



**DEPARTMENT OF PUBLIC SAFETY
AND CORRECTIONAL SERVICES**

**DIVISION OF PAROLE AND PROBATION
CASELOAD REPORT**

SEPTEMBER 15, 2024

**Governor Wes Moore
Lt. Governor Aruna Miller
Secretary Carolyn J. Scruggs**

INTRODUCTION

The Budget Committees included the following committee narrative and reporting requirement on page 175 of the 2024 Joint Chairmen's Report requesting the Department submit a report on the Division of Parole and Probation – Caseload Report. The reporting language states:

Division of Parole and Probation (DPP) Caseload Report: In recent fiscal years, DPP committees are concerned not only with overall caseload ratios but also the distribution of cases by supervision level and inconsistencies between regions, offices, and individual agents. The committees are also concerned with the ongoing high levels of involvement by supervisees in homicides and nonfatal shootings, which increased approximately 1% in total from calendar 2022 to 2023. Supervisees suspected of homicides or nonfatal shootings increased in calendar 2023 from approximately 7% of supervisees to approximately 8% of supervisees. Those suspected of rape and firearm offenses also increased substantially in that period of time. The distribution of cases among agents and the methodology for deciding that distribution continues to be of interest to the committees. The committees request a report due by September 15, 2024, from DPP on the following:

- the exact breakdown of support staff and general supervision caseloads by office into DPP supervision levels for fiscal 2024;
- the exact breakdown of case closures by reason, region, and office;
- an examination of best practices for distributing caseload assignments to agents based on community supervision level in consultation with the American Parole and Probation Association and other leading community supervision organizations;
- the number of community supervision agents as distributed across several ranges of caseload size;
- the number of agents with caseloads higher than recommended based on American Parole and Probation Association standards for each agent's specific caseload; and
- a description of strategies that DPP is using to reduce caseload ratios and prevent agents from taking on too many cases.

OVERVIEW

The Division of Parole and Probation (DPP) operates 37 offices with at least one in every county. The DPP provided active criminal supervision to approximately 34,000 individuals on active probation, parole, or mandatory release. Under the Drinking Driving Monitor Program (DDMP), DPP provided active monitoring for approximately 8,900 individuals on probation for a driving impaired related offense. The DPP has seven inactive case statuses described in Appendix A totaling over 38,000 additional cases criminal supervision agents and DDMP monitors are responsible for. The inactive case activities range from monitoring release dates for individuals serving a portion of their sentence in a correctional facility to coordinating efforts with local law enforcement agencies for the service of violation of probation and parole warrants.

I. EXACT BREAKDOWN OF SUPPORT STAFF AND GENERAL SUPERVISION CASELOADS BY OFFICE INTO DPP SUPERVISION LEVELS FOR FISCAL 2024

The DPP comprises four regions. The Baltimore Metro Region encompasses Baltimore City and Baltimore County. Calvert, Charles, Montgomery, Prince George’s, and St. Mary’s counties are a part of the Capital Region. The East Region contains Caroline, Cecil, Dorchester, Harford, Kent, Queen Anne’s, Somerset, Talbot, Wicomico, and Worcester counties. The West Region covers Allegany, Anne Arundel, Carroll, Frederick, Garrett, Howard, and Washington Counties.

Support Staff

The DPP support staff includes employees in the classification series of Intake Reviewer, Office Processing Clerk, Office Services Clerk, Office Secretary, and Office Supervisor. The below table provides breakdown of support staff by Region as of July 1, 2024.

Region	Office	Personnel Associates	# Filled Intake Reviewers	# Vacant Intake Reviewers	# Filled Office Processing Clerks	# Vacant Office Processing Clerks	# Filled Office Service Clerks	Vacant Office Service Clerks	# Office Secretary	Vacant Office Secretary	Total
East	Aberdeen		0	0	0	0	0	0	1	0	1
East	Bel Air		2	0	0	0	1	0	1	0	4
East	Cambridge		0	0	0	0	1	0	0	1	2
East	Centerville		1	0	0	0	0	0	1	0	2
East	Chestertown		0	0	0	0	0	0	0	0	0
East	Denton		1	0	0	0	0	0	0	0	1
East	Easton		0	0	0	0	1	0	0	0	1
East	Elkton		0	0	0	0	0	0	0	0	0
East	Princess Anne		0	0	0	0	0	0	0	0	0
East	Salisbury		1	0	0	0	0	1	0	0	2
East	Snow Hill		0	0	0	0	1	0	0	0	1
Capital	Gaithersburg		0	0	0	0	0	0	0	2	2
Capital	Hyattsville		0	0	1	0	2	1	0	0	4
Capital	Leonardtown		1	0	0	0	0	1	1	0	3
Capital	Prince Frederick		0	0	0	0	0	0	1	0	1
Capital	Rockville (Intake)		0	0	0	0	1	3	1	0	5
Capital	Silver Spring		0	0	0	0	1	0	1	0	2
Capital	Upper Marlboro		0	0	0	0	3	1	1	0	5
Capital	Waldorf		0	0	0	0	0	0	1	0	1
West	Annapolis		1	0	0	0	1	2	1	0	5
West	Cumberland		0	0	0	1	0	1	2	0	4
West	Ellicott City		0	0	0	0	1	0	1	1	3
West	Frederick		0	1	0	0	0	0	2	1	4
West	Glen Burnie		1	0	0	0	2	1	1	1	6
West	Hagerstown		0	1	0	0	0	2	2	0	5
West	Oakland		1	0	0	0	0	0	0	0	1
West	Westminster		1	0	0	0	0	1	0	2	4
Baltimore	Catonsville		2	0	0	1	0	1	1	1	6
Baltimore	Essex		1	0	0	0	0	1	3	0	5
Baltimore	Hargrove		2	0	0	0	0	0	1	0	3
Baltimore	Madison	2	5	0	0	1	0	2	2	1	11
Baltimore	Owings Mills		0	0	0	1	2	2	1	0	6
Baltimore	Preston		0	0	0	0	0	1	4	0	5
Baltimore	Seton		1	0	0	1	1	3	4	0	10
Baltimore	Severn		0	0	0	0	1	0	3	0	4
Baltimore	Towson		5	1	3	4	0	0	0	0	13
Totals		2	26	3	4	9	19	24	37	10	132

General Supervision

It is important to note that each office designation displayed in Table II below does not indicate an individual office location. DPP uses an office unit designation to denote a specialized caseload, or a specific area of supervision instead of a specific office location. An example of this is the Preston Street office location in the Baltimore-Metro Region. The Preston Street office location is inclusive of the following DPP supervision units: Reentry, Baltimore City Violence Prevention Initiative (VPI), Drug Treatment Court (DTC) Circuit, Drug Treatment Court (DTC) District, General Supervision, and Treatment Liaison. Each of these are not specific office locations, but rather specific units covering certain areas of focus supervision.

Table II provides the breakdown of office unit designations for the Baltimore Metro, Capital, East, and West Regions, supervision levels, and the total number of agents with assigned caseloads per unit or office designation. In FY 2022, DPP relocated intake operations from the Preston Street Field Office to the Madison Street Field Office. Additionally, DPP closed the Dundalk Field Office in Baltimore County, relocating staff to the Essex Field Office. DPP also closed the Gay Street and Guildford Avenue Field Offices in Baltimore City, reallocating staff to the Madison Street, Preston Street, and Seton Field Offices.

Supervision levels which are based upon validated risk classification screeners, are in Table II are as follows:

- VPI- Violence Prevention Initiative
- HGH- High Supervision Level
- MOD- Moderate Supervision Level
- LMD- Low Moderate Supervision Level
- LOW- Low Supervision Level
- REV- Review
- SO1- Level 1 Sexual Offenders
- SO2- Level 2 Sexual Offenders
- SO3- Level 3 Sexual Offenders
- SO4- Level 4 Sexual Offenders

Review (REV) supervision level is not a static level of supervision. REV is the initial supervision classification for all non-sexual offenders or non-VPI eligible supervised individuals pending the completion of a validated risk assessment. The supervision levels are indicative of the risk/needs factors involved with high (HGH) being the highest risk and progressively moving downward to LOW which are the lowest risk offenders based on Low (LOW) is DPP's least restrictive supervision level for individuals based on the risk assessment score or who exhibit significant compliance upon reassessment during their supervision period.

Sexual offenders are also supervised based on the outcome of a validated risk assessment. Supervision level SO1 represents the highest risk progressively moving downward to level SO4 representing the lowest risk level.

Table II – Caseload Averages FY'24

REGION	OFFICE	VPI	HCH	MOD	LMD	LOW	REV	UNK	Subtot=I	SO1	SO2	SO3	SO4	Total Cases	Total Agent	Caseload Avg	NAI	NAI	PSS
BALT	ARBUTUS/CATON 43	1	59	199	182	317	235	6	999					999	18	56	50	82	41
BALT	BALT CITY SO 06		1				28		29	138	80	73	317	637	18	35	87	60	32
BALT	BALT CITY VPI 84	10	8	1	1	1	16		37					37	2	19	1	10	8
BALT	BALT CO SO 07			1	1		32	1	35	86	42	40	270	473	11	43	42	47	32
BALT	BALT CO VPI 85	29	1				24	2	58					58	2	29	2	11	10
BALT	DTC CIRCUIT 03		1	11	1	2	8	1	24					24	1	24		14	7
BALT	DTC DISTRICT 02		1	1	1	3	15		21					21	1	21	2	8	1
BALT	DUNDALK 42	14	48	67	92	157	179	6	563					563	10	56	51	53	64
BALT	ESSEX/ROSEDALE 41	27	104	279	256	605	442	10	1723	11	10	7	23	1774	29	61	104	135	137
BALT	FAST EAST 29		117	42	2	5	107	1	274	1				275	8	34	19	42	16
BALT	FAST WEST 28		135	41	5	2	82	1	266					266	5	53	11	30	11
BALT	GAYST 10	8	23	229	142	293	255	3	953					953	15	64	147	120	46
BALT	GENERAL SUPV 23	3	15	261	175	276	257	3	990					990	20	50	166	142	21
BALT	MADISON ST SE 31	22	18	235	380	316	379	6	1356					1356	20	68	163	152	88
BALT	OWINGS MILLS 44		47	103	120	163	118	4	555					555	9	62	62	34	20
BALT	REENTRY 15		1	3	3	41	13		61					61	3	20	2	2	
BALT	SETON 20	58	47	417	249	402	470	12	1655					1655	37	45	210	226	94
BALT	SEVERN ST 21	9	17	250	197	348	366	4	1191					1191	31	38	204	134	49
BALT	TREATMENT LIAISON 25		3	30	13	24	17	1	88					88	4	22	1	13	3
CAPT	GAITHERSBURG 80	12	119	230	223	341	285	11	1221	56	15	25	96	1413	16	88	385	192	502
CAPT	HYATTSVILLE 51	57	192	414	313	623	325	1	1925	54	39	26	65	2109	27	78	344	291	714
CAPT	LEONARDTOWN 53	9	39	130	146	137	87	1	549	6	11	16	19	601	5	120	40	87	251
CAPT	PRINCE FREDERICK 54	3	18	31	44	87	51	2	236	18	8	9	21	292	4	73	58	47	145
CAPT	ROCKVILLE 82																1		
CAPT	SILVER SPRING 83	25	90	309	302	357	234	10	1327	40	22	17	50	1456	16	91	333	197	457
CAPT	UPPER MARLBORO 55	60	172	517	435	429	277	8	1898	57	27	43	137	2162	31	70	413	248	827
CAPT	WALDORF 52	15	35	121	115	160	143	2	591	15	15	45	25	691	8	86	91	83	280
EAST	ABERDEEN 39		60	74	74	157	153	1	519	13	5	6	40	583	12	49	121	40	9
EAST	BEL AIR 40	23	23	66	127	237	138	2	616	11	6	10	43	686	12	57	169	111	618
EAST	CAMBRIDGE 61	11	50	66	59	82	111	1	380	13	5	6	24	428	7	61	58	74	170
EAST	CENTREVILLE 62	2	15	24	29	94	71		235	4	6	3	26	274	5	55	64	21	59
EAST	CHESTERTOWN 63		10	5	23	42	31		111					111	2	56	22	18	22
EAST	DENTON 64		21	46	53	73	84		277	5	6	6	23	317	5	63	40	31	75
EAST	EASTON 60	6	12	21	29	59	59	1	187	2	3	10	23	225	4	56	33	16	71
EAST	ELKTON 65	14	72	132	119	129	139		605	12	13	23	42	695	10	70	184	77	259
EAST	PRINCESS ANNE 68	6	12	49	49	85	53	4	258	13	2	6	5	284	4	71	34	27	58
EAST	SALISBURY 66	32	85	170	222	369	270	5	1153	22	21	39	39	1274	16	80	276	174	450
EAST	SNOW HILL 67	2	17	35	91	135	134	2	416	12	8	10	7	453	8	57	224	58	201
HQ	CASE MONITOR UNIT 99						1		1	1				2	2	1	10	76	2894
HQ	HEADQUARTERS CO				6		6	29	41					41	3	14	90		
WEST	ANNAPOLIS 34	15	45	92	122	218	166	3	661	37	17	15	51	781	15	52	222	109	43
WEST	CUMBERLAND 71	12	70	97	108	183	196	2	668	13	10	11	65	767	9	85	95	167	175
WEST	ELLICOTT CITY 30	9	80	107	104	231	148	5	684	14	8	6	53	765	12	64	114	85	306
WEST	FREDERICK 81	24	88	208	229	448	319	1	1317	32	22	20	98	1489	15	99	288	191	475
WEST	GLEN BURNIE 32	22	134	300	310	538	472	13	1789	27	18	26	64	1924	21	92	332	168	662
WEST	HAGERSTOWN 70	28	94	198	235	238	270	3	1066	37	15	17	83	1218	17	72	217	193	467
WEST	OAKLAND 73	1	8	47	2	2	15		75	4	5	2	10	96	2	48	37	49	38
WEST	WESTMINSTER 33	5	27	119	157	227	248	1	784	9	17	12	53	875	15	58	166	91	204
TOTAL	BALT	181	646	2170	1820	2957	3043	61	10878	236	132	120	610	11976	244	49	1324	1315	680
TOTAL	CAPT	181	665	1752	1578	2134	1402	35	7747	246	137	181	413	8724	107	82	1665	1145	3176
TOTAL	EAST	96	377	688	875	1462	1243	16	4757	107	75	119	272	5330	85	63	1225	647	1992
TOTAL	HQ				6		7	29	42	1				43	5	9	100	76	2894
TOTAL	WEST	116	546	1168	1267	2085	1834	28	7044	173	112	109	477	7915	106	75	1471	1053	2369

II. EXACT BREAKDOWN OF CASE CLOSURES BY REASON, REGION, AND OFFICE;

The DPP is required to complete a case closure once DPP is no longer legally responsible for the supervision or monitoring of a case. The DPP closed 32,530 cases in FY 24. Reference is made to Appendix A for case closure definitions. Case closings assigned to “Headquarters” are inactive cases assigned to the Interstate Compact for Adult Offender Supervision (ICAOS) which were being actively supervised in another state or DC, or did not qualify for ICAOS.

Table III - FY 24 Case Closing Data

Closing Type	Baltimore Metro	Capital	East	West	Headquarters	Total
Appealed	135	114	59	87	8	403
Commutation	11	6	5	5	2	29
Death of Offender	307	140	139	182	15	783
Death of Offender - Overdose	37	11	45	78	0	171
Early Termination	249	415	196	527	1	1388
Expired	6898	4361	3443	3911	98	18711
Open in Error	132	98	78	102	161	571
Pending Warrant Service	15	12	11	15	0	53
Returned to Sending State	54	137	79	112	0	382
Revoked - New Offense	746	340	677	910	8	2681
Revoked - Technical	313	145	374	658	2	1492
Unsatisfactory - New Offense	513	325	172	241	7	1258
Unsatisfactory - Other	1217	1188	450	862	36	3753
(blank)	390	289	58	107	11	855
Total	11017	7581	5786	7797	349	32530

*(Blank) denotes missing data entry fields. Often occurs on legacy cases to correct case closing codes related to the Central Collection Unit.

Table IV FY24 Baltimore Metro Region Closures

Closing Type	Catonville	County Sex Offenders	Baltimore County VA	Central	DRUG COURT DISTRICT	DRUG COURT Circuit	Dunkirk	Essex	Essex DDMP	Fast East DV	Fast West DV	Investigation Unit	Northeast Preston St - General Supervision	Northeast Preston St - Re-Entry	Northwest Seton	Northwest Seton - DDMP	Owings Mills	Owings Mills DDMP	Southeastern Madison St.	Southwest Severn	City Sex Offenders	Treatment Liaison Unit	Violence Prevention Unit	Totals
Appealed	15	3	0	4	0	0	3	16	6	7	4	2	5	0	11	8	14	6	8	15	6	0	2	135
Commutation					0	0			1	1	0	0	0	0	0	1	0		0	1	0	0	0	11
Death of Offender	17	10	4	24	0	2	10	39	1	18	6	0	20	0	47	6	11	4	21	34	27	5	1	307
Death of Offender - Overdose	3	5	0	1	0	0	3	11	0	0	1	0	3	0	3	1	2	1	0	3	0	0	0	37
Early Termination	28	10	0	4	6	1	9	23	7	3	5	0	21	1	23	31	21	4	15	21	4	12	0	249
Expired	576	172	20	471	6	11	283	904	260	125	82	14	460	12	833	562	329	359	488	664	210	43	14	6898
Open in Error	14	4	0	5	1	1	5	22	8	1	2	1	6	0	15	6	5	5	8	11	8	1	3	132
Pending Warrant Service	2	0	0	0	0	0	1	3	1	0	0	0	1	0	0	4	1	1	0	1	0	0	0	15
Returned to Sending State	5	3	2	2	0	0	5	5	1	0	0	0	1	0	6	0	5		14	3	2	0	0	54
Revoked - New Offense	65	12	9	34	0	2	19	87	0	7	14	5	44	0	186	7	40	2	47	111	23	10	22	746
Revoked - Technical	30	9	3	17	0	4	5	43	3	6	8	2	24	0	42	3	21	6	11	37	25	10	4	313
Unsatisfactory - New Offense	46	15	4	44	0	2	31	62	1	21	8	8	40	3	72	14	18	4	32	78	4	4	2	513
Unsatisfactory - Other	53	10	8	109	5	2	61	171	17	110	30	12	124	3	126	25	52	13	97	133	32	17	7	1217
(blank)	16	5	0	27	0	3	44	33	34	12	16	1	35	1	29	2	6	49	41	23	13	0	0	390
Total	870	258	50	742	18	28	479	1419	340	311	176	45	784	20	1393	670	525	454	782	1135	354	102	55	11010

Table V - FY24 Capital Region Closures

Closing Type	Gaithersburg	Gaithersburg DDMP	Hyattsville	Leonardtown	Prince Frederick	Rockville - Intake	Silver Spring	Silver Spring DDMP	Upper Marlboro	Upper Marlboro DDMP	Waldorf	Waldorf DDMP	Totals
Appealed	25	20	15	0	0	0	16	9	16	8	1	4	114
Commutation	3	0	1	0	0	0	1	0		0	1	0	6
Death of Offender	18	4	33	11	6	0	13	1	37	7	5	5	140
Death of Offender - Overdose	1	0	6	2	0	0	0	0	1	0	0	1	11
Early Termination	43	71	41	21	9	0	28	87	79	15	5	16	415
Expired	505	524	740	149	85	0	671	231	605	513	204	134	4361
Open in Error	7	4	21	1	1	1	6	3	43	8	1	2	98
Pending Warrant Service	1	0	3	0	0	0	3	0	5	0	0	0	12
Returned to Sending State	8	1	22	6	3	0	4	0	65	5	21	2	137
Revoked - New Offense	97	3	83	39	4	0	36	2	66	0	9	1	340
Revoked - Technical	54	2	37	8	0	0	15	1	22	2	3	1	145
Unsatisfactory - New Offense	46	7	62	25	12	0	52	5	72	4	33	7	325
Unsatisfactory - Other	144	40	316	90	13	0	233	16	170	54	89	23	1188
(blank)	36	35	5	10	9	1	18	3	34	126	8	4	289
Total	988	711	1385	362	142	2	1096	358	1215	742	380	200	7581

Table VI - FY 24 East Region Closures

Closing Type	Aberdeen	Bel Air - DDMP	Bel Air	Cambridge	Centerville	Chestertown	Centerville - DDMP	Lower Shore DDMP	Denton	Easton	Elkton DDMP	Elkton	Princess Anne	Salisbury	Snow Hill	Totals
Appealed	1	5	5	2	8	0	5	0	4	1	2	21	1	4	0	59
Commutation	0	0	1	1	0	0	0	0	0	1	0	0	0	1	1	5
Death of Offender	6	6	21	15	8	8	5	1	4	5	0	24	1	23	12	139
Death of Offender - Overdose	0	1	8	6	2	0	0	1	3	6	0	5	3	10	0	45
Early Termination	27	14	16	6	9	4	16	12	9	15	1	23	2	20	22	196
Expired	507	359	355	178	189	87	224	136	127	112	20	422	61	455	211	3443
Open in Error	6	4	19	5	4	1	6	2	1	3	3	10	2	8	4	78
Pending Warrant Service	1	5	1	0	0	0	1	0	0	0	0	3	0	0	0	11
Returned to Sending State	4	0	12	6	6	1	1	1	1	2	1	23	0	11	10	79
Revoked - New Offense	68	22	114	63	23	3	8	10	38	16	1	103	27	136	45	677
Revoked - Technical	30	8	62	34	10	5	8	11	30	10	0	116	5	25	20	374
Unsatisfactory - New Offense	20	5	16	7	16	12	6	2	8	6	1	13	7	34	19	172
Unsatisfactory - Other	38	17	35	25	22	25	11	13	21	28	5	57	26	78	49	450
(blank)	8	1	3	1	4	1	2	0	0	3	2	3	20	8	2	58
Total	716	447	668	349	301	147	293	189	246	208	36	823	155	813	395	5786

Table VII – FY24 West Region Closures

Closing Type	Annapolis DDMP	Annapolis	Cumberland	Cumberland DDMP	Ellicott City	Ellicott City DDMP	Frederick	Frederick DDMP	Glen Burnie	Glen Burnie DDMP	Hagerstown	Oakland	Westminster	Westminster DDMP	Totals
Appealed	1	8	5	0	11	2	23	0	11	1	16	1	6	2	87
Commutation		2	0	0	0	0	1	0	1	0	1	0	0	0	5
Death of Offender	0	20	14	1	8	1	14	8	63	6	22	3	19	3	182
Death of Offender - Overdose	0	22	16	0	3	0	12	2	8	0	8	0	6	1	78
Early Termination	1	354	11	0	35	7	22	5	36	5	25	0	22	4	527
Expired	113	13	212	62	309	167	539	286	835	172	434	58	439	272	3911
Open in Error	0	4	17	1	19	5	11	4	14	2	10	3	8	4	102
Pending Warrant Service	0	4	0	0	2	4		0	2	0	1	0	1	1	15
Returned to Sending State	0	56	7	0	3	0	12	1	0	0	18	1	9	5	112
Revoked - New Offense	3	28	134	7	48	3	215	18	124	17	169	26	113	5	910
Revoked - Technical	4	41	113	5	27	1	98	18	73	3	222	15	35	3	658
Unsatisfactory - New Offense	1	78	3	0	14	1	47	7	47	2	13	1	18	9	241
Unsatisfactory - Other	19	18	85	1	88	25	103	9	272	39	92	16	91	4	862
(blank)	2		4		8	1	8	1	53	9	3	3	15		107
Total	144	648	621	77	575	217	1105	359	1539	256	1034	127	782	313	7797

Table VIII - FY24 Headquarters

Closing Type	Baltimore Reisterstown	C.M.U	General Parole Services	Guilford Regional Office	Headquarters	Baltimore County Investigations Unit	Southern	Special Intensive Supervision	Blank	Totals
Appealed	0	6	0	0	1	1	0	0	0	8
Commutation	0	2	0	0	0	0	0	0	0	2
Death of Offender	0	1	0	0	14	0	0	0	0	15
Death of Offender - Overdose	0	0	0	0	0	0	0	0	0	0
Early Termination	0	0	0	0	1		0	0	0	1
Expired		25			62	6			5	98
Open in Error	1	7	1	1	1	0	1	1	148	161
Pending Warrant Service	0	0	0	0	0	0	0	0	0	0
Returned to Sending State	0	0	0	0	0	0	0	0	0	0
Revoked - New Offense	0	3	0	0	4	1	0	0	0	8
Revoked - Technical	0	0	0	0	2	0	0	0	0	2
Unsatisfactory - New Offense	0	1	0	0	3	3	0	0	0	7
Unsatisfactory - Other	0	1	0	0	35	0	0	0	0	36
(blank)	0	0	0	0	1		0	0	10	11
Total	1	46	1	1	124	11	1	1	163	349

III. AN EXAMINATION OF BEST PRACTICES FOR DISTRIBUTING CASELOAD ASSIGNMENTS TO AGENTS BASED ON COMMUNITY SUPERVISION LEVEL IN CONSULTATION WITH THE AMERICAN PAROLE AND PROBATION ASSOCIATION AND OTHER LEADING COMMUNITY SUPERVISION ORGANIZATION

The American Probation and Parole Association (APPA) issued its first National Standards for Community Supervision June 2024. APPA Standard 6.1 states “*Agencies should adopt caseload standards to govern the assignment of cases to CSOs and to determine the number of individuals on supervision CSOs will be responsible for supervising.*” APPA and supporting literature conclude that determining an appropriate caseload size is influenced by the number of individuals on supervision, responsivity, access to resources, and available staffing.

APPA Standard 6.2 states, “*Caseload standards should be driven by the risk and needs assessment, identifying the level of risk of reoffending and the criminogenic needs requiring intervention, which will inform the time required on cases.*” APPA Standard 6.3 recommends a 20 to 1 ratio for intensive cases, a 50 to 1 ratio for moderate to high risk cases, and 200 to 1 for low risk cases.

Historically, the DPP utilized a weighted caseload formula to create general caseloads with mixed risk classifications. To that extent, the model of mixed risk classifications for general caseloads continued with the implementation of the Level of Service Inventory- Revised (LSI-

R) validated risk assessment effective October 1, 2017. A general caseload consists of low, low-moderate, moderate, and high risk classifications allowing DPP to operate within the constraints of staffing levels.

In 2022, DPP received the results of a revalidation study for the LSI-R. The results found that the LSI-R was modeled on a sample of individuals from Ontario, Canada based on theory and research, was not administered to all Maryland supervised individuals, has components of the risk domains which can have ambiguous interpretations, is a fourth-generational risk/needs instrument for correctional populations, and is prone to implicit bias related to race and gender.

As a result of the revalidation study, DPP contracted with George Mason University to develop a validated initial risk screener. The use of the LSI-R has since been utilized as a case planning tool in lieu of a risk assessment tool.

The Initial Risk Screener was better at predicting actual recidivism risk. The initial risk screener was developed in Maryland, was used on all supervised individuals as a triage screener, and is based on objective data such as criminal history, weapon usage, and age. The researcher recommended that DPP use the Initial Risk Screener as the risk classification tool, not just for triage. The researcher further recommended only using the LSI-R as a needs assessment tool, require staff to receive more training on administering the LSI-R, and commission research into testing/developing a customized risk assessment tool designed for DPP's risk management strategies.

DPP also operates containment model caseloads for the Judiciary's Problem Solving Courts and sex offenders assigned to DPP's Collaborative Offender Management/Enforcement Treatment (COMET) teams. COMET risk classifications are determined through the use of the STATIC 99R and ACUTE 2000 risk assessments. The assessed risk classification along with the completion of a case plan determines the parameters for mandatory supervision requirements, but does not limit the imposition of increased supervision methods if deemed necessary. Effective November 16, 2023, DPP entered into contract with Maxarth LLC for a revalidation study of the STATIC-99R and the ACUTE 2000 risk and reassessment tools.

DPP utilizes the LSI-R to identify criminogenic needs for the development of case plans for effective case management during the course of an individual's supervision. All individuals placed under supervision receive an initial risk screener. Supervised individuals with a score of Moderate, High, VPI, and all sex offender classifications are required to have a completed case plan. The goal of case planning is for the agent to be responsive to the supervised individual's behaviors, develop goals with action steps, and revise the plan as needed.

Effective July 10, 2023, DPP entered into an inter-government agreement with the University of Baltimore Schaefer Center for Public Policy to complete a workload analysis, provide evidence based workload recommendations, and provide recommendations for achieving the recommended workload level. DPP recognizes the impact geography has on the task associated with home visits, community visits with treatment providers and other stakeholders, training attendance, and travel time for court appearances. A final report is expected December 2024. The outcomes will be used to further develop effective caseload

sizes within the constraints of staffing for optimal public safety.

IV. NUMBER OF COMMUNITY SUPERVISION AGENTS AS DISTRIBUTED ACROSS SEVERAL RANGES OF CASELOAD SIZE

DPP had 547 supervision agents distributed across several ranges of caseload sizes for FY 24. The total number of agents is affected by extended medical leave allowed by statute. Likewise, new hires in the Agent I classification do not receive a caseload until successful completion of an Agent Entry Level Training Academy. DPP has another 100 agents who function in a variety of capacities. Baltimore City Circuit and District Courts have designated court liaison agents to reduce the amount of time supervision agents spend attending hearings. DPP has agent investigators who complete investigations ordered under the authority of the Interstate Compact for Adult Offender Supervision (ICOTS), Judiciary, the Maryland Parole Commission, and the Governor. Agents are also assigned to the DPP intelligence unit who work directly with Baltimore City, Baltimore County, and Prince George's County. The collaboration allows DPP to increase compliance with OPEGA. Caseload averages are provided in Table IX below.

Table IX – Caseload Averages FY24

REGIO TM	OFFICE	VPI	HC ^{LI}	MOD	UMD	LOW	REV	UNK	Subtot ^{nl}	SO1	SO2	SO3	SO4	Total Cases	Total Agent	Caseload Avg	NAI ^l	NAI	PSS
BALT	ARBUTUS/CATON 43	1	59	199	182	317	235	6	999					999	18	56	50	82	41
BALT	BALT CITY SO 06		1				28		29	138	80	73	317	637	18	35	87	60	32
BALT	BALT CITY VPI 84	10	8	1	1	1	16		37					37	2	19	1	10	8
BALT	BALT CO SO 07			1	1		32	1	35	86	42	40	270	473	11	43	42	47	32
BALT	BALT CO VPI 85	29	1			2	24	2	58					58	2	29	2	11	10
BALT	DTC CIRCUIT 03		1	11	1	2	8	1	24					24	1	24		14	7
BALT	DTC DISTRICT 02		1	1	1	3	15		21					21	1	21	2	8	1
BALT	DUNDALK 42	14	48	67	92	157	179	6	563					563	10	56	51	53	64
BALT	ESSEX/ROSEDALE 41	27	104	279	256	605	442	10	1723	11	10	7	23	1774	29	61	104	135	137
BALT	FAST EAST 29		117	42	2	5	107	1	274	1				275	8	34	19	42	16
BALT	FAST WEST 28		135	41	5	2	82	1	266					266	5	53	11	30	11
BALT	GAY ST 10	8	23	229	142	293	255	3	953					953	15	64	147	120	46
BALT	GENERAL SUPV 23	3	15	261	175	276	257	3	990					990	20	50	166	142	21
BALT	MADISON ST SE 31	22	18	235	380	316	379	6	1356					1356	20	68	163	152	88
BALT	OWINGS MILLS 44		47	103	120	163	118	4	555					555	9	62	62	34	20
BALT	REENTRY 15		1	3	3	41	13		61					61	3	20	2	2	
BALT	SETON 20	58	47	417	249	402	470	12	1655					1655	37	45	210	226	94
BALT	SEVERN ST 21	9	17	250	197	348	366	4	1191					1191	31	38	204	134	49
BALT	TREATMENT LIAISON 25		3	30	13	24	17	1	88					88	4	22	1	13	3
CAPT	GAITHERSBURG 80	12	119	230	223	341	285	11	1221	56	15	25	96	1413	16	88	385	192	502
CAPT	HYATTSVILLE 51	57	192	414	313	623	325	1	1925	54	39	26	65	2109	27	78	344	291	714
CAPT	LEONARDTOWN 53	9	39	130	146	137	87	1	549	6	11	16	19	601	5	120	40	87	251
CAPT	PRINCE FREDERICK 54	3	18	31	44	87	51	2	236	18	8	9	21	292	4	73	58	47	145
CAPT	ROCKVILLE 82																1		
CAPT	SILVER SPRING 83	25	90	309	302	357	234	10	1327	40	22	17	50	1456	16	91	333	197	457
CAPT	UPPER MARLBORO 55	60	172	517	435	429	277	8	1898	57	27	43	137	2162	31	70	413	248	827
CAPT	WALDORF 52	15	35	121	115	160	143	2	591	15	15	45	25	691	8	86	91	83	280
EAST	ABERDEEN 39		60	74	74	157	153	1	519	13	5	6	40	583	12	49	121	40	9
EAST	BELAIR 40	23	23	66	127	237	138	2	616	11	6	10	43	686	12	57	169	111	618
EAST	CAMBRIDGE 61	11	50	66	59	82	111	1	380	13	5	6	24	428	7	61	58	74	170
EAST	CENTREVILLE 62	2	15	24	29	94	71		235	4	6	3	26	274	5	55	64	21	59
EAST	CHESTERTOWN 63		10	5	23	42	31		111					111	2	56	22	18	22
EAST	DENTON 64		21	46	53	73	84		277	5	6	6	23	317	5	63	40	31	75
EAST	EASTON 60	6	12	21	29	59	59	1	187	2	3	10	23	225	4	56	33	16	71
EAST	EKTON 65	14	72	132	119	129	139		605	12	13	23	42	695	10	70	184	77	259
EAST	PRINCESS ANNE 68	6	12	49	49	85	53	4	258	13	2	6	5	284	4	71	34	27	58
EAST	SALISBURY 66	32	85	170	222	369	270	5	1153	22	21	39	39	1274	16	80	276	174	450
EAST	SNOW HILL 67	2	17	35	91	135	134	2	416	12	8	10	7	453	8	57	224	58	201
HQ	CASE MONITOR UNIT 99							1	1	1				2	2	1	10	76	2894
HQ	HEADQUARTERS 00				6		6	29	41					41	3	14	90		
WEST	ANNAPOLIS 34	15	45	92	122	218	166	3	661	37	17	15	51	781	15	52	222	109	43
WEST	CUMBERLAND 71	12	70	97	108	183	196	2	668	13	10	11	65	767	9	85	95	167	175
WEST	ELLICOTT CITY 30	9	80	107	104	231	148	5	684	14	8	6	53	765	12	64	114	85	305
WEST	FREDERICK 81	24	88	208	229	448	319	1	1317	32	22	20	98	1489	15	99	288	191	475
WEST	GLEN BURNIE 32	22	134	300	310	538	472	13	1789	27	18	26	64	1924	21	92	332	168	662
WEST	HAGERSTOWN 70	28	94	198	235	238	270	3	1066	37	15	17	83	1218	17	72	217	193	467
WEST	OAKLAND 73	1	8	47	2	2	15		75	4	5	2	10	96	2	48	37	49	38
WEST	WESTMINSTER 33	5	27	119	157	227	248	1	784	9	17	12	53	875	15	58	166	91	204
TOTAL	BALT	181	646	2170	1820	2957	3043	61	10878	236	132	120	610	11976	244	49	1324	1315	680
TOTAL	CAPT	181	665	1752	1578	2134	1402	35	7747	246	137	181	413	8724	107	82	1665	1145	3176
TOTAL	EAST	96	377	688	875	1462	1243	16	4757	107	75	119	272	5330	85	63	1225	647	1992
TOTAL	HQ				6		7	29	42	1				43	5	9	100	76	2894
TOTAL	WEST	116	546	1168	1267	2085	1834	28	7044	173	112	109	477	7915	106	75	1471	1053	2369

V. NUMBER OF AGENTS WITH CASELOADS HIGHER THAN RECOMMENDED BASED ON AMERICAN PAROLE AND PROBATION ASSOCIATION STANDARDS FOR EACH AGENT'S SPECIFIC CASELOAD

The APPA Standard 6.3 recommends a 20 to 1 ratio for intensive cases, a 50 to 1 ratio for moderate to high risk cases, and 200 to 1 for low risk cases. APPA did not provide a suggested ratio for administrative cases which are cases assessed at the lowest risk level. APPA further discussed that research confirmed smaller ratio sizes allowed for significantly more interface with individuals under supervision, field work, and contact with treatment

providers.

DPP prioritized smaller agent to caseload ratios prior to APPA’s June 2024 published standards for all problem solving court caseloads, sex offender classifications, and the violence prevention initiative (VPI). To that extent, the examination of high risk classifications has been based on the 50 to 1 ratio. The Division does not have any VPI caseload above the APPA Standard.

FY 24 ended with 82 Sex Offender caseloads (COMET). Additionally, FY 24 ended with 9 of 82 caseloads above the recommended 50 to 1 ratio for moderate to high risk classifications. The Oakland and Princess Anne office designations have mixed caseloads inclusive of COMET supervision due to the small size of the supervised populations in the geographic area. Oakland has a total of two certified agents, and one pending the September 9, 2024, agent academy. The Baltimore Metro Region and the East Region were below the APPA Standard.

Table X – FY24 COMET Cases Above APPA Standards

REGION	OFFICE	VPI	HGH	MOD	LMD	LOW	REV	Subtotal	SO1	SO2	SO3	SO4	Total Cases
CAPT	PRINCE FREDERICK 54						1	1	18	8	9	21	57
CAPT	SILVER SPRING 83								14	7	8	23	52
CAPT	UPPER MARLBORO 55						1	1	13	4	9	27	54
CAPT	UPPER MARLBORO 55			1			2	3	10	3	4	35	55
CAPT	WALDORF 52						5	5	8	5	17	16	51
WEST	FREDERICK 81						1	1	8	9	7	31	56
WEST	FREDERICK 81								10	8	10	34	62
WEST	FREDERICK 81						2	2	14	5	3	33	57
WEST	Oakland 73	1	8	47	2	1	14	73	4	5	2	10	94
WEST	Westminster 33						3	3	5	6	5	34	53

The Baltimore Metro Region has 6 out of 16 domestic violence agents above the recommended APPA standard. The Essex/Rosedale’s caseloads are impacted by having one agent separated from service, one agent candidate pending the September 9, 2024, Agent Entrance Level Training Academy, and one agent deployed to AFSCME for union duties. FAST West has three agent candidates pending the September 9, 2024 agent academy. All agent candidates will receive gradual caseload builds upon graduation and certification.

The Capital Region has 14 domestic violence caseloads. The Waldorf agent’s caseload was dispersed among the general supervision agents due to extended leave. The normal average domestic violence caseload for the Waldorf location is 45. The Capital Region had 11 of 14 agents over the APPA standard. The East Region ended FY 24 with one of 21 agents above the APPA Standard with 58 total cases. DPP intends to target agent hiring for the identified Regions.

The West Region ended FY 24 with 7 of 19 domestic violence caseloads being above the APPA Standard. The Oakland agent has a mixed caseload due to the size of the population supervised. The Glen Burnie office designation added a third domestic violence agent at the start of FY 25 which has decreased the total cases noted on in the table.

Table XI FY24 Domestic Violence Caseloads above APPA standard

REGION	OFFICE	VPI	HGH	MOD	LMD	LOW	REV	UNK	Subtotal	SO1	SO2	SO3	SO4	Total Cases	DV Total for Mixed
BALT	ESSEX/ROSEDALE 41		29	4	5	7	28		73					73	
BALT	ESSEX/ROSEDALE 41		18	14	1	2	31		66					66	
BALT	ESSEX/ROSEDALE 41		32	4		7	22	2	67					67	
BALT	FAST WEST 28		26	12	2		21		61					61	
BALT	FAST WEST 28		29	10	1		15		55					55	
BALT	FAST WEST 28		27	10		1	23		61					61	
BALT	FAST WEST 28		20		2	1	12		35					35	
BALT	FAST WEST 28		33	9			11	1	54					54	
CAPT	GAITHERSBURG 80		33	3	12	2	31		81					81	
CAPT	GAITHERSBURG 80		9	9	12	18	28		77					77	25
CAPT	GAITHERSBURG 80	1	36	3	11	4	26	1	82					82	
CAPT	HYATTSVILLE 51		43	1	2	4	14		64					64	
CAPT	HYATTSVILLE 51	1	42	5	7	6	15		78					78	
CAPT	LEONARDTOWN 53	9	38	31	10	39	18		145					145	58
CAPT	PRINCE FREDERICK 54	3	18	7	4	16	16		64					64	32
CAPT	SILVER SPRING 83		25	17	15	3	15		75					75	
CAPT	SILVER SPRING 83		25	5	26	4	8		68					68	
CAPT	UPPER MARLBORO 55		40	6		3	19		68					68	
CAPT	UPPER MARLBORO 55		34	2		1	14	1	52					52	
CAPT	UPPER MARLBORO 55		29	4	3	3	23		62					62	
CAPT	WALDORF 52	12	15	4	5	4	12		52					52	
EAST	ABERDEEN 39		19	3	8	17	10	1	58					58	
WEST	CUMBERLAND 71		32		10		24		66					66	
WEST	FREDERICK 81		21	18	3	4	24		70					70	
WEST	FREDERICK 81		22	28	4	13	9		76					76	
WEST	GLEN BURNIE 32		25	4	3	26	28	2	88					88	
WEST	GLEN BURNIE 32		31	2	5	5	36	2	81					81	50
WEST	HAGERSTOWN 70		16	12	7	8	14		57				1	58	
WEST	HAGERSTOWN 70		22	2	2	12	14		52					52	

VI. DESCRIPTION OF STRATEGIES THAT DPP IS USING TO REDUCE CASELOAD RATIOS AND PREVENT AGENTS FROM TAKING ON TOO MANY CASES

DPP caseloads are derived from Maryland District and Circuit Courts, Maryland Parole Commission (MPC), Interstate Compact (ICOTS), and Maryland Motor Vehicle Administration (MVA). Therefore, DPP does not have autonomy over the number of individuals placed under the authority of DPSCS.

Strategy 1: Earned Compliance Credit (ECC)

Individuals under supervision may accrue Earned Compliance Credit to reduce the duration of their active supervision period by 20 days per month provided the individual is in full compliance with the terms of supervision. Compliance criteria included being current on the required monthly supervision fee. Once a supervised individual has reached the mandated ECC abatement date, the case is placed in an ECC-ABATED status. Therefore, the supervised individual is no longer required to report to an agent for the balance of the supervision period. Earned Compliance Credit allows the DPP to reduce an agent's active caseload. However, many individuals under supervision are not able to meet the requirement of being current on supervision fees, and therefore were unable to accrue ECCs.

Senate Bill 260/HB 123 passed during the 2024 legislative session and will be effective October 1, 2024. The legislation amends the criteria of earned compliance credit to specifically exclude the monthly supervision fee from compliance consideration. DPP anticipates an increased number of individuals eligible to earn ECC and the ability to decrease agents' active caseload sizes.

Strategy 2: Workload Studies

Effective July 10, 2023, DPP entered into an inter-government agreement with the University of Baltimore Schaefer Center for Public Policy to complete a workload analysis, provide evidence based workload recommendations, and provide recommendations for achieving the recommended workload level. The scope of work was to be completed by June 20, 2024, however, DPP and the University entered into a mutual addendum July 10, 2024, to extend the contract to December 30, 2024. DPP will evaluate the workload study in comparison to the APPA June 2024 standards in developing caseload sizes and corresponding policies as needed.

Strategy 3: Staffing

Effective June 7, 2024, the Secretary appointed an Interim DPP Executive Team. The Interim Team immediately initiated a review of agent caseload ratios. Baltimore City agents average a 49 to 1 caseload averages compared to the Capital Region (82 to 1) and West Region (75 to 1). Office locations with disproportionate high general supervision caseloads over 100 active cases per agent, along with high containment model caseloads over 50 active cases were prioritized to reallocate vacant agent PINS. To that extent, as agent PINS are vacated in Baltimore City, they are being reallocated to the Capital, East, and West Regions in efforts to reduce the larger caseload to agent ratios. Two PINS have been relocated from the Baltimore Metro Region since June 7, 2024. One was reallocated to the West Region's Hagerstown Office, and one vacant PIN was reallocated to the East Region's Salisbury field office. Targeted agent hiring for the Capital, West, and East Regions to fill vacant PINS in those regions will also address case staffing needs.

DPP currently has a 6% vacancy rate with 32 vacant agent positions. DPP has prioritized agent hiring for offices with high caseload sizes which already have vacant agent positions

to include Frederick, Glen Burnie, and offices within the Capital Region.

CONCLUSION

The FY 25 goal is to target hiring for the Capital, East, and West Regions to fill remaining agent, DDMP Monitor, and support staff vacancies. DPSCS engaged in the Retention and Longevity Pay Incentive (RLPI) for Agent and Field Supervisor positions effective July 1, 2022 through June 30, 2024, in efforts to reduce attrition through voluntary retirement. The RLPI Program required eligible employees to commit to an additional four years of service to receive the retention bonus pay. The advent of increased teleworking abilities for agents, DDMP Monitors and supervisors, allows DPP to offer a competitive incentive inline with Federal agencies.

DPP will continue to incorporate evidence and best practices into the analysis of current policies and the development of new policies and seeks to align with APPA National Standards within the scope of standards applicable to the DPP. Achieving a 20 to 1 ratio for the most intensive sex offender (SO), domestic violent (DV), and violent (VPI) classifications cannot be realized due to staffing limitations. To that extent, DPP strives to balance caseload sizes through risk reassessments which reward a supervised individual for consistent compliance over a designated course of supervision.

Appendix A

Division of Parole and Probation Inactive Case Status Definitions

- A. ABT - Abated - An end to active supervision of an individual, without effect on the legal expiration date of the abated case or the supervised individual's obligations prescribed in the order of probation or release order.
- B. ABT - Abated ECC (Earned Compliance Credit) - An end to active supervision of an individual due to earning a reduction of 20 days per month for full compliance without effect on the legal expiration date and obligations prescribed in the order of probation or release order
- C. DEL - Delinquent - The supervised individual has an outstanding violation of parole or probation arrest warrant.
- D. PSS - Pending Splint Sentence - The sentenced individual is serving an unsuspended portion of the imposed sentence in a correctional facility and shall serve a period of probation upon release.
- E. NAD - Non-active additional - The supervised individual has multiple cases.
- F. NAI - Non-active incarcerated - The supervised individual is unavailable for community supervision due to being detained in a correctional facility pending new charges or pending a violation of parole or probation hearing.
- G. NAU - Non-active unavailable - The supervised individual is not physically available for active supervision. Examples of this classification include but limited to an individual being supervised by a receiving State through the Interstate Compact or an individual receiving inpatient treatment services.

Appendix B

Division of Parole and Probation Case Closure Type Definitions

- A. Appealed - The case resulting in the supervised individual being placed under supervision is appealed to a higher court, and the appeal results in the case being closed.
- B. Commutation - The case that resulted in the supervised individual being placed under supervision is commuted.
- C. Death of Offender - The offender's death has been verified and approved by the sentencing authority.
- D. Early Termination - The Court agrees to close the case in a satisfactory status prior to the legal expiration date. This code is to be used for probation cases only.
- E. Expired - The case reaches the legal expiration date.
- F. Opened in Error - Select this closing type only if the case was opened in error.
- G. Pending Warrant Service - The Violation of Probation (VOP) warrant has remained outstanding for six months. This can only be used for probation and PBJ cases. The closing code is amended upon adjudication of the VOP.
- H. Returned to Sending State - The Division is given permission to return the case to the sending state prior to the legal expiration date. This would also include when a warrant has been requested in a case we are supervising for another state, but only after the sending state grants permission to close our interest.
- I. Revoked – New Offense The supervised individual convicted (including PBJ and nolo contendere) of a new offense committed while under supervision and the court or

parole commission finds the offender guilty of a Violation of Parole/Probation (VOP) that includes the new charge as a basis of the VOP (regardless of whether or not the VOP results in incarceration). Revoked – Technical - Violations other than new convictions that result in the supervised individual being found guilty of a Violation of Parole/Probation (VOP) (regardless of whether or not the VOP results in incarceration).

- J. Unsatisfactory – New Offense – The supervised individual is convicted of an offense that was committed during the supervision or monitoring period, and the case is closed (with or without a hearing) by the court or parole commission without finding the offender guilty of a VOP.
- K. Unsatisfactory – Other - Violations other than new convictions have been documented in a report to the court or parole commission and the case is closed (with or without a hearing) without the offender being found guilty of a VOP.