average	**60,474**	**5,582**	**3,946**	**40,300**	**10,640**	**11,891**
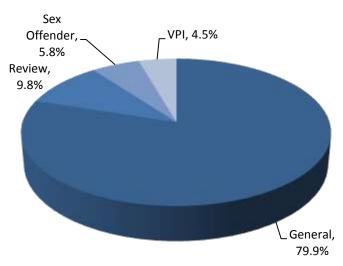
Source: StateStat data provided by Division of Parole and Probation, Maryland Department of Public Safety and Correctional Services, October 2, 2014.

ANALYSIS OF OFFENDERS UNDER SUPERVISION

On average, there were 48,731[7] offenders under criminal supervision during the 12-month period ending August 2014. As shown in Figure 4, the majority of the offenders (79.9%) are under general supervision. Just over 10% of the offenders are under containment model supervision. This group includes Sexual Offenders (5.8%) and VPI Offenders (4.51%).

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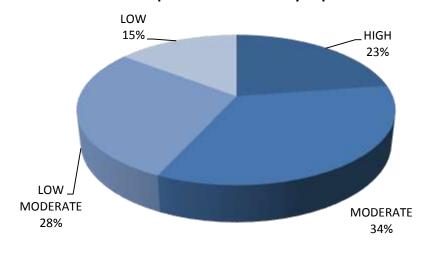
[7] The total (48,731 cases) is calculated from the 12-month average, jurisdictional level caseload data in the StateStat report provided by CSS. This total is slightly more than the 12-month state-level average (48,583) for the same period. This is due to the fact that state level totals in the State are not equal to the sum of the jurisdiction level totals. The 12-month average of the jurisdiction-level totals will be used in the staffing model. The distribution by supervision category and level in Table 4 is based upon an 8-month average (the only period for which this level of data is available). The 8 month average case count is lower than the sum of the 12-month jurisdiction level average.

Figure 4: Offenders under Supervision by Risk Classification (12 Month Average)

A significant proportion of the offenders (43%) in general supervision is classified as low (15%) and low-moderate risk (28%). One-third is classified as moderate risk and 23% are classified as high risk. It is important to note, that the general supervision caseload also includes offenders that are supervised as a special caseload including domestic violence offenders, offenders with mental health issues, offenders supervised under drug courts, and offenders supervised out of state under the ICOTs program. Figure 5 presents a graphic summary of the distribution and Table 4 presents the detailed distribution.

Figure 5: Distribution of General Supervision Caseload by Supervision Level and Type

Table 4: Statewide Supervision Levels - Criminal Supervision Cases Only 8 Month Average (January - August 2014)				
Supervision Type	% of All Criminal Supervision Cases	Supervision Level	Average Number of Cases (August 2014)	Percent of Caseload by Supervision Type
Review	9.83%	Not Yet Assigned	4,752	100%
General	79.89%	High	8,742	23%
		Moderate	13,212	34%
		Low Moderate	11,014	29%
		Low	5,662	15%
VPI	4.51%	VP1	1,758	81%
		VP2	421	19%
Sex Offender	5.77%	LV1	838	30%
		LV2	355	13%
		LV3	442	16%
		LV4	1,156	41%
Total			48,352	

Source: StateStat data provided by Office of Community Supervision Support, Maryland Department of Public Safety and Correctional Services, October 2, 2014. The eight month average was computed by principal investigator from the state-level monthly statistics. Supervision level data totals were not available prior to January 2014.

As shown in Table 5 and Figure 6, the vast majority of offenders (69% statewide) come into CS via probation orders. The percentage is slightly lower in the Central Region (65%) and slightly higher in the North Region (73%) and South Region (71%). The percentage of offenders remanded to supervision via parole order and PBJ orders is about the same across the state. The Central Region has a higher percentage of offenders remanded on mandatory release (11%) than other areas of the state (5% in the North Region and 7% in the South Region).

Table 5: Percent of Orders by Region				
Order Type	Central	South	North	Statewide
Probation	65%	71%	73%	69%
Parole	12%	12%	10%	11%
PBJ	12%	11%	12%	11%
Mandatory	11%	7%	5%	8%
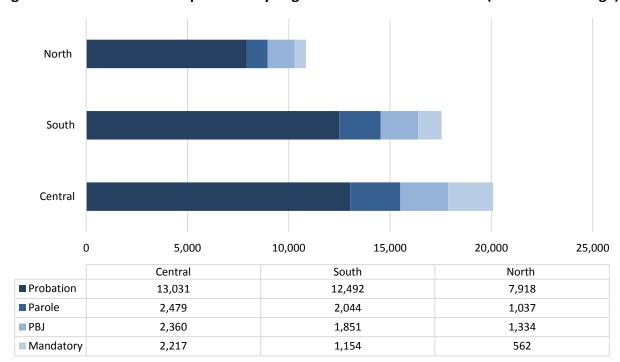
Figure 6: Offenders under Supervision by Region and Commitment Order (12 Month Average)

	Central	South	North
■ Probation	13,031	12,492	7,918
■ Parole	2,479	2,044	1,037
■ PBJ	2,360	1,851	1,334
■ Mandatory	2,217	1,154	562

The distribution of cases under supervision by the commitment order type is presented in Table 6. In the North Region, Washington County has the largest number of cases committed via parole order (260) followed by Harford County (203), Frederick County (143), and Montgomery County (124). The largest number of cases remanded on mandatory release is in Washington County (142) followed by Harford County (109) and Montgomery County (97). In contrast, Montgomery County has the largest number of offenders remanded on a probation order (2,652) followed by Harford County (1,553). Harford County has the largest number of offenders remanded on a PBJ order (291) followed by Montgomery (277), Carroll (242) and Howard (225) counties.

In the Central Region, Baltimore City has the largest number of cases remanded on parole (1,860), mandatory release (1,782), probation (9,213) and PBJ (1,597). In both Baltimore City and Baltimore County, the largest number of offenders under supervision comes into supervision via a probation order.

In the South Region, the largest number of offenders remanded to custody on a parole order is in Prince George's County (604), followed by Wicomico County (333) and Anne Arundel County (217). The largest number of offenders remanded on mandatory release is in Prince George's County (428), followed by Anne Arundel (146), Wicomico (142), and Charles (118) counties. The largest number of offenders on a probation order is in Prince George's County (4,374) followed by Anne Arundel (2,432), Wicomico (923), and Charles (812) counties. Anne Arundel County has the largest number of offenders on PBJ (690), followed by Prince George's (245), Wicomico (159), and Cecil (155) counties.

Table 6: Criminal Supervision Cases by Region, County, and Offender Type 12 Month Average (September 2013 – August 2014)					
	Total Supervised	Parole	Mandatory	Probation	PBJ
North Region	*11,023*	*1,037*	*562*	*7,918*	*1,334*
Montgomery	3,171	124	97	2,652	277
Harford	2,186	203	109	1,553	291
Frederick	1,284	143	56	856	164
Carroll	1,277	95	61	875	242
Washington	1,267	260	142	746	99
Howard	1,018	70	32	674	225
Allegany	512	72	45	374	9
Garrett	308	70	20	188	27
Central Region	*20,111*	*2,479*	*2,217*	*13,031*	*2,360*
Baltimore City	14,467	1,860	1,782	9,213	1,597
Baltimore Co.	5,644	619	435	3,818	763
South Region	*17,597*	*2,044*	*1,154*	*12,492*	*1,851*
Prince George's	5,669	604	428	4,374	245
Anne Arundel	3,494	217	146	2,432	690
Wicomico	1,559	333	142	923	159
Charles	1,122	158	118	812	31
Cecil	1,038	70	45	764	155
Saint Mary's	744	123	63	534	10
Worcester	650	91	22	414	129
Caroline	599	58	30	416	93
Dorchester	590	80	46	374	82
Queen Anne's	570	54	18	414	85
Calvert	539	79	34	397	28
Talbot	483	69	25	312	76
Somerset	310	72	28	164	45
Kent	230	36	9	162	23
Statewide	*48,731*	*5,560*	*3,3933*	*33,441*	*5,545*

Source: StateStat data provided by Office of Community Supervision Supprot, Maryland Department of Public Safety and Correctional Services, October 2, 2014. The twelve month average was computed by principal investigator.

As illustrated in Figure 7, the largest proportion of offenders under supervision is in the Central Region. This region has the largest number of offenders under general supervision (17,954), offenders under VPI supervision (1,389), and sex offender supervision (1,054). Baltimore City CS agents supervise 72% of the offenders in the Central Region and 30% of offenders statewide.

Table 7 shows the distribution of cases by supervision level, region, and jurisdiction. In the North Region, the largest overall number of offenders is in Montgomery County (3,171) followed by Harford (2,186) and Frederick (1,284) counties. However, Harford County has the largest number of VPI offenders (84) in the region followed by Frederick County at 51. Montgomery County has the largest number of sexual offenders in the North Region (215). In the Central Region, Baltimore City has the largest number of offenders in each category and the largest proportion of VPI offenders. In the South Region, Prince George's County has the most offenders under supervision (5,669) followed by Anne Arundel County (3,494). Anne Arundel County has the most VPI offenders (127) and Prince George's has the most sexual offenders under supervision (322).
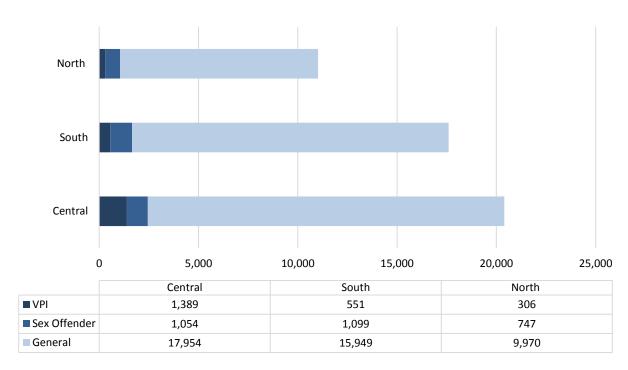
Figure 7: Criminal Offenders under Supervision by Region 12 Month Average

	Central	South	North
■ VPI	1,389	551	306
■ Sex Offender	1,054	1,099	747
▢ General	17,954	15,949	9,970

Source: StateStat data provided by Office of Community Supervision Support, Maryland Department of Public Safety and Correctional Services, October 2, 2014. The twelve month average was computed by principal investigator.

Table 7: Criminal Supervision Cases by Region, Jurisdiction, and Supervision Category 12 Month Average (September 2013 - August 2014)				
Region and Jurisdiction	**Total Offenders Supervised**	**VPI Cases**	**Sex Offender Cases**	**General Cases**
North Region	*11,023*	*306*	*747*	*9,970*
Montgomery	3,171	46	215	2,910
Harford	2,186	84	105	1,997
Frederick	1,284	51	109	1,125
Carroll	1,277	26	80	1,171
Washington	1,267	65	100	1,102
Howard	1,018	15	53	950
Allegany	512	17	67	428
Garrett	308	2	18	287
Central Region	*20,111*	*1,389*	*1,054*	*17,954*
Baltimore City	14,467	1,126	745	12,596
Baltimore Co.	5,644	263	309	5,358
South Region	*17,597*	*551*	*1,099*	*15,949*
Prince George's	5,669	123	322	5,224
Anne Arundel	3,494	172	215	3,107
Wicomico	1,559	67	101	1,391
Charles	1,122	37	96	989
Cecil	1,038	20	82	937
Saint Mary's	744	21	43	680
Worcester	650	13	40	597
Caroline	599	18	32	549
Dorchester	590	20	43	527
Queen Anne's	570	14	22	534
Calvert	539	13	46	480
Talbot	483	16	21	447
Somerset	310	12	22	276
Kent	230	5	14	211
Statewide	48,731	2,246	2,900	43,873

Source: StateStat data provided by Office of Community Supervision Support, Maryland Department of Public Safety and Correctional Services, October 2, 2014. The twelve month average was computed by principal investigator.

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This chapter presents the parole/probation agent workload analysis. The analysis includes the average number of hours per year required to supervise offenders at each supervision level, relative weights for cases under supervision, an analysis of agent caseload size, and a comparison of Maryland's average agent caseload with those of agents in other states. This chapter also includes a discussion of the observations from the agent case note review and the analysis of how agents LAW agents, CLU agents, and WAU officers spend their time as reported in the time study.

The methodology used to conduct the time study is discussed in detail in Appendix B. The methodology for computing the annual standard times is discussed in detail in the Chapter 4 discussion of the staffing model methodology.

From the time study data, the research team computed the average amount of time spent per agent supervising offenders in each supervision category. This figure is referred to as standard or average time. These terms are used interchangeably in the report. Standard time is an estimate of the amount of time spent by agents supervising offenders in each of the 11 supervision categories. Since each offender's situation, needs, and violation history is different, agents must use the supervision guidelines and their professional judgment to determine how much supervision an offender requires. The research team does not mean to imply that standard time is the specific amount of time that should be spent with an offender. However, standard time is a good tool for estimating how many agents are needed to supervise the statewide caseload and for comparing agent workload when agents have a variety of offenders requiring differing levels of supervision.

From the time study data collected from agents, the team computed the average supervision time statewide, by region, and geographic isolation. The results of this analysis are presented in Tables 8 and 9 under the Statewide Annualized Average Hours column.

As would be expected per the supervision requirements, offenders under the containment model of supervision (VPI and Sexual Offenders) require the most supervision time. VPI 2 offenders require 25.60 hours of supervision time annually followed by Sexual Offenders – Level 1 (23.10 hours), VPI 1 Offenders (22.77 hours), and Sexual Offenders – Level 2 (20.58 hours), General Low and General Low-Moderate offenders require the least supervision at 8.28 hours and 8.85 hours per year respectively.

In addition to presenting the statewide average times, Table 8 compares the average annual time by region (Central, North, and South) and supervision level. The blue highlighted cells indicate regions were the average annual supervision time is higher than that statewide average for the supervision level reported in the row.

Generally, the amount of time to supervise a case, at all supervision levels, is higher than the statewide average in the Central Region except for VPI 1, Sexual Offender Level 1 and Sexual Offender Level 2 cases which are lower than the statewide average. The North and South regions have a higher than average standard time in five of the eleven supervision categories, but there is no evident pattern in the difference.

Table 9 presents a similar analysis, but instead of region, the table compares average supervision time by geographic isolation in terms of Urban, Suburban, or Rural office location. An offender was classified as urban, suburban, or rural based upon the location of the office to which his/her case is assigned.

As would be expected, the supervision times are higher than average for containment populations in the rural areas except for VPI 2 cases. Because these offices have fewer specialized support units, fewer community resources, and a population that is more geographically dispersed, it follows logically that offenders requiring more intensive supervision will require more time to supervise. Higher risk offenders in suburban jurisdictions require a less than average amount of supervision time. In nine of the eleven supervision categories, urban jurisdictions require more time than the statewide average amount of time required to supervise cases.

Supervision Level	Central			North			South			Statewide		
Table 8: Projected Average Agent Time Per Year by Supervision Level and Region												
	Average Hours Study Period	Annualized Average Hours	# SIDs	Average Hours Study Period	Annualized Average Hours	# SIDs	Average Hours Study Period	Annualized Average Hours	# SIDs	Average Hours Study Period	Annualized Average Hours	# SIDs
VP1 (Violence Prevention Initiative Level 1)	1.61	20.87	163	2.16	28.12	85	1.42	18.47	34	175	22.77	282
VP2 (Violence Prevention Initiative Level 2)	2.15	27.90	20	1.59	20.73	12	2.46	31.96	2	1.97	25.60	34
LV1 (Sexual Offender Level 1 Supervision)	1.68	21.88	54	1.61	20.87	107	2.26	29.44	48	1.78	23.10	209
LV2 (Sexual Offender Level 2 Supervision)	1.05	13.60	8	1.93	25.13	41	1.10	14.35	21	1.58	20.58	70
LV3 (Sexual Offender Level 3 Supervision)	1.33	17.23	4	1.13	14.66	25	0.99	12.93	25	1.09	14.17	67
LV4 (Sexual Offender Level 4 Supervision)	1.04	13.49	35	1.02	13.25	85	1.05	13.62	39	1.03	13.39	159
H - High	1.27	16.45	571	1.28	16.62	305	0.95	12.38	299	1.19	15.46	1,175
M - Moderate	1.05	13.69	465	1.05	13.60	519	0.82	10.68	497	0.97	12.65	1,481
LM - Low Moderate	0.88	11.44	157	0.59	7.63	418	0.73	9.46	170	0.68	8.85	745
L - Low	0.97	12.59	44	0.52	6.77	171	0.71	9.21	75	0.64	8.28	290
Review	1.05	13.67	209	0.98	12.73	195	0.82	10.63	178	0.96	12.43	582
Total Offenders			*1,730*			*1,963*			*1,388*			*5,094*

Table 9: Projected Average Agent Time Per Year by Supervision Level and Geographic Isolation[8]											
	Rural			Suburban			Urban			Statewide		
Supervision Level	Average Hours Study Period	Annualized Average Hours	# SIDs	Average Hours Study Period	Annualized Average Hours	# SIDs	Average Hours Study Period	Annualized Average Hours	# SIDs	Average Hours Study Period	Annualized Average Hours	# SIDs
VP1 (Violence Prevention Initiative Level 1)	2.13	27.64	102	0.98	12.78	13	1.58	20.57	167	1.75	22.77	282
VP2 (Violence Prevention Initiative Level 2)	1.72	22.33	14	0.63	8.13	2	2.31	30.09	18	1.97	25.60	34
LV1 (Sexual Offender Level 1 Supervision)	1.93	25.11	78	1.06	13.82	15	1.77	22.95	116	1.78	23.10	209
LV2 (Sexual Offender Level 2 Supervision)	1.78	23.18	42	1.04	13.58	6	1.35	17.52	22	1.58	20.58	70
LV3 (Sexual Offender Level 3 Supervision)	1.11	14.45	50	0.33	4.23	4	1.24	16.17	13	1.09	14.17	67
LV4 (Sexual Offender Level 4 Supervision)	1.02	13.30	87	0.87	11.27	20	1.11	14.37	52	1.03	13.39	159
H - High	1.13	14.71	288	1.24	16.15	211	1.20	15.56	676	1.19	15.46	1,175
M - Moderate	0.93	12.04	505	0.87	11.30	321	1.06	13.78	655	0.97	12.65	1,481
LM - Low Moderate	0.81	10.49	236	0.52	6.79	219	0.70	9.07	290	0.68	8.85	745
L - Low	0.48	6.27	91	0.77	10.05	70	0.67	8.75	129	0.64	8.28	290
Review	0.87	11.26	194	0.97	12.65	105	1.01	13.15	283	0.96	12.43	582
Total Offenders			*1,687*			*986*			*2,421*			*5,094*

[8] Offenders were classified as being in urban, suburban, or rural locations based upon where their supervising agents' office is located. The principal investigator and a representative of the Office of Community Supervision Support, classified the CS offices by their location.

COMPARING RELATIVE WORKLOAD

Using the average annual times presented in Table 8, the research team computed a ratio that can be used to compare the relative workload associated with cases of differing supervision levels. To compute the ratio the research team set the amount of time spent by agents statewide supervising general offenders under moderate supervision equal to a weight of 100% and then computed a ratio for each standard time relative to that time. For example, the standard time for moderate supervision is 12.65 hours per year. The calculation is (12.65/12.65)*100=100%. The calculation for VPI 1 statewide is (22.77/12.65)*100=180%. This ratio says that, in general, supervising a VPI 1 offender takes 180% or 1.8 times as much time per year than supervising a moderate risk, general supervision offender. The same procedure was used to compute the ratios by supervision level and office location.

As would be expected, the higher the supervision level, the more time it takes to supervise an offender (Table 10). Statewide, on average, it takes 1.8 times as much time to supervise a VPI 1 offender than it does to supervise an offender under General supervision. As indicated by the blue highlighted boxes, it generally takes more time in the Central Region to supervise offenders than the statewide average with the exception of VPI 1, Level 1 and Level 2 Sexual Offenders, which take less time than the statewide average. In the North Region, it takes 2.2 times as much effort to supervise a VPI 1 offender when compared to the statewide moderate risk general offender. In the North Region and South Region it takes more agent time to supervise offenders than the statewide level of effort for four of the eleven supervision categories. In the remaining supervision categories it takes less time to supervise offenders in the North and South regions.

Table 10: Relative Workload by Supervision Level and Region				
Supervision Level	**Central**	**North**	**South**	**Statewide**
VP1 (Violence Prevention Initiative Level 1)	165%	222%	146%	180%
VP2 Violence Prevention Initiative Level 2)	221%	164%	253%	202%
LV1 (Sexual Offender Level 1 Supervision)	173%	165%	233%	183%
LV2 (Sexual Offender Level 2 Supervision)	107%	199%	113%	163%
LV3 (Sexual Offender Level 3 Supervision)	136%	116%	102%	112%
LV4 (Sexual Offender Level 4 Supervision)	107%	105%	108%	106%
H - High	130%	131%	98%	122%
M - Moderate	108%	108%	84%	100%
LM - Low Moderate	90%	60%	75%	70%
L - Low	100%	54%	73%	65%
Review	108%	101%	84%	98%

Note: The blue highlighted cells indicate where the region ratio is greater than the statewide ratio.

Table 11 presents a similar analysis, but by office location (rural, suburban, urban) instead of region. Agents working in urban offices generally spend more time supervising their offenders than their counterparts statewide. In rural offices, agents spend more than the statewide average amount of time supervising VPI 1, Level 1 Sexual Offenders, Level 2 Sexual Offenders,

and General Supervision Low-Moderate risk offenders. In suburban offices, agents spend more than an average amount of time with High Risk General Supervision offenders, Low Risk General Supervision offenders, and Review cases.

Table 11: Relative Workload by Supervision Level and Office Location				
Supervision Level	Rural	Suburban	Urban	Statewide
VP1 (Violence Prevention Initiative Level 1)	219%	101%	163%	180%
VP2 (Violence Prevention Initiative Level 2)	177%	64%	238%	202%
LV1 (Sexual Offender Level 1 Supervision)	198%	109%	181%	183%
LV2 (Sexual Offender Level 2 Supervision)	183%	107%	139%	163%
LV3 (Sexual Offender Level 3 Supervision)	114%	33%	128%	112%
LV4 (Sexual Offender Level 4 Supervision)	105%	89%	114%	106%
H - High	116%	128%	123%	122%
M - Moderate	95%	89%	109%	100%
LM - Low Moderate	83%	54%	72%	70%
L - Low	50%	79%	69%	65%
Review	89%	100%	104%	98%

Note: The blue highlighted cells indicate where the region ratio is greater than the statewide ratio.

CASELOAD ANALYSIS BY REGION AND OFFICE LOCATION

The research team was charged with conducting an analysis of the CS caseload. This was a complicated task because caseload data by supervision type at the agent level was not readily available. For this analysis, the principal investigator received three data file extracts (one for each region) from OCMS. The files included one record for each offender case[9] assigned to the region. Each case record included the offender SID, case status agent, assigned office, and supervision level. The three Excel files were combined to create one Excel file. By selecting only "active" offender records and active agents, the research team was able to create an agent caseload file. This file contained 549 records, one for each supervising agent. (This file was also used to allocate the statewide caseload projection to offices for the staffing model in Chapter 5.)

The case record file was combined with data about agents, including their assigned office, their primary caseload assignment, and data about their office including the region and location type. This data was used by the principal investigator to compute an unweighted caseload at the agent level. Or more simply stated, a count of active cases by agent.

There are two problems with using an unweighted count to measure caseload. First, the different supervision levels have different supervision standards. For example, Violent Offenders and Sex Offenders require more intense supervision than Moderate Risk General Offenders. The second problem with an unweighted caseload count is that cases in all offices are counted the same regardless of the differences in agent responsibilities. For example, many offices have centralized support such as Court Liaisons Agents, Liaison Waiver Agents, and centralized intake. Rural offices do not have this type of specialization, which means that supervising agents perform all duties including going to court.

To compute a more accurate comparison of caseloads, the research team used the time study data to compute weights for the various types of cases. The research team extracted the time study entries completed by supervising agents (excluding Court Liaisons, Liaison Waiver Agents, and Warrant Apprehension Officers) and aggregated all of the time recorded for each offender. This produced a file with 6,388 records, one for each offender seen during the time study. From this file, the research team calculated the amount of agent time spent with each offender during the time study. This aggregated time was analyzed by supervision level to produce case weights. The research team set General–Moderate supervision level as the base weight of 1 and calculated

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[9] Each offender can have multiple cases. This means the offender Excel file contained multiple records for each offender. Only the 'active' cases were used for this analysis.

the weights for supervision level relative to the standard time for general-moderate supervision. The relative weights are presented in Table 12.[10]

Table 12: Relative Case Weights by Supervision Level	
Supervision Level	**Relative Weight**
VP1 (Violence Prevention Initiative Level 1)	1.91
VP2 (Violence Prevention Initiative Level 2)	1.26
LV1 (Sexual Offender Level 1 Supervision)	1.87
LV2 (Sexual Offender Level 2 Supervision)	1.70
LV3 (Sexual Offender Level 3 Supervision)	1.13
LV4 (Sexual Offender Level 4 Supervision)	1.07
H - High	1.20
M - Moderate	1.00
LM - Low Moderate	0.69
L - Low	0.66
Review	0.94

Table 13 and Figure 8 compare the average agent caseload for general and special caseloads across the three regions.[11]   When the caseloads are weighted by the average annual agent supervision time, the weighted caseload for specialized caseloads increases and the weighted caseload for general cases decreases. The highest average caseloads (weighted or unweighted) are in the South Region where the average unweighted caseload for a general supervision agent is 138 offenders. In the South Region the unweighted special caseload is 62 individuals. The lowest special caseloads are in the Central Region (34 unweighted/46 weighted).   The lowest unweighted general caseload is in the Central Region (108 offenders) and the lowest weighted general caseload is in the North Region (93).

Table 13: Average Caseload Comparison by Caseload Type and Region						
	Special Caseload		**General Caseload**		**All Caseloads**	
Region	**Unweighted**	**Weighted**	**Unweighted**	**Weighted**	**Unweighted**	**Weighted**
Central Region	34	46	108	100	71	73
North Region	40	52	109	93	87	80
South Region	62	68	138	125	98	95
Statewide	44	54	116	105	83	81

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[10] The weights used to compute the weighted caseload are slightly different than those in Table 11. The relative weights in Table 12 include time for agents, LAW agents, and CLU agents. The relative weights in Table 11 include only supervising agent time.

[11] Special caseload includes caseloads of agents who do not solely supervise general cases. The offenders in the special caseload include VPI, Sexual Offenders, Domestic Violence Offenders, Mental Health cases, Drug Court cases, and ICOTs.
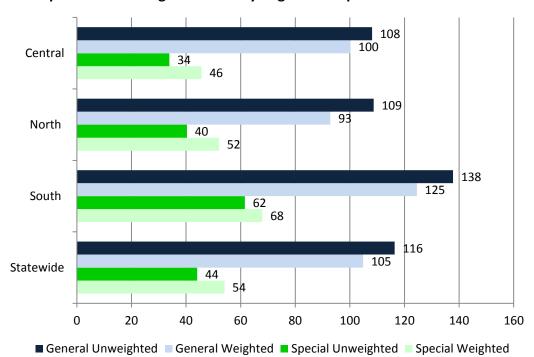
Figure 8: Comparison of Average Caseload by Region and Specialization

Table 14 presents the average caseload size (weighted and unweighted) for general and special supervision caseloads by office. In the Central Region, the Essex/Rosedale office has the highest weighted special (67) and general (117) caseloads. In the North Region, the highest weighted special caseload is in the Gaithersburg office (69) and the highest average general caseload is in the Ellicott City office (110). In the South Region, the highest weighted general caseload is in the Temple Hills office (158) and the highest weighted specialized caseload is in the Hyattsville office (107).

Table 14: Average Caseload Comparison by Region and Office						
		Special Caseload		General Caseload		All Caseloads	
Region and Office		Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
Central Region		**34**	**46**	**108**	**100**	**71**	**73**
	Arbutus/Caton	63	66	134	113	121	105
	Balto. City Sex Off	33	51			33	51
	Balto. City V.P.I.	24	42			24	42
	Balto Co Sex Off	34	44			34	44
	Balto. Co V.P.I.	19	34			19	34
	Drug Court Circuit	29	34			29	34
	Dundalk			99	96	99	96
	Essex/Rosedale	62	67	132	117	119	108
	FAST	57	64			57	64
	Gay St			115	106	115	106
	General Supv	2	2	95	91	91	87
	Madison St. Se			99	93	99	92
	Owings Mills	39	40	87	77	74	66
	Reentry	62	59			62	59
	Seton			102	99	102	99
	Severn St	40	44	117	109	107	100
	Treatment Liaison	27	31			27	31
North Region		**40**	**52**	**109**	**93**	**87**	**80**
	Aberdeen	36	53	126	104	90	84
	Belair	34	50	126	99	109	90
	Cumberland	42	53	92	84	70	71
	Ellicott City	25	35	127	110	96	87
	Frederick	50	58	119	102	89	83
	Gaithersburg	46	69	100	89	90	85
	Hagerstown	34	49	120	107	87	84
	Oakland	39	47	107	86	84	73
	Rockville	39	51	73	63	53	56
	Silver Spring	70	53	101	85	98	83
	Westminster	43	53	96	82	81	74

Table 14: Average Caseload Comparison by Region and Office (Continued)						
		Special Caseload		General Caseload		All Caseloads	
Region and Office		Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
South Region		**62**	**68**	**138**	**125**	**98**	**95**
	Annapolis	49	61	106	104	79	84
	Cambridge	58	65	146	136	93	93
	Centreville	66	71	167	129	117	100
	Chestertown	38	45	87	87	63	66
	Denton	94	99	132	124	11	114
	Easton	66	71	92	76	76	73
	Elkton	47	56	120	108	93	89
	Glen Burnie	59	68	149	137	102	101
	Hyattsville	101	106	123	113	116	111
	Leonardtown	30	41	159	150	104	103
	Prince Frederick	104	99			104	99
	Prince George's V.P.I	30	47			30	47
	Princess Anne	81	80	131	103	98	88
	Salisbury	48	61	182	153	105	100
	Snow Hill	79	83	156	142	125	118
	Temple Hills	78	81	173	158	126	120
	Upper Marlboro	47	46	135	115	81	72
	Waldorf	74	83	130	120	105	104
Statewide		**44**	**54**	**116**	**105**	**83**	**81**

Source: Principal Investigator's analysis of active offender records as of September 29, 2014. Offender records were combined with separate file of CSS provided data on the agents' caseload type. Office classification per StateStat data provided by CSS. The blue highlighted boxes indicate the highest average caseload in the region.

Table 15 compares the weighted and unweighted caseloads by region and agent caseload type. Unlike the prior table, this analysis represents the full array of caseload mixes. For this analysis, the agent caseload type was determined by having regional directors or their designees identify the type of cases each agent supervises. In general, the highest caseloads are in the South Region where the average General caseload is 125 weighted/138 unweighted and the General-ICOTs caseload is 146 weighted/166 unweighted.

Table 16 shows the same analysis by community type. Caseloads are generally higher in the rural and suburban areas and lower in the urban areas. Caseloads are significantly higher in urban offices for the General-ICOTS caseload. Mental health caseloads are the highest in suburban (63 weighted/52 unweighted) and urban (56 weighted/52 unweighted) offices. Because the total number of cases under supervision is lower in the rural areas, agents are often assigned a mix of special caseloads to create a full caseload.

Table 15: Caseload Size by Caseload Type and Region (Weighted by State Weights)								
	Central		North		South		Statewide	
Agent Caseload Type	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted
Drug Court	32	28			47	53	34	31
Domestic Violence	59	52	53	70	86	85	65	62
General - Domestic Violence					99	98	99	98
General	100	108	93	109	125	138	105	116
General – ICOTS					146	166	146	166
ICOTS	44	51	108	132	97	110	86	101
Mental Health	58	57			24	30	45	46
Reentry	59	62					59	62
Sex Offender - Domestic Violence					66	56	66	56
Sex Offender – General			56	55	60	57	59	56
Sex Offender - General - Mental Health	19	15					19	15
Sex Offender	49	34	50	38	55	43	51	38
Triage –ICOTS					17	18	17	18
Triage					29	33	29	33
VPI - Domestic Violence					93	107	93	107
VPI – General					79	63	79	63
VPI – ICOTS					102	87	102	87
VPI	40	23	50	31	47	29	43	25
VPI - Sex Offender			47	35	65	57	60	51
VPI - Sex Offender -Domestic Violence					45	38	45	38
VPI - Sex Offender – General					87	86	87	86
Average	73	71	80	87	95	98	81	83

Source: Principal Investigator's analysis of active offender records combined with separate file of CSS provided data on the agents' caseload type. Office classification per StateStat data provided by CSS.

Table 16 : Caseload Size by Caseload Type and Location (Weighted by Statewide Weights)								
	Rural		Suburban		Urban		Statewide	
Agent Caseload Type	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted
Drug Court	37	44	57	62	32	28	34	31
Domestic Violence	95	103	66	59	59	55	65	62
General - Domestic Violence	103	104	81	78	95	88	99	98
General	111	127	108	122	99	107	105	116
General – ICOTS			88	107	203	226	146	166
ICOTS	100	117	44	51			86	101
Mental Health	24	30	63	52	56	52	45	46
Reentry					59	62	59	62
Sex Offender - Domestic Violence	87	81	45	31			66	56
Sex Offender - General	59	56					59	56
Sex Offender - General - Mental Health					19	15	19	15
Sex Offender	52	43	47	36	53	36	51	38
Triage -ICOTS	17	18					17	18
Triage	29	33					29	33
VPI - Domestic Violence	93	107					93	107
VPI - General	79	63					79	63
VPI - ICOTS	102	87					102	87
VPI	46	28	42	28	43	25	43	25
VPI - Sex Offender	60	51					60	51
VPI - Sex Offender -Domestic Violence	45	38					45	38
VPI - Sex Offender - General	56	38			117	134	87	86
All Caseloads	**87**	**92**	**84**	**87**	**76**	**75**	**81**	**83**

Source: Principal Investigator's analysis of active offender records combined with separate file of CSS provided data on the agents' caseload type. Office classification per StateStat data provided by CSS.

NATIONAL CASELOAD SIZE COMPARISON

To put Maryland's caseload size in context, the Schaefer Center conducted a survey of parole and probation departments across the country.[12] Fifty state parole and probation agencies were contacted, 40 representatives responded to the survey and provided at least some information about their caseload size.[13] This section compares Maryland's general supervision and special caseload sizes with those of other states who were able to provide caseload data.

Figure 9 below shows that few of the states responding to the survey have a mandated caseload size. Hawaii has a recommended, but not mandated cap. Maryland does not have a caseload cap mandated by policy or legislation.
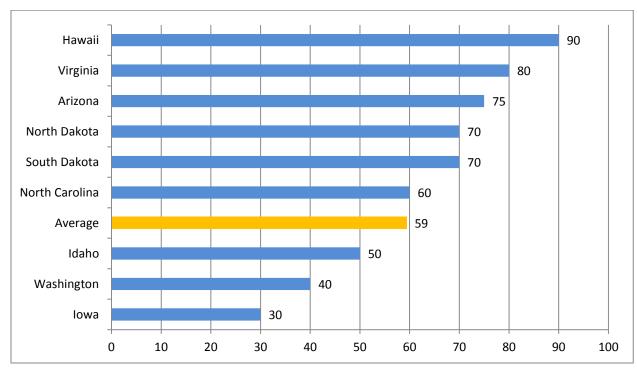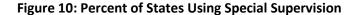
Figure 9: Mandated Caseload Size Cap by State

Note: Hawaii recommends a caseload size, but does not mandate a cap.

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[12] The survey was conducted via telephone interview and coded into the analytic database. The survey instrument is included in Appendix F.
[13] While 40 states responded to the survey, not every state provided a response for each question. This means that sometimes the number of responses is less than 40.

Figure 10 shows that vast majority of responding states (87%) reported that they use at least one type of special caseload supervision. Maryland has the fourth highest general supervision caseload of the states responding to the survey with an average of 116 offenders per agent. This is substantially above the national average of 82. See Figure 11 for the caseload distribution by state.

Figure 10: Percent of States Using Special Supervision

Do not use
specialized
caseloads
13%

Use at least one
type of
specialized
caseload
87%
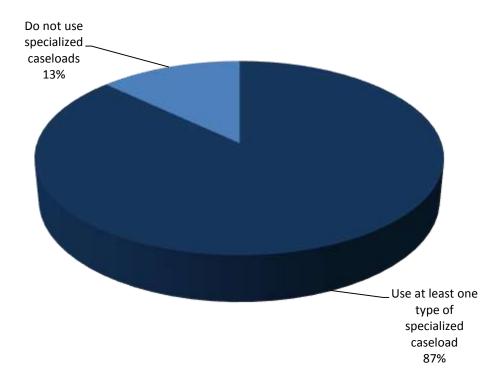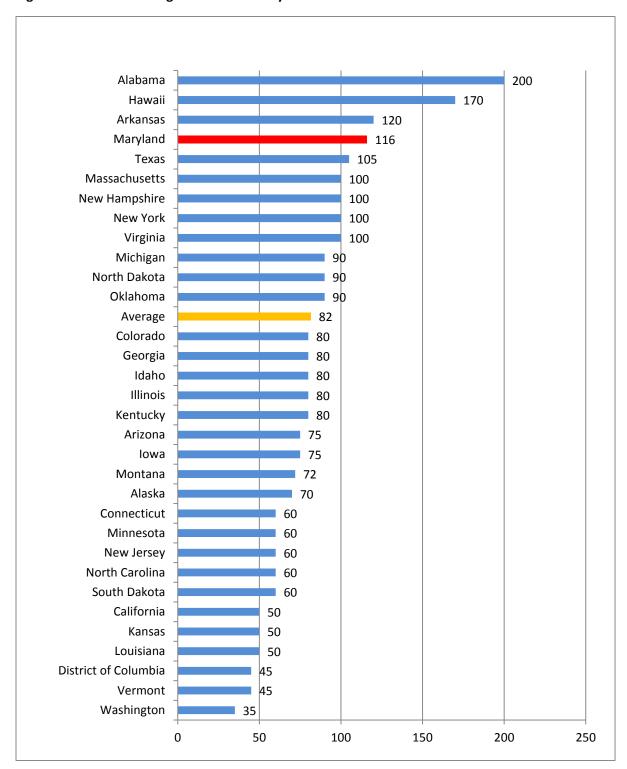
Figure 11: General Average Caseload Size by State

State	Caseload
Alabama	200
Hawaii	170
Arkansas	120
Maryland	116
Texas	105
Massachusetts	100
New Hampshire	100
New York	100
Virginia	100
Michigan	90
North Dakota	90
Oklahoma	90
Average	82
Colorado	80
Georgia	80
Idaho	80
Illinois	80
Kentucky	80
Arizona	75
Iowa	75
Montana	72
Alaska	70
Connecticut	60
Minnesota	60
New Jersey	60
North Carolina	60
South Dakota	60
California	50
Kansas	50
Louisiana	50
District of Columbia	45
Vermont	45
Washington	35

Maryland fares better when it comes to special supervision caseloads. Specifically, Maryland's average violent offender caseload (25 per agent) well is below the national average of 34 per agent. Michigan and Kentucky have the highest offender to agent ratio with an average of 50 violent offenders per agents. (See Figure 12 below.) Maryland's average sex offender caseload is 38 offenders per agent, which is below the average (42) of reporting states. The largest sex offender caseloads are in Rhode Island (70 per agent) and Hawaii (65 per agent) (See Figure 13).

While the averages are relatively low for these two specialized caseloads, the reader should keep in mind that in many of the smaller jurisdictions, agents have combined caseloads supervising violent offenders, sex offenders, domestic violence offenders, and offenders in the mental health caseload. These agents have much higher average caseloads.
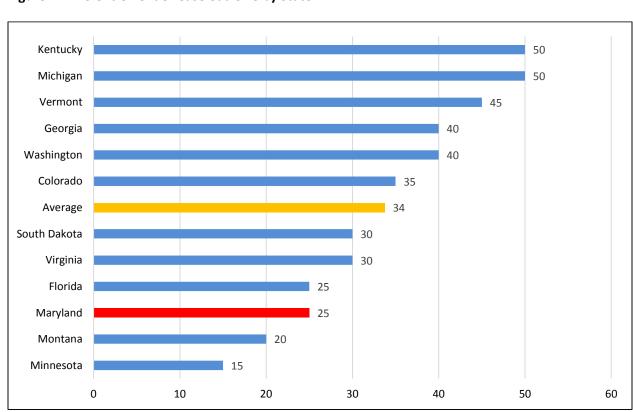
Figure 12: Violent Offender Caseload Size by State
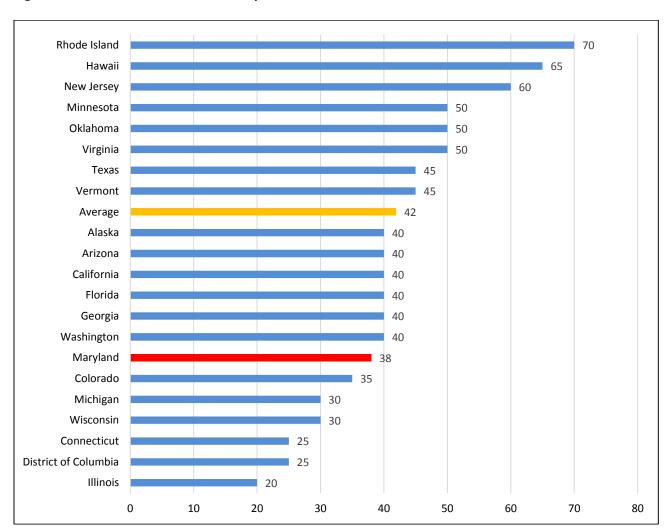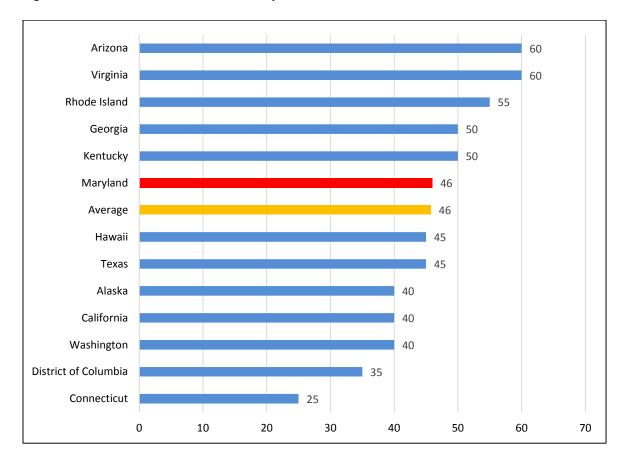
Figure 13: Sex Offender Caseload Size by State

As shown in Figure 14, Maryland's average mental health caseload size (46) is average among the reporting states. Arizona has the highest mental health caseload with an average of 60 offenders per agent. Connecticut has the smallest with 25 per agent.

Figure 14: Mental Health Caseload Size by State

State	Caseload Size
Arizona	60
Virginia	60
Rhode Island	55
Georgia	50
Kentucky	50
Maryland	46
Average	46
Hawaii	45
Texas	45
Alaska	40
California	40
Washington	40
District of Columbia	35
Connecticut	25

HOW AGENTS AND OFFICERS SPEND THEIR WORK TIME

As part of the time study analysis, the research team calculated how supervision agents, court liaison agents, liaison waiver agents, and warrant apprehension officers spend their work time. The purpose of this analysis is to give management insight into the relative allocation of work time to various tasks. For each group analyzed, the research team provides a high level overview of work time by major work category and a detailed look, in descending order, of the amount of time spent on various tasks during the month. To see how individual tasks relate to major work categories see the task list in Appendix C.

SUPERVISION AGENTS

Supervision agents in Maryland spend most of their time with office visits (14%), court interaction (14%), and other offender related duties (11%). Agents who supervise VPI cases spend a significant portion of their time (23%) on office visits. Agents who supervise Sexual Offenders divide their time between other offender related duties (14%), office visits (12%), and community contacts (11%). General supervision agents spend a large portion of their time in court (17%), office visits (13%), and other offender related duties (12%). See Tables 17 and 18 for a complete analysis.

When analyzed by region, agents in all regions spend a significant portion of time on office visits: 16% in the Central Region, 19% in the North Region, and 18% in the South Region. Court interaction also consumes a significant amount of an agent's time: 17% in the Central and North regions and 19% in the South Region.

When analyzed by individual task (Table 19) rather than major task groups, agents spent the most amount of time answering email and telephone calls (7.44%). This is followed closely by office visits (7.35%), other administrative duties (6.8%), and attending court proceedings (5.24%).

Table 17: How Agents Spend Their Time By Caseload Type							
	Agent Caseload Type						
	VPI	VPI - Sex Offender	Drug Court	Domestic Violence	Sex Offender	General	All Agents
	% of Time	% of Time	% of Time	% of Time	% of Time	% of Time	% of Time
Number of Agents Reporting	**5**	**2**	**2**	**2**	**12**	**47**	**74***
Task							
Case Set Up	1%	3%	4%	2%	2%	3%	3%
Initial Office Visit	1%	1%	0%	3%	1%	3%	3%
Assessment and Classification	10%	0%	1%	4%	5%	6%	6%
Community Contacts	10%	17%	8%	1%	11%	4%	6%
Office Visit	23%	20%	9%	21%	12%	13%	14%
Communicate with Others	3%	1%	1%	1%	4%	2%	2%
Court Interaction	10%	5%	12%	20%	8%	17%	14%
Special Condition Verification	3%	2%	11%	3%	6%	3%	4%
Reports - Offender Specific	3%	2%	6%	5%	3%	7%	6%
Warrant Service and Formal Sanction	0%	0%	1%	1%	0%	0%	0%
Other Offender Related Duties	7%	2%	10%	7%	14%	12%	11%
Reports - Non Offender Specific	0%	1%	5%	0%	0%	1%	1%
Staff Development	5%	9%	9%	9%	10%	7%	8%
General Communications	12%	11%	16%	17%	9%	8%	9%
Other Administrative Duties	7%	18%	6%	1%	9%	7%	8%
Travel	3%	7%	0%	3%	5%	4%	4%
All Other Activities	0%	0%	0%	0%	0%	1%	1%
Non-Offender Related Communication	1%	0%	0%	1%	1%	1%	1%
Total	100%	100%	100%	100%	100%	100%	100%
Percent of Time Recorded by Agent - Less Lunch, Breaks, and Leave and Workload Study Time							

Note: This table includes time study data collected from 74 agents during the 2014 one-month time study data collection period. Excluded from this analysis is time recorded for lunch, breaks, and leave.

*Disaggregated time allocations were not reported in cases where only one person recorded time such as ICOTs therefore the total number of agents reported is 74, but only 70 are included in the disaggregated numbers.

Table 18: How Agents Spend Their Time by Task Category and Region			
Task Category	Central	North	South
Case Set Up	5%	4%	4%
Initial Office Visit	6%	2%	4%
Community Contacts	7%	10%	8%
Office Visit	16%	19%	18%
Communicate with Others	2%	3%	3%
Court Interaction	17%	17%	19%
Special Condition Verification	4%	5%	5%
Reports - Offender Specific	10%	7%	8%
Warrant Service and Formal Sanction	0%	0%	0%
Other Offender Related Duties	12%	8%	10%
Reports - Non Offender Specific	1%	0%	1%
Staff Development	4%	6%	5%
General Communications	5%	7%	6%
Other Administrative Duties	9%	10%	9%
All Other Activities	0%	1%	1%
Total	98%	99%	101%

Totals do not equal 100% due to rounding.

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/Task	% of Work Time
	Table 19: Agent Time by Task					
1	GC Answer email/telephone	613.98	1781	0.34	20.68	7.44%
2	OV Office visit	606.54	1848	0.33	19.69	7.35%
3	OAD Other administrative duties not listed elsewhere	565.37	922	0.61	36.79	6.85%
4	CI Attend court/hearing	432.78	332	1.30	78.21	5.24%
5	OOR Serve as Duty Officer	387.78	362	1.07	64.27	4.70%
6	OV Meet offender	280.65	998	0.28	16.87	3.40%
7	SD Attend training	270.82	140	1.93	116.06	3.28%
8	ROS Request warrant/summon	267.30	351	0.76	45.69	3.24%
9	CI Travel to/from court	231.22	372	0.62	37.29	2.80%
10	CI Attend violation hearing	202.02	115	1.76	105.40	2.45%
11	SD Meet/talk with co-workers	155.52	443	0.35	21.06	1.88%
12	CC Travel to home, school, employment, treatment facility	144.98	549	0.26	15.85	1.76%
13	OOR Close probation/parole case	129.27	351	0.37	22.10	1.57%
14	CI Obtain documentation for violation hearing	116.77	282	0.41	24.84	1.41%
15	CI Other court related interaction	115.37	327	0.35	21.17	1.40%
16	OOR Other offender documentation	113.32	449	0.25	15.14	1.37%
17	OV Document activities	111.75	474	0.24	14.15	1.35%
18	ROS Submit Informative Report	108.57	148	0.73	44.01	1.32%
19	CC Home verification	108.35	280	0.39	23.22	1.31%
20	SCV Verify treatment	107.03	637	0.17	10.08	1.30%
21	OOR Communicate with offender	104.53	662	0.16	9.47	1.27%
22	OOR Front Desk Coverage	101.70	95	1.07	64.23	1.23%
23	SD Other- Staff development/personnel	98.38	97	1.01	60.86	1.19%
24	CWO Other case related communication	91.48	416	0.22	13.19	1.11%
25	A&C Record check	91.12	188	0.48	29.08	1.10%
26	CC Interview offender	82.95	286	0.29	17.40	1.01%
27	OV Case materials review	82.82	249	0.33	19.96	1.00%
28	ROS Other offender specific reporting	80.27	212	0.38	22.72	0.97%
29	A&C Assessment and classification	77.10	183	0.42	25.28	0.93%
30	OOR Accompany another agent on visit [SID Not Required]	76.93	71	1.08	65.01	0.93%
31	A&C Develop case plan	70.22	144	0.49	29.26	0.85%
32	SD Staff meeting	68.87	60	1.15	68.87	0.83%
33	CC Document contacts	66.51	357	0.19	11.18	0.81%
34	GC Troubleshoot computer problems	66.37	121	0.55	32.91	0.80%
35	A&C Assessment and classification	62.10	126	0.49	29.57	0.75%
36	GC Other communications	61.97	168	0.37	22.13	0.75%
37	IOV Case materials review	60.80	164	0.37	22.24	0.74%
38	DT Employee Interaction	59.13	154	0.38	23.04	0.72%
39	RNO Export/prepare reports	57.97	62	0.93	56.10	0.70%
40	IOV Initial office visit	55.85	112	0.50	29.92	0.68%

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/ Task	% of Work Time
	Table 19: Agent Time by Task					
41	OAD Prepare non-offender specific reports	53.92	59	0.91	54.83	0.65%
42	SCV Other Special Condition Verification work	53.75	210	0.26	15.36	0.65%
43	CSU Record check	53.67	143	0.38	22.52	0.65%
44	A&C Risk assessment	53.37	259	0.21	12.36	0.65%
45	CSU Data Entry	52.25	320	0.16	9.80	0.63%
46	RNO Other reporting	48.77	57	0.86	51.33	0.59%
47	IOV Initial Office Visit	46.30	102	0.45	27.24	0.56%
48	OV Review with offender/Verify special conditions	44.53	200	0.22	13.36	0.54%
49	SCV Surveillance/GPS and computer monitoring	42.98	162	0.27	15.92	0.52%
50	CSU Case Set Up	42.42	54	0.79	47.13	0.51%
51	SCV Document contacts	41.92	187	0.22	13.45	0.51%
52	CI Complete violations forms	41.42	64	0.65	38.83	0.50%
53	CSU Interstate compact	40.95	101	0.41	24.33	0.50%
54	CC Community contact visit	39.78	137	0.29	17.42	0.48%
55	A&C Review/calculate earned compliance credits	38.25	401	0.10	5.72	0.46%
56	CI Prepare case for Court Liaison Unit	36.97	79	0.47	28.08	0.45%
57	OAD Respond to general/public inquiries	36.25	111	0.33	19.59	0.44%
58	SD Mentor/observe new staff	33.08	55	0.60	36.09	0.40%
59	CI Obtain true test	32.87	57	0.58	34.60	0.40%
60	CWO Law enforcement contacts	31.55	132	0.24	14.34	0.38%
61	IOV Meet offender	30.48	100	0.30	18.29	0.37%
62	CC Complete 7A form	30.42	263	0.12	6.94	0.37%
63	ROS Review ADR notifications	29.20	137	0.21	12.79	0.35%
64	CSU Agent assignment	29.00	55	0.53	31.64	0.35%
65	SCV Financial review	25.23	105	0.24	14.42	0.31%
66	A&C Enter assessment data	23.90	135	0.18	10.62	0.29%
67	A&C Other Assessment and Classification	23.67	57	0.42	24.91	0.29%
68	CC Other community contact	22.95	64	0.36	21.52	0.28%
69	SD File reviews and follow-up	22.88	54	0.42	25.43	0.28%
70	A&C Review conditions	22.55	131	0.17	10.33	0.27%
71	OOR Tracking down offender	20.07	78	0.26	15.44	0.24%
72	CC Interview family	19.63	57	0.34	20.67	0.24%
73	A&C Prepare and send No Contact Letters	19.57	29	0.67	40.48	0.24%
74	SCV Special Condition Verification	19.33	88	0.22	13.18	0.23%
75	CC Observe home	18.83	52	0.36	21.73	0.23%
76	GC Provide documentation to others about past individuals	18.77	65	0.29	17.32	0.23%
77	CWO Contact Judge/District Attorney	17.87	78	0.23	13.74	0.22%
78	OV Urinalysis testing	14.87	103	0.14	8.66	0.18%
79	CWO Talk with victim	14.38	55	0.26	15.69	0.17%
80	RR Other Report Review	14.18	8	1.77	106.38	0.17%
81	GC Contact law enforcement	13.95	52	0.27	16.10	0.17%
82	SCV Warrant check	13.73	65	0.21	12.68	0.17%

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/ Task	% of Work Time
	Table 19: Agent Time by Task					
83	CWO Draft and send victim notification correspondence	13.60	15	0.91	54.40	0.16%
84	CC Law enforcement contact	12.28	43	0.29	17.14	0.15%
85	OV Other Office Visit	12.00	69	0.17	10.43	0.15%
86	WSF Contacting the authorities to make an office arrest	11.03	33	0.33	20.06	0.13%
87	ROS Judge/Parole Commission	10.78	16	0.67	40.44	0.13%
88	CWO Interview collateral contacts	10.67	41	0.26	15.61	0.13%
89	A&C Obtain statement of charges and other documentation	10.28	40	0.26	15.43	0.12%
90	OOR Administer urinalysis test	9.13	36	0.25	15.22	0.11%
91	WSF Other warrant service and formal sanction	9.02	30	0.30	18.03	0.11%
92	PPA Handle Parole Revocation Docket	8.67	3	2.89	173.33	0.11%
93	OV Review case plan	8.65	20	0.43	25.95	0.10%
94	CSU Intake visit	8.53	15	0.57	34.13	0.10%
95	OAD Serve on external committees/workgroups	8.33	6	1.39	83.33	0.10%
96	OV Verify contact information	8.17	55	0.15	8.91	0.10%
97	OV KIOSK enrollment	7.88	40	0.20	11.82	0.10%
98	SD Conduct trainings	7.87	6	1.31	78.67	0.10%
99	CC Interview collateral contact	7.87	43	0.18	10.98	0.10%
100	A&C Sex offender referral	7.60	25	0.30	18.24	0.09%
101	OOR Serve as interpreter	7.25	17	0.43	25.59	0.09%
102	SCV Drug/alcohol tests	7.22	62	0.12	6.98	0.09%
103	IOV Review payment plan	6.98	21	0.33	19.95	0.08%
104	IOV Verify special conditions	6.97	36	0.19	11.61	0.08%
105	CI Prepare case for LAWS Unit	6.65	14	0.48	28.50	0.08%
106	ROS Monitor fines, costs, and restitution	6.08	31	0.20	11.77	0.07%
107	CFR Case File Review	5.67	11	0.52	30.91	0.07%
108	CSU VPI screener	5.47	30	0.18	10.93	0.07%
109	A&C Drug/Alcohol referral	5.35	25	0.21	12.84	0.06%
110	IOV KIOSK enrollment	5.28	23	0.23	13.78	0.06%
111	PPA Other Parole Revocation Appearance	5.25	3	1.75	105.00	0.06%
112	LAW Record Checks	4.83	5	0.97	58.00	0.06%
113	CSU Assessment and placement scheduling	4.57	31	0.15	8.84	0.06%
114	OV Install offender GPS monitor	4.48	11	0.41	24.45	0.05%
115	CSU Livescan	4.43	16	0.28	16.63	0.05%
116	IOV Review case plan	4.12	16	0.26	15.44	0.05%
117	SCV Verify employment/education	3.93	19	0.21	12.42	0.05%
118	RCM Review Case Material	3.92	9	0.44	26.11	0.05%
119	OV Meet victim	3.80	16	0.24	14.25	0.05%
120	A&C Mental health referral	3.72	15	0.25	14.87	0.05%
121	OV Meet collateral contacts	3.70	11	0.34	20.18	0.04%
122	OV Review payment plan	3.03	25	0.12	7.28	0.04%
123	IOV Urinalysis testing	2.98	13	0.23	13.77	0.04%
124	Warrant Service and Formal	2.95	8	0.37	22.13	0.04%

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/ Task	% of Work Time
125	CWO Attend meetings	2.75	3	0.92	55.00	0.03%
126	CSU Other Intake Visit work	2.68	11	0.24	14.64	0.03%
127	CSU Sex offender registration	2.28	6	0.38	22.83	0.03%
128	OAD Serve on internal committees/workgroups	2.25	2	1.13	67.50	0.03%
129	CSC Other Case Submission Checklist	2.25	1	2.25	135.00	0.03%
130	IOV Install offender GPS monitor	2.20	4	0.55	33.00	0.03%
131	RCM Other Review Case Material	2.12	5	0.42	25.40	0.03%
132	RRC Logging in and out cases	2.08	2	1.04	62.50	0.03%
133	IOV Other Initial Office Visit work	2.05	10	0.21	12.30	0.02%
134	CSC Check accuracy of vital file information	2.00	1	2.00	120.00	0.02%
135	A&C Employment referral	1.93	11	0.18	10.55	0.02%
136	WSF Supervisory reprimand	1.92	3	0.64	38.33	0.02%
137	LAW Other Record Checks	1.92	2	0.96	57.50	0.02%
138	A&C Develop payment plan	1.75	8	0.22	13.13	0.02%
139	IOV Verify contact information	1.68	14	0.12	7.21	0.02%
140	PRA Travel to court	1.63	2	0.82	49.00	0.02%
141	A&C Supervision orientation	1.62	13	0.12	7.46	0.02%
142	CWO Meet advocates	1.43	2	0.72	43.00	0.02%
143	CSU Urinalysis collection	1.38	7	0.20	11.86	0.02%
144	CFR Other Case File Review	1.33	3	0.44	26.67	0.02%
145	CFR Review case notes and other materials for VOP	0.80	1	0.80	48.00	0.01%
146	IOV Meet others	0.75	1	0.75	45.00	0.01%
147	WSF Application of violation matrix	0.75	1	0.75	45.00	0.01%
148	CSU DNA Testing	0.67	2	0.33	20.00	0.01%
149	A&C Locate treatment	0.55	2	0.28	16.50	0.01%
150	CSC Case Submission Checklist	0.50	1	0.50	30.00	0.01%
151	OOR Communicate with offender	0.43	4	0.11	6.50	0.01%
152	PPA Travel to institution	0.42	1	0.42	25.00	0.01%
153	CSU Develop payment plan	0.25	2	0.13	7.50	0.00%
154	CIF VINElink	0.18	1	0.18	11.00	0.00%
155	OD Communicate with offender	0.17	1	0.17	10.00	0.00%
156	LAW Review fiscal screen	0.08	1	0.08	5.00	0.00%
157	IOV Office collateral	0.05	1	0.05	3.00	0.00%
158	OAD Workload study	502.14	781	0.64	38.58	
159	DT Breaks	129.42	579	0.22	13.41	
160	DT Lunch	550.75	911	0.60	36.27	
161	DT Leave/holiday	2,099.07	322	6.52	391.13	
	Total Paid Time Reported	8,252.74	20,942			
	Less: Workload, Breaks, Lunch, and Leave	(3,281.38)	(2,593)			
	Total Work Time Reported	4,971.37	18,349			100.00%

Table 19: Agent Time by Task

When analyzed by major work group (Table 20), Court Liaison Agents spend 28% of their time at probation revocation hearings. This is followed by case file review (18%), report review (14%), and other administrative duties (12%). When analyzed by specific task (Table 21), case note review consumes the most of their time (12.27%). This is followed by other administrative duties (10.83%), handling the probation revocation docket (9.61%), and notifying the agent of the probation hearing decision via OCMS (9.15%). Table 20 presents the high level overview and Table 21 presents the detailed breakdown of how Court Liaison Agents allocate their work time.

Table 20: How Court Liaison Agents Spend Their Work Time	
	% of Time
Number of Agents Reporting	8
Task	**% of Time**
Probation revocation appearance	28%
Case file review	18%
Report review	14%
Other administrative duties	12%
Probation order review	6%
General communications	6%
Request and receive cases	4%
Court submission checklist	4%
Staff development	3%
Reports non-offender specific	2%
All other activities	1%
Total	100%
Percent of Recorded by Agent - Less Lunch, Breaks, Leave, and Workload Study Time.	

	Table 21: Court Liaison Unit Time by Task	Total Hours Reported	Total Tasks Reported	Average Hours/ Task	Average Minutes/Task	% of Work Time
	Task Description					
1	CFR Review case notes and other materials for VOP	74.30	199	0.37	22.40	12.27%
2	OAD Other administrative duties not listed elsewhere	65.62	115	0.57	34.23	10.83%
3	PRA Handle probation revocation docket	58.18	203	0.29	17.20	9.61%
4	PRA Notify agent of probation hearing decision via OCMS	55.44	266	0.21	12.50	9.15%
5	PRA Probation Revocation Appearance	40.02	125	0.32	19.21	6.61%
6	GC Answer email/telephone	29.12	80	0.36	21.84	4.81%
7	POR Probation Order Review	25.58	61	0.42	25.16	4.22%
8	RR Check reports for accuracy	20.90	117	0.18	10.72	3.45%
9	RRC Logging in and out cases	20.45	157	0.13	7.82	3.38%
10	RR Record check for new arrest/custody status	18.42	107	0.17	10.33	3.04%
11	CFR Reprint information when applicable	16.45	73	0.23	13.52	2.72%
12	CFR Case File Review	16.17	44	0.37	22.04	2.67%
13	SD Meet/talk with co-workers	15.78	39	0.40	24.28	2.61%
14	CSC Case Submission Checklist	15.58	50	0.31	18.70	2.57%
15	RR Locate initial report	14.20	114	0.12	7.47	2.34%
16	RR Review statement of charges	12.45	75	0.17	9.96	2.06%
17	RNO Other reporting	12.12	22	0.55	33.05	2.00%
18	PRA Meet with State's Attorney/Defense Attorney	10.32	73	0.14	8.48	1.70%
19	CSC Check accuracy of vital file information	8.43	45	0.19	11.24	1.39%
20	RR Review and verify special conditions	8.35	57	0.15	8.79	1.38%
21	RR Check DPSCS Report screen for updates or new reports	5.25	40	0.13	7.88	0.87%
22	GC Troubleshoot computer problems	4.63	12	0.39	23.17	0.76%
23	RR Other Report Review	4.45	25	0.18	10.68	0.73%
24	OAD Prepare non-offender specific reports	4.42	10	0.44	26.50	0.73%
25	GC Other communications	4.05	12	0.34	20.25	0.67%
26	OAD Respond to general/public inquiries	3.73	13	0.29	17.23	0.62%
27	RR Locate supplemental report	3.65	25	0.15	8.76	0.60%
28	POR Check for prior VOPs	3.60	31	0.12	6.97	0.59%
29	POR Review special conditions	3.23	22	0.15	8.82	0.53%
30	DT Employee Interaction	3.17	15	0.21	12.67	0.52%
31	POR Cross reference case event screen	2.92	16	0.18	10.94	0.48%
32	CFR Other Case File Review	2.83	12	0.24	14.17	0.47%
33	RRC Other Request and receive cases	2.50	13	0.19	11.54	0.41%
34	CSC Other Case Submission Checklist	2.32	20	0.12	6.95	0.38%
35	PRA Other probation revocation appearance	2.22	7	0.32	19.00	0.37%
36	SD Staff meeting	2.00	1	2.00	120.00	0.33%
37	RRC Request case materials from Agent via email	2.00	21	0.10	5.71	0.33%
38	POR Other Probation Order Review	1.60	14	0.11	6.86	0.26%
39	RRC Locate Agent and Office	1.50	18	0.08	5.00	0.25%
40	PRA Travel to court	1.17	2	0.58	35.00	0.19%

	Table 21: Court Liaison Unit Time by Task	Total Hours Reported	Total Tasks Reported	Average Hours/ Task	Average Minutes/Task	% of Work Time
	Task Description					
41	PRA Other probation revocation duties	1.17	4	0.29	17.50	0.19%
42	SD Mentor/observe new staff	1.08	3	0.36	21.67	0.18%
43	SD Other- Staff development/personnel	1.00	3	0.33	20.00	0.17%
44	POR Record check for new probation orders	0.90	9	0.10	6.00	0.15%
45	GC Provide documentation to others about past individuals	0.75	2	0.38	22.50	0.12%
46	SD Attend training	0.58	1	0.58	35.00	0.10%
47	SD File reviews and follow-up	0.33	1	0.33	20.00	0.06%
48	OOR Communicate with offender	0.33	4	0.08	5.00	0.06%
49	RRC Run dockets	0.25	3	0.08	5.00	0.04%
50	PPA Notify agent of MPC decision via OCMS	0.17	1	0.17	10.00	0.03%
51	OAD Workload study	53.27	49	1.09		
52	DT Breaks	116.17	91	1.28		
53	DT Lunch	30.07	55	0.55		
54	DT Leave/holiday	212.25	30	7.08		
	Total Reported Paid Time	1,017.42	1558			
	Less: Workload Study, breaks, lunch and leave	(411.75)	(225)			
	Total Reported Work Time	605.67	1,333			100.00%

When analyzed by major work group, Liaison Waiver Unit agents spend 24% of their time conducting record checks. This is followed by conducting waiver interviews (17%), reviewing case materials (16%), and attending parole revocation hearings (15%). When examined by discreet activity, LAW agents spend the largest portion of their work time handling the parole revocation docket (10.03%), attending to other administrative duties (9.7%), and interviewing and explaining the waiver process to the offender. Table 22 below presents the high level overview of how LAW agents allocate their work time. Table 23 presents the detailed breakdown by individual task.

Table 22: How Liaison Waiver Agents Spend Their Work Time	
Number of Agents Reporting	6
Task	**% of Time**
Record checks	24%
Waiver interview process	17%
Review case material	16%
Parole revocation appearance	15%
Other Duties	3%
Staff development	5%
General communications	6%
Other administrative duties	9%
All other activities	1%
Travel	4%
Total	100%
Percent of Recorded by Agent - Less Lunch, Breaks, Leave, and Workload Study Time.	

	Table 23: LAW Agent Time by Task				
	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/ Task	Average Minutes/ Task	% of Work Time
1	PPA Handle Parole Revocation Docket	53.00	140	0.38	22.71	10.03%
2	OAD Other administrative duties not listed elsewhere	51.23	91	0.56	33.78	9.70%
3	WIP Interview and explain the LAWS process to offender	46.97	159	0.30	17.72	8.89%
4	RCM Other Review Case Material	32.98	119	0.28	16.63	6.24%
5	LAW Check for probation cases/detainers/summons	27.08	151	0.18	10.76	5.13%
6	GC Answer email/telephone	26.07	53	0.49	29.51	4.93%
7	PPA Notify agent of MPC decision via OCMS	22.40	111	0.20	12.11	4.24%
8	WIP Notify agent of LAWS acceptance or denial via OCMS	22.35	151	0.15	8.88	4.23%
9	LAW Print OBSCII screen	22.27	114	0.20	11.72	4.21%
10	RCM Review Case Material	20.28	47	0.43	25.89	3.84%
11	LAW Other Record Checks	19.75	89	0.22	13.31	3.74%
12	RCM Review case notes	18.88	63	0.30	17.98	3.57%
13	SD Meet/talk with co-workers	16.20	21	0.77	46.29	3.07%
14	OD Purging of time sensitive information	15.65	41	0.38	22.90	2.96%
15	LAW Review criminal record for new offenses	14.73	93	0.16	9.51	2.79%
16	LAW Retrieve case notes	12.80	81	0.16	9.48	2.42%
17	LAW Retrieve statement of charges for new charge or conviction	11.45	63	0.18	10.90	2.17%
18	WIP Travel to institution	11.40	31	0.37	22.06	2.16%
19	LAW Obtain revocation history	10.62	58	0.18	10.98	2.01%
20	LAW Review fiscal screen	7.97	60	0.13	7.97	1.51%
21	WIP Other Waiver Interview Process	7.77	45	0.17	10.36	1.47%
22	PPA Travel to institution	7.18	21	0.34	20.52	1.36%
23	RCM Prepare case recommendation	6.12	27	0.23	13.59	1.16%
24	SD Attend training	5.00	2	2.50	150.00	0.95%
25	WIP Waiver Interview Process	4.05	26	0.16	9.35	0.77%
26	RCM Note agent of record recommendation	3.20	19	0.17	10.10	0.61%
27	DT Employee Interaction	3.17	5	0.63	38.00	0.60%
28	SD Staff meeting	3.00	3	1.00	60.00	0.57%
29	GC Other communications	2.83	5	0.57	34.00	0.54%
30	RCM In and Out of State record checks	2.67	11	0.24	14.55	0.50%
31	LAW Conduct FBI record check	2.08	10	0.21	12.50	0.39%
32	GC Troubleshoot computer problems	2.03	2	1.02	61.00	0.38%
33	SD Other- Staff development/personnel	1.77	3	0.59	35.33	0.33%
34	WIP Travel to MPC for LAWS docket placement waivers	1.70	4	0.43	25.50	0.32%
35	SD File reviews and follow-up	1.62	3	0.54	32.33	0.31%
36	GC Provide documentation to others about past individuals	1.50	3	0.50	30.00	0.28%
37	LAW Notify agent for update if applicable	1.18	9	0.13	7.89	0.22%
38	PPA Other Parole Revocation Appearance	1.17	3	0.39	23.33	0.22%
39	LAW Record Checks	1.00	1	1.00	60.00	0.19%
40	PPA Parole Revocation Appearance	0.83	4	0.21	12.50	0.16%
41	RCM Retrieve documentation for special condition verifications	0.75	3	0.25	15.00	0.14%

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/ Task	Average Minutes/ Task	% of Work Time
	Table 23: LAW Agent Time by Task					
42	RNO Export/prepare reports	0.75	2	0.38	22.50	0.14%
43	LAW Review mandatory/parole order	0.68	10	0.07	4.10	0.13%
44	RCM Retrieve urinalysis results	0.67	2	0.33	20.00	0.13%
45	OD Covering other staff dockets due to absence	0.50	2	0.25	15.00	0.09%
46	PRA Handle probation revocation docket	0.42	1	0.42	25.00	0.08%
47	RCM Advise agent of warrant update if applicable	0.33	2	0.17	10.00	0.06%
48	LAW Conduct MVA record check	0.17	1	0.17	10.00	0.03%
49	LAW Conduct jail screen/VINElink search	0.10	1	0.10	6.00	0.02%
50	OAD Workload study	44.50	44	1.01		
51	DT Breaks	12.53	37	0.34		
52	DT Lunch	31.25	57	0.55		
53	DT Leave/holiday	307.00	40	7.68		
	Total Paid Time Reported	923.60	2,144			
	Less: Workload Study, breaks, lunch, and leave	(395.28)	(178)			
	Total Work Time Reported	528.31	1,966			100.00%

As shown in Table 24 below, when analyzed by major work group, Warrant Apprehension Officers spend a significant amount of time serving warrants (22%) or making follow-up warrant service attempts (17%). Officers spend 19% of their time is spent traveling and 11% of their time is spent on staff development. When analyzed at the individual task level, WAU officers spend 13.37% of their time traveling, 9.39% attending training, and 8.64% on other administrative duties. The detailed analysis is presented in Table 25.

Table 24: Warrant Apprehension Officers Spend Their Work Time	
Number of Agents Reporting	26
Task	**% of Time**
Warrant service attempt	22%
Travel	19%
Follow up warrant service attempts	17%
Staff development	11%
Other administrative duties	8%
Follow up warrant investigation	6%
Warrant arrests	5%
Create investigative file for warrant service	4%
Warrant investigation report documentation	3%
General communications	3%
Extraditions	2%
Other policing duties	1%
Reports non-offender specific	1%
Inmate escape/walk off	0%
Transports	0%
Total	100%
Percent of Recorded by Officers - Less Lunch, Breaks, Leave, and Workload Study Time.	

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/Task	% of Work Time
1	WSA Travel to offender's listed address	380.70	653	0.58	34.98	13.67%
2	SD Attend training	261.50	40	6.54	392.25	9.39%
3	OAD Other administrative duties not listed elsewhere	240.65	278	0.87	51.94	8.64%
4	FWS Travel to offender's listed address	222.83	336	0.66	39.79	8.00%
5	FWI Additional research to develop new addresses	118.17	138	0.86	51.38	4.24%
6	WSA Surveillance	105.22	128	0.82	49.32	3.78%
7	FWS Surveillance	97.65	85	1.15	68.93	3.51%
8	WSA Other Warrant Service Attempts	73.90	188	0.39	23.59	2.65%
9	FWS Interview offender's family	72.63	147	0.49	29.65	2.61%
10	WSA Residence search	66.32	150	0.44	26.53	2.38%
11	WA Turn up	65.35	106	0.62	36.99	2.35%
12	GC Answer email/telephone	63.62	126	0.50	30.29	2.28%
13	WIR Daily documentation of warrant service attempts	61.83	152	0.41	24.41	2.22%
14	FWI Other - Follow Up Warrant Investigation	56.80	92	0.62	37.04	2.04%
15	WA Transport to correctional facility	55.77	67	0.83	49.94	2.00%
16	WSA Interview offender's family	49.43	158	0.31	18.77	1.78%
17	FWS Other Follow Up Warrant Service Attempt	44.08	93	0.47	28.44	1.58%
18	FWS Interview neighbors	40.17	66	0.61	36.51	1.44%
19	EX Travel Time	39.75	20	1.99	119.25	1.43%
20	FWS Follow up warrant service attempt	38.83	26	1.49	89.62	1.39%
21	FWS Document efforts in working file	37.03	93	0.40	23.89	1.33%
22	CIF Other - Create investigative file	29.47	65	0.45	27.20	1.06%
23	CIF Review DPSCS email for new warrant assignment	28.52	63	0.45	27.16	1.02%
24	WA Receiving process at correctional facility	25.62	47	0.55	32.70	0.92%
25	SD Meet/talk with co-workers	25.28	44	0.57	34.48	0.91%
26	WSA Warrant Service Attempt	25.00	31	0.81	48.39	0.90%
27	GC Other communications	24.53	26	0.94	56.62	0.88%
28	SD File reviews and follow-up	24.18	16	1.51	90.69	0.87%
29	SD Other- Staff development/personnel	23.65	12	1.97	118.25	0.85%
30	WSA Interview neighbors	23.65	78	0.30	18.19	0.85%
31	WIR Other Warrant Investigation Report Documentation	22.58	35	0.65	38.71	0.81%
32	SD Conduct trainings	22.00	3	7.33	440.00	0.79%
33	OPD Provide support for other law enforcement agencies	21.27	19	1.12	67.16	0.76%
34	WSA Document efforts in working file	19.43	68	0.29	17.15	0.70%
35	CIF CJIS Central Repository Screen	19.37	75	0.26	15.49	0.70%
36	FWI Follow up normal investigation	18.50	14	1.32	79.29	0.66%
37	WIR Warrant Investigative	17.17	20	0.86	51.50	0.62%
38	TRN Travel Time	16.42	17	0.97	57.94	0.59%
39	FWS Residence search	13.67	44	0.31	18.64	0.49%
40	OAD Serve on internal committees/workgroups	11.45	7	1.64	98.14	0.41%
41	RNO Other reporting	10.42	8	1.30	78.12	0.37%
42	WIR Notification of arrests/clears to WAU Administration	8.75	27	0.32	19.44	0.31%

Table 25: WAU Officer Time By Task

	Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/Task	% of Work Time
	Table 25: WAU Officer Time By Task					
43	CIF Create File for Warrant Service	8.42	10	0.84	50.50	0.30%
44	GC Provide documentation to others about past individuals	8.35	10	0.83	50.10	0.30%
45	SD Staff meeting	8.25	5	1.65	99.00	0.30%
46	SD Mentor/observe new staff	8.00	1	8.00	480.00	0.29%
47	CIF VINElink	7.90	36	0.22	13.17	0.28%
48	RNO Export/prepare reports	7.33	10	0.73	44.00	0.26%
49	CIF Dashboard	7.05	27	0.26	15.67	0.25%
50	CIF OCMS - Review of Agent's Field Notes	6.62	21	0.32	18.90	0.24%
51	GC Contact law enforcement	6.50	18	0.36	21.67	0.23%
52	IE Other Inmate Escape Walk Off Investigation	6.50	2	3.25	195.00	0.23%
53	OAD Respond to general/public inquiries	6.15	11	0.56	33.54	0.22%
54	FWI Check of local and state correctional facilities	5.87	10	0.59	35.20	0.21%
55	TRN Receiving process at local correctional facility	5.83	12	0.49	29.17	0.21%
56	EX Receiving process at local correctional facility	5.67	8	0.71	42.50	0.20%
57	PRA Travel to court	5.50	1	5.50	330.00	0.20%
58	CIF Contact agent of record	5.42	19	0.29	17.11	0.19%
59	WA Warrant Arrest	5.33	2	2.67	160.00	0.19%
60	OAD Serve on external committees/workgroups	5.00	1	5.00	300.00	0.18%
61	DT Employee Interaction	4.92	11	0.45	26.82	0.18%
62	EX Travel Preparation	4.25	6	0.71	42.50	0.15%
63	GC Troubleshoot computer problems	3.42	3	1.14	68.33	0.12%
64	OAD Prepare non-offender specific reports	3.08	5	0.62	37.00	0.11%
65	CIF Check of local and state correctional facilities	2.60	9	0.29	17.33	0.09%
66	CIF OBSCIS I - Name and Address List	2.58	12	0.22	12.92	0.09%
67	CIF Photographs	2.58	10	0.26	15.50	0.09%
68	TRN Other Transports	2.57	2	1.28	77.00	0.09%
69	EX Review of Extradition File	2.50	4	0.63	37.50	0.09%
70	WA Processing evidence	2.00	1	2.00	120.00	0.07%
71	WA Other Warrant Arrests	2.00	3	0.67	40.00	0.07%
72	EX Contact out of state jail to confirm pick up date/time	1.83	5	0.37	22.00	0.07%
73	IE Canvass of area of escape	1.58	3	0.53	31.67	0.06%
74	CIF MVA Checks	1.47	7	0.21	12.57	0.05%
75	IE Immediate response to scene	1.42	3	0.47	28.33	0.05%
76	EX Other Extradition	1.33	3	0.44	26.67	0.05%
77	CIF Death Database Check	0.92	2	0.46	27.50	0.03%
78	CI Travel to/from court	0.50	1	0.50	30.00	0.02%
79	CIF Maryland Rap Sheet Review	0.42	3	0.14	8.33	0.01%
80	CIF Accurint	0.17	1	0.17	10.00	0.01%
81	OAD Workload study	163.32	229	0.71	42.79	
82	DT Breaks	17.83	46	0.39	23.26	
83	DT Lunch	44.17	81	0.55	32.72	
84	DT Leave/holiday	798.42	105	7.60	456.24	

Table 25: WAU Officer Time By Task					
Task Description	Total Hours Reported	Total Tasks Reported	Average Hours/Task	Average Minutes/Task	% of Work Time
Total Paid Time	3,808.70	4,620			
Less: Workload Study, Breaks, Lunch, and Leave	(1,023.73)	(461)			
Total Work Time	2,784.97	4,159			100.00%

ANALYSIS OF CASE NOTES

Because CS does not collect data documenting the number of transactions or interactions per case, the research team conducted a review of case notes for 215 randomly selected offenders under supervision during the time study to get a transaction count estimate. The review period covered a one-year period from August 15, 2013 through August 14, 2014. While not part of the Center's contracted work plan, the research team pursued this strategy to collect transaction count estimates for cases under supervision. The research team initially sought to review case notes for 600 offenders. But, ultimately the case note review process was much more labor intensive than expected and the team was only able to review 215 cases.

The 215 offender records were selected randomly from the population of offenders agents reported supervising during the time study. The research team designed an electronic record abstraction form that enabled the team to record key transaction data from agent case notes recorded in OCMS in a consistent manner.

The OCMS case note system does not count the number of supervisory activities performed on each case. For example, if an agent conducts a home visit, the home visit can count as multiple supervisory activities including a face-to-face contact, home visit, and collateral contact. From reviewing the case notes, it was not easy to determine if an offender's supervision level changed during the review period.

Initially, the purpose of the case note analysis was to determine how often various supervision tasks were performed with offenders when analyzed by their supervision level. This type of analysis would have been used to estimate the volume of work actually being performed on each case. Such information could have been used to determine if agents were meeting the supervision requirements in the time reported in the time tracking system. Unfortunately, it was not possible to get the type of work volume estimates the research team was seeking.

From the analysis, the research team was able to identify the number of entries made per offender per month. Table 26 compares key activities recorded in the case record with the Supervision Contact Standards effective October 17, 2012.

From the case note review, it does not appear that the minimum supervision contacts are being met for VP1 offenders, LV1 offenders, or General High offenders. However, a conclusive determination cannot be made because OCMS does not provide an easy to access historic record of supervision level or a mechanism to consistently track compliance with supervision standards.

Table 26: Average Number of Contacts Per Month by Supervision Level								
		Office Visits		Home Visits		Collateral Contacts	Special Condition Verification	
Supervision Level	Average # Entries/ Month	Minimum Required (Face to Face)	Average # Office Positive Entries/Month	Minimum Required	Average # Home Positive Entries/Month	Average # Home Collateral Entries/Month	Minimum Required	Average # Special Condition Verification Entries/Month
VP1 (Violence Prevention Initiative Level	7.58	8	4.58	1	0.42	0.06	1	0.62
VP2 (Violence Prevention Initiative Level	8.71	4	6.14	1	0.54	0.12	1	0.25
LV1 (Sexual Offender Level 1 Supervision)	4.54	4	2.27	1	0.61	0.10	1	0.63
LV2 (Sexual Offender Level 2 Supervision)	5.98	3	2.14	1*	0.76	0.13	1	2.96
LV3 (Sexual Offender Level 3 Supervision)	6.88	2	2.05	1*	0.68	0.39	1	2.80
LV4 (Sexual Offender Level 4 Supervision)	2.88	1	0.84	1*	0.61	0.38	1	0.32
General High	2.39	2	1.09	.25	0.04	0.02	1	0.19
General - Moderate	2.73	.25	1.38	.17	0.04	0.02	.5	0.27
General - Low Moderate	1.72	0	0.55	.17	0.00	0.00	0	0.24
General - Low	1.95	0	0.62		-	0.02	0	0.08
Review	2.29		1.10		0.05	0.03		0.19
Average - All Cases	**2.88**		**1.39**		**0.10**	**0.04**		**0.29**
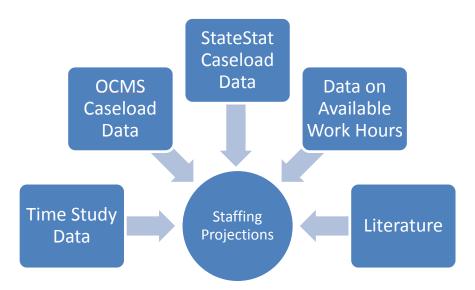
Alternate verification can be used in lieu of home visit.

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CHAPTER 5: STAFFING RECOMMENDATION

From the analysis of the time study data, workload projection, caseload distribution, and expected policy changes, the research team concludes that 700 agents and 100 supervisors are required to supervise a projected 52,639[14] offenders. As shown in Figure 1, the research team used data from a variety of sources to develop the staffing projections. The literature on community supervision and community supervision time studies was reviewed and incorporated into the research design as appropriate. StateStat data on Maryland's offender caseload was analyzed to estimate the expected volume of offenders.

Figure 15: Staffing Model Data Sources

Current caseload data from OCMS was analyzed to estimate the distribution of offenders by office and supervision level. Time study data collected by the research team was analyzed to compute the average number of hours per year required to supervise offenders. Separate estimates were produced for each of the 11 offender risk classifications. The projected volume of cases was multiplied by the appropriate annual time standard and allocated statewide among the CS offices according to the current caseload distribution. The resulting number of required staff hours was divided by the number of available worker hours per year to compute the agent staff need at the office level.

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[14] The projected number of offenders is based upon the 12-month average of the total number of offenders in VPI, Sexual Offender, and General Offender supervision categories at the jurisdiction level plus an estimated number of cases in Review status from the principal investigator's analysis of OCMS offender records from September 29, 2014.

Table 27 shows the projected staffing need at the region and county level, the current staffing level, and the estimated level of over or under staffing. Because there is a significant difference between the official number of Parole and Probation Agent (I, II, & Sr.) positions (672) and the number of active supervising agents, 542 per the StateStat report - the research team presents the two perspectives on the number of parole and probation agents. The staffing surplus or deficit is shown relative to two current staff counts.

The official count of agents from the CS position roster shows that the agency has 672 parole and probation agent positions (filled and unfilled). However, agents are sometimes assigned to tasks other than direct offender supervision. The 542 estimate comes from the CSS StateStat submission for August 2014.

The last two columns in Table 27 show the estimated level of under or over staffing by region and jurisdiction. From this analysis, DPP is under staffed by 28 to 158 agents. This finding prompts the question of how to reduce the staffing gap. From the findings of the time study, focus groups, and literature review it is clear that closing the gap requires adjustments in the supervision policies, removal of barriers to effectiveness, a careful review and possible reassignment of non-supervising agents, and additional staff.

The remainder of this chapter discusses the methodology used to calculate the staffing need. The time study methodology is included in Appendix B.

Table 27: Staffing Level and Staffing Need					
		Number of Current Parole and Probation Agents(I, II, Sr.)		**Estimated (Under) Over Staffing**	
Region/Jurisdiction	**Projected Staffing Need**	**Supervising Agents (StateStat)**	**Number of Agents (Position Roster)**	**Estimated (under) Over Staffing (StateStat Supervising Agents)**	**Estimated (Under) Over Staffing Per Position Roster**
Central Region					
Baltimore City	208	184	252	(24.00)	44.00
Baltimore Co.	85	74	81	(11.00)	(4.00)
Central Region Total	**293**	**258**	**333**	**(35.00)**	**40.00**
North Region					
Allegany	8	7	8	(1.00)	0.00
Carroll	18	13	14	(5.00)	(4.00)
Frederick	19	13	17	(6.00)	(2.00)
Garrett	4	3	3	(1.00)	(1.00)
Harford	33	21	25	(12.00)	(8.00)
Howard	14	10	11	(4.00)	(3.00)
Montgomery	43	36	29	(7.00)	(14.00)
Washington	19	13	13	(6.00)	(6.00)
North Region Total	**158**	**116**	**120**	**(42.00)**	**(38.00)**
South Region					
Anne Arundel	53	38	47	(15.00)	(6.00)
Calvert	8	5	9	(3.00)	1.00
Caroline	9	5	7	(4.00)	(2.00)
Cecil	15	11	13	(4.00)	(2.00)
Charles	16	10	15	(6.00)	(1.00)
Dorchester	7	5	3	(2.00)	(4.00)
Kent	4	3	6	(1.00)	2.00
Prince George's	77	52	74	(25.00)	(3.00)
Queen Anne's	7	4	6	(3.00)	(1.00)
Somerset	4	4	4	0.00	0.00
St. Mary's	11	7	8	(4.00)	(3.00)
Talbot	6	5	4	(1.00)	(2.00)
Wicomico	23	14	18	(9.00)	(5.00)
Worcester	9	5	5	(4.00)	(4.00)
South Region Total	**249**	**168**	**219**	(81.00)	(30.00)
Statewide Total	**700**	**542**	**672**	**(158.00)**	**(28.00)**

The number of parole/probation agents needed to supervise offenders in Maryland is computed using the following formula: ***Agent Need = (Case Count * Standard Time)/Available Hours***. This section discusses how the research team computed each of these variables.

Case Count: Case count equals the number of cases expected to be under supervision during a 12-month period. The research team projected the annual number of cases expected to be under supervision by supervision level and office.

Computing case count requires two tasks. The first task is to estimate the number of offenders projected to be under supervision in the upcoming year. The annual caseload projection is the sum of the 12-month average of offenders under supervision (VPI, Sexual Offenders, and General Supervision Offenders) at the jurisdiction level from September 2013 – August 2014 (Table 28) plus and estimate for number of cases in Review status.[15]

The state level projections for the VPI and General cases under supervision were adjusted to reflect an expected increase in the VPI caseload as a result of modifications to the VPI risk assessment tool that are being implemented in fall 2014. The modifications are expected to classify more offenders into the VPI category. Specifically, the VPI caseload in the staffing model was increased by 1,200 and the increase was distributed proportionally among VPI1 and VPI2 caseloads based upon the distribution of VPI cases as of September 29, 2014. Correspondingly, the General supervision caseload was decreased by 1,200. The decrease was also allocated proportionally.

The second task is to allocate the projected caseload across all CS offices, which was done using the offender caseload distribution on September 29, 2014 (Tables 29). The principal investigator computed the caseload distribution by analyzing data files provided by CSS that contained records for all current cases (65,536 records). This file included the offender SID, case number, agent name, office, supervision level, case type, and case status.

The projected state level caseload for VPI (2,244) Sex Offender (2,900), General Cases (43,872) from Table 28 and the Review Caseload count from the September 29, 2014 OCMS caseload data were multiplied by the office level distribution percentages in Table 29 to compute a projected annual caseload estimate for each office by supervision level.

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[15] Cases in Review status were estimated from an analysis of OCMS offender records from September 29, 2014.

Jurisdiction	Total Supervised	Parole	Mandatory	Probation	PBJ	VPI Cases	Sex Offender Cases	General Cases
Table 28: Offender Caseload by Jurisdiction 12 Month Average (September 2013 – August 2014)								
North Region								
Allegany	512	72	45	374	9	17	67	428
Carroll	1,277	95	61	875	242	26	80	1,171
Frederick	1,284	143	56	856	164	51	109	1,125
Garrett	308	70	20	188	27	2	18	287
Harford	2,186	203	109	1,553	291	84	105	1,997
Howard	1,018	70	32	674	225	15	53	950
Montgomery	3,171	124	97	2,652	277	46	215	2,910
Washington	1,267	260	142	746	99	65	100	1,102
Subtotal – North	**11,023**	**1,037**	**562**	**7,918**	**1,334**	**306**	**747**	**9,970**
Central Region								
Baltimore	5,644	619	435	3,818	763	263	309	5,358
Baltimore City	14,467	1,860	1,782	9,213	1,597	1,126	745	12,596
Subtotal – Central	***20,111***	***2,479***	***2,217***	***13,031***	***2,360***	***1,389***	***1,054***	***17,954***
South Region								
Anne Arundel	3,494	217	146	2,432	690	172	215	3,107
Calvert	539	79	34	397	28	13	46	480
Caroline	599	58	30	416	93	18	32	549
Cecil	1,038	70	45	764	155	20	82	937
Charles	1,122	158	118	812	31	37	96	989
Dorchester	590	80	46	374	82	20	43	527
Kent	230	36	9	162	23	5	14	211
Prince George's	5,669	604	428	4,374	245	123	322	5,224
Queen Anne's	570	54	18	414	85	14	22	534
Somerset	310	72	28	164	45	12	22	276
St. Mary's	744	123	63	534	10	21	43	680
Talbot	483	69	25	312	76	16	21	447
Wicomico	1,559	333	142	923	159	67	101	1,391
Worcester	650	91	22	414	129	13	40	597
Subtotal South	***17,597***	***2,044***	***1,154***	***12,492***	***1,851***	***550***	***1,099***	***15,949***
Statewide Subtotal	***48,731***	***5,560***	***3,933***	***33,492***	***5,545***	***2,245***	***2,900***	***43,873***

Office	VPI Caseload		Sex Offender Caseload				General Supervision Caseload				Review
	VP1	VP2	LV1	LV2	LV3	LV4	General High	General Moderate	General Low-Moderate	General Low	Review
Aberdeen 39	2.05%	1.05%	0.33%	0.54%	0.51%	1.23%	0.20%	0.57%	0.92%	0.31%	0.44%
Annapolis 34	2.10%	0.33%	1.16%	0.25%	0.25%	0.79%	0.73%	0.95%	0.43%	0.32%	2.01%
Arbutus/Caton 43	0.14%	0.05%	0.00%	0.00%	0.00%	0.00%	0.56%	0.93%	1.36%	0.46%	3.56%
Balto. City Sex Off 06	0.05%	0.05%	10.33%	3.54%	2.49%	5.02%	0.01%	0.01%	0.02%	0.00%	0.58%
Balto. City V.P.I. 84	39.11%	7.91%	0.00%	0.00%	0.00%	0.00%	0.05%	0.02%	0.01%	0.00%	1.60%
Balto Co Sex Off 07	0.00%	0.00%	2.28%	1.30%	1.34%	7.04%	0.00%	0.00%	0.00%	0.00%	0.19%
Balto Co V.P.I. 85	9.48%	1.72%	0.00%	0.00%	0.00%	0.00%	0.02%	0.00%	0.00%	0.00%	0.19%
Belair 40	0.81%	0.38%	0.47%	0.14%	0.25%	0.47%	0.19%	0.66%	1.17%	0.92%	1.10%
Cambridge 61	0.29%	0.33%	0.29%	0.07%	0.18%	0.90%	0.32%	0.40%	0.20%	0.14%	0.50%
Centreville 62	0.05%	0.14%	0.07%	0.07%	0.07%	0.47%	0.16%	0.29%	0.37%	0.31%	0.50%
Chestertown 63	0.14%	0.19%	0.00%	0.04%	0.11%	0.47%	0.06%	0.18%	0.19%	0.09%	0.22%
Cumberland 71	0.67%	0.19%	0.40%	0.22%	0.29%	1.55%	0.23%	0.42%	0.31%	0.07%	0.61%
Denton 64	0.62%	0.14%	0.14%	0.11%	0.25%	0.54%	0.39%	0.49%	0.37%	0.17%	0.33%
Drug Court Circuit 03	0.00%	0.05%	0.00%	0.00%	0.00%	0.00%	0.21%	0.00%	0.01%	0.00%	0.44%
Drug Court District 02	0.05%	0.00%	0.00%	0.00%	0.00%	0.00%	0.08%	0.00%	0.00%	0.00%	0.08%
Drug Court District 03	0.19%	0.05%	0.00%	0.00%	0.00%	0.00%	0.22%	0.01%	0.00%	0.00%	0.11%
Dundalk 42	0.05%	0.10%	0.00%	0.00%	0.00%	0.00%	0.54%	0.79%	0.43%	0.07%	6.27%
Easton 60	0.71%	0.29%	0.11%	0.18%	0.11%	0.33%	0.18%	0.28%	0.28%	0.14%	0.28%
Elkton 65	0.86%	0.10%	0.43%	0.14%	0.43%	1.70%	0.49%	0.83%	0.65%	0.28%	2.46%
Ellicott City 30	0.67%	0.14%	0.36%	0.29%	0.47%	0.87%	0.27%	0.69%	0.81%	0.33%	3.04%
Essex/Rosedale 41	0.14%	0.29%	0.04%	0.00%	0.00%	0.00%	1.00%	1.58%	1.30%	0.72%	4.80%
FAST 29	0.05%	0.00%	0.00%	0.00%	0.00%	0.00%	1.30%	0.37%	0.01%	0.01%	3.01%
Frederick 81	2.43%	0.48%	0.51%	0.29%	0.36%	2.17%	0.45%	0.81%	1.04%	0.54%	1.10%
Gaithersburg 80	0.00%	0.00%	1.45%	0.47%	0.36%	0.72%	0.48%	0.66%	0.66%	0.43%	2.26%
Gay St 10	0.10%	0.05%	0.00%	0.00%	0.00%	0.00%	0.94%	1.20%	0.86%	0.65%	3.42%

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Office	VPI Caseload		Sex Offender Caseload				General Supervision Caseload				Review
	VP1	VP2	LV1	LV2	LV3	LV4	General High	General Moderate	General Low-Moderate	General Low	Review
General Supv 23	0.14%	0.00%	0.00%	0.00%	0.00%	0.00%	1.35%	1.87%	1.23%	0.29%	3.56%
Glen Burnie 32	4.05%	1.19%	1.23%	0.90%	1.12%	2.20%	1.21%	2.08%	1.14%	0.84%	3.23%
Hagerstown 70	1.86%	0.76%	0.54%	0.51%	0.47%	2.13%	0.56%	0.84%	0.97%	0.37%	2.21%
Hyattsville 51	0.10%	0.05%	1.70%	0.61%	0.87%	2.13%	1.18%	1.73%	1.21%	0.62%	7.59%
Leonardtown 53	0.81%	0.10%	0.47%	0.29%	0.11%	0.29%	0.40%	0.69%	0.43%	0.12%	1.85%
Madison St. - Se 31	0.10%	0.05%	0.00%	0.00%	0.00%	0.00%	1.04%	1.33%	1.01%	0.38%	4.83%
Oakland 73	0.00%	0.10%	0.18%	0.14%	0.07%	0.36%	0.07%	0.13%	0.21%	0.19%	0.22%
Owings Mills 44	0.00%	0.05%	0.00%	0.00%	0.00%	0.00%	0.43%	0.66%	0.57%	0.33%	2.01%
Prince George's V.P.I. 38	4.19%	1.10%	0.00%	0.00%	0.00%	0.00%	0.04%	0.01%	0.01%	0.01%	0.41%
Prince Frederick 54	0.48%	0.24%	0.47%	0.14%	0.36%	0.72%	0.20%	0.40%	0.47%	0.07%	0.83%
Princess Anne 68	0.24%	0.14%	0.18%	0.04%	0.22%	0.43%	0.04%	0.24%	0.21%	0.16%	0.58%
Reentry 15	0.00%	0.05%	0.00%	0.00%	0.00%	0.00%	0.41%	0.49%	0.42%	0.05%	1.30%
Rockville 82	1.43%	0.57%	2.20%	0.51%	0.61%	1.91%	0.19%	0.28%	0.33%	0.29%	1.24%
Salisbury 66	3.10%	0.48%	0.79%	0.47%	0.51%	1.52%	0.55%	0.98%	0.99%	0.63%	3.64%
Seton 20	0.10%	0.00%	0.00%	0.00%	0.00%	0.00%	1.99%	2.59%	1.42%	0.56%	4.31%
Severn St 21	0.05%	0.05%	0.11%	0.00%	0.00%	0.00%	1.64%	2.09%	1.32%	0.90%	3.31%
Silver Spring 83	0.05%	0.05%	0.00%	0.00%	0.00%	0.00%	0.23%	0.82%	0.98%	0.68%	7.12%
Snow Hill 67	0.33%	0.24%	0.40%	0.22%	0.25%	0.40%	0.28%	0.55%	0.32%	0.29%	1.13%
Temple Hills 56	0.00%	0.05%	0.72%	0.61%	0.51%	0.87%	0.70%	0.96%	0.74%	0.32%	2.73%
Treatment Liaison 25	0.05%	0.00%	0.00%	0.00%	0.00%	0.00%	0.28%	0.05%	0.01%	0.01%	0.22%
Upper Marlboro 55	0.29%	0.00%	0.61%	0.11%	0.72%	2.60%	0.65%	1.12%	1.39%	0.60%	4.44%
Waldorf 52	1.43%	0.24%	0.58%	0.51%	1.70%	0.94%	0.50%	0.78%	0.75%	0.27%	2.35%
Westminster 33	0.71%	0.29%	0.40%	0.58%	0.36%	1.63%	0.34%	0.95%	1.00%	0.47%	1.77%
Grand Total	**80.23%**	**19.77%**	**28.94%**	**13.29%**	**15.35%**	**42.41%**	**23.37%**	**33.74%**	**28.49%**	**14.40%**	**100.00%**
Total by Offender Group	**100.00%**		**100.00%**				**100.00%**				**100.00%**

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Standard Time: Standard time is the average amount of agent time required to supervise an offender. To compute the annual standard times, the research team conducted a one-month time study of 114 parole/probation agents and warrant apprehension officers. This group included 74 Agents, 8 CLU Agents, 6 LAW agents, and 26 Warrant Apprehension Officers. *(The details of the time study are included in Appendix B.)* The time study entries were analyzed to produce two data files, the first (Offender Time Study File) documents the amount of time spent working with each offender during the study period and the second (Agent Time Study File) documents how the agents and officers spent their time during the time study.

The Offender Time Study File aggregates all of the agent time study transactions by offender SID at the task code level. This yielded the total amount of agent time spent with each offender by task code as well the total amount of time spent working with the offender across all task codes. This file includes all time spent by agents supervising offenders as well as CLU and LAW agents and Warrant Apprehension Officers. Data were collected for 6,388 offenders out of a total active offender population of approximately 65,536 (as of September 29, 2014). The sample of offenders produces a margin of error of 1.16% at the 95% confidence interval.

The research team excluded time study entries made by Warrant Apprehension Officers from the computation of the annual agent time standards. The final data set included entries for 6,102 offenders (1.19% margin of error at the 95% confidence interval).

Key to the computation of time standards was the ability to link time study data to the offenders' supervision level. For this purpose, supervision level was determined for each offender based upon an OCMS run dated May 28, 2014. Because OCMS did not keep a historical record[16] of supervision level in an easily retrievable format, an offender's supervision level on May 28, 2014, was used as the proxy for their supervision level during the time study period.   This means that time study entries for offenders who were new to the system after May 28, 2014, are not included in the standard times. *(These entries are included in the analysis of how agents spend their time.)*

This data set was analyzed to compute the average amount of time spent by agents working with offenders in each of the 11 supervision categories.   The average amount of time spent per offender during the 4 week study period is presented in Table 30. The four-week average is multiplied by 13 to yield the projected average number of agent hours required per offender per year.

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[16] While this was true at the time the workload study was initiated, OCMS has since been modified to keep a historical record of each offender's supervision level.

Table 30: Annual Time Standard Per Offender by Supervision Level			
Supervision Level	Recorded Average Hours during study	Projected Average Hours Per Year	Number of Offender Observations
Violence Prevention Initiative Level 1 (VP1)	1.75	22.77	282
Violence Prevention Initiative Level 2 (VP2)	1.97	25.60	34
Sexual Offender Level 1 Supervision (LV1)	1.78	23.10	209
Sexual Offender Level 2 Supervision (LV2)	1.58	20.58	70
Sexual Offender Level 3 Supervision (LV3)	1.09	14.17	67
Sexual Offender Level 4 Supervision (LV4)	1.03	13.39	159
General High (HGH)	1.19	15.46	1,175
General Moderate (MOD)	0.97	12.65	1,481
General Low Moderate (LMD)	0.68	8.85	745
General Low (LOW)	0.64	8.28	290
Review (REV)	0.96	12.43	582

Note: This table reflects all time recorded by agents, court liaison, and liaison waiver agents. Warrant apprehension officer time is excluded from this analysis.

Annual Workload: The annual agent workload is computed by multiplying the number of offenders under supervision in each supervision category by the projected average hours per year. The average annual workload is measured in hours.

Available Time: Available time is the average number of available work hours an agent has per year. All full time employees start out with a total of 2,080 paid hours per year. But, paid leave, training, and other activities diminish the amount of time agents have to spend working with offenders.

Table 31 shows how the number of available work hours was computed. From the standard 260 paid days per year (2,080 hours), the research team subtracted holiday leave, annual leave, personal leave, sick leave, mandatory training, paid breaks, and indirect time. This yielded the average number of available work hours per year.

Holiday, sick, and personal leave estimates reflect the standard leave package as provided to State of Maryland employees as documented on the Maryland Comptroller's website. Annual leave was computed using a weighted average based upon the percent of CS employees in each of the four State of Maryland leave accrual categories. Paid breaks were assumed to be two 15 minutes breaks per day for the number of days employees are not on leave or in training. A training allowance of 40 hours per year is included per CS policy.

Indirect time, paid work time not spent working directly with offenders or on offender cases was calculated at 31% of all paid work hours. *(See Model Assumptions for more information about*

this calculation.) This is a relatively high number. From the focus groups it is clear that agents perform a significant amount of non value-added administrative and clerical tasks to address the shortcomings of OCMS and to perform clerical tasks because there are not enough clerical employees to support the agents. For the purpose of this model, indirect time is assumed to be 20% of available work hours. This is based upon a combination of indirect time recorded during the time study and estimates of likely efficiencies to be gained from improvements to OCMS, securing appropriate support positions, and eliminating unnecessary tasks.

Table 31: Available Work Hours		
	Days	**Hours**
Paid Time Per Year	260	2,080
Less: Holiday Leave	-12	-96
Less: Annual Leave	-19	-152
Less: Personal Leave	-6	-48
Less: Sick Leave	-15	-120
Less: Mandatory Training	-5	-40
Work Days per Year	203	1,624
Less: Paid Breaks	-13	-102
Less: Indirect Time	-38	-305
Available Work Hours	**152**	**1,218**

Table 32 compares the available work hours computed in this study with the available work hours computed on other workload studies of parole/probation agents. While Maryland's available work hours figure is the lowest among the group, each study includes different factors in the calculation.

Table 32: Comparison of Available Work Hours Various Workload Studies				
State	**Year**	**Study Target**	**Available Hours**	**Available Days**
Maryland	**2014**	**Parole/Probation Agent**	**1,218**	**152.25**
Michigan	2006	Parole/Probation Agent	1,288	160.95
North Dakota	2006	Parole/Probation Officer	1,313	164.10
Nevada	2006	Parole/Probation Officer	1,350	168.75
Wisconsin	2006	Parole/Probation Agent	1,369	171.15
Wisconsin	2014	Parole/Probation Agent	1,373	171.60
Minnesota	2012	Felon Community Supervision Agents	1,440	180.00
Colorado	N/A	Community Parole Officer	1,568	225.00

Agent Staffing Need: Staffing need is computed by dividing the annual workload by the number of available hours. For this study the research team performed this calculation at the office level and rounded the product to the nearest whole number.

Supervisor Staffing Need: The projected supervisory need was computed by applying the industry standard supervisory ratio of 7:1 (Armstrong, 2011).

STAFFING MODEL ASSUMPTIONS

The staffing model presented in this report is based upon four important assumptions: 1) the number of offenders under supervision will remain relatively constant over the next year; 2) the geographic distribution of offenders will remain relatively constant over the next year; 3) the offender population mix in terms of supervision level will remain relatively constant over the next year; and 4) the available work hours will be equal to or greater than what is presented in the model. Each assumption is discussed in depth below.

Number of Cases Under Supervision - Projection: The research team used the 12-month statewide average (from September 2013-August 2014) to estimate the total number of offenders, by risk level, who will be under supervision in FY2015 with one important adjustment. To adjust for anticipated changes in the VPI screening tool that are expected to increase the number of VPI cases, the projected number of offenders under general supervision was decreased by 1,200, and the number of VPI cases was increased by 1,200. The general supervision cases were decreased proportional to their current geographic and risk level distribution and the VPI cases were increased proportional to their current geographic and risk level distribution.

Geographic and Risk Level Distribution of Offenders under Supervision: The research team used the OCMS offender case record abstract from September 29, 2014 to compute the geographic and risk level distribution of offenders at the office level. The staffing model assumes that there will be no significant change in the proportional distribution of offenders except for the changes to the VPI and General caseloads as noted above.

Number of Supervision Agents: Assessments about the degree of over or under staffing requires a good understanding of the current staffing level. The model summary presents two views of the current number of parole and probation agents. The first view is the number of supervision agents in August 2014 as reported in the CSS September 2014 StateStat submission. The second view is the number of parole/probation agent positions in the CS position roster. This is the most inclusive number as it included filled and vacant positions as well as agent positions that are assigned to duties other than direct supervision.

Available Work Hours: The number of hours agents have available to supervise offenders is the most important assumption of the staffing model. (The calculation of available hours is discussed in the Available Time subsection of the Staffing Model Methodology Section of this report.) This number is reduced by the number of hours employees are not at work, including paid leave and

the number of hours employees spend on tasks that are not directly related to supervising offenders. This type of time is typically referred to as indirect time.

From the time study data reported by agents, the research team computed the direct and indirect time percentages, which are presented in Table 33.   The analysis in both models is conducted on the total amount of time reported by parole and probation agents, excluding agents from the LAW and CLU units. The direct and indirect ratios are computed using all time reported during the time study less paid leave and time spent entering data for the workload study.

In Model 1 (Table 33), the proportion of indirect time is 36%. In this model, the time agents spend performing duty day officer functions is counted as indirect time. In Model 2, duty day officer time is counted as direct time bringing the indirect time down to 31%. The indirect figure is probably closer to 31% given that duty day officers typically see offenders and perform other tasks that the agent of record would perform.

Table 33: Analysis of Agent Direct and Indirect Time		
	Total Hours Reported	Percent of Total Work Hours
Model 1		
Total Direct Time - Excluding Duty Day Officer Activities	5,403.52	64%
Total Indirect Time	2,976.66	36%
Total Paid Work Hours Reported	8,380.18	
Model 2		
Total Direct Time – Including Duty Day Officer Activities	5,791.30	69%
Total Indirect Time	2,588.88	31%
Total Paid Work Hours Reported	8,380.18	

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

The Maryland Department of Public Safety and Correctional Services, Office of Community Supervision Support contracted with the Schaefer Center to conduct a workload study that included a review of the literature relating to parole and probation agent staffing, analysis of agents' workload including a time study of agents, an analysis of the supervision caseload, and the collection of comparative caseload data from other states. From our analysis, the team was charged with producing staffing recommendations, average caseload counts, and recommendations for improving the efficiency and effectiveness of parole and probation agents.

While the primary focus of the research is agents who directly supervise offenders on parole and probation. As part of the research, the team also produced an analysis of how Court Liaison Agents, Liaison Waiver Agents, and Warrant Apprehension Officers spend their work time and through focus groups solicited input from these employees into recommendations for improving the effectiveness of their work.

LITERATURE REVIEW FINDINGS

Over the past six decades, both researchers and selected states in the United States have conducted time and task evaluations of probation and parole agents. This has occurred for three reasons. First, from a theoretical perspective, there is a belief that the probation and parole profession has been unduly affected by the "new penology," an interpretation which argues that state managers in the field of corrections are primarily motivated by the notion of risk management. Second, a number of high profile cases where inmates on probation and/or parole have been accused and/or convicted of high profile crimes have motivated state departments of probation and parole to take a closer look at what their workers are doing both in their offices and in the field. Finally, budgetary concerns have motivated states to examine what their workers do on the job.

There has been significant debate about whether caseload or workload is the appropriate measure of an agent's work. Time and task studies conducted over the past 14 years try to determine the level of effort required to supervise offenders. No standard has emerged from this research. A 2012 study by Jalbert and Rhodes determined "that reduced caseloads in agencies using modern supervision practices reduce recidivism" (p. 221). In this study, researchers compared the outcomes for probation officers with caseloads averaging 54 probationers per officer with the outcomes for officers with caseloads of 106. While this study show that smaller caseloads produce better outcomes than large caseloads, there is no consensus on the "right" caseload size.

Few time studies conducted by parole and probation agencies are publically available. Most of the available studies use a form of agent self-reporting time and motion study to document work

activities. The better studies also include interviews or focus groups with agents. One recent study also included a limited review of case files. Another used some direct observation.

While disciples of Frederick Taylor would argue that direct (unobtrusive) observation is the best way to collect time study data, collecting a significant number of observations over a large enough population of agents to produce statistically valid data is, in the end, cost prohibitive. Most parole/probation agent workload studies are based upon self-reported time study data.

From the literature there is no standard for caseload size, workload size, or the amount of time agents should spend performing various supervision tasks. It is up to individual states to determine the model that best balances public safety, the needs of offenders, and available resources.

CASELOAD ANALYSIS FINDINGS

For the 12-month period ending August 2014, there was an average of 48,731 active offenders under supervision in Maryland. Over the past five years, the total number of offenders under supervision has declined by 15.5%, but the number of offenders on parole has increased by 17.7%. The majority (79.89%) were in the General supervision category followed by 9.83% in the Review category; 5.77% in the Sexual Offender category, and 4.51% in the VPI category.

The research team was asked to calculate the average agent caseload in Maryland. This seemingly simple request does not have a simple answer. In Maryland, offenders can be on parole or probation for multiple offenses. Each offense is considered its own "case" with its own terms and conditions. Each offender is assigned to one agent who supervises all of the offender's cases. While most offenders only have one case, a significant portion has more than one case. While an offender can have multiple cases, only one is considered active at any given point in time. Even though only one case is active, if an offender violates the terms of his or her supervision, the agent may be required to submit reports to multiple judges and sometimes in multiple jurisdictions.

Compounding the caseload question is the offenders' risk classification. Offenders can be classified into one of three groups: 1) VPI (Violence Prevention Initiative) Offenders; 2) Sexual offenders; or 3) general supervision offenders. VPI offenders have the most stringent supervision requirements followed by Sexual Offenders and General Offenders. Each supervision group has multiple supervision categories. This means that comparing a simple count of the number of offenders per agent is not an effective measure of caseload. The question of caseload is further compounded by the fact that currently there is not a report that accurately computes agent caseload.

The research team conducted an extensive analysis of case records matched with agent records to create a file that included a count of each agent's active cases. As part of the analysis, the research team also classified the agents by the types of cases they supervise. The research team

was able to calculate the number of active offenders assigned to each agent and through a case weighting system, the weighted caseload. Table 34 below presents the average caseload by region and caseload type. The general caseload number only includes cases for agents who primarily supervise general supervision cases. The average special caseload figure includes caseloads for agents supervising VPI, domestic violence, drug court, and mental health cases. Statewide, the general supervision caseload is about twice the size of the special caseloads.

Table 34: Average Caseload Comparison by Region and Office					
	Special Caseload		General Caseload		All Caseloads	
Region	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
Central Region	34	46	108	100	71	73
North Region	40	52	109	93	87	80
South Region	62	68	138	125	98	95
Statewide	44	54	116	105	83	81

Note: Blue highlighting indicates the highest caseload in the category.

Across the three regions and CS offices, there is wide variation in caseload size. In the Central Region, the Essex/Rosedale office has the highest weighted special (67) and general (117) caseloads. In the North Region, the highest weighted special caseload is in the Gaithersburg office (69) and the highest average general caseload is in the Ellicott City office (110). In the South Region the highest weighted general caseload is in the Temple Hills office (158) and the highest weighted specialized caseload is in the Hyattsville office (107).

When compared to other states, Maryland has the fourth highest average General caseload (116) compared to the average of 82 for the 33 states who responded to the research team's telephone survey. When it comes to special caseloads, Maryland's caseload size is more in line with the averages. Maryland's average Violent Offender caseload below average at 25 compared to 34 for the 12 states that reported a Violent Offender caseload size. The same is true for the Sexual Offender caseload which averages 38 per agent compared to the national average of 42. Maryland's Mental Health caseload (42 per agent) is average for the 13 states that responded to the survey.

From the case note review, it does not appear that the minimum supervision levels are being met for VP1 offenders, LV1 offenders, or General High offenders. However, a conclusive determination cannot be made because OCMS does not provide an easy to access historic record of supervision level or a mechanism to consistently track compliance with supervision standards.

Recommendation:
There is no one size fits all answer to the question of the appropriate caseload size. The literature indicates that lower caseloads yield better supervision outcomes. From the caseload analysis and agent focus groups that the most general supervision agents have an overwhelming caseload. The research team recommends that DPP work to decrease the general caseload size to be closer to the national average and work to balance the agent caseloads across offices and

agents using the caseload weights as a relative measure of case complexity and required supervision time.

FINDINGS FROM THE STAFFING ANALYSIS

From the analysis of the time study data and caseload projections computed from StateStat statistics, the research team computed an estimated staffing need for parole and probation agents. The team estimates that 700 agents are needed to supervise the current CS caseload assuming the supervision requirements stay generally the same and the VPI caseload increases by 1,200 as is expected with the implementation of a new risk assessment tool.

It was difficult to determine how many more agents CS needs compared to the current staffing level. While the position roster shows 672 parole/probation agent positions, The CSS StateStat report shows that for the 12-month period ending August 2014, there is an average of 542 supervising agents.

Recommendation:
The research team recommends that additional general supervision agents be added. The most important need is in the South Region which is understaffed by 30-81 agents depending upon which base (position roster or StateStat) is used. The North Region is understaffed by 38-42 agents and the Central Region is understaffed by 35 agents compared to StateStat figures - and overstaffed by 40 agents compared to the position roster. Because Baltimore City has the largest offender population in the state, they have a many agents performing specialized functions that take them away from supervising offenders.

The research team recommends that DPP analyze how non-supervising[17] agents are deployed, especially in the Central Region, to determine if the work can be reorganized or performed by other staff. The team also recommends that DPP work to address improve the effectiveness of the supervision tools (OCMS, urinalysis testing, and Kiosks), improve supervision practices, and enhance coordination with partner agencies (courts, health departments, service providers). A related option is to examine the tasks agents are expected to perform and eliminate non-value added tasks to create more time for supervision.

ADDITIONAL RECOMMENDATION

Use Court Liaison Agents and Liaison Waiver Agents to improve quality and effectiveness
Court Liaison Agents represent the agent of record in court proceedings in which an offender is accused of violating the conditions of their probation. Liaison Waiver Agents do the same thing but for cases when offenders who violate the terms of their parole. In these roles, the CLU or LAW must review the case file including the probation or parole order, case notes, and pertinent

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[17] Some of the specialized agent assignments include triage agent, Court Liaison agent, and Liaison Waiver agent.

documentation to prepare to represent the department in court. From their unique vantage point, they are able to identify problems with case file documentation, case notes, and the implementation of supervision standards. Often the CLU and LAW agents have to go back to the agent of record to request additional documentation or secure the documentation themselves. It would be very helpful from an organizational learning and quality improvement perspective if the problems CLU and LAW agents find with case files could be documented in a systematic manner so that DPP leadership could use the information to identify areas where additional training or policy clarification are needed. We strongly recommend that the quality control information collected through this process be used solely for organizational improvement and not to punish agents.

RESEARCH LIMITATIONS

The research team conducted an extensive investigation into the work of CS agents and warrant apprehension officers. In our research, we reviewed the literature on parole/probation agent staffing, reviewed policy manuals, analyzed caseload data, collected time study data, reviewed case notes, and surveyed other states. While our research process was extensive, it does have some limitations.

First, the time study data was self-reported by agents. While the research team made every effort to improve the accuracy of this reporting through training, training manuals, and a help line, in the end the data collection process depended upon agents entering their time and tasks. While it is likely each entry was not perfect, given the large number of observations reported, we are confident that the relative allocation of time across tasks and cases is fairly accurate.

Second, the case weighting system is based upon the time study data. The caseload weighting system does not account for regional differences in supervision or for the number of cases an offender has. However, it does provide one more tool to compare and equalize caseload size.

RECOMMENDATIONS FOR FUTURE RESEARCH

The research team recommends DPP leadership consider conducting an organizational climate assessment with employees on a regular basis. This information will be useful for measuring the impact of changes in policy and procedures on employee morale and organizational effectiveness.

Now that the workload study has been completed once, the research team feels that the process can be streamlined enough that the workload study can be updated on a regular basis to assess the impact changes in OCMS, policies, and procedures have on workload and effectiveness.

The team also recommends that DPP conduct caseload analysis on a regular basis with an eye toward rebalancing the caseload when needed.

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APPENDIX A: PAROLE AND PROBATION PRACTICES IN OTHER STATES

As part of the research for a community supervision workload study, the Schaefer Center for Public Policy conducted a multi-state survey of state parole and probation agencies. The following is an analysis and breakdown of key functions and characteristics of parole and probation agencies across the country.

PAROLE/PROBATION STRUCTURE

As shown in Figure 16, 87.5% of state parole and probation agencies supervise adults only, while 12.5% supervise both adults and minors. The states that supervise both adults and minors include New York, Delaware, Kansas, Massachusetts, and Illinois. Maryland is in the majority as CS agents only supervise adult offenders.
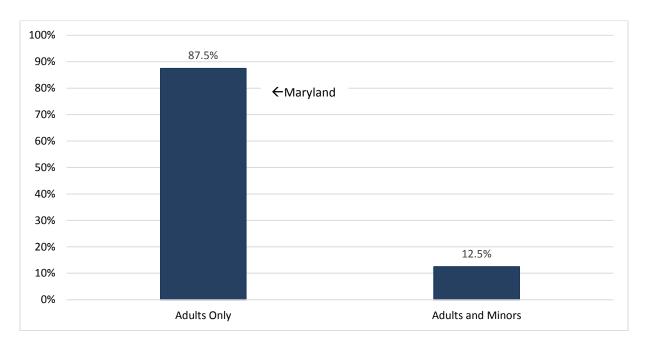
Figure 16: Agency Supervision of Adults and Minors

As shown in Figure 17, 80% of the states surveyed reported handling parole and probation cases centrally, while 20% of states handle parole and probation cases at the local level. Maryland is in the majority with centralized parole and probation supervision.
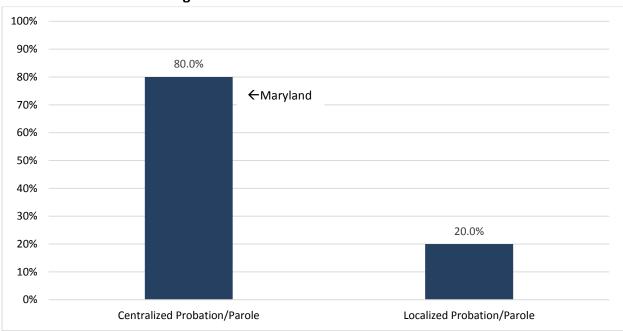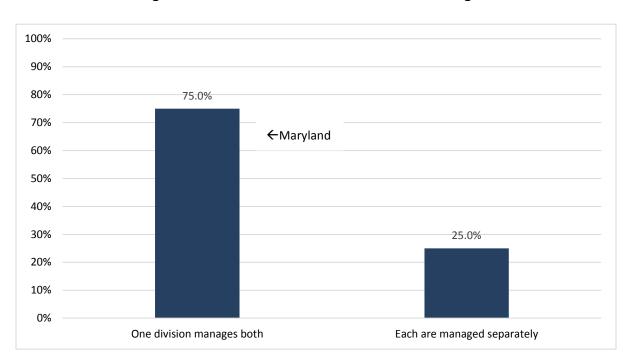
Figure 17: Parole and Probation Centralization

Most states (75%) have one division at the state level that manages both parole and probation. However, around one quarter (25%) of the states surveyed manage parole and probation separately. Maryland is in the majority in having just on organization that oversees parole and probation. See Figure 18.

Figure 18: Combined Parole and Probation Management

As shown in Figure 19, 79.2% of states who responded to this question have their parole and probation agencies administered by the state Department of Corrections or housed in the same agency as the Department of Corrections. On the other hand, 20.8% of the states surveyed had independent agencies administer parole and probation. These states were Nevada, Arkansas, Pennsylvania, Alabama, and the District of Colombia. Like the majority of states, Maryland's parole and probation function is housed in the same agency as the corrections function.
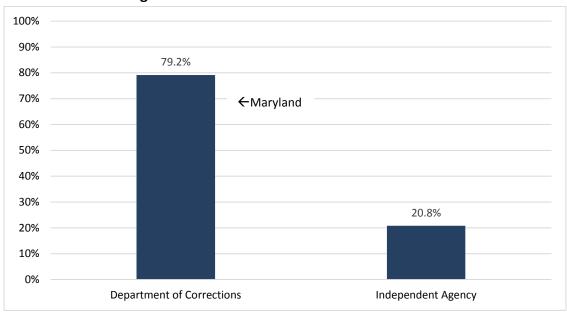
Figure 19: Who Administers Parole and Probation?

Most states' parole/probation agencies are under the state executive branch (87%). Alabama was the only state where the parole and probation agency fell under the legislative branch. No states responded that the parole and probation was housed under the judicial branch. The Maryland Division of Parole and Probation is housed in the Department of Public Safety and Corrections, an executive agency.
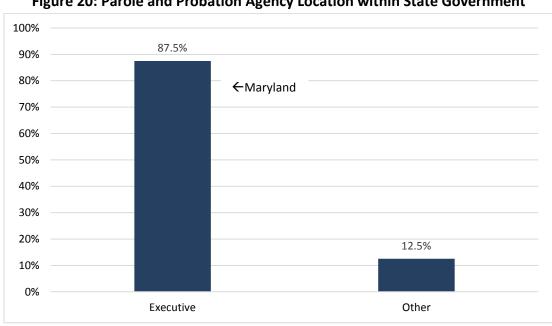
Figure 20: Parole and Probation Agency Location within State Government

As shown in Figure 21, of the 39 states that provided information on this topic, 72% indicated that their parole/probation agents are represented by a union. 28% of the responding states do not have unions for their parole and probation officers. Maryland joins the majority of states that have whose parole/probation agents are unionized.
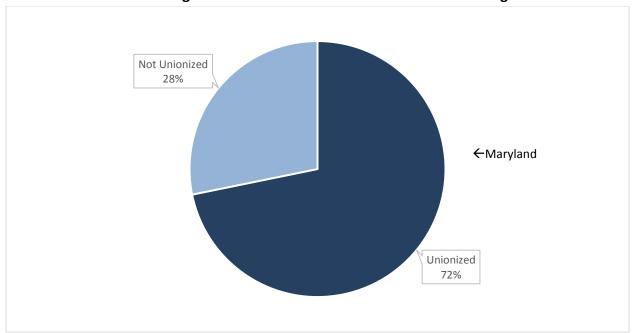
Figure 21: Unionization of Parole and Probation Agents

Of all the responding states, most states (12) had between one and five thousand parolees. The state with the largest parolee population was Texas, who reported having 87,000 parolees. Certain states reported figures that could not accurately be displayed in the chart or required further explanation, which is located below the chart. Maryland has 9,533 offenders on parole.
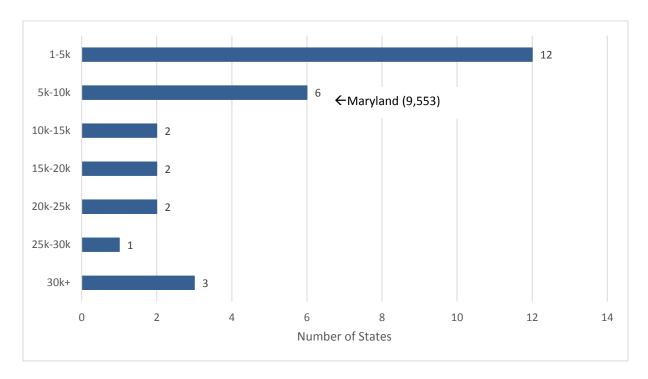
Figure 22: Number of Offenders on Parole*

*Virginia reported figure (4,000) for people who would be parole eligible, but listed as under supervision. Classified as 1-5k.

Alaska reported figure (5,900) for total people on probation and parole and was not classified in chart.

Ohio reported figure (33,751) for total number on Community Control and was not classified in chart.

North Dakota reported figure (6,369) for total people on probation and parole and was not classified in chart.

North Carolina reported figure (104,936) for total people on probation, parole, and post-release supervision and was not classified in chart.

Maryland: The parole count includes 5,585 offenders on parole and 3,968 offenders on mandatory release.

Ten states reported that the number of people on probation was between one and 20,000. This range was the most frequent range among all states surveyed. No states reported having a probation population between 80,000 and 120,000. Texas reported the largest number of people on probation at 265,119. Certain states reported figures that could not accurately be displayed in the chart or required further explanation, which is located below the chart. Maryland has 51,070 offenders on probation. This includes 40,398 offenders on parole and 10,672 offenders on probation before judgment.

Figure 23: Number of Offenders on Probation*

*Hawaii reported figure (12,394) of cases for only Oahu and was classified as 1-20k.

Georgia reported figure (160,000) that included administrative cases and was classified as 120k+.

Alaska reported figure (5,900) for total people on probation and parole and was not classified in chart.

Kansas reported figure (12,000) for felony offenders only and was classified as 1-20k.

Ohio reported figure (33,751) for total number on Community Control and was not classified in chart.

North Dakota reported figure (6,369) for total people on probation and parole and was not classified in chart.

North Carolina reported figure (104,936) for total people on probation, parole, and post-release supervision and was not classified in chart.

Maryland: The probation count includes 40,398 offenders on parole and 10,672 offenders on probation before judgment.

The most common title for people who supervise individuals on parole and probation is Probation/Parole Officer. Nearly 40% of the states surveyed reported using this title. Overall, titles ending in "Officer" were far more common than titles ending in "Agent." Table 35 displays a breakdown of the states who responded "Other" and includes the title used by each of these states. Maryland uses the title of parole/probation agent. See Figure 24.

Figure 24: Title of People Who Supervise Parolees and Probationers

Table 35: Title of People who Supervise Individuals on Parole and Probation: Other Category	
State	**Parole/Probation Officer Title**
Alaska	Adult Probation Officer
Arizona	Community Corrections Officer
Florida	Correctional Probation Officer
Illinois	Correctional Senior Parole Agent
Kansas	Intensive Supervision Officer/Court Service Officer
Nevada	Officer I, Officer II
South Dakota	Court Service Officers for Probation
Vermont	Correctional Services Specialist
Washington	Community Corrections Officer

Twenty-one states reported having between one and 500 full-time parole and/or probation officers in their states. The median number of full time parole and/or probation officers per state based on the data provided is 469. Nevada reported having exactly 469 total staff members. Some states only reported the total number of parole or probation officers, while others reported numbers that included supporting staff or administration. These cases have been noted below the chart and implemented into the chart to facilitate comparison. Maryland has 672 parole/probation agent positions per the position roster. Not all of these agents directly supervise offenders.
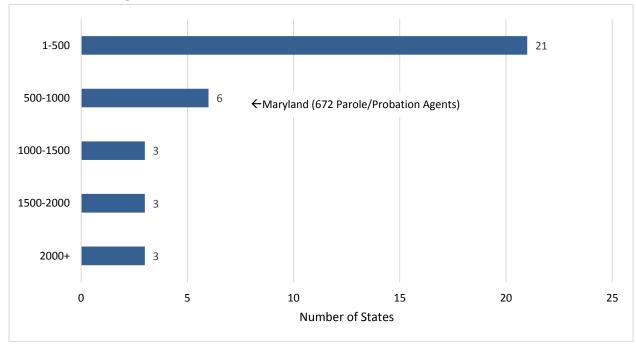
Figure 25: Total Number of Full-Time Parole and Probation Officers*

*Colorado** reported 195 parole officers plus 25 team leaders and was classified in 1-500.

Hawaii reported figure (35) only for Oahu and was classified in 1-500.

Missouri reported figure (2,000) including central staff and administration and was classified in 1500-2000.

Nevada reported figure (469) including support staff and specialist positions and was classified in 1-500.

California reported figure (2200) only for parole and was classified in 2000+.

New York reported figure (2700) only for probation and was classified in 2000+.

Kansas reported figure (120) only for parole and was classified in 1-500.

Massachusetts reported range of 700-800 only for probation and was classified as 500-1000.

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The overwhelming majority of states surveyed reported having no part-time parole and probation officers. Only five states surveyed utilize part-time parole or probation officers. Four of these states have part-time employee populations of between one and twenty people. New York had the largest part-time officer population. They reported that roughly 5% of their probation workforce is part time, equaling around 135 people.
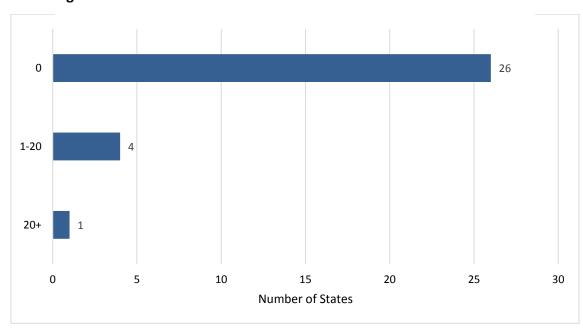
Figure 26: Total Number of Part-Time Parole and Probation Officers

*New York** reported 5% of their probation workforce is part-time, equaling 135 people. Classified as 20+.

In the majority of states surveyed (55%), the parole/probation officer is responsible for determining the risk classification of offenders. Fifteen percent of the states reported using only an automated system to determine risk classification, while 7.5% of the states utilize a separate Classification Officer.
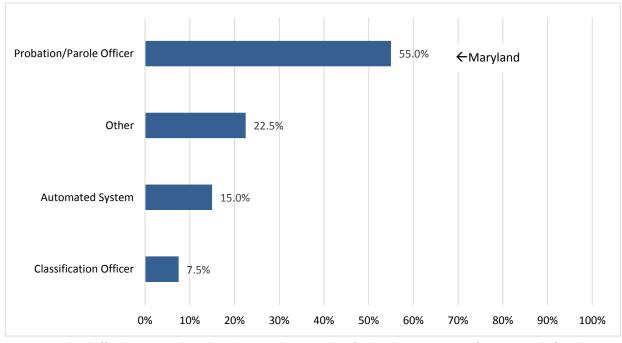
Figure 27: Who is Responsible for Risk Classification?

Note: In Maryland offenders on parole and mandatory release are classified by the Department of Corrections before they are released from custody.

As illustrated in Table 36, the majority of the states surveyed utilize a standard risk assessment instrument. Twenty-seven states (67.5%) use a standard risk classification instrument, while only 12 states and D.C. (32.5%) said that they use a state developed instrument. The most common of these standard instruments is the Level of Service Inventory Revised (LSI-R), used in its standard form by 12 states. Other common instruments include Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) which is used by 6 states and the Ohio Risk Assessment which is also used by 4 states. Many states use multiple instruments, including South Dakota, which uses a state developed combination of LSI-R and Community Risk Assessment. Table 37 details which instrument is used in each state. Maryland uses the Public Safety Risk Assessment which is made up of two parts – Static Risk Assessment and Dynamic Risk Assessment. In addition, Maryland administers a Violence Prevention Initiative Screener

Table 36: Risk Assessment Instrument		
Type	**No. of States**	**Percent of States**
Standard Instrument	27	67.5%
State Developed Instrument* (MD)	13	32.5%
Total	40	100%

Table 37: Risk Assessment Tool		
State	**Instrument Type**	**Risk Assessment Tool(s)**
States using standard assessment		
Alaska	Standard	LSI-R
California	Standard	COMPAS
Colorado	Standard	LSI-R
Connecticut	Standard	LSI-R and Women's Risk Needs Assessment (WRNA)
Florida	Standard	Not provided
Hawaii	Standard	LSI-R & Adult Substance Use Survey (ASUS)
Idaho	Standard	LSI-R
Kansas	Standard	LSI-R
Kentucky	Standard	Level of Servia/Case Management Inventory (LS/CMI)
Massachusetts	Standard	Ohio Risk Assessment & Level of Service/Risk, Need, Responsivity (LSRNR)
Michigan	Standard	COMPAS
Minnesota	Standard	Level of Servia/Case Management Inventory (LS/CMI)
Missouri	Standard	FRRI & Gender Responsive Assessment (GRA
Montana	Standard	Ohio Risk Assessment
Nevada	Standard	COMPAS & Wisconsin Client Management System Model
New Hampshire	Standard	Ohio Risk Assessment
New Jersey	Standard	LSI-R
New York	Standard	COMPAS & YAFI
North Dakota	Standard	LSI-R
Ohio	Standard	Ohio Risk Assessment
Oklahoma	Standard	LSI-R
Pennsylvania	Standard	LSI-R
Rhode Island	Standard	LSI-R
South Dakota	Standard	Community Risk Assessment, LSI-R
Vermont	Standard	LSI-R
Virginia	Standard	COMPAS
Wisconsin	Standard	COMPAS

Table 37: Risk Assessment Tool (continued)		
State	**Instrument Type**	**Risk Assessment Tool(s)**
States using state specific assessment		
Alabama	State Specific	Alabama Probation and Parole Risk Assessment
Arizona	State Specific	Field Reassessment Offender Screening Tool (FROST)
Arkansas	State Specific	ARORA (Arkansas Offender Risk Assessment)
Delaware	State Specific	Not provided
Georgia	State Specific	Not provided
Illinois	State Specific	Risk Assets Needs Assessment (RANA)
Iowa	State Specific	Iowa Risk Assessment Revised
Louisiana	State Specific	LRNA (Louisiana Risk Needs Assessment)
Maryland	State Specific	Public Safety Risk Assessment (Static Risk Assessment and Dynamic Risk Assessment)
North Carolina	State Specific	Risk/Needs Assessment
Texas	State Specific	Texas Risk Assessment
Washington	State Specific	Static Risk Assessment
Washington D. C.	State Specific	CSOSA AUTO Screener

Of the states surveyed, the majority (57.5%) started using their risk assessment instrument within the past ten years. Of this group, 18 states, including Maryland, introduced their instruments within the past five years. Fifteen states (31.9%) started using their risk assessment instrument more than ten years ago, and five (10.6%) states did not have sufficient data to say when their instrument was introduced. See Table 38 for more information.

A significant number of states (42.6%) continue to adjust their risk assessment tools. Eighteen states (38.3%) have revised their instruments within the past 10 years. Most of these states (17) have done so within the past five years. Only two states reported revising their risk assessment instrument more than ten years ago. Revision dates for 27 (57.4%) states were not obtained because it was either not known, or the instruments have never been revised and therefore did not have a revision date.

Table 38: Introduction and Revision of Risk Assessment Instrument					
	No. of Instruments			**States**	**Total Instruments**
	Within 5 Years	6 - 10 Years	Over 10 Years	N/A	
When Introduced					
Number of States	18	9	15	5	47
Percent	38.3%	19.2%	31.9%	10.6%	
When Revised					
Number of States	17	1	2	27	47
Percent	36.2%	2.1%	4.3%	57.5%	

Note on Risk Assessment

Many states, including Maryland, use multiple instruments for risk assessment. Consequently, one set of dates may not be sufficient for those states because the instruments may have been introduced or revised at different times. This is why total instruments exceed the total amount of states surveyed. If a state has multiple instruments that were introduced and revised at the same time, they are collectively referred to as one instrument. The table above reflects the total number of distinct instruments, meaning the instruments with specific dates of introduction and revision.

WARRANTS AND APPREHENSION STRUCTURE

An additional survey of 49 states concluded that 27 states (54%) had a structure where parole/probation officers handled warrants – while local law enforcement physically served those warrants. 20 states (40%) had a structure where parole/probation officers handled and served warrants (usually with codified arrest powers). Two states reported that only local law enforcement handled and served warrants (4%). New York was the only state that had practices vary by county.
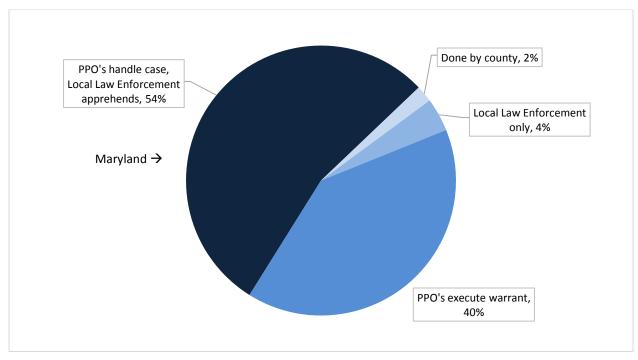
Figure 28: Warrant and Apprehension Structure

PPO's handle case, Local Law Enforcement apprehends, 54%

Done by county, 2%

Local Law Enforcement only, 4%

Maryland →

PPO's execute warrant, 40%

Maryland has a special Warrant Apprehension Unit within DPP comprised of sworn police officers.

APPENDIX B: TIME STUDY METHODOLOGY

The staffing model is dependent upon the annual standard times computed from the time study of agents that was conducted between July 14 and August 8, 2014. During this period, 114 agents recorded work time relating to 4,532 offenders under supervision. This section of the report summarizes the time study methodology.

As part of the time study, the research team created a list of typical work tasks; vetted the list with a steering committee of agents and supervisors; built a web-based time study data collection tool; created unique logins for participating agents and officers; and populated the tool with the list of active offenders under supervision as of May 28, 2014, and a list of tasks. Each of these tasks is discussed in more depth on the following pages.

WHO PARTICIPATED IN THE TIME STUDY

A sample of 129 parole and probation agents and Warrant Apprehension officers from offices across the state participate in time study. When the study was complete, 114 parole/probation agents and warrant apprehension officers had participated. This group included 74 Agents, 8 CLU Agents, 6 LAW agents, and 26 Warrant Apprehension Officers. At the request of CSS leadership several people were exempted from the study. Just over 12.5% of the agents participated in the time study. The research team requested that CSS select workers for the study who were considered to be proficient in their job and not subject to any current disciplinary action. As shown in Tables 40 and 41, there was a good mix of participants from the three regions and a wide variety of caseload types were represented.

Table 39: Time Study Participants by Region		
Region	Number of Participants	Percent of All Agent Participants
Central	37	42%
North	30	34%
South	21	24%

Table 40: Time Study Participants by Caseload Type		
Agent Type	**Frequency**	**Percent**
Court Liaison Agent	8	7.0
Drug Court Agent	2	1.8
Domestic Violence Agent	2	1.8
General Supervision Agent	47	41.2
ICOTs Agent	1	.9
LAW	6	5.3
Sex Offender/General Supervision Agent	1	.9
Sex Offender Agent	12	10.5
VPI Agent	5	4.4
VPI/Sex Offender Agent	2	1.8
Warrant Apprehension Unit Officer	26	22.8
Total	114	100.0

DEVELOPING THE TASK LIST

The initial task list was drafted using the suggested list developed by the American Parole and Probation Association in a 2011 report entitled *Community Supervision Workload Considerations for Public Safety* as a starting point. The initial list was shared with a steering committee of agents and supervisors. The research team met with the Steering Committee on June 3, 2014 to finalize the task list. Based upon feedback received during the meeting, the research team revised the task list and shared it with the Steering Committee members for review and approval. The task list for LAW and CLU agents was revised by representatives of these groups using the final agent task list as a starting point. The Warrant Appreciation Unit task list was developed by representatives from that unit. They also used worked from the agent task list. Where possible, common tasks retained the same description and task number across the four task lists.

CREATING THE WEB BASED TIME TRACKING SYSTEM

The research team created a secure, web-based time tracking system that allowed study participants to enter their work activates during the study period. Each participant was given a unique log-on ID to access the system. Participants were instructed to enter all of their work tasks in the system each day. A complete entry included the start and stop time, the task code, offender SID (if appropriate), the location of the action and the contact type (in-person, by phone, or email). *(The complete task list is included in Appendix C to this report.)* Figure 29 below shows the time study data entry screen. By clicking on the blue boxes, study participants were able to access the task list. For offender specific tasks, participants were requested to enter the offender's SID number.

Figure 29: Time Study Data Entry Screen

TRAINING

To prepare participants for the time study, the research team conducted two two-hour training sessions at the University of Baltimore for agents and officers participating in the study. Sixty-three (63) people attended the training session on July 7, 2014 and 60 attended the session on July 8, 2014. During the training session, participants received their unique study login number, a hard copy of the training manual, and paper time tracking logs to track their work during the day prior to submitting their entries to the time tracking system.

Participants were also given the toll-free help line phone number and the link to the website that contained the electronic version of the manual, updated task list, and answers to frequently asked questions.

DATA COLLECTION

The time study data collection system was launched on July 14, 2014 and data was collected through August 8, 2014. The Schaefer Center established a toll-free help line for participants to call with questions. During the data collection period, Schaefer Center received and logged 43 phone calls from study participants to the toll-free help line. Additional codes were added as a result of questions received by the help line. Updated activity logs were sent to study participants

on July 15, 2014 and July 17, 2014. The updates were posted on the Community Supervision Study informational website. Participants also received emails that clarified instructions and summarized changes to the task code list. The principal investigator received several emails directly from study participants. Some of these questions resulted in changes to the task list or clarification of instructions.

Throughout the study participants received a daily email notifying them of the total amount of time that was recorded by them on the prior day. This served a receipt for their time submission. Participants were allowed to modify their entries if they thought a mistake was made. Participations were also given paper time log forms and were encouraged to use them to track their activities during the day when it was not convenient for them to use the time tracking system and enter their time when they had computer access.

Table 38 shows that the 114 study participants logged 25,742 hours into the time tracking system. The average participant reported 9.33 hours per day. This is consistent with the fact that agents and officers often work a flex schedule to accommodate their offender supervision schedule or court appearances.

Table 41: Time Study Hours Recorded July 14- August 8, 2014	
Number of study participants	114 (129 agents/officers were originally included in the study)
Total number of hours reported	25,742.66
Average number of hours reported per day by all participants	1,072.61
Average number of hours reported per day per participant	9.33 (assuming M-F workweek)

DATA ANALYSIS

The transaction data was analyzed by the Schaefer Center to produce two data files. The first file, Offender Time Study File, documents the amount of time spent working with each offender during the study period and the second (Agent Time Study File) documents how with the agents and officers spent their time during the time study.

The Offender Time Study File aggregates all of the agent time study transactions by offender SID at the task code level. This yielded the total amount of agent time spent with each offender by task code as well the total amount of time spent working with the offender across all task codes. This file includes all time spent by agents supervising offenders as well as CLU and LAW agents and Warrant Apprehension Officers. Data were collected for 6,388 offenders out of a total active offender population of approximately 65,536 (as of September 29, 2014). The sample of offenders produces a margin of error of 1.16% at the 95% confidence interval.

The research team excluded time study entries made by Warrant Apprehension Officers from the compute of the annual time standards. The final data set included entries for 6,102 offenders (1.19% margin of error at the 95% confidence interval).

STAFFING MODEL LIMITATIONS

The staffing model presented in this report is the most accurate estimate available of CS's parole/probation agent staffing need. With that said, the model has two limitations. First, the model relies on self-report time study information. While there may be a bias to over or under report work in a self-report study, the research team is confident that that majority of agents tried to accurately record who they worked with. The number of hours reported per participant per day also gives us confidence that the total number of hours reported is correct. Given the requirement to report the SID number for each task, it is likely that some agents lumped several tasks related to one offender together instead of recording the disaggregated tasks. As long as time spent working with offenders was recorded, the tendency to aggregate multiple tasks will not affect the reliability of the model.

Another limitation is the absence of good data about the volume of tasks agents performed for each offender. While OCMS captures some of this information, is does not do so in comprehensive manner which made it difficult for the research team to estimate the number of tasks performed per offender. This resulted in the team developing a model based on the total amount of time spent working with each offender.

Even with the limitations discussed above, the research team feels that the staffing model presented in this report provides a sound basis to make decisions about the appropriate number and distribution of parole and probation agents in Maryland.

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APPENDIX C: TASK LIST

		PAROLE/PROBATION AGENT - TASK LIST
Task #	Direct/ Indirect	Task Description
Case Set Up		
1020	**D**	**Case Set Up (Use when performing multiple tasks below for one case.)**
1000	D	Intake visit
1001	D	VPI screener
1002	D	Record check
1003	D	Assessment and placement scheduling
1004	D	Develop payment plan
1005	D	Livescan (fingerprinting)
1006	D	Data Entry
1007	D	DNA Testing
1008	D	Agent assignment
1009	D	Interstate compact
1010	D	Urinalysis collection
1011	D	Sex offender registration
1019	D	Other Intake Visit work
Initial Office Visit		
1070	**D**	**Initial Office Visit (Use when performing multiple tasks below for one case.)**
1050	D	Initial office visit
1051	D	Meet offender
1052	D	Meet victim
1053	D	Meet others
1054	D	Install offender GPS monitor
1055	D	KIOSK enrollment
1056	D	Verify contact information (Home & Employment)
1057	D	Verify special conditions
1058	D	Urinalysis testing
1059	D	Review case plan
1060	D	Review payment plan
1061	D	Office collateral
1062	D	Case materials review
1069	D	Other Initial Office Visit work
Assessment and Classification		
1120	**D**	Assessment and classification (Use when performing multiple tasks below for one case.)
1100	D	Assessment and classification
1101	D	Risk assessment

Task #	Direct/Indirect	Task Description
PAROLE/PROBATION AGENT - TASK LIST		
1102	D	Enter assessment data
1103	D	Supervision orientation
1104	D	Develop case plan
1105	D	Review conditions
1106	D	Mental health referral
1107	D	Drug/Alcohol referral
1108	D	Employment referral
1109	D	Locate treatment
1110	D	Review/calculate earned compliance credits
1111	D	Prepare and send No Contact Letters
1112	D	Record check
1113	D	Sex offender referral
1114	D	Develop payment plan
1115	D	Obtain statement of charges and other documentation
1119	D	Other Assessment and Classification
Community Contacts		
1200	D	Community contact visit
1201	D	Complete 7A form
1202	D	Travel to home, school, employment, treatment facility
1203	D	Interview offender
1204	D	Interview collateral contact
1205	D	Interview family
1206	D	Home verification
1207	D	Observe home
1208	D	Law enforcement contact
1209	D	Document contacts
1210	D	Other community contact
Office Visits (non-intake)		
1300	**D**	**Office visit (Use when performing multiple tasks below for one case.)**
1301	D	Case materials review
1302	D	Meet offender
1303	D	Meet victim
1304	D	Meet collateral contacts
1305	D	Install offender GPS monitor

1306	D	KIOSK enrollment
1307	D	Verify contact information (Home & Employment)
1308	D	Review with offender/Verify special conditions
1309	D	Urinalysis testing
1310	D	Review case plan
1311	D	Review payment plan
1312	D	Document Activities
1319	D	Other Office Visit
Communicate with Others		
1350	D	Talk with victim(s)
1351	I	Meet advocates
1352	I	Attend meetings
1353	D	Contact Judge/District Attorney
1354	D	Law enforcement contacts
1355	D	Interview collateral contacts
1356	D	Draft and send victim notification correspondence
1357	D	Other case related communication
Court Interaction		
1400	I	Travel to/from court
1401	D	Attend court/hearing
1402	D	Complete violations forms
1403	D	Obtain documentation for violation hearing
1404	D	Attend violation hearing
1405	D	Obtain true test
1406	D	Prepare case for Court Liaison Unit
1407	D	Prepare case for LAWS Unit
1419	I	Other court related interaction
Special Condition Verification		
1460	**D**	**Special Condition Verification (Use when performing multiple tasks below for one case.)**
1450	D	Warrant check
1451	D	Financial review
1452	D	Verify employment/education
1453	D	Verify treatment
1454	D	Document contacts
1455	D	Surveillance/GPS and computer monitoring
1456	D	Drug/alcohol tests
1549	D	Other Special Condition Verification work
Warrant Service and Formal Sanctions		
1525	**D**	**Warrant Service and Formal (Use when performing multiple tasks below for one case.)**
1500	D	Contacting the authorities to make an office arrest

1501	D	Supervisory reprimand
1502	D	Application of violation matrix
1503	D	Other warrant service and formal sanction

Reports- Offender Specific

1550	D	Review ADR notifications
1551	D	Request warrant/summon
1552	D	Submit Informative Report
1553	D	Monitor fines, costs, and restitution
1554	D	Judge/Parole Commission
1559	D	Other offender specific reporting

Other Offender Related Duties

1600	I	Serve as Duty Officer
1661	I	Serve as interpreter
1662	D	Administer urinalysis test
1663	I	Accompany another agent on visit [SID Not Required]
1664	D	Track down offender
1665	D	Other offender related documentation
1666	D	Close probation/parole case
1667	D	Communicate with offender

Reports - Non Offender Specific

1900	I	Export/prepare reports
1901	I	Other reporting

Staff Development/Personnel

1920	I	Staff meeting
1921	I	Attend training
1922	I	Conduct trainings
1923	I	Mentor/observe new staff
1924	I	Meet/talk with co-workers (Job related but not about an offender you work with.)
1925	I	File reviews and follow-up (for team members)
1926	I	Other- Staff development/personnel

General Communications

1930	I	Answer email/telephone
1931	I	Provide documentation to others about past individuals
1932	I	Other communications
1933	I	Troubleshoot computer problems
1934	I	Contact law enforcement

Other Administrative Duties

1940	I	Respond to general/public inquiries
1941	I	Serve on external committees/workgroups
1942	I	Serve on internal committees/workgroups
1943	I	Prepare non-offender specific reports

1944	I	Workload study
1945	I	Other administrative duties not listed elsewhere
Downtime		
1990	I	Breaks
1991	N	Leave/holiday (paid & unpaid)
1992	I	Employee Interaction (not offender related)
1993	I	Lunch

Task #		Task Description
LIAISON AGENT WAIVER (LAW) TASK LIST		
Task #		**Task Description**
Record Checks		
2020	**D**	**Record Checks (Use when performing multiple tasks below for one case.)**
2001	D	Conduct jail screen/VINElink search
2002	D	Retrieve statement of charges for new charge or conviction
2003	D	Print OBSCII screen
2004	D	Conduct MVA record check
2005	D	Review criminal record for new offenses (RAPS)
2006	D	Check for probation cases/detainers/summons
2007	D	Obtain revocation history
2008	D	Conduct FBI record check
2009	D	Review fiscal screen
2010	D	Retrieve case notes
2011	D	Review mandatory/parole order
2012	D	Notify agent for update if applicable
2019	D	Other Record Checks
Waiver Interview Process		
2060	D	Waiver Interview Process (Use when performing multiple tasks below for one case.)
2050	I	Travel to institution
2051	D	Interview and explain the LAWS process to offender
2052	D	Travel to MPC for LAWS docket placement waivers
2053	D	Notify agent of LAWS acceptance or denial via OCMS
2059	D	Other Waiver Interview Process
Review Case Material		
2110	D	Review Case Material (Use when performing multiple tasks below for one case.)
2100	D	Review case notes
2101	D	Advise agent of warrant update if applicable
2102	D	In and Out of State record checks
2103	D	Prepare case recommendation (VPI and Sex Offender cases)
2104	D	Note agent of record recommendation
2105	D	Retrieve documentation for special condition verifications
2106	D	Retrieve urinalysis results
2109	D	Other Review Case Material
Parole Revocation Appearance		
2160	D	Parole Revocation Appearance (Use when performing multiple tasks below for one case.)
2150	I	Travel to institution
2151	D	Handle Parole Revocation Docket
2152	D	Notify agent of MPC decision via OCMS
2159	D	Other Parole Revocation Appearance

Task #		Task Description
LIAISON AGENT WAIVER (LAW) TASK LIST		
Task #		Task Description
Other Duties		
2200	D	Purging of time sensitive information
2201	D	Reschedule cases due to pending court dates
2202	I	Covering other staff dockets due to absence
2203	I	Presentations to Training Academy
2204	**D**	**Close probation/parole case**
2205	**D**	**Communicate with offender**
Reports - Non Offender Specific		
1900	I	Export/prepare reports
1901	I	Other reporting
Staff Development/Personnel		
1920	I	Staff meeting
1921	I	Attend training
1922	I	Conduct trainings
1923	I	Mentor/observe new staff
1924	I	Meet/talk with co-workers (Job related but not about an offender you work with.)
1925	I	File reviews and follow-up (for team members)
1926	I	Other- Staff development/personnel
General Communications		
1930	I	Answer email/telephone
1931	I	Provide documentation to others about past individuals
1932	I	Other communications
1933	I	Troubleshoot computer problems
1934	I	Contact law enforcement
Other Administrative Duties		
1940	I	Respond to general/public inquiries
1941	I	Serve on external committees/workgroups
1942	I	Serve on internal committees/workgroups
1943	I	Prepare non-offender specific reports
1944	I	Workload study
1945	I	Other administrative duties not listed elsewhere
Downtime		
1990	I	Breaks
1991	I	Leave/holiday (paid & unpaid)
1992	I	Employee Interaction (not offender related)
1993	I	Lunch

COURT LIAISON UNIT (CLU) TASK LIST	
Task #	**Task Description**
Request and receive cases	
3000	Run dockets
3001	Locate Agent and Office
3002	Request case materials from Agent via email
3003	Logging in and out cases
3004	Submit delinquent notice
3009	Other Request and receive cases
Case Submission Checklist	
3060	Case Submission Checklist (Use when performing multiple tasks below for one case.)
3050	Check accuracy of vital file information
3059	Other Case Submission Checklist
Probation Order Review	
3110	Probation Order Review (Use when performing multiple tasks below for one case.)
3100	Cross reference case event screen
3101	Review special conditions
3102	Record check for new probation orders
3103	Check for prior VOPs
3109	Other Probation Order Review
Report Review	
3150	Locate initial report
3151	Locate supplemental report
3152	Check DPSCS Report screen for updates or new reports
3153	Check reports for accuracy
3154	Review statement of charges
3155	Review and verify special conditions
3156	Record check for new arrest/custody status
3159	Other Report Review
Case File Review	
3210	Case File Review (Use when performing multiple tasks below for one case.)
3200	Review case notes and other materials for VOP
3201	Reprint information when applicable
3209	Other Case File Review
Probation Revocation Appearance	
3310	Probation Revocation Appearance (Use when performing multiple tasks below for one case.)
3300	Travel to court
3301	Handle probation revocation docket
3302	Meet with State's Attorney/Defense Attorney

COURT LIAISON UNIT (CLU) TASK LIST	
Task #	**Task Description**
3303	Notify agent of probation hearing decision via OCMS
3304	Other probation revocation appearance
3309	Other probation revocation duties
Other Offender Related Duties	
3400	Close probation case
3401	Communicate with offender
Reports - Non Offender Specific	
1900	Export/prepare reports
1901	Other reporting
Staff Development/Personnel	
1920	Staff meeting
1921	Attend training
1922	Conduct trainings
1923	Mentor/observe new staff
1924	Meet/talk with co-workers (Job related but not about an offender you work with.)
1925	File reviews and follow-up (for team members)
1926	Other- Staff development/personnel
General Communications	
1930	Answer email/telephone
1931	Provide documentation to others about past individuals
1932	Other communications
1933	Troubleshoot computer problems
1934	Contact law enforcement
Other Administrative Duties	
1940	Respond to general/public inquiries
1941	Serve on external committees/workgroups
1942	Serve on internal committees/workgroups
1943	Prepare non-offender specific reports
1944	Workload study
1945	Other administrative duties not listed elsewhere
Downtime	
1990	Breaks
1991	Leave/holiday (paid & unpaid)
1992	Employee Interaction (not offender related)
1993	Lunch

WARRANT APPREHENSION UNIT (WAU) TASK LIST	
Task #	**Task Description**
Create Investigative File for Warrant Service	
4020	Create File for Warrant Service (Use when performing multiple tasks below for one case.)
4000	Review DPSCS email for new warrant assignment
4001	OCMS - Review of Agent's Field Notes
4002	OBSCIS I (DOC) - Name and Address List
4003	Contact agent of record
4004	CJIS Central Repository Screen
4005	Maryland Rap Sheet Review
4006	Accurint
4007	Dashboard
4008	Photographs
4009	MVA Checks (License and Registration)
4010	Death Database Check
4011	DLLR
4012	VINElink
4013	Check of local and state correctional facilities
4019	Other - Create investigative file
Warrant Service Attempts	
4060	Warrant Service Attempt (Use when performing multiple tasks below for one case.)
4050	Travel to offender's listed address
4051	Residence search
4052	Interview offender's family
4053	Interview neighbors
4054	Surveillance
4055	Document efforts in working file
4059	Other Warrant Service Attempts
Warrant Arrests	
4010	Warrant Arrest (Use when performing multiple tasks below for one case.)
4100	Turn up (Offender apprehension)
4102	Transport to correctional facility
4103	Receiving process at correctional facility
4104	Processing evidence
4109	Other Warrant Arrests
Follow Up Warrant Investigation	
4160	Follow up warrant investigation (Use when performing multiple tasks below for one case.)
4150	Additional research to develop new addresses
4151	Check of local and state correctional facilities

WARRANT APPREHENSION UNIT (WAU) TASK LIST	
Task #	**Task Description**
4159	Other - Follow Up Warrant Investigation
Follow Up Warrant Service Attempts	
4210	Follow up warrant service attempt (Use when performing multiple tasks below for one case.)
4200	Travel to offender's listed address
4201	Residence search
4202	Interview offender's family
4203	Interview neighbors
4204	Surveillance
4205	Document efforts in working file
4209	Other Follow Up Warrant Service Attempt
Inmate Escape/Walk-Off Investigation	
4260	Inmate Escape/Walk-Off investigation (Use when performing multiple tasks below for one case.)
4250	Immediate response to scene
4251	Canvass of area of escape
4252	Contact correctional facility for escapee information
4259	Other Inmate Escape Walk Off Investigation
Warrant Investigative Report Documentation	
4310	Warrant Investigative Report (Use when performing multiple tasks below for one case.)
4300	Daily documentation of warrant service attempts
4301	Notification of arrests/clears to WAU Administration
4302	Other Warrant Investigation Report Documentation
Extraditions	
4360	Extraditions (Use when performing multiple tasks below for one case.)
4350	Review of Extradition File
4351	Contact out of state jail to confirm pick up date/time
4352	Travel Preparation
4353	Travel Time
4354	Receiving process at local correctional facility
4359	Other Extradition
Transports	
4410	Transports (Use when performing multiple tasks below for one case.)
4400	Travel Time
4401	Receiving process at local correctional facility
4409	Other Transports
Other Policing Duties	
5000	Provide support for other law enforcement agencies

Reports - Non Offender Specific	
1900	Export/prepare reports
1901	Other reporting
Staff Development/Personnel	
1920	Staff meeting
1921	Attend training
1922	Conduct trainings
1923	Mentor/observe new staff
1924	Meet/talk with co-workers (Job related but not about an offender you work with.)
1925	File reviews and follow-up (for team members)
1926	Other- Staff development/personnel
General Communications	
1930	Answer email/telephone
1931	Provide documentation to others about past individuals
1932	Other communications
1933	Troubleshoot computer problems
1934	Contact law enforcement
Other Administrative Duties	
1940	Respond to general/public inquiries
1941	Serve on external committees/workgroups
1942	Serve on internal committees/workgroups
1943	Prepare non-offender specific reports
1944	Workload study
1945	Other administrative duties not listed elsewhere
Downtime	
1990	Breaks
1991	Leave/holiday (paid & unpaid)
1992	Employee Interaction (not offender related)
1993	Lunch

APPENDIX D: ACRONYMS AND DEFINITION OF TERMS

ACRONYMS

CS   Community Supervision. The term used to describe the parole and probation function organized under three regional directors from October 1 – April 16, 2015.

CSS   Community Supervision Support

DPP   Division of Parole and Probation (As reorganized April 17, 2015,

LAW   Liaison Agent Waiver Unit

OCMS   Offender Case Management System- (DPP's enterprise system for managing offender data)

WAU   Warrant Apprehension Unit

SID   State Identification Number. This is the unique identifier assigned to each offender. Offenders may have multiple case numbers, but they should only have one SID number.

DEFINITIONS

OFFENDER LOCATION

> **Urban/Suburban/Rural:** For the caseload analysis and time study, offenders were classified as being in urban, suburban, or rural locations based upon where their supervising agents' office is located. The principal investigator and a representative of the CSS.

> **Urban/Rural:** For the purpose of the map of offenders and offender offices, areas were designated as urban based upon the U.S. Census designation for the census track. Offenders not located in the designated urban census tracks, were identified as being in rural areas.

SOURCES OF OFFENDER ORDERS FOR SUPERVISION[18]

> **Mandatory Release (MAN):** A non-discretionary release from prison required by law after a criminal offender has served his or her sentence, less diminution of confinement credits.

> **Parole (PAR):** A discretionary, conditional release from criminal imprisonment granted by the Maryland Parole Commission.

> **Probation (PRO):** A disposition under which a court defers imposition of a sentence or suspends the sentence and releases an individual under prescribed terms and rules for a specified period of time.

> **Probation Before Judgment (PBJ):** A disposition under which a court defers imposition of a verdict but may require compliance with prescribed rules and terms for a specified period of time

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[18]These definitions from the DPP StateStat submission.

SUPERVISION LEVELS[19]

> **Violence Prevention Initiative (VP1 and VP2):** A supervision level for cases assigned to the Violence Prevention Initiative (VPI). VPI represents a strategy for the management of offenders who have been convicted of specified violent offenses and who, on the basis of a screening process, exhibit traits which have been linked through research to an increased potential for violent recidivism. Such individuals are diverted to a containment-based, intensive supervision strategy structured to minimize the threat they might otherwise represent to the community. This strategy involves the close monitoring and strict enforcement of an individual's compliance with all conditions of supervision and immediate and decisive action in response to any instances of deliberate non-compliance. On 3/24/2009, CS began stepping down VP1 offenders to VP2 and April 2009 was the first full month that VP2 data was available to report.

> **General High (HGH):** A supervision level to which cases with a risk assessment score of fifteen or above are assigned. At this level, a significant number of risk factors for recidivism are present which generally require substantial agent activity in the form of informational and motivational interviewing, initiation and monitoring of referrals, and response to non-compliant behavior – specifically through a graduated sanctioning process that leads to greater compliance and more successful outcomes.

> **Moderate (MOD):** A supervision level to which cases with a risk assessment score above six and below fifteen are assigned. They are either offenders whose initial assessment indicated a lower level of risk to the community or those whose performance at reassessment reflected successful efforts to address criminogenic factors, thus reducing the risk of recidivism. A change in classification from intensive to intermediate only occurs when it is agreed that the offender's adjustment to supervision merits the change and that community safety is unlikely to be compromised by the change.

> **Low Moderate (LMD):** A supervision level to which cases with a risk assessment score of six or lower are assigned. They are, for the most part, low-risk, low-impact, relatively stable offenders requiring minimal intervention on the part of an agent. For an offender classified as standard, an agent must ensure that the offender is instructed to complete all special conditions, to make all court-ordered payments as required, and to inform the agent immediately if he or she intends to change his or her residence or telephone number, or wishes to travel or relocate to another state.

> **Review (REV):** A supervision level to which all probation, parole, and mandatory release cases are initially assigned. A case may remain at this level for a maximum of sixty days, during which time essential records are gathered and reviewed and a risk level is determined.

> **Sex Offender:** An individual against whom an incident of sexual misbehavior or criminal behavior with sexual intent has been charged, which has resulted in some form of criminal justice intervention or sanction. For purposes of specialized, containment-model supervision, the Maryland Division of Parole and Probation classifies as sexual offenders individuals under current supervision for a sexual offense, individuals under supervision for a non-sexual offense who are required to register as a sexual offender as a result of a prior offense, and individuals identified

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[19] These definitions from the DPP StateStat submission.

during the course of supervision as appropriate for specialized management. Risk assessments are conducted on these offenders using specialized instruments, on the basis of which they are assigned to one of four supervision levels (LV1 through LV4).

Drug Court: Drug Treatment Court provides District and Circuit Court judges in Baltimore City with a sentencing option other than incarceration for non-violent, substance-abusing offenders with a history of drug-related criminal episodes. The program is designed to intervene in the criminal lifestyle of participants, with a goal of interrupting the repetitive cycle of arrest-incarceration-release-re-arrest characteristic of these offenders. The approach involves a specialized, treatment-focused form of intensive probation supervision that can involve such modalities as inpatient therapy, intensive outpatient therapy, mandatory urinalysis, acupuncture, education, transitional housing, and "shock" incarceration. Offenders assigned to Drug Court remain in either Intensive or Intermediate level of supervision.

KIOSK: A project designed to allow low-risk, non-violent offenders to use an electronic kiosk – similar to an ATM machine – as their primary means of contact with a CS agent. The supervision of lower-risk offenders through automated, less labor-intensive methods enables CS to focus its resources more intensely on higher-risk offenders. Kiosks are now in operation in Baltimore City, Anne Arundel and Prince George's counties. Offenders assigned to KIOSK reporting may remain in any of the supervision levels.[20]

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[20] This definitions from the DPP StateStat submission.

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State Level Community Supervision Survey

Introduction:
The Schaefer Center for Public Policy at the University of Baltimore in Maryland is conducting a workload study for the Maryland Department of Public Safety and Correctional Services, Community Supervision Support Unit, which houses the state's Parole and Probation services.

We are calling to ask other state's departments that handle parole and probation some questions about the way that community supervision is handled in order to develop "best practices" from other states. We want to identify how other states and agencies allocate workload and determine staffing levels as well as what methodologies are used to handle and assign caseloads.

Your information will be included with information we are collecting from all other states interviewed. We can speak with multiple employees at your agency or at another agency, if others have more in-depth knowledge of the areas that we are asking about.

We are not asking for your opinion or for information that is non-public.

1. Do you (Does your agency) supervise adults only or adults and minors?
◯   Adults Only
◯   Adults and Minors

2.Do you know who / which agency has the responsibility for supervising minors?

3. Is/are parole and probation handled centrally? - ONE ORGANIZATION FOR THE ENTIRE STATE

Some states handle parole and probation locally, rather than at the state level. If they handle Parole and Probation (either separately or together) for the ENTIRE STATE, then select "Yes - Centralized." - Otherwise select "No - Handled Locally" and get more information.

◯   Yes - Centralized for the state
◯   No - Handled Locally

4. Are there separate divisions that manage parole and probation at the state-level?
◯   One division manages both
◯   Each are managed separately

5. Is this agency located in the executive or judicial branch?
- ◯ Executive
- ◯ Judicial
- ◯ Other, please explain _____

6. Who administers this agency?
- ◯ Department of Corrections
- ◯ Courts
- ◯ Independent Agency (Specify) _____

7. Which agency handles parole?

8. Which agency handles probation?

9. Can you describe how the decentralized system works in your state?

10. How many people are on parole in your state?

11. How many people are on probation in your state?

12. What is the official title of the people who supervise individuals on probation and parole?
(Select all that apply)
- ◯ Probation Officer
- ◯ Probation Agent
- ◯ Parole/Probation Officer
- ◯ Parole Officer
- ◯ Parole Agent
- ◯ Parole/Probation Agent
- ◯ Other 1 _____
- ◯ Other 2 _____

13. How many full time parole / probation officers are employed by your state?

14. How many part-time parole / probation officers are employed by your state?

15. Who is responsible for determining the risk classification of offenders?
- ◯ Classification Officer
- ◯ Probation/Parole Officer
- ◯ Other (Specify) _____

16. What is the official name of the risk classification instrument?
◯　　Standard Instrument (provide the name below) _____
◯　　State Developed Instrument (provide the name below) _____
◯　　No Instrument

17. You indicated that you did not have a standardized risk classification instrument. Could you tell me more about how you classify risk?

18. When was the current risk classification instrument introduced?

19. When was the last time you revised your risk classification instrument?

20. Do you have specialized caseloads?
◯　　Yes
◯　　No

21. Which of the following Specialized Case Load categories do you use:
◯　　Violent Offenders
◯　　Sexual Offenders
◯　　Drunk Driving Offenders
◯　　Mental Health Diagnosis
◯　　Domestic Violence Offenders
◯　　Other

22. If they indicated something other than the listed caseload categories, or provided additional information, indicate it below.

23. How do you make decisions about the level and type of supervision mandated for different types of cases?
Probe for details about differences in types of offenses, types of offenders, etc. Be as detailed as possible.

24. What are your workload standards for assigning cases? This should be a rate (i.e. 180 cases / agent). This is for general caseload assignments. Another question asks about workload standards (time to complete the task).

25. You indicated that you used the following specialized caseload categories. For each, what is the caseload assignment per agent

26. Please describe the hybrid system of assigning cases

27. Please describe the "other" system of assigning cases

28. Please describe the specialized caseload standard for each type of offender that you supervise: This would be a separate entry for violent offenders, sexual offenders, etc.

29. In your state, is there a union that probation or parole officers belong to? Listen carefully and probe: there may be multiple unions for different types of agents.

30. Has your agency ever completed a workload study or a staffing study?
○   Yes
○   No

30a. Workload study (Date Last)
30b. Workload study - How to get copy of Report
30c. Staffing study (Date Last)
30d. Staffing study - How to get copy of Report

31. For each type of study, ask:
31a. When the last study completed?
31b.How can I obtain a copy of the study or report?

32. That's all of the questions I have. Is there anything else that you would like to add that you think might be useful as we conduct our research?

APPENDIX F: RECENT HISTORY OF DPSCS REORGANIZATIONS

The Schaefer Center was hired to conduct the Parole and Probation Agent Workload Study April 1, 2014 by the Director of Community Supervision Support. At the time, local parole and probation offices were organized into three regions: North, Central, and South; each region was supervised by a Regional Director. The Regional Directors also supervised the corrections facility in their region. The Division of Pre-Trial Detention Services reported to the Director of the Central Region. The Office of Community Supervision Support provided support services for the parole and probation functions at the direction of the Deputy Secretary for Operations.

The regional organizational structure was created to take advantage of expected efficiencies in the new Offender Case Management System (OCMS) that was developed to track offenders from pre-trial, through custody, and supervision. It was expected that the reorganization would allow better offender management and achieve cost savings through the reduction of duplicated services.

During the data collection and analysis phases of study and most of the report writing phase, the parole and probation supervision function was organized regionally.

In April of 2015, about six weeks after the final draft of the study was submitted, the supervision of offenders was reorganized back to a functional structure with the Division of Pretrial Detention, Division of Correction, and the Division of Parole and Probation.

Table 42 below summarizes the recent history of DPSCS' organizational structure as it relates to offender supervision. For the purposes of this report DPP-2012 is used to refer to the organization as it existed prior to the 2012 reorganization, CS is used to refer to the organization during the period from October 1 2012 – April 17, 2015, and DPP is used to refer the organization in its current structure.

Table 42: Recent History of DPSCS Reorganizations		
Organization Title	**Effective Date**	**Key Features**
Division of Parole and Probation Acronym used in report (DPP-2012)	Prior to October 1, 2012	• The custody and supervision of offenders was organized functionally in three divisions: Division of Corrections; Division of Parole and Probation; and the Division of Pre-Trial and Detention. • The local parole and probation officers reported to the Division of Parole and Probation. • The Division of Correctional Services and the Division each used its own software to track offenders.
Office of Community Supervision Acronym used in report (CS)	Effective October 1, 2012[21]	• DPSCS' offender supervision functions were reorganized into 3 regions: North; Central; and South. • The Director of each region reported to the DPSCS Deputy Director of Operations. • Key functions of human resources, human resources, were moved to the Office of the Secretary budget and administration • The Director of Community Supervision Support provided support services for parole and probation. • In each region, the Corrections Operations units and the Community Supervision (Formerly Parole and Probation) offices reported to the regional director. The Division of Pre Trial Detention Services was included in the Central Region. • The reorganization was viewed as a way to leverage the new Offender Case Management

[21] House Bill 198 which took effect on October 1, 2012, gave authority to the Deputy Secretary of DPSCS to "exercise any power, duty, or responsibility, or function of any unit, unit head, or appointing officer in the Department." This expanded authority was required to implement the reorganization of offender supervision into the regional structure.

	Table 42: Recent History of DPSCS Reorganizations	
Organization Title	**Effective Date**	**Key Features**
		System (OCMS) and improve offender management. • During the time of the study, parole and probation agents were using OCMS and the legacy parolee/probationer data management system.
Division of Parole and Probation Acronym used in report (DPP-II)	April 17, 2015	• The custody and supervision of offenders was reorganized from a regional structure back to a functional structure with three divisions: Division of Corrections; Division of Parole and Probation; and the Division of Pre-Trial and Detention. • The local parole and probation officers report to the Division of Parole and Probation. • The Division of Correctional Services and the Division each used its own software to track offenders.

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