



Department of Public Safety and Correctional Services

Division of Correction Office of the Commissioner

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STATE OF MARYLAND

LARRY HOGAN
GOVERNOR

January 2, 2020

BOYD K. RUTHERFORD
LT. GOVERNOR

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CAROLYN J. SCRUGGS
ASSISTANT SECRETARY

GARY W. McHINNEY
ASSISTANT SECRETARY

The Honorable Larry Hogan
Governor
State House
Annapolis, Maryland 21401

The Honorable Thomas V. Mike Miller, Jr.
President
Senate of Maryland
State House, H-107
Annapolis, MD 21401

The Honorable Adrienne A. Jones
Speaker
Maryland House of Delegates
State House, H-101
Annapolis, MD 21401

Dear Governor Hogan, President Miller, and Speaker Jones:

Pursuant to Senate Bill 821/Chapter 60, 2019, the Commissioner of Correction is required to conduct a study on gender-based equity in prerelease programming and facilities in Maryland to the Governor and General Assembly. The bill language specifically states:

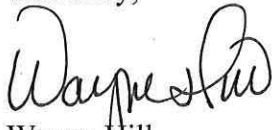
The Commissioner of Correction shall:

- (1) Conduct a study on gender-based equity in prerelease programming and facilities in Maryland that examines:
 - (i) existing State and local prerelease programming and facilities in Maryland that are available to men and women;
 - (ii) the components of each prerelease program in Maryland;
 - (iii) the staff of each prerelease program in Maryland, including the number of professional and nonprofessional consultants and the proportion of these staff members solely detailed to prerelease programs;
 - (iv) the types of persons currently classified as prerelease by age, sex, race, and ethnicity in each program;
 - (v) the types of training and employment offered at each prerelease program and the fees, if any, related to participation;
 - (vi) the housing type arrangements for each prerelease program;
 - (vii) the type of facilities associated with each prerelease program;

- (viii) the process for receiving a prerelease classification
 - (ix) the process for determining access to each prerelease program and placement into the program; and
 - (x) a comparison of the prerelease programs and facilities available in the State to men and women; and
- (2) on or before January 1, 2020, report to the Governor and General Assembly, in accordance with § 2-1246 [now § 2-1257] of the State Government Article, on the results of the study.

Attached please find the Department's submission in satisfaction of this reporting requirement.

Sincerely,



Wayne Hill
Commissioner of Correction

cc: Ms. Sarah Albert, Department of Legislative Services Library, MSAR 12219
Ms. Rachel Sessa, Chief of Staff, DPSCS
Ms. Catherine Kahl, Acting Director, Government and Legislative Affairs,
DPSCS
Mr. Walter "Pete" Landon, Deputy Chief of Staff, Governor's Office
Ms. Cara Sullivan, Deputy Legislative Officer, Governor's Office



**DEPARTMENT OF PUBLIC SAFETY AND
CORRECTIONAL SERVICES**

DIVISION OF CORRECTION

**GENDER-BASED EQUALITY IN PRERELEASE
PROGRAMMING AND FACILITIES**

January 1, 2020

Governor Larry Hogan
Lt. Governor Boyd K. Rutherford
Secretary Robert L. Green

INTRODUCTION

Pursuant to Senate Bill 821/Chapter 60, 2019, the Department of Public Safety and Correctional Services is required to complete a study on gender-based equity in prerelease programming and facilities in Maryland. The bill language specifically states:

The Commissioner of Correction shall:

(1) Conduct a study on gender-based equity in prerelease programming and facilities in Maryland that examines:

- (i) existing State and local prerelease programming and facilities in Maryland that are available to men and women;
- (ii) the components of each prerelease program in Maryland;
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- (iv) the types of persons currently classified as prerelease by age, sex, race, and ethnicity in each program;
- (v) the types of training and employment offered at each prerelease program and the fees, if any, related to participation;
- (vi) the housing type arrangements for each prerelease program;
- (vii) the type of facilities associated with each prerelease program;
- (viii) the process for receiving a prerelease classification
- (ix) the process for determining access to each prerelease program and placement into the program; and
- (x) a comparison of the prerelease programs and facilities available in the State to men and women; and

(2) on or before January 1, 2020, report to the Governor and General Assembly, in accordance with § 2-1246 [now § 2-1257] of the State Government Article, on the results of the study.

OVERVIEW

The Department of Public Safety and Correctional Services (DPSCS) oversees all aspects of supervision for sentenced offenders in the State prison system. The Division of Correction operates 17 correctional facilities for individuals sentenced to serve a period of incarceration of over 18 months. DPSCS also oversees the Baltimore City jail, which houses pretrial detainees.

The Department provides prerelease services for both male and female incarcerated offenders. There are four primary types of programming: (1) community-based outside details, (2) local reentry programs, (3) work release, and (4) home detention. The goal of prerelease services and programming is to prepare the inmate for a successful return to the community.

I. Existing State and local prerelease programming and facilities in Maryland that are available to men and women

Please see below, a list of prerelease programming as well as a list of prerelease facilities in Maryland that are available to men and women.

Prerelease Programming:

- Active Work Release (both men and women)
- Various community-based outside details (both men and women)
- Local Reentry Programs (both men and women)
- Home Detention (both men and women)

Prerelease Facilities:

- Southern Maryland Prerelease Unit (men only)
- Eastern Prerelease Unit (men only)
- Eastern Correctional Institution-Annex (men only)
- Maryland Correctional Training Center – Harold E. Donnel Building (HED)/Emergency Housing Unit (EHU) (men only)
- Baltimore City Correctional Center (men only)
- Maryland Correctional Institution for Women (women only) – Please note, the Maryland Correctional Institution for Women is the only institution designed to house women committed to the Commissioner of Correction within the State of Maryland. As a result, the institution houses all security levels: Maximum, Medium, Minimum, and Prerelease.

II. Components of each prerelease program in Maryland

Active Work Release

Active work release is unsupervised community employment for inmates within 18 months of release. Inmates are employed by a private business, work a standard schedule, and are paid a regular wage. When not working, inmates are housed at their designated correctional facility. All prospective employers must undergo an investigation of their worksite to establish that the environment is suitable. All employers sign an agreement with DPSCS, establishing general guidelines on expectations and supervision of the offenders in their employ. Employers must also provide worker's compensation insurance.

Various community-based outside work details

Community-based details, either supervised or unsupervised, typically take the shape of community beautification, or other civil improvement projects. Examples include landscaping, maintenance, and sanitation at State buildings and grounds, or highway cleanup projects. Some details, given the exposure to members of the general public, may

be supervised by DPSCS correctional officers. Other details, though not supervised by DPSCS correctional officers, may receive indirect supervision from other employees of the agency at which the details are providing service. For example, State Highway Administration personnel, troopers with the Maryland State Police, or employees of municipal public works agencies. Many agencies maintain active Memorandums of Understanding with DPSCS, codifying responsibility and reimbursement rates for equipment usage and inmate wages.

Local Reentry Programs

Local reentry programming includes the transfer of a prerelease inmate within 12 months of release to a local detention center located in the county in which the inmate intends on living after release. This allows the inmate a greater opportunity to connect with community services and resources available to them in their county of residence. DPSCS has local reentry agreements with the six county detention centers, including Anne Arundel, Charles, Howard, Montgomery, Talbot, and Washington counties.

Home Detention

If an inmate is within 18 months of release and meets the eligibility for placement on home detention under § 3-404 and 3-405 of the Correctional Services Article, the inmate may reside in their home to complete the remainder of their sentence. The inmate is supervised by a home detention case manager, is required to wear a GPS monitoring anklet, and must comply with the home detention requirements.

III. Staffing of each prerelease program in Maryland, including the number of professional and nonprofessional consultants and the proportion of these staff members solely detailed to prerelease programs

The language of III for reporting purposes requests information about professional and nonprofessional consultants (not employees). There is only one program with clearly defined consultants. Active Work Release consists of inmates working in private industry. The employers in the private industries are consultants. The number of employers varies by month, but as of November 1, 2019, 117 unique employers were partnered with the Active Work Release program; however, the proportion of staff members detailed to prerelease programs is not tracked by the Department.

IV. Number of persons currently classified as prerelease by age, sex, race, and ethnicity in each program

As of December 18, 2019, there were 1,913 males assigned to prerelease status and 120 females assigned to prerelease status. Based on total population figures, 17.5% of the female population is assigned to work release, compared to 9% of the male population assigned to work release. The tables below provide data for each offender classified as prerelease by age, sex, race, and ethnicity in each program.

Pre Release		
	Males	Females
Total	1913	120
RACE		
Asian or Pacific Islander	6	0
Black	1446	58
Hispanic	48	1
Native American Indian or Alaskan Native	3	1
Unknown	18	1
White	392	59
AGE		
18-24 years	238	9
25-29 years	368	18
30-34 years	325	31
35-39 years	283	7
40-44 years	204	10
45-49 years	160	17
50-54 years	155	13
55 years or older	180	15
Active Work Release CHDU and Local Re-Entry		
	Males	Females
RACE		
Asian or Pacific Islander	2	0
Black	123	10
Hispanic	3	0
Native American Indian or Alaskan Native	0	0
Unknown	5	0
White	35	11
AGE		
18-24 years	8	1
25-29 years	31	2
30-34 years	27	4
35-39 years	21	0
40-44 years	26	1
45-49 years	15	4
50-54 years	22	5
55 years or older	18	4

Supervised Community-Based Work Details CHDU and Local Re-Entry		
	Males	Females
RACE		
Asian or Pacific Islander	1	0
Black	410	4
Hispanic	12	0
Native American Indian or Alaskan Native	1	0
Unknown	5	0
White	100	1
AGE		
18-24 years	57	1
25-29 years	103	0
30-34 years	79	1
35-39 years	78	0
40-44 years	60	1
45-49 years	47	2
50-54 years	48	0
55 years or older	57	0
Central Home Detention Unit (CHDU)		
	Males	Females
RACE		
Asian or Pacific Islander		0
Black	109	3
Hispanic	2	0
Native American Indian or Alaskan Native	0	0
Unknown	6	0
White	18	2
AGE		
18-24 years	14	0
25-29 years	28	0
30-34 years	32	2
35-39 years	31	1
40-44 years	13	0
45-49 years	11	2
50-54 years	3	0
55 years or older	3	0

Local Re-Entry		
	Males	Females
RACE		
Asian or Pacific Islander	0	0
Black	7	0
Hispanic	0	0
Native American Indian or Alaskan Native	0	0
Unknown	0	0
White	4	0
AGE		
18-24 years	2	0
25-29 years	3	0
30-34 years	1	0
35-39 years	2	0
40-44 years	0	0
45-49 years	0	0
50-54 years	0	0
55 years or older	3	0

V. Type of training and employment offered at each prerelease program and the fees, if any, related to participation

Training opportunities are not restricted only to inmates with a prerelease security classification, and as such, were not included in the response for this study. Employment opportunities for work release inmates are limitless and based on the inmate's skills, as well as which businesses may be hiring at that time. The Home Detention program requires a participating inmate to pay room and board fees at the rate of \$8.00 per day spent actively working in the community. If the inmate does not have a job, he or she does not pay a fee. Fees related to participation in the work release programs are listed below.

Work Release Room and Board (per hour)					
Hours	Deduction	Hours	Deduction	Hours	Deduction
1	\$ 3.39	29	\$ 98.31	57	\$ 193.23
2	\$ 6.78	30	\$ 101.70	58	\$ 196.62
3	\$ 10.17	31	\$ 105.09	59	\$ 200.01
4	\$ 13.56	32	\$ 108.48	60	\$ 203.40
5	\$ 16.95	33	\$ 111.87	61	\$ 206.79
6	\$ 20.34	34	\$ 115.26	62	\$ 210.18
7	\$ 23.73	35	\$ 118.65	63	\$ 213.57
8	\$ 27.12	36	\$ 122.04	64	\$ 216.96
9	\$ 30.51	37	\$ 125.43	65	\$ 220.35
10	\$ 33.90	38	\$ 128.82	66	\$ 223.74
11	\$ 37.29	39	\$ 132.21	67	\$ 227.13
12	\$ 40.68	40	\$ 135.60	68	\$ 230.52
13	\$ 44.07	41	\$ 138.99	69	\$ 233.91
14	\$ 47.46	42	\$ 142.38	70	\$ 237.30
15	\$ 50.85	43	\$ 145.77	71	\$ 240.69
16	\$ 54.24	44	\$ 149.16	72	\$ 244.08
17	\$ 57.63	45	\$ 152.55	73	\$ 247.47
18	\$ 61.02	46	\$ 155.94	74	\$ 250.86
19	\$ 64.41	47	\$ 159.33	75	\$ 254.25
20	\$ 67.80	48	\$ 162.72	76	\$ 257.64
21	\$ 71.19	49	\$ 166.11	77	\$ 261.03
22	\$ 74.58	50	\$ 169.50	78	\$ 264.42
23	\$ 77.97	51	\$ 172.89	79	\$ 267.81
24	\$ 81.36	52	\$ 176.28	80	\$ 271.20
25	\$ 84.75	53	\$ 179.67		
26	\$ 88.14	54	\$ 183.06		
27	\$ 91.53	55	\$ 186.45		
28	\$ 94.92	56	\$ 189.84		

Work Release Transportation Charge (per Trip)					
Trips	Deduction	Trips	Deduction	Trips	Deduction
1	\$ 3.25	29	\$ 94.25	57	\$ 185.25
2	\$ 6.50	30	\$ 97.50	58	\$ 188.50
3	\$ 9.75	31	\$ 100.75	59	\$ 191.75
4	\$ 13.00	32	\$ 104.00	60	\$ 195.00
5	\$ 16.25	33	\$ 107.25	61	\$ 198.25
6	\$ 19.50	34	\$ 110.50	62	\$ 201.50
7	\$ 22.75	35	\$ 113.75	63	\$ 204.75
8	\$ 26.00	36	\$ 117.00	64	\$ 208.00
9	\$ 29.25	37	\$ 120.25	65	\$ 211.25
10	\$ 32.50	38	\$ 123.50	66	\$ 214.50
11	\$ 35.75	39	\$ 126.75	67	\$ 217.75
12	\$ 39.00	40	\$ 130.00	68	\$ 221.00
13	\$ 42.25	41	\$ 133.25	69	\$ 224.25
14	\$ 45.50	42	\$ 136.50	70	\$ 227.50
15	\$ 48.75	43	\$ 139.75	71	\$ 230.75
16	\$ 52.00	44	\$ 143.00	72	\$ 234.00
17	\$ 55.25	45	\$ 146.25	73	\$ 237.25
18	\$ 58.50	46	\$ 149.50	74	\$ 240.50
19	\$ 61.75	47	\$ 152.75	75	\$ 243.75
20	\$ 65.00	48	\$ 156.00	76	\$ 247.00
21	\$ 68.25	49	\$ 159.25	77	\$ 250.25
22	\$ 71.50	50	\$ 162.50	78	\$ 253.50
23	\$ 74.75	51	\$ 165.75	79	\$ 256.75
24	\$ 78.00	52	\$ 169.00	80	\$ 260.00
25	\$ 81.25	53	\$ 172.25		
26	\$ 84.50	54	\$ 175.50		
27	\$ 87.75	55	\$ 178.75		
28	\$ 91.00	56	\$ 182.00		

VI. Housing type arrangements for each prerelease program

Included in Section VII below.

VII. Type of facilities associated with each prerelease program

Southern Maryland Prerelease Unit (SMPRU) - men only

SMPRU is a dormitory style facility that houses prerelease status inmates who are preparing for release. The inmates receive job assignments such as sanitation, dietary, and maintenance jobs for at least 30 days before progressing into a supervised program such as road crew or work release. Offenders on work release work salaried jobs with local companies. Outside detail assignments consists of the State Highway Litter Details, Maryland State Highway Patrol Sanitation Crews, Department of Natural Resources Oyster Detail, Farming for Hunger Detail, County Tree Trimming Crew, County Litter Details and the Cheltenham Veterans Cemetery Detail.

Eastern Prerelease Unit (EPRU) - men only

EPRU is a dormitory style facility that houses prerelease status inmates who are preparing for release. The inmates receive job assignments such as sanitation, dietary, and maintenance jobs for at least 30 days before progressing into a supervised program such as road crew or work release. The facility also has a garden program that teaches inmates to grow and harvest vegetables that benefit the inmate population and local communities.

Multiple inmate work programs are available to inmates at EPRU. Some inmates are assigned to non-supervised work programs such as, public works projects, and are paid by the state. Inmates are assigned to the following work details: State Highway Administration, Queen Anne's County, Talbot County, Caroline County, Kent County, Cecil County, Habitat for Humanity, Queen Anne County Public Works, Queen Anne's County 4-H Park, Department Of Natural Resources/Kent Island, Department Of Natural Resources/Queen Anne, Maryland Environmental Services/Land fill, Ridgely land fill, and Easton land fill. Inmates on work release work salaried jobs with local companies such as builders, food-processing factories, scrap metal recycling yards, and automotive repair shops.

Eastern Correctional Institution-Annex (ECIA) - men only

ECIA is a dormitory style facility providing transition to prerelease inmates. The inmates make use of community resources, work release, and/or community and family leave during this final phase of incarceration. The mission of the prerelease housing unit is to assist the inmate in preparing for successful reentry into the community. Work programs include cleaning and painting local little league parks, set up and clean up for the Hebron Carnival, harvesting fruits and vegetables from local farms for the Maryland Food Bank, assisting in the clean-up of the St. John's Church cemetery in Deal Island, and community beautification projects for the City of Crisfield. ECIA's prerelease inmates have also been involved in a partnership with the City of Salisbury supplying labor to support the Governor's Grant for "Project Safe Streets."

Maryland Correctional Training Center – Harold E. Donnel Building (HED)/Emergency Housing Unit (EHU) - men only

MCTC is the largest prerelease facility in the state, and has both dormitory and cell style housing. The Harold E. Donnell (HED) and Emergency Housing Unit (EHU) provides 19 inmate road crews for both the State Highway Administration and the Washington County Roads Department. Additionally, HED/EHU employs approximately 40 inmates in a work release program serving local restaurants and private businesses.

Baltimore City Correctional Center (BCCC) - men only

BCCC is a dormitory style facility. Inmates preparing for release are provided an opportunity to participate in work release, road crews, and special assignments located within the community. Transitioning inmates are assessed 14 days prior to release and

are provided a continuity of care plan for medical and transitional services. BCCC road crews consist of 4-6 inmates, supervised by a correctional officer, who are assigned to perform special details in the community. BCCC schedules 15-18 road crews daily to assist local jurisdictions, state agencies and non-profit organizations with special projects. The Occupational Skills and Training Center (OSTC) provides occupational and vocational training including auto mechanics/power technology occupations, graphics and printing occupations, office and clerical occupations, heating, ventilation, and air conditioning (HVAC) training, building maintenance (carpentry), warehousing, roofing, and plumbing.

Maryland Correctional Institution for Women (MCIW) - women only

As a cost containment action, the previous administration decided to close the Baltimore Prerelease Unit for Women (BPRUW) in 2009 and funding for BPRUW was eliminated from the fiscal year 2010 budget. BPRUW formerly housed 144 prerelease and minimum security female inmates. Approximately 25-30 offenders left the facility daily for work release employment. When BPRUW closed the female inmates were transferred to MCIW and MCIW assumed operation of the work release program

MCIW is a cell style facility. There are between 20-30 prerelease inmates that are on active work release. These inmates work in a variety of locations including Maryland Correctional Enterprises Headquarters, fast food restaurants, telemarketing, and factories. MCIW offers transportation for inmates to job interviews and transports female work release inmates daily to and from their place of employment at no expense to the inmate.

MCIW offers a wide array of programming and services aimed at rehabilitating all female inmates and providing the population with the skillset they need to succeed in the community. MCIW cooperates with the Maryland Department of Labor, which offers a 6-month barbering course, a hospitality program, Safe-food Handling, Serve Safe, and culinary arts. The inmates can also earn certifications through the Department of Labor in dietary, sanitation, educational aides, library aides, recycling and maintenance skills such as landscaping, plumber's helper, painting and electrician's helper. Goucher College offers the inmates access to a bachelor's degree in Liberal Arts. Anne Arundel Community College offers Introduction to Computers and Office Management courses. Maryland Correctional Enterprises has three business units in MCIW. The inmates learn Computer Assisted Design in the Graphics Shop. In the Mail and Distribution Center inmates provide clerical services for the Motor Vehicle Administration, Department of the Environment, Department of Health, and the Aids Administration among other State agencies. In the Sew Shop, inmates learn textile skills, including seamstress and embroidery. Through a partnership with the Department of Labor and Department of Health, inmates can receive certification by participating in the Peer to Peer Recovery Specialist Program.

In addition to the above, MCIW and the Girl Scouts of Central Maryland have partnered with Girl Scouts Beyond Bars. The program is offered twice monthly and affords inmates the opportunity to interact with their daughters in a Girl Scout troop meeting inside the facility. Additionally, MCIW operates a Baby Bonding on Fridays, which allows female inmates with children between the ages of infancy to 3 years to have the opportunity to touch and play with their children in a nursery setting. A similar program is offered monthly to grandmothers.

VIII. Process for receiving a prerelease classification

The classification process begins when an inmate enters the Division of Correction and continues throughout the inmate's incarceration until release. Case management make classification recommendations based on several assessments and evaluations conducted at intake. Male and female inmates are classified using the same security classification instrument. This is a score-based instrument that applies a numerical value to different dynamic factors including time remaining to serve, number of and severity of infractions, time since last infraction, job performance evaluations, history of substance abuse, and positive program participation.

Prerelease is the lowest security level. Prerelease facilities have the fewest security features. This level is for inmates who present the least risk of violence or escape and have established an excellent record of acceptable behavior. Inmates may have access to the community for work release, special leave, compassionate leave and family leave.

The Case Management Specialists conduct assessments for population assignments and security level every 90 days following the previous classification. An inmate's case management specialist will ensure an inmate's timely reclassification. At reclassification, and inmate's security assessment will be re-scored.

IX. Process for determining access to each prerelease program and placement into the program

Case management staff screen all male and female inmates for prerelease eligibility. Specific eligibility and placement criteria for the Home Detention program can be found in COMAR 12.02.26. Eligibility criteria for work release can be found in COMAR 12.02.12. The statutes governing placement in a Local Reentry Program is found in Correctional Services Article §§ 9-304 and 9-615. Upon inmate eligibility, case management staff initiates a review and approval process in accordance with procedures proscribed in COMAR 12.02.07 and Departmental policy.

X. Comparison of the prerelease programs and facilities available in the State to men and women

As previously mentioned, all prerelease programs are offered to both men and women. As of December 18, 2019, there were 1,913 males assigned to prerelease; and 120 females assigned to prerelease. 17.5% of the female population is assigned to work release, compared to 9% of the male population assigned to work release. 28% of male inmates and 4% of female inmates are assigned to the supervised community based work details. Men and women are eligible to participate in local reentry programs. Currently, there are no women participating.

DPSCS provides prerelease programming for men and women, preparing them for reentry into the community. The Office of Programs, Treatment, and Reentry Services helps to

reduce existing gaps in service and fosters collaboration and cooperation among partner agencies and stakeholders throughout Maryland. DPSCS develops and coordinates programs that provide self-sustaining services to those leaving prison and reentering the community, including community-based employment, treatment, housing services, work release programming, and clinical interventions. While reentry initiatives have always been essential to DPSCS' public safety mission, implementation of the Justice Reinvestment Act has underscored the importance of evidence based reentry initiatives. DPSCS continues to examine current reentry programs.