

# ANNUAL REPORT

## 1985 - 1986

WILLIAM J. DeVANCE  
DIRECTOR

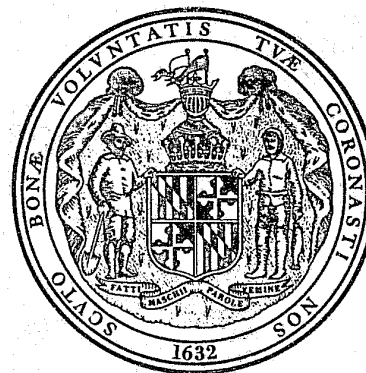
DONALD ATKINSON, Ed.D.  
EXECUTIVE ASSISTANT  
DIRECTOR

BASIL B. DAY  
ASSISTANT DIRECTOR  
FOR ADMINISTRATION

LeROY JONES  
ASSISTANT DIRECTOR  
FOR FIELD OPERATIONS

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*State of Maryland  
Department of Public Safety  
and Correctional Services  
on of Parole and Probation*





MARYLAND DIVISION OF PAROLE AND PROBATION

SUITE 305

6776 REISTERSTOWN ROAD

BALTIMORE, MARYLAND 21215-2344

(301) 764-4274

TTY FOR DEAF: 486-0677

D.C. METRO: 565-0451

WILLIAM J. DeVANCE  
DIRECTOR

DONALD ATKINSON, Ed.D.  
EXECUTIVE ASSISTANT  
DIRECTOR

BASIL B. DAY  
ASSISTANT DIRECTOR  
FOR ADMINISTRATION

LeROY JONES  
ASSISTANT DIRECTOR  
FOR FIELD OPERATIONS

February 1, 1987

The Honorable William D. Schaefer  
Governor of Maryland  
State House  
Annapolis, Maryland 21404

The Honorable Bishop L. Robinson  
Secretary  
Department of Public Safety  
and Correctional Services  
6776 Reisterstown Road, Suite 305  
Baltimore, Maryland 21215

Dear Governor and Secretary:

Enclosed with this letter is the Annual Report for Fiscal Years 1985 and 1986 program activities of the Division of Parole and Probation covering the period July 1, 1984 to June 30, 1986. This report represents a tremendous effort to provide information and a better understanding of the agency, its mission, structure, functions and responsibilities.

It should be noted that parole and probation services are a critical, though sometimes overlooked, part of the criminal justice system; and, the Division of Parole and Probation is a key member of the Maryland criminal justice system and its activities and services are extremely important to the citizens of this great State of Maryland.

In addition, the agency enjoys a place in the national forefront for being progressive, creative and innovative in the administration of parole and probation service delivery.

With continued departmental support, there is every reason to believe that the Division of Parole and Probation will sustain its progress and experience even greater success in the future.

Sincerely,

  
William J. DeVance  
Director

WJD:dmj  
Enclosure



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MARYLAND DIVISION OF PAROLE AND PROBATION

ANNUAL REPORT

FISCAL YEARS

1985 AND 1986

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## I. INTRODUCTION

Parole and probation are criminal sanctions established in recognition of the fact that man can profit from his experiences and can change his way of living accordingly. Release on parole or probation places a convicted person back in the community, under the supervision and guidance of professional and trained Parole and Probation Agents.

The parole and probation supervision process is designed to assist each person in remaining in the community; to help him/her find his/her place in society; and to foster contributing and constructive membership in the community. While providing such assistance to each individual, equal emphasis is placed on monitoring and surveillance in the effort to identify and remove from society those few individuals who prove unable to adjust and thereby present a significant threat to public safety.

Both parole and probation are statutory recognition that imprisonment for every offense, in every case, and for the full term of sentence originally set by the court, does not always serve the best interests of society or the individual. Parole is therefore a conditional release from imprisonment. It allows the individual to serve the remainder of his term in society if he satisfactorily complies with the terms and conditions provided in the written parole order set by the Parole Commission.

Probation is a form of disposition under which a court defers imposition of sentence or suspends the sentence and releases the individual conditionally, on good behavior, under prescribed terms and rules for a specified period of time.

The Division of Parole and Probation functions under statutory authority set forth in various sections of Article 41 and Article 27 of the Annotated Code of Maryland. Operating under a broad legislative mandate the division is responsible for:

- . pre-sentence investigation reports and probation supervision services at the request of the circuit and district courts of Maryland;
- . pre-parole investigations and parole supervision services at the request of the Maryland Parole Commission;
- . investigation and supervision services under the Uniform Out-of-State Parolee Supervision Act;
- . assistance to county jail work release programs as requested by the courts;
- . pre-sentence investigations on all defendants convicted of a felony in the circuit courts of Maryland prior to the imposition of a sentence to the jurisdiction of the Division of Correction or referral to the Patuxent Institution;

- . assistance to local units of government in the development of community service programs;
- . maintenance of accounts, forwarding of payments to victims, and reporting of client's payment progress to the courts in victim restitution cases;
- . a citizen volunteer services program to aid in the education and counseling of parolees and probationers;
- . executive clemency investigations at the request of the Maryland Parole Commission. These reports are submitted for review and final disposition of applicants for pardons and commutation of sentences;
- . administration of pretrial release services in Baltimore City;
- . collection and distribution of fines, costs, restitution, and/or attorney fees as ordered by the criminal courts of the State of Maryland;
- . a victim impact statement as part of the pre-sentence investigation in circuit court felony cases and those offenses involving serious bodily injury and an updated victim impact statement when requested by the Parole Commission;
- . supervision of persons placed on mandatory release by the Division of Correction and Patuxent Institution.

Consistent with its legal mandates, the primary public service mission of the division is:

- . to assist parolees and probationers in successfully reintegrating into the community in an effort to reduce their criminal involvement while under supervision;
- . to provide parole and probation supervision and investigation services to the courts and parole authorities, consistent with established policy and procedures;

This report for the Department of Public Safety and Correctional Services, Division of Parole and Probation, covers Fiscal Years 1985 and 1986 and is an effort to provide an understanding of the agency, its structure, functions and responsibilities. It also attempts to convey that the division is a key member of the Maryland criminal justice system, and that its activities and services are extremely important to the citizens of this great State. It should be noted that parole and probation services are a critical, though sometimes overlooked, part of the criminal justice system. In fact, there are more offenders under the jurisdiction of the Division of Parole and Probation than under the Division of Correction, or any separate law enforcement, judicial, or correctional agency in Maryland on any given day. The agency also enjoys a place in the national forefront for being progressive, creative and innovative in the administration of parole and probation service delivery.

## II. ADVISORY BOARD FOR CORRECTIONS, PAROLE, AND PROBATION

The Advisory Board for Corrections, Parole, and Probation was created by Chapter 401, Acts of 1970, to succeed the Advisory Board for Corrections established by Chapter 123, Acts of 1962, and the Advisory Board for Parole and Probation established by Chapter 457, Acts of 1968. The board consists of 17 members; 13 are appointed by the Secretary of the Department of Public Safety and Correctional Services with the approval of the Governor for four-year terms. The Deputy Secretary for Public Safety and Correctional Services, the Chairperson of the Maryland Parole Commission, the Director of Parole and Probation, and the Commissioner of Correction serve *ex officio*. The Governor designated the first chairperson, but thereafter the Secretary of Public Safety and Correctional Services, with the approval of the Governor, designates the chairperson.

The function of the Advisory Board is to study and observe procedures in the development and progress of the correctional, parole, and probation systems in the state. The board also makes suggestions and gives advice regarding the state's correctional system to the Department of Public Safety and Correctional Services. The Advisory Board has no budget. Its members receive no compensation for their services, but may be reimbursed for necessary and proper expenses incurred in their duties (Code 1957, Art. 41, Sec. 204E).



### III. ORGANIZATION

The Division of Parole and Probation is one of twelve agencies within the Department of Public Safety and Correctional Services. It is the third largest, in terms of personnel and budget, after the Division of Correction and the Maryland State Police.

The division evolved to its present structure through a number of legislative enactments and administrative changes beginning in 1953 with the creation of the Department and Board of Parole and Probation.

In 1969, legislation was enacted that divided the department into a Parole Commission and a Division of Parole and Probation. Throughout the 70's, the newly created Division of Parole and Probation gradually absorbed formerly independent city (Baltimore Supreme Bench) and county (Prince George's, Montgomery, Harford, and Baltimore) probation departments and became a unified statewide parole and probation service under the aegis of the executive branch of government and within the administrative structure of the newly created Department of Public Safety and Correctional Services.

The Division of Parole and Probation is organized administratively into two major programmatic functions: General Administration and Field Operations.

#### A. General Administration

General Administration is organized administratively into three components: The Office of the Director, the Bureau of Administrative Services and the Bureau of Field Operations.

1. Office of the Director: This component consists of the Director, the Executive Assistant Director, and the Management Analysis and Audits Unit.

The Management Analysis and Audits Unit, within the Office of the Director, conducts management studies, performance audits, and program analysis of headquarters and field operations to assure conformity with division policies and procedures. In addition, staff provides technical assistance to administration and operations personnel in the adoption of management and policy monitoring systems to facilitate achievement of agency goals and objectives. The office performs all technical and coordination functions of the agency policy manual system and is responsible for providing advice and guidance on administration of the division's Citizen Response Plan and Maryland law and rules governing access to public records. Documentary reports on program activities are prepared and their distribution to special interest groups is handled by staff of the Office of Management Analysis and Audits.

2. Bureau of Administrative Services: This component provides fiscal, administrative, training, and personnel services in support of division headquarters and field operations. Within this bureau there are five specialized units, each administratively responsible to the Assistant Director for Administration. Support functions are defined in policies and procedures to include consultation, technical assistance, and information services to strengthen and facilitate administration of statewide parole and probation activities. In the supervision of these functions and their coordination, the Assistant Director for Administration reports to the Executive Assistant Director.

Specialized units within the Bureau of Administrative Services are:

Personnel Administration  
Staff Development and Training  
Management Information Services  
Budget and Fiscal Management  
Paycase Collections

Given the increased emphasis being placed on victim restitution by the agency, it is worthwhile to note the major role played by the bureau's paycase collections unit.

The Paycase Collections Unit is the conduit for oversight, problem solving and coordination of activities involving regional collection units. Its primary function is the monitoring of administrative procedures for the accounting, processing and disbursing of monies received on payment of court ordered fines, costs, victim restitution and attorney fees.

During Fiscal Year 1985, the agency implemented an on-line computer system for collections and accounting. In this system, data controlling the amount to be collected and identification of recipients is added to existing supervision case records in our OBSCIS II system by field offices supervising the respective cases. Payments are received at each of four regional office collections/accounting units and applied to the respective cases through on-line terminals by fiscal clerks. Disbursements are controlled by the Fiscal Accounts Chief at headquarters and are accomplished by transfer of information via computer tape to the State Treasurer. This system provides the division with increased effectiveness in the accounting and collection efforts, provides agents with adequate information pertaining to monies ordered by the court and current status of payment accounts, and provides division staff with statistical reports for imposed decision and planning as well as a capability to respond in a timely fashion to inquiries from victims regarding restitution payments.

3. Bureau of Field Operations: This component provides direction and administrative support to field personnel in the performance of the agency's statutory responsibilities. The Assistant Director for Field Operations directs and coordinates the delivery of decentralized parole and probation field services through the supervision of the regional program administrators for the Criminal Supervision and Investigation Services Program and the program administrators of the Drinking Driver Monitor Program and Pre-Trial Release Services for Baltimore City.

The bureau is comprised of two support units having statewide administration and coordination responsibilities: the Parole and Compact Services Unit and the Special Field Services Unit.

The Parole and Compact Services Unit has two major areas of responsibility:

- . The Parole Warrant Unit serves as liaison between the Division of Parole and Probation and the Parole Commission. Staff is responsible for processing retake warrants issued by the Parole Commission, monitoring absconder and delinquent parole cases, lodging detainers, transporting parole violators, and performing other liaison services to criminal justice agencies. This unit is also responsible for routing mandatory and parole release case files to division field intake offices.
- . The Interstate Compact Unit coordinates and administers statewide services pursuant to Article 41, Section 129, of the Annotated Code of Maryland which sanctions participation of the State of Maryland in activities of the Interstate Compact for the supervision of parolees and probationers. Under this legally binding agreement, Maryland and the other 49 states, Puerto Rico and the Virgin Islands serve as each other's agents in the supervision of parolees and probationers who wish to move to better rehabilitative environments outside of the state in which they were originally placed under supervision.

The Special Field Services Unit's activities center on the essential development and coordination of community resources designed to augment the division's work force and enhance case supervision services.

The Manager for Special Field Services is responsible for interacting with agency field staff and members of the private and public sectors in the ongoing efforts to:

- . identify offender employment and job training opportunities

- . expand recruitment and utilization of citizen volunteers
- . facilitate the development of community service programs
- . develop and implement evaluation, diagnosis and referral services for substance abusing clients
- . strengthen coordination linkages with state and local correctional and human service agencies

B. Field Operations

Field Operations, the second major programmatic function, is organized around the agency's primary service delivery system: Criminal Supervision and Investigation Services. This key program is supported by two sub-programs: The Drinking Driver Monitor Program and Pretrial Release Services in Baltimore City.

Criminal supervision and investigative services are provided statewide through four geographically designated regions established to provide decentralized administration of direct service delivery to the circuit and district courts, the Parole Commission, offenders under parole and probation supervision, and the citizens of Maryland.

An Office of Regional Operations is centrally located in each of the four regions under the direction of a regional administrator and technical and administrative support personnel. Regional operations staff provide local coordination and technical assistance to criminal supervision and investigative service delivery personnel who work out of field offices located in close proximity to the client population served throughout the state.

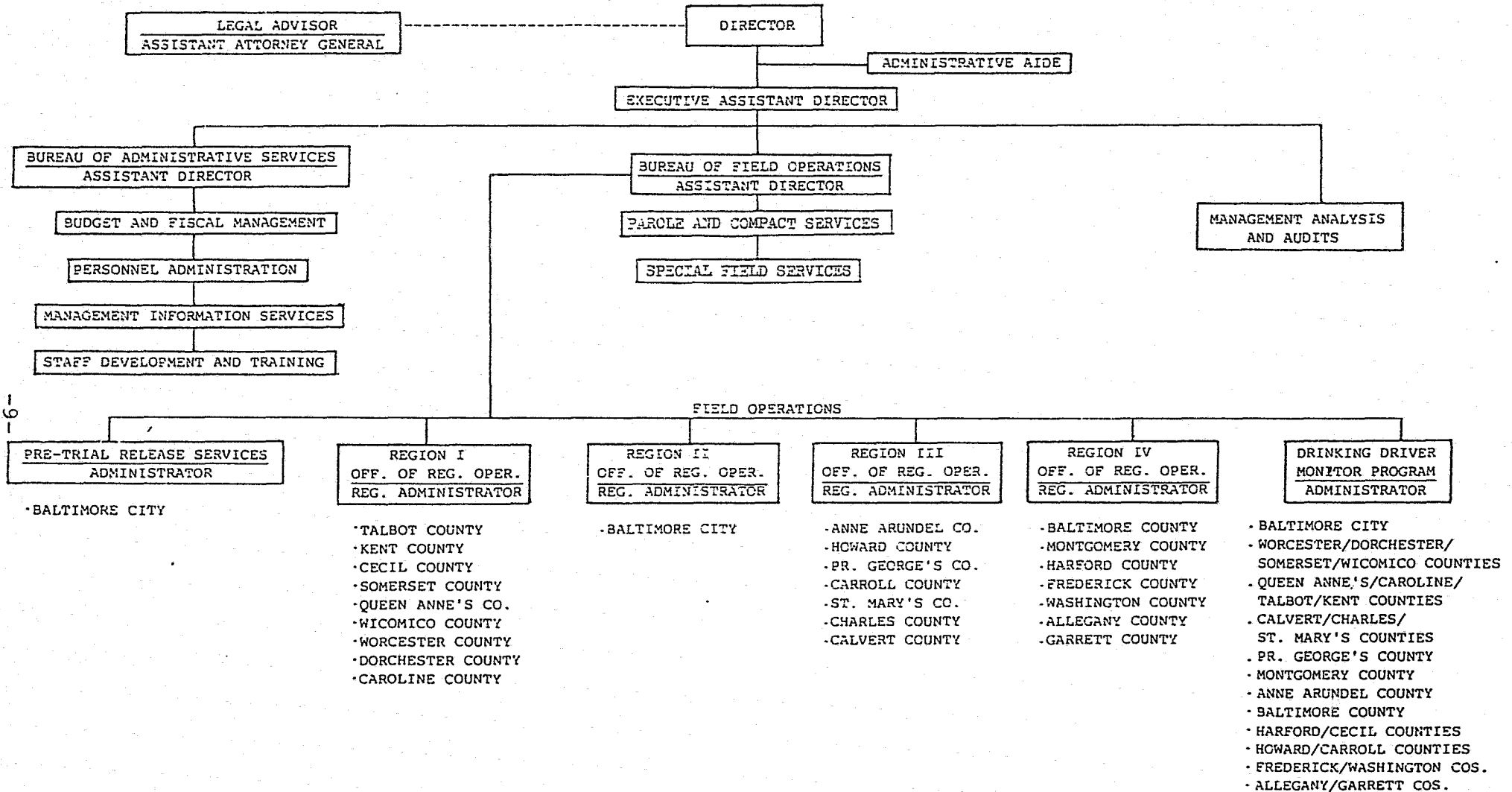
Drinking Driver Monitor Services are designed to provide the district and circuit courts with a specialized sentencing alternative for driving while intoxicated and driving while under the influence offenders. The program is scheduled for statewide implementation during the first quarter of FY 1987. Monitoring stations have been co-located with regular probation and parole field offices throughout the state. The monitoring sites and staff are deployed to coincide with the twelve jurisdictions of the Maryland District Courts. Each unit of five to ten monitors is under the oversight of a chief monitor who reports directly to the program administrator.

Pretrial Release Services provide support to both the District and Circuit Courts for Baltimore City. The program is divided into two sections: Pretrial Investigative and Conditional Release Services. Program administration is housed in the Clarence Mitchell Jr. Courthouse in downtown Baltimore along with the staff for the conditional release section. The pretrial investigators work out of the Baltimore City Police station houses that are strategically located in communities across the city.

The Criminal Supervision and Investigation Services Program and the two support programs are discussed more extensively under Section IV. Service Delivery Programs.

DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES  
 DIVISION OF PAROLE AND PROBATION

TABLE OF ORGANIZATION



#### IV. SERVICE DELIVERY PROGRAMS

##### A. The Criminal Supervision and Investigation Services Program

This is the agency's primary service delivery program and it is divided into Case Management Services and Criminal Investigation Services. A total of 490.5 positions are assigned to the Case Management Services component, with the responsibility for the active supervision of approximately 44,810 parolees, probationers, mandatory releasees. The Criminal Investigation Services component is staffed by 65.5 positions and conducts roughly 18,160 investigations annually, of which 7,026 are presentence investigations for the District and Circuit Courts.

##### 1. Case Management Services: Under the mandates of various sections of Articles 41 and 27 of the Annotated Code of Maryland, this component is responsible for providing case management services to:

- . parolees released from state and local correctional institutions by the authority vested in the Parole Commission;
- . inmates released from the Division of Correction and Patuxent Institution under provisions of the mandatory release statute;
- . offenders placed on probation by the circuit and district courts with a suspended sentence, or referred for voluntary work to community service programs as a special condition of probation; and
- . offenders who desire to live in Maryland and are accepted for supervision under the Interstate Compact after having been placed on parole or probation in other states.

Other services performed for the courts by this component include the collection of fines, court costs, attorney fees, and victim restitution in court ordered cases. In several counties, the division is also responsible for the collection and disbursement of the earnings of jail inmates participating in local work release programs.

In response to increased demands upon its workload capacity and in an effort to augment limited resources, high priority has been placed on the utilization of citizen volunteer services to aid in the counseling and education of parolees and probationers.

**Programmatic Goals:** In accordance with the agency's statutory responsibility and its mission statement, the following goals have been set for the Case Management Services component of the Criminal Supervision and Investigation Services Program:

- . to provide timely, accurate and pertinent information on selected offenders for the courts and parole authorities in order to improve decision making with regard to offender dispositions in the criminal justice system.
- . to assist clients in successfully reintegrating into the community by coordinating those services which provide them the opportunity, stability, incentive, guidance and/or support for personal growth and law abiding behavior.
- . to enforce client compliance with prescribed conditions of probation and parole through effective and efficient case management practices and correctional sanctions in an effort to promote public safety.

Case Management System: To facilitate achievement of program goals, the division's case management process is designed to focus resources primarily upon those parolees, mandatory releasees, and probationers who pose both a high to medium risk to public safety and a high to medium need for stabilizing services. The system is designed around the following four "state of the art" case management techniques:

- . An Offender Intake and Case Assignment System (ICA) designed to assure that each parole and probation case is properly opened, assigned, and forwarded in a timely manner to the supervising agent.

Intake is the initial point of contact for a client granted parole or probation and placed under the supervision of the Division of Parole and Probation.

- . A Case Classification System that is based upon the client's potential risk of continued criminal activity and the client's needs for stabilizing services (e.g., treatment for alcoholism or drug abuse, etc.).
- . A Casework Planning Process designed to help probation and parole agents to more rapidly gain an understanding of the client's behavioral problems and needs; to anticipate impediments to effective solutions for those behavioral problems and needs; and to develop practical and achievable case plans and related casework strategies to address the behavioral problems and needs of clients.
- . A Mixed Caseload System wherein maximum, medium, and minimum cases are supervised in the same caseload to promote greater continuity in case supervision and service delivery.



2. Criminal Investigation Services: Under the mandates of various sections of Article 41 and the District Court Rule 721C2 of the Annotated Code of Maryland, this component is authorized to conduct investigations and prepare special reports for the:

- . appellate review of criminal sentences;
- . Parole Commission in exercise of their authority to grant or deny parole to persons incarcerated under the laws of this state;
- . Parole Commission and the courts in the exercise of their authority to issue warrants for retaking those persons alleged to have violated the conditions of parole or probation;
- . judges of the circuit courts, and any district court in the State of Maryland, requesting a pre-sentence report in accordance with state law;
- . sentencing judges requesting assessment of a defendant's alcohol or drug abuse problems;
- . Governor concerning persons who make executive clemency applications for pardon or commutation of sentence;
- . administration of the Uniform Out-of-State Parolee Supervision Act.

Programmatic Goal: In accordance with the agency's statutory responsibility and its mission statement, the following goal has been set for the Investigation Services component of the Criminal Supervision and Investigation Program:

- . To provide timely, accurate and pertinent information on selected offenders for the courts and parole authorities in order to improve decision making with regard to offender dispositions in the criminal justice system.

The following investigations are conducted by this program, with the presentence report being the predominant investigation:

Executive Clemency  
Pre-Sentence  
Special Court  
Special Divisional  
Post-Sentence on Life Cases  
Post-Sentence (Court)  
Pre-Trial  
Pre-Parole (Jail)  
Home and Employment  
Interstate Background  
Interstate Home and Employment

## Special Investigatory Services

- . Repeat Offender Program: Five Maryland jurisdictions have taken the initiative to identify and address the impact of criminal repeat offenders within their communities, and each has developed its own definition of a "repeat offender". The five jurisdictions are Baltimore City, Anne Arundel, Baltimore, Howard and Montgomery Counties. The computerized investigation program file contains an index of PSI's dating from July 1, 1969, which have been made available to the Offices of the State's Attorneys in the five noted jurisdictions. The "prior record" section of the PSI is used to accurately identify offenders eligible for prosecution under Article 27, Section 643B. Investigators are now identifying offenders referred for PSI reports where the prior record includes conviction of a 643B offense. The criminal history sections of the pre-sentence reports are forwarded to CRCR, thus providing a data base for the identification of future subsequent offender cases.
  
- . Sentencing Guidelines: Under the authority of Article 127, Section 643C, the Administrative Office of the Courts has effective July 1, 1983, initiated a statewide program of Sentencing Guidelines. The guidelines are used by the circuit courts "to increase equity in sentencing" and "to reduce unwarranted variation while retaining judicial discretion to individualize sentences." Program procedures require the division to complete the Guidelines Worksheet if the judge orders a pre-sentence investigation on a selected defendant. The completed worksheet is affixed to the pre-sentence report for the judge's consideration in sentencing dispositions.
  
- . Victim Impact Statements: Under the authority of Article 41, Section 4-609, the program investigators include a victim impact statement as a part of any pre-sentence report which is ordered by the circuit court and ordered on a defendant convicted of any felony or a misdemeanor which resulted in a serious physical injury or death to the victim for the court's consideration in the sentencing of a defendant. Furthermore, at the request of the Parole Commission, the program staff will update a victim impact statement to include any significant changes subsequent to the initial report for those offenders paroled with an obligation to make restitution to the victim.

The Criminal Supervision and Investigation Program is supported by a high speed automated Case Management Information System, better known as OBSCIS II. When the Case Management process was set in place, program modifications were made to OBSCIS II to permit the storage and access of socio-demographic data on the risk and needs of clients, as well as their client management classification (CMC). The maintenance of profile data on parole and probation clients permits agency managers and planners to conduct sorely needed research and program performance evaluation through the application of selected computer software and technology.

Additionally, a Workload Management System based upon comprehensive time studies has been established. This system enables agency management to determine staffing and resource needs for workload accounting for staff deployment and for program budgeting.

### 3. Profile of Regional Operations

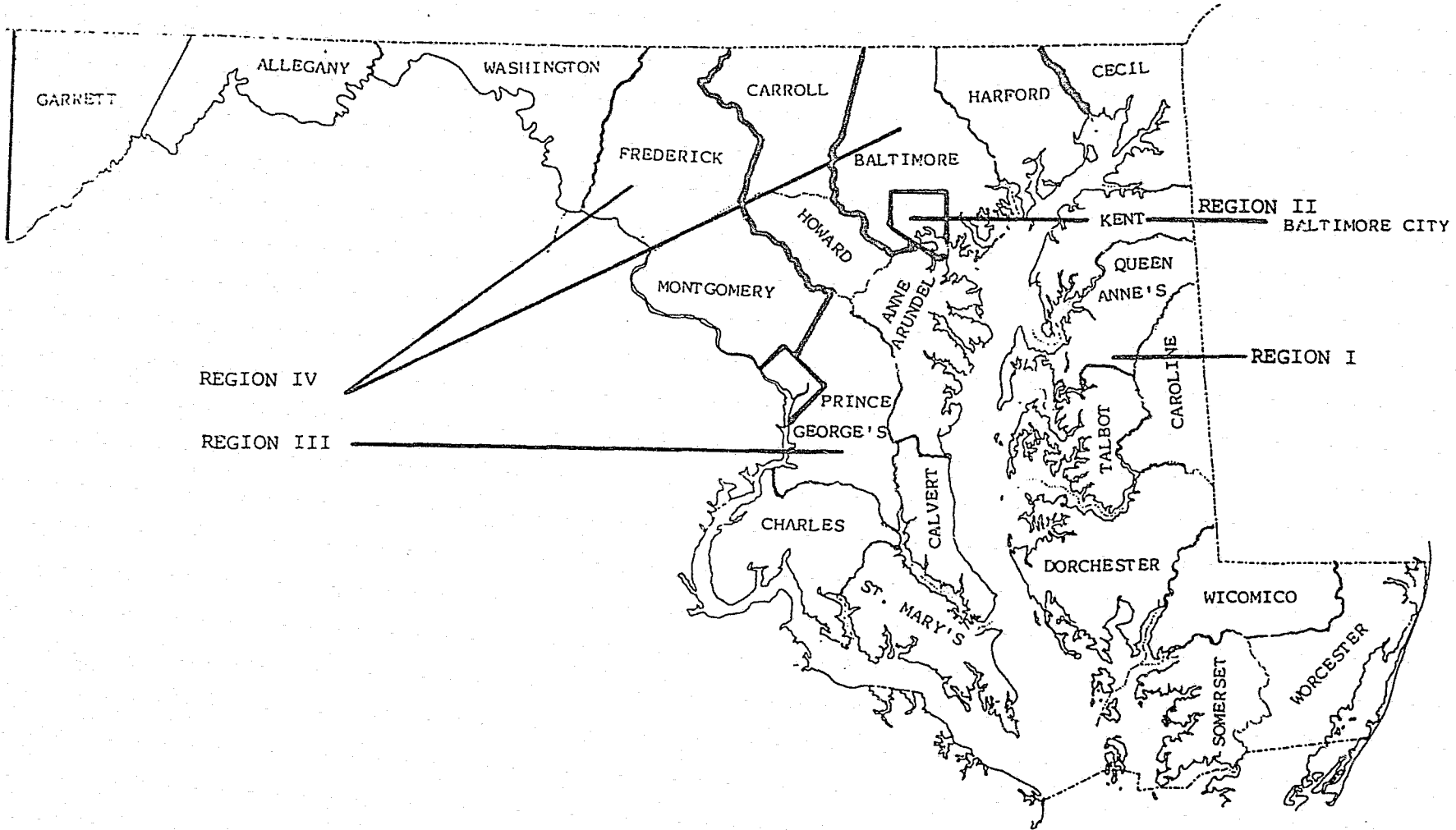
The statewide administration of the Criminal Supervision and Investigation Program and related special field support services are decentralized through four geographic regions. An Office of Regional Operations is located in central geographic areas of each of the four regions, under the direction of a Regional Administrator with professional and clerical support staff. Regional operations personnel provide local administrative and managerial support to the field supervisory, agent and secretarial staff who work out of the field offices strategically located in each of the four regions.

Each field office is staffed with one or more case management services or criminal investigation units comprised of parole and probation agents and a Parole and Probation Field Supervisor I. Service delivery oversight and coordination of two to five units within a region is the responsibility of a Field Supervisor II or "section supervisor", who reports directly to the Regional Administrator. This organizational structure allows for problems and issues which may hinder parole and probation service delivery to be handled in a timely and effective manner at the lowest levels of management. Each Office of Regional Operations, therefore, serves as a decentralized extension of headquarters with delegated responsibility and authority to act within established agency philosophy and policy.

Given the diversity of traditions, crime, offender types, and service delivery activities throughout the State of Maryland, each one of the four regions of criminal supervision and investigation services is profiled in an effort to highlight the complexity of the Division of Parole and Probation's administration, operations, and service delivery.

ADMINISTRATIVE REGIONS

DIVISION OF PAROLE AND PROBATION



## REGION I

This region encompasses the nine counties of the Eastern Shore (Cecil, Kent, Queen Anne's, Talbot, Caroline, Dorchester, Wicomico, Somerset and Worcester). The Office of Regional Operations is located in approximately the geographic center of the region in Easton, Maryland. Currently a staff of 100 employees are responsible for roughly 8,000 parole, probation, and mandatory release cases, or close to ten percent, of the agency's workload. The region provides probation services to 10 district court judges and 12 circuit court judges.

While Region I has grown over the last 40 years, growth has been steady but slow. In 1940, all cases on the Eastern Shore were supervised by one agent, Lewin Burris. Mr. Burris worked out of Chestertown, the only office on the shore. Slowly, more cases were added and, through the 1940's and 1950's, three agents handled all Eastern Shore cases from the Chestertown office. Like the old circuit riding judges, agents spent four days in the field and one day at the office to complete administrative tasks.

In the 1960's, Region I (then called the Eastern District) began to open offices in each county seat. This was accomplished, with assistance from the courts, by obtaining free office space in the courthouses. It was not until 1968 that all counties had an office located in the county seat. What was free in 1968 now costs \$65,000 to lease. Currently, field offices in Cecil, Queen Anne's and Caroline counties are located in District Court Multi-Service Centers.

The Eastern Shore is basically a rural area. The occupation of many of the probation clients in Region I is "waterman." Watermen are, by nature, basically mistrusting of outsiders or non-watermen. Agents, therefore, spend considerable time trying to overcome this mistrust and to be accepted in the closeknit communities in which watermen live. From time to time, an agent must verify the employment and wages of a waterman as a condition of supervision. As one agent jokingly said, "Our agency wants us to do something the IRS has been trying to do for 40 years."

Due to the rural area of Region I, extensive travel time is required by agents. Agents visit the homes of clients, travel to court, treatment facilities and to Baltimore for parole revocation hearings, training and meetings. During FY '85 and FY '86, field staff traveled an average of 475,000 official miles performing their necessary tasks. This travel is made necessary not only because of the community based supervision aspect of the work, but because there is no public transportation in either county and many clients do not have a driver's license or car.

The relationship with the judiciary is very good. This is due, in part, to long-term relations over the past 40 years. A number of the sitting judges have been on the bench since the early 1970's and are very familiar with the agency's work. Also, over half of the judges were former state's attorneys; therefore, a favorable working relationship began long before they took the bench. In addition, about half of the circuit court judges served as district court judges prior to their appointment to the circuit court.

For direct service delivery and administrative and operational accountability, the nine counties of the Eastern Shore are divided into three sections: the upper shore, the middle shore, and the lower shore. Each section is headed by a Field Supervisor II (section supervisor) having decentralized responsibility to supervising first-line field supervisors who work and supervise the work of field agent staff.

Case Management Services: In 1983, the division implemented the Maryland Caseload Management System. All aspects of the new system have been in place since January of 1983, and it emphasizes individualized case plans and the use of community resources. This new initiative has brought sharply into focus the very limited number of community resources available in Eastern Shore counties for client referrals. Suffice it to say that agents have had to be creative in their efforts to address the service needs of their clients.

Region I provides probation services to the second and third districts of the Maryland district courts. It also provides probation services to the first and second circuits for the Maryland circuit courts. Since the creation of the district court system in Maryland in 1971, most probation cases are referred by the district courts. Approximately 65 percent of the region's caseload comes from the district courts. The circuit courts, which generally handle the more serious offenses, refer roughly 25 percent of the region's total caseload. In FY '85, the region experienced an eight percent increase in the number of circuit court cases over FY 1984. This increase in cases is due, in part, to the fact that 60 percent of the circuit court judges were appointed within the past six years with most all of the new judges being from the district courts or former state's attorneys. Thus, the new judges are familiar with agency services and continue to use them after their elevation to the circuit court.

Region I has a very limited number of parole and interstate cases. Less than six percent of the caseload are referred by the Maryland Parole Commission. This percentage has held relatively constant over the years. The remaining four percent of the caseload are from out of state.

Overall, there was a four percent increase in the total number of cases in Fiscal Year 1985 when compared to Fiscal Year 1984. This moderate growth was expected as the crime rate for all counties on the shore decreased. In FY '86, there was a two percent decrease in total cases when compared to FY 1985. It is also noted that statistical projections indicate that driving while intoxicated case intake is expected to decrease somewhat during FY 1987.

Criminal Investigation Services: In the mid-1970's, Region I took a step to catch up with the other three regions by establishing two centralized units to conduct investigations for the nine Eastern Shore counties. Prior to having "full-time" investigators, case management agents were expected to complete on average two to three investigations per month in addition to managing a caseload. The centralized units were established in Chestertown and Salisbury and remain there today.

In FY 1985, the two centralized investigation units completed 681 presentence investigations while in FY '86 they completed 698. This is about ten percent of the 6,624 completed by the agency in FY '85 and about ten percent of the 6,876 completed for FY '86. In Fiscal Year 1985, Region I completed three executive clemency investigations of the 58 completed by the agency. In FY '86, Region I completed eight executive clemency investigations with the agency completing 55.

Seventy-two percent of the investigative workload in Region I is the completion of presentence investigations. About 700 PSI's are completed each fiscal year. In FY '85, a total of 1,760 investigations of all types were completed; and in FY 1986, 1,749 were completed. Like their case management counterparts, investigators must also travel many miles to complete their required tasks. With limited parole work in Region I, it is not surprising that 95 percent of all investigations are ordered by the district and circuit courts.

#### Special Field Support Services

- Jail Work Release: Within the last three years, Region I has transferred the administrative responsibility for work release to the county government of two counties. Currently, agency staff have the responsibility for work release cases in only three counties in Region I. In these cases, the division collects the inmate wages (unless ordered otherwise) and disburses them according to the court's order or agreement by the inmate. In each case, the inmate pays a per diem jail expense fee to the county.

In addition to the collection of the wages, agents are also responsible for finding employment, verifying work schedules, etc., and, if necessary, requesting the court to revoke the inmate privilege of participating in the program. Each month, on average, about 30 inmates are supervised in the three remaining counties (Kent, Talbot and Caroline). In FY '85, \$19,135.42 was collected in this program. This represents a drop from FY '84 of almost \$110,000. The responsibility for administration of the Cecil County work release program was transferred to the county in January, 1985. In Fiscal Year 1986, \$26,436.01 was collected which is a 38 percent increase in collections.

- . Collections (FCR): In about one out of every two cases, the court orders a probationer to pay via the division a fine, costs, restitution, public defender fees or a combination of two or more of these. In FY '85, we collected a total of \$794,092.06. This is approximately the same amount as was collected in FY '84. Conversion of "old system" cases to the computerized OBSCIS II system will begin in the second half of FY '86. In Fiscal Year 1986, \$776,082.87 was collected.
- . Seasonal Case Intake: For three months of the year, Region I has the second largest city in Maryland. The resort town of Ocean City swells from a resident population of 5,000 to over 200,000 people in June, July and August. With this influx of people comes a lot of misdemeanor crime. However, more serious crimes are also committed. Since the defendants are transient, we have, for a number of years, hired and stationed a student technical assistant at the court to do intakes. This works better than having probationers report to the closest office which is 25 miles away.
- . Citizen Volunteers: In FY '85, Region I had 48 volunteers who volunteered 5,838 hours. While the number of volunteers decreased 5.8 percent from FY 1984, the number of hours volunteered increased by 23.5 percent over FY '84. Emphasis this year has been placed on the retention of volunteers and on the number of hours volunteered by them. In FY '86, Region I had 38 volunteers who volunteered 5,973 1/2 hours.
- . Training: All staff met or exceeded the training mandate set by management. This is the eighth consecutive year this has been accomplished. In total, 4,012 hours of training were recorded. On average, clerical staff received 20 hours, agent staff received 46 hours and management staff received



37 hours. Three staff members utilized the Tuition Reimbursement Program to attend job-related college courses. In Fiscal Year 1986, 3,805 hours of training were recorded. On average clerical staff received 25.1 hours, agent staff received 42.5 hours and management staff received 34.5 hours.

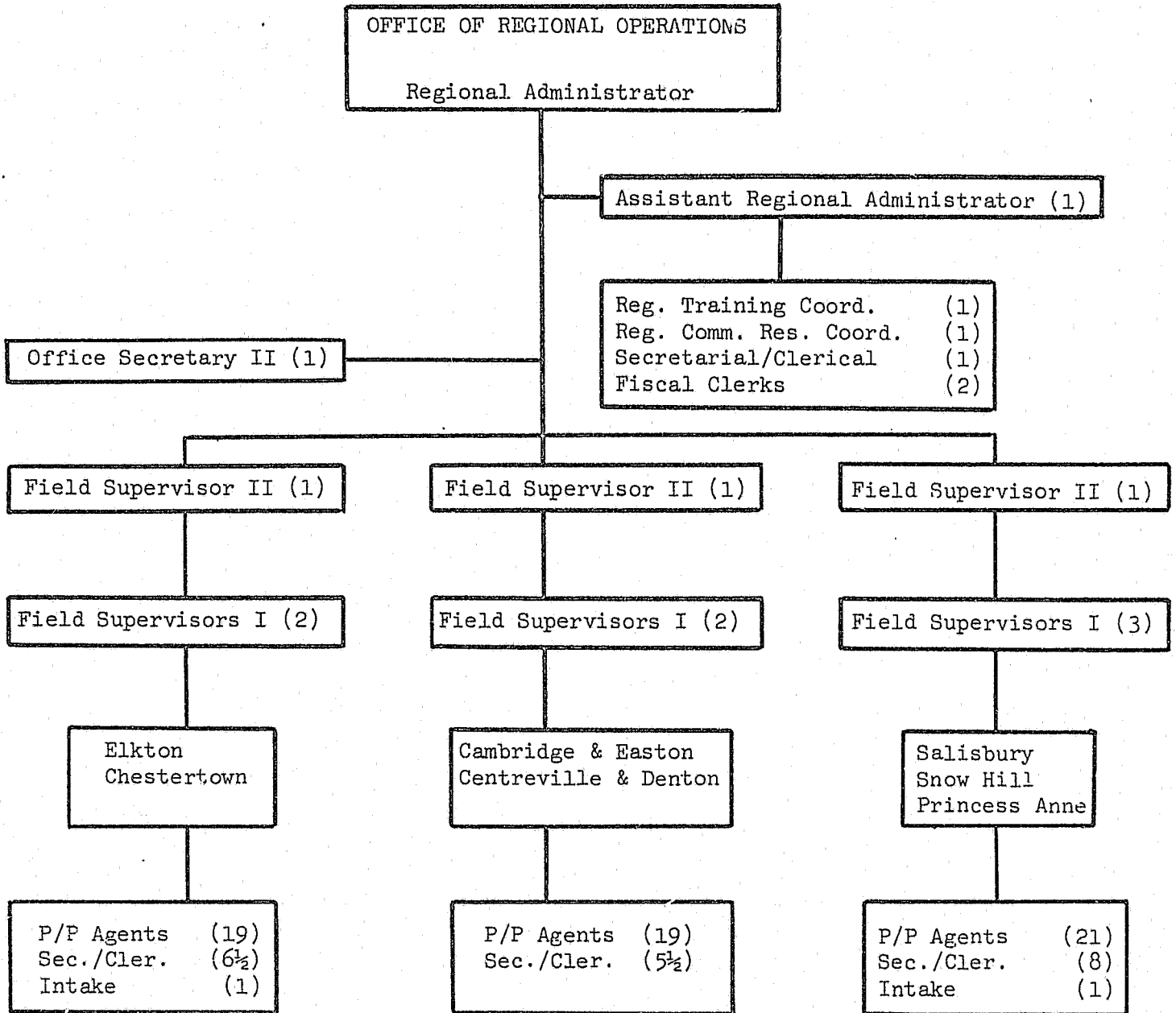
• Community Service: Alternative community service sentencing options were first utilized by judges of the Magistrate Courts in the 1960's. In 1971, when the District Courts of Maryland were established, some of these judges continued to use this form of sentencing. In FY '85, the region was responsible for the administration of programs in six counties (Caroline, Cecil, Dorchester, Talbot, Wicomico and Queen Anne's). Also, in Region I, five other programs are operated by the county or city governments. Some increases have been noted in the use of the program in several jurisdictions.

In Fiscal Year 1985, 1,319 persons were referred to regional programs with only 80 people failing to complete the required number of hours. During the year, 66,026 hours were assigned with a total of 49,214 hours actually being worked. The 49,214 hours multiplied by the minimum wage places the monetary value of these services at \$164,867. This monetary value of the services is, of course, only one of the benefits of using the program.

In Fiscal Year 1986, 621 persons were referred to the program with only 56 people failing to complete the required number of hours. During the year, 22,692 1/2 hours were assigned with a total of 12,301 hours actually being worked. The 12,301 hours multiplied by the minimum wage places the monetary value of these services at \$41,208.35.

REGION I

TABLE OF ORGANIZATION



## REGION II

This region is unique in that it is geographically consistent with the boundaries of Baltimore City which is the smallest political sub-division in Maryland. However, in terms of population, this is the largest region and it handles 42.6 percent of the agency's criminal case supervision workload using 365 employees. This region supervises approximately 3,200 parolees annually, representing roughly 48 percent of all parole cases statewide. Of the total 32,882 cases that were under supervision in Baltimore City during FY 1985, a total of 29,696 (or 90 percent) were probation cases referred by the district and circuit courts. During FY 1986, there were a total of 35,209 cases under supervision, of which a total of 31,191 (or 88 percent) were probation cases referred by the district and circuit courts. Region II experienced a seven percent growth rate in total cases in Fiscal Year 1986.

Region II also conducts an average of 3,678 (or 52 percent) of the 7,000 or more presentence investigations performed by the agency each year; one-third of all executive clemency investigations, and nearly one-fifth of all types of investigations completed by the Division of Parole and Probation annually.

The Eighth Judicial Circuit Court and District Court No. 1 comprise the courts served by Region II. There are 23 judges in each court system; 20 of the 23 judges in the district court are likely to sit 5 days per week, 2 sessions per day, each disposing of 15 to 30 cases or more.

Administratively, the region is headed by the Office of Regional Operations and Baltimore City is divided into six sections (A through F) for case management service delivery and a specialized section (H) which handles all criminal investigation services, including case intakes and special support services such as substance abuse evaluation, diagnosis and referrals. The six case management sections are organized around the postal zip code to facilitate the assignment of cases to strategically located field offices and agents.

Case Management Services: The bulk of all cases under supervision in Region II are probation cases from the district court and, to a lesser extent, the Circuit Court of Baltimore City. During Fiscal Year 1985, the monthly total of intakes ranged from a low of 1,163 in September of 1984 to a high of 1,814 in May of 1985 for an average of 1,590. In Fiscal Year 1986, the lowest monthly total was 1,282 in September, 1985, and the highest was 1,776 in August, 1985. The average in fiscal year 1986 was 1,568 intakes per month.

- Section A services southwestern and a portion of northern Baltimore City. It is comprised of the Steuart Hill office located at 2133 West Pratt Street, Baltimore, Maryland, and the Govans office

located at 5225 York Road, Baltimore, Maryland 21212. During FY 1985, this section consisted of 39 professional and 11 clerical employees.

Historically, these offices grew out of small units of agency representatives assigned to what were, during the late sixties, called "Mayor's Stations" and they provided decentralized comprehensive services to the community.

Like much of Baltimore City, the client population in Southwest Baltimore is characterized by high unemployment, transiency and chemical abuse, e.g. drugs, alcohol and glue. Client offenses are mainly misdemeanors rather than felonies. The result is what appears to be a high rate of violation activity as reflected by the number of clients with multiple cases. These multiple cases require a great deal of paperwork and impact on agent workload and clerical work demands alike. The same factors of drugs, alcohol and unemployment have also strained the resources of existing human service agencies causing delays in the acceptance of agency referrals.

The Govans office, in the northern section of the city, serves clients with very similar problems of unemployment and chemical abuse. The significant difference is that their clients are not as densely concentrated as those serviced by the Steuart Hill office. In addition, the socioeconomic level encompasses a wider range in the Govans area, e.g. unemployed poor to middle, and upper middle income offenders.

During Fiscal Year 1986, the Steuart Hill catchment area saw an increase in the number of cases under supervision, driving the average agent workload up to roughly 1,063 points. As a result of the moderate increase, two additional agents were assigned during FY 1986.

Section B services the western portion of Baltimore City. It is comprised of the Mondawmin office located at 2000 Mondawmin Mall, Suite 305, and the Garrison office located at 3309-11 Garrison Boulevard. This section consists of 38 professional and 11 clerical employees.

The Mondawmin office is located in a shopping mall in the western section of the city. The immediate area contains a senior high school, a state college, small businesses and a large residential area. The client population is characterized by a wide mix of misdemeanors and felony offenders. The Garrison office is located in a high volume drug and alcohol area of northwest Baltimore.

. Section C services the northwest section of Baltimore. It is comprised of the Charles Street office located at 2104 North Charles Street; the Reisterstown Road office located at 3939 Reisterstown Road, Baltimore, Maryland 21215; and two units of the Guilford Avenue office located at 2100 Guilford Avenue, Baltimore, Maryland 21218. This section consists of 36 professional and 10 1/2 clerical employees.

The Charles Street office is located in a mixed residential and business area in a privately owned building. The Reisterstown Road office is located in a multi-purpose community center administered by the City of Baltimore in a predominantly residential area of northwest Baltimore. The Guilford Avenue office is housed in a state facility in a predominantly residential area of central Baltimore.

The population range in this area of supervision covers the lower socioeconomic to the upper middle class areas in central Baltimore. The offenses comprise a typical mix of misdemeanors and felonies.

During an average month, this section receives 297 new cases. The agents write an average 400 reports, including 94 requests for warrants, 84 requests for summonses and 21 requests for terminations/abatement per month. The workload over the past two fiscal years has remained fairly consistent.

. Section D services the northwestern portion of Baltimore City. It is comprised of the Mount Royal office located at One East Mount Royal Avenue, Baltimore, Maryland 21202. During the past two fiscal years, this section consisted of 38 professional and 11 clerical employees.

This office is located in the central part of the city which includes a number of institutions both cultural and educational in addition to various business enterprises. The client population ranges from those with drug and alcohol problems to those involving felony offenses. Numerous community resources are utilized as aides in the integration and rehabilitation process.

Agent staff in the Mount Royal office are participating in a pilot employment training program with the Department of Employment Security to enhance job referrals for our clients. Agents are referring clients to the Department of Employment Security after reviewing employment opportunities on a job bank microfiche. Caseloads are reviewed continuously for unemployed clients and attempts are made to match

the skills and experience of clients with available job opportunities. Referrals are then made by the agent to the Department of Employment Security for interview and possible job placement.

Section E services the eastern portion of Baltimore. It is comprised of the Dunbar office located at 1400 Orleans Street, Baltimore, Maryland 21231; the Fayette Street office, located at 217 East Fayette Street, Baltimore, Maryland 21202; and, the Eastern Avenue office located at 1534 Eastern Avenue, Baltimore, Maryland 21231. During the past two fiscal years, this section consisted of thirty-seven professional and ten clerical employees.

The Dunbar office is located in a Mayor's Station with access to a wide range of services provided through the facility. The Fayette Street office is located in the downtown business district near the courthouse. The Eastern Avenue office is located in the eastern section of the city within the boundary of historical Fells Point.

The case population served by these offices is one of ethnic multiplicity with the offenses ranging from misdemeanors to felonies. As one would expect in the center of the city, unemployment is rather high.

During Fiscal Year 1985, all deaf clients in Region II were consolidated into one caseload under a specially trained agent senior who had supervised 12 such clients at the end of this period.

Section F services the central and southern portions of Baltimore. It is comprised of the Guilford Avenue office located at 2100 Guilford Avenue, Baltimore, Maryland 21218. This is the largest office in the State of Maryland. This section consists of 45 professional and 10 clerical employees.

This section works out of the Guilford Avenue complex which also houses the region's Central Intake Unit and the Evaluation, Diagnostic and Referral Unit. There are also four other state agencies located in the complex. They are the Department of Personnel's Employees Development Division, the State Scholarship Board, the Division of Vocational Rehabilitation, and the Higher Education and Loan Division. The territory supervised by Section F is geographically the largest of the six supervision sections in Baltimore City. The area is identified as one of the highest populated (per square mile) with high crime, high unemployment and underemployment with all of the highrise public housing developments in the city.

## Criminal Investigation Services:

. Section H services the entire City of Baltimore, and it is responsible for providing criminal investigation and specialized case supervision services. The section is headquartered at 231 East Baltimore Street, Second Floor, Baltimore, Maryland 21202.

The Central Intake Unit and the Evaluation, Diagnosis and Referral Unit are located at 2100 Guilford Avenue. During Fiscal Year 1985, this section consisted of 24 1/2 professionals, 9 paraprofessionals, and 14 clerical employees.

Section H provides court liaison services to the other regions of the state for individuals tried in the circuit and district courts in Baltimore City but who reside outside the city in other jurisdictions. Close coordination and contact is maintained with the circuit and district court judges and clerks, Central Records Division of the Baltimore City Police Department, Maryland State Police, Criminal Records Central Repository and the Maryland Parole Commission. Because of the specialized programs administered, this section covers the entire city.

The Investigation Unit conducts various types of investigations on individuals who reside in Baltimore City. It provides investigation reports to the circuit and district courts, the Maryland Parole Commission, other state's parole and probation agencies, the Governor's office for executive clemency applicants and to other regions of the Division of Parole and Probation.

As a result of the enactment of Senate Bill 50, Chapter 494, Laws of Maryland, passed in the General Assembly in 1982, this unit completes victim impact statements in conjunction with pre-sentence investigations under certain circumstances. The unit also provides assistance to the Maryland Parole Commission when they conduct parole hearings at the Baltimore City Jail; and, as a special service to the commission, their decisions are delivered to inmates notifying them of their release on parole.

. Central Intake: Due to the size of Baltimore City, the number of field offices and the number of cases, Region II has a Central Intake Unit which is located at 2100 Guilford Avenue on the first floor.

The intake unit completes intakes on all cases emanating from the circuit and district courts of

Baltimore City that are placed under the supervision of this division. The unit also completes intakes on inmates released on parole or mandatory release who are supervised by the division and reside in Baltimore City; and, it assigns cases to supervising agents based on the client's postal zip code and the agent's workload.

The unit also provides information upon request to the judges and clerks of the circuit and district courts of Baltimore City, the Maryland Parole Commission, staff in field offices, and to social and criminal justice agencies throughout the state.

#### Special Field Support Services

- Preliminary Hearings: Inasmuch as the Maryland Reception, Diagnostic and Classification Center (MRDCC) is located in Baltimore City, Region II staff have the responsibility for conducting preliminary hearings for parole cases charged with violations originating in other regions but transferred to the MRDCC. The Field Supervisor II staff in Region II serve on a rotating basis, holding hearings twice weekly on Tuesdays and Fridays. During FY 1985, they held a total of 250 preliminary hearings and another 209 were conducted in FY 1986.
- Paycase Collection Services: The region administers a collection and accounting unit housed in the Office of Regional Operations, which has the responsibility for receiving monies towards payment of court ordered restitution, fines, costs, and attorney fees as well as disbursing these funds. The region administers a centralized collection and accounting unit that maintains the accounts for Region IV as well as Region II for cases opened prior to July 1, 1984.

Since July 1984, all new cases with fines, costs, and restitution have been entered into OBSCIS II, the agency's computerized electronic data processing system. Entering these cases into the information system now provides the field agent with the capability of accessing the system via terminals located in field offices and receiving immediate feedback as to the status of a client's account. The region's collection and accounting unit posts all monies in the system daily.

During Fiscal Year 1985, there were 8,650 accounts opened in the OBSCIS II system. A total of \$1,948,259.68 was collected and \$2,420,930.61 was disbursed.



During Fiscal Year 1986, there were 13,255 accounts opened in the OBSCIS II system. A total of \$339,448.95 was collected in the old system and \$936,203.23 was disbursed. In the new system, \$1,917,086.44 was collected and \$1,748,841.59 was disbursed.

. Community Resource Development: Region II has a very active and viable community resource development effort under way under the administration of a Community Resource Development Coordinator. One of the primary responsibilities of the coordinator is to identify existing resources in the community that can be used to address the needs of clients and to make such information available to the field agent staff. The position also coordinates training workshops for field staff regarding program eligibility and services.

. Citizen Volunteer Services: Another responsibility of the coordinator is the local administration of the agency's Citizen Volunteer Services Program. This program, which consists of two components, utilizes citizens to work in a close one-to-one helping relationship with those clients who need advocates to assist them in obtaining employment, guidance and community services. Citizen volunteers, through this program, also donate their time in facilitation of non-direct client services.

Annually, citizens volunteer their time in clerical support, tutoring, employment counseling, etc. In FY 1985, citizen volunteers gave the region 6,686 hours; and, during FY 1986, they contributed a total of 7,182.5 hours. Using the average hourly figure of \$7.67 (as recommended by the Governor's Volunteer Council), it is estimated that the region gained \$55,090 in volunteer services.

During Fiscal Year 1986, a total of 109 citizens participated as volunteers in Region II, representing a 12 percent increase over FY 1985.

. Training Coordination: To assist in the compliance of agency pre-service and in-service training requirements, the region utilizes a training coordinator. In addition to in-house training, the coordinator also provides reciprocal training to other agencies within the criminal justice system.

Approximately 32 training sessions were provided for Region II staff during Fiscal Year 1985. The FY 1985 training report indicated that the regional office staff received 277 hours of training for an average

of 55 hours per employee. Field supervisory staff acquired 1,078 hours for an average of 32 hours per employee. The agent staff gained 5,415 hours of training, which was an average of 26 hours of training per employee. The clerical staff of the region received 1,918 hours of training for an average of 21 hours per employee.

In Fiscal Year 1986, clerical staff received 2,491 1/4 hours of training, an increase of 531 3/4 hours. Of the 90 positions counted, 64 completed their required hours while 26 did not. Percentage-wise this breaks down to 71 percent and 29 percent respectively. Agent staff received 8,294 hours of training with 68 percent of the staff completing their hour requirement. Ninety-four percent of the supervisory and administrative staff received their required training hours.

. Special Offenders Clinic: This clinic, which has been in operation since May 1972 is an outpatient treatment program funded by the Division of Parole and Probation. It is intended to serve as a reasonable alternative to incarceration for offenders who require and have the potential to respond to specialized treatment. Its overall aim is to lower the recidivism rate for such offenders through close supervision combined with psycho-therapeutic intervention.

Studies have shown that the type of offenders for whom such an approach can be most effective are sex offenders and explosive assaultive offenders. For many of these individuals, incarceration is not necessary but probation supervision alone has not proven effective because of the psychological determinants of their behavior. However, with the exception of the Special Offenders Clinic, appropriate treatment resources for such offenders generally are not available. The clinic is discussed in more detail in another section of this report.

. Community Correction Program: An inter-agency agreement was reached in March, 1976, between the Division of Correction, the Maryland Parole Commission and the Division of Parole and Probation indicating that the Division of Parole and Probation would provide agents to be assigned to the various Community Adult Rehabilitation Centers (CARC) and Pre-Release Units in Baltimore City to provide certain services to inmates in these units, and to supervise these inmates in the community after they are released on parole and/or mandatory release. Region II has five agents assigned to the CARC and Pre-Release Units in Baltimore City.

The community corrections agents are housed at 231 East Baltimore Street, Second Floor, Baltimore, Maryland 21202, and are under Section H. Two agents provide service to the Greenmount Avenue Pre-Release Unit located at 926 Greenmount Avenue and Threshold (a small CARC facility) located at 1702 Saint Paul Street; one agent provides service to Dismas House West located at 105 South Mount Street; and, one agent provides services to the Pre-Release Unit for Women located at 4500 Park Heights Avenue, Baltimore, Maryland.

These agents usually supervise the inmates that are released on parole and/or mandatory release from their respective centers. They also supervise any probation cases that their clients may incur while on parole and/or mandatory release. Their caseloads are spread over the entire city.

- . Urinalysis: Through an agency contractual arrangement, the region utilizes a drug use detection program (urinalysis) to screen for detection of illegal drug usage. During Fiscal Year 1985, Region II expended \$12,746 for these services. For FY 1986, urinalysis expenditures totaled \$14,681.
- . Contractual Diagnostic Services: Under a technical service contract with Contractual Services, P.A., funds are made available for psychiatric and psychological evaluations on sexual and/or aggressive anti-social offenders referred to the division for pre-sentence investigation. During Fiscal Year 1985, 33 clients from Region II were evaluated by this service.
- . Evaluation, Diagnosis and Referral Unit (EDR): The primary purpose of this unit is the timely evaluation, diagnosis and treatment referral of all parolees and probationers who have a special condition related to drug or alcohol abuse problems. These clients are referred to as "high profile clients" because they already have a special condition for assessment or treatment. Such offenders are seen immediately following the intake process, and they are referred to a suitable treatment program (where possible) tailored to their needs.

The Alcohol Control Administration and the Drug Abuse Administration, in cooperation with the Division of Parole and Probation, established the first of several units of this type in Baltimore City during February 1983. Because of this cooperative effort, a high priority is placed on assuring that offenders are seen by treatment providers within three working days following the diagnosis and referral process.

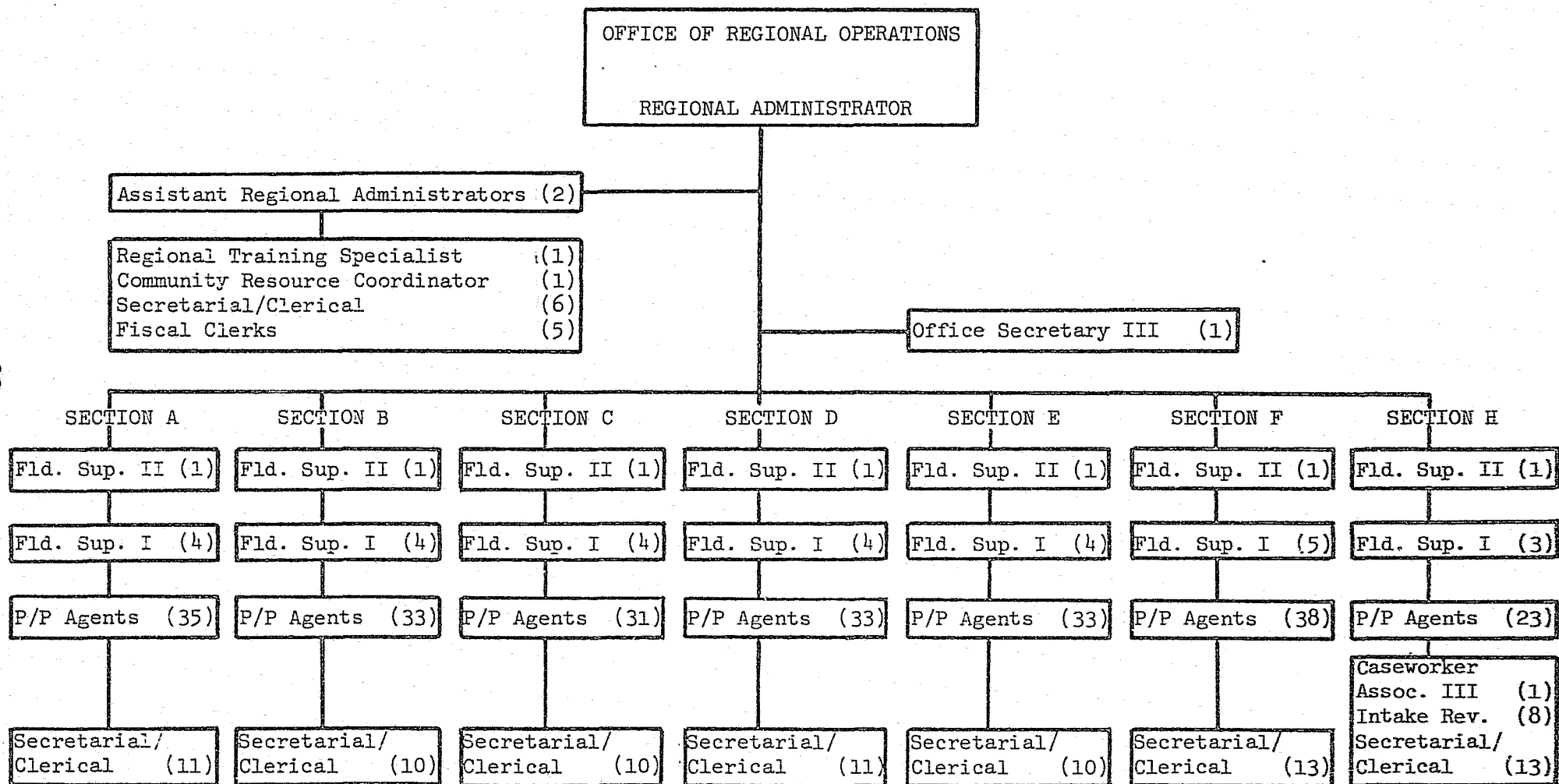
The unit is also responsible for evaluating and referring for treatment those parolees and probationers who have a substance abuse problem that was not identified prior to case supervision. The clients (low profile) are usually referred by their case supervision agents if a substance abuse problem is detected or suspected during the parole or probation period. If the client is detected as having a chemical abuse problem needing treatment, the agent usually requests the courts or parole authority to stipulate a special condition for such treatment.

During FY 1985, a total of 4,296 clients were provided with alcohol and drug screening services. During FY 1986, a total of 3,692 cases were screened.

The services of this unit are limited to criminal offenders who have a substance abuse problem. Driving While Intoxicated or Driving Under the Influence offenders are diverted to the agency's specialized sentencing alternative, the Drinking Driver Monitor Program, which is discussed in another section of this report.

REGION II

TABLE OF ORGANIZATION



### REGION III

This region covers a large geographical area which extends from the southern boundary of Pennsylvania to the northern Virginia border and lies between the Chesapeake Bay, the District of Columbia and several Western Maryland counties. The Office of Regional Operations is located in College Park, Maryland, and there are 12 field offices strategically located in Howard, Carroll, Prince George's, Anne Arundel, Charles, St. Mary's, and Calvert Counties.

Region III has a total of 241 professional and clerical employees consisting of the Regional Administrator, Assistant Regional Administrator, Regional Training Specialist, Community Resource Coordinator, 6 Field Supervisors II, 19 Field Supervisors I, 141 supervision and investigative Agents, 68 clerical support employees and 3 fiscal clerks. For direct service delivery and administrative and operational accountability, the seven counties which make up Region III are divided into six strategically located geographical sections. Each section is headed by a Field Supervisor II (section supervisor) having decentralized responsibility for supervising first-line field supervisors who plan, coordinate and oversee the work of field agent staff.

The staff of Region III is currently responsible for the supervision of approximately 19,021 parole, probation, and mandatory release cases which comprise close to 23 percent of the agency's total workload. The region provides probation services to 24 district court and 34 circuit court judges.

Region III has grown continually over the last 30 years in staff size from 14 agents supervising approximately 557 clients, to its current size of 115 agents who supervise roughly 19,021 clients, in addition to 26 agents who provide investigation services to the courts.

Although the region's client population has increased tremendously over the years, this growth in numbers still represents an over-all percentage decrease in the region's share of the agency total client population from 44 percent to 23 percent due to the overall growth in the agency's workload. This shift in Region III's share of the agency's total client population is reflective of the ever changing patterns of criminal activity in communities throughout the state.

The communities within the seven counties which make up Region III are extremely diverse in their character. The socioeconomic level of residents in these communities, as well as population trends, are quite diverse, ranging from some very sparsely populated rural areas in St. Mary's and Calvert Counties with many low income residents to urban areas in Howard County, a county which has been identified recently as the fastest growing county in the State of Maryland.

Of course, many existing communities fall between these two extremes in terms of their socioeconomic make-up, employment availability and population demographics. Based upon this diversity, one can easily understand why staff must be prepared to supervise clients with varying life styles and needs.

Case Management Services: In 1982, the division implemented a new approach to case management services. All aspects of the new system have been in place since January of 1982 with an emphasis on individualized case plans and the use of community resources. This new initiative has brought sharply into focus the very limited number of community resources available in many of the rural areas for client referral.

Region III provides supervision and investigation services to the Fourth, Fifth, Seventh and Tenth Districts of the Maryland District Court System as well as similar services to the Fifth and Seventh Circuits for the Maryland Circuit Court System.

Since the creation of the District Court System in Maryland in 1971, most probation cases are referred by the district courts. Approximately 50 percent of this region's caseload comes from the District Court System. The circuit courts, which generally handle the more serious offenses, refer roughly 40 percent of the region's total caseload. The remaining ten percent of the region's caseload, in the form of parolees, mandatory releases, or interstate compact cases, are referred by the Maryland Parole Commission or through the Interstate Compact.

Of this ten percent, approximately six percent are either parolees or mandatory releases and the other four percent are interstate compact cases. Comparatively speaking, this percentage is probably greater than the norm for the agency because of the very active interstate compact exchange between the District of Columbia and southern Prince George's County.

Overall, there has been a steady but gradual increase in the total caseload of the region over the years. A noticeable trend in recent years has been the rapid increase in caseload activity in many Howard County and Tri-County communities due to shifting populations. As a region, there was almost a two percent increase in the total number of cases supervised in FY '86 when compared with FY '85.

It is also noted that statistical projections indicate that driving while intoxicated (DWI) case intake is expected to increase significantly during FY '87.

Criminal Investigation Services: Region III has three major criminal investigation units, one each located in the Annapolis, Ellicott City, and Upper Marlboro field offices. There is also one investigation agent in the Prince Frederick office, one assigned to the Leonardtown office, and two assigned to the LaPlata office. There is a total complement of 26 investigation agents assigned to provide all investigation services for the region.

Through the cooperative efforts of all of its investigative agents, Region III has been very successful in providing timely services of quality to the courts, Parole Commission, Office of the Governor and to the agency.

During Fiscal Year 1985, Region III investigation units completed a total of 2,649 presentence investigations. This figure represents almost 40 percent of the total 6,624 investigations completed by the agency. Region III also completed 11 of the 58 Executive Clemencies conducted by this agency in FY '85. Although Region III completed a slightly greater number of presentence investigations (2,677) during FY 1986 than FY 1985, this number represented almost 39 percent of the agency's total, or a one percent decrease during FY '86. Nine of the fifty-five Executive Clemencies conducted by the agency during FY '86 were completed by Region III staff.

While Region III staff completed a variety of investigations totaling 5,854 and 6,239 respectively for FY 1985 and 1986, presentence investigations have always represented the largest investigation workload item for the region as well as for the agency. During both FY '85 and '86, 43 percent of this region's investigative workload was composed of presentence investigations.

#### Special Field Support Services

- Jail Work Release: Within the last several years, Region III transferred the administrative responsibility for part of the "Live In/Work Out Program" to the Carroll County government, leaving the region with responsibility for the administration of only the Howard County Jail Work Release Program.

In addition to the collection, control, and subsequent disbursement of inmate wages by regional staff, field agents are also responsible for the supervision of inmates assigned to the program. During FY '85 and '86, the region collected \$149,536.28 and \$109,494.33 respectively.

- Citizen Volunteers: In FY 1985, 45 volunteers contributed approximately \$51,427.35 in services, but during FY '86, 61 volunteers contributed \$41,701.14 in services. This reduction in services is



attributed to the fact that several of the veteran volunteers were not able, for various reasons, to provide the usual number of hours which they historically contributed. These volunteers regularly give of their services in 6 to 12 field offices in Region III. Among those volunteers are several who have provided years of continuous service ranging from a few hours to over 15 years by Mr. Marvin Redmond who recently was selected as one of several volunteers to be honored statewide as an outstanding volunteer during FY '86 by Governor Hughes. While the monetary value of voluntary service decreased by approximately \$9,726.21, or 18.9 percent, the number of volunteers increased from 45 to 61 for an increase of 35.6 percent during FY 1986. Our goal this fiscal year is to equal or surpass the service record of FY '85.

- Training: During FY 1985 and 1986, Region III staff acquired the following average number of training hours:

	FY '85	FY '86
Clerical and Fiscal Employees	25	38
Agents	43	48.5
Field Supervisors	44	51.5
Regional Management Staff	94.5	79

Also during FY '85, seven employees utilized \$1,135 in Tuition Reimbursement Funds and eight employees utilized \$1,888 in funds during FY '86. It is apparent that as staff become more familiar with the agency's tuition reimbursement program, the more the program is being utilized.

- Paycase Collections (FCR): This unit is currently maintaining a manual as well as an automated posting and disbursement system. All accounts in existence prior to July 2, 1984, are handled manually for purposes of posting and disbursing. However, all accounts opened since that date are posted and disbursed through the use of our OBSCIS II computerized system.

Regional staff are actively in the process of converting all remaining manual accounts onto our automated system. It is anticipated that this project will be completed during the first quarter of Fiscal Year 1987.

During FY 1985, this region collected a total of \$1,278,193.66 in fines, costs, and restitution. Likewise, in Fiscal Year 1986 \$1,259,744.07 in fines, costs, and restitution were collected.

Evaluation, Diagnosis, and Referral Unit (EDR):  
The Prince George's County EDR Unit is located at 5305 West Court Drive, Upper Marlboro, Maryland 20772. Due to its close proximity to the Upper Marlboro Courthouse, this location is readily accessible to most clients referred by the court.

The Prince George's County Evaluation, Diagnosis, and Referral Unit (EDR) is a direct response to one of the recommendations of Governor Harry Hughes' 1981 Task Force on "Addictions and the Criminal Justice System". The unit began operations in March, 1985 in Upper Marlboro, the seat of Prince George's County.

The unit is staffed and funded by three state agencies: Division of Parole and Probation (DPP), the Drug Abuse Administration (DAA), and the Alcohol Control Administration (ACA). The program is administered by the Division of Parole and Probation. Funding for daily operating costs is reimbursed to the division through a yearly budget transfer of funds from ACA and DAA. In addition to funding and staffing, the multi-agency cooperation includes joint access and sharing of criminal justice information and professional substance abuse treatment.

The unit's initial projected population was targeted for 500 clients. During FY 1985, more than 585 clients were processed through the unit. Fiscal Year 1986 saw that figure increase to 607.

An important service is prompt notification to the supervising agents of those clients who fail to keep their first scheduled treatment session. Vital information is now more accessible to the client's supervising agent and treatment counselors within the first few days of supervision. The result is immediate identification of those clients who may be at the highest risk to remain substance abusers.

The primary function of the unit is to interview, evaluate, diagnose, and refer all persons released from prison or placed on probation with a special condition for substance abuse treatment. An exception are those driving while intoxicated offenders who do not have a criminal record and are referred to the division's Drinking Driver Monitor Program. The clients are seen immediately after intake. Referral is made to an appropriate treatment clinic within one hour and the first treatment session begins within seventy-two hours.

This evaluation and referral service is also available to presentence investigation (PSI) agents, judges, and case supervision agents when substance abuse is suspected of undiagnosed clients.

EDR is presently staffed by a unit leader, an addictions counselor, and a part-time secretary.

Prince George's County Community Service Program:  
This program is often referred to by many as "Parks" due to the fact that during the initial developmental stages of this program most clients were assigned to complete their community services requirements at the Bureau of Parks.

This program is unique to this agency since it is the only program of this type for which the division has provided one full time professional and one full time clerical employee to administer the program. This program was originally housed in the Civil Court in Upper Marlboro. However, during April, 1984, the staff was relocated to the Beltsville field office where it is currently in operation.

Established in June, 1974, the Prince George's County Volunteer Work Program administered by the Division of Parole and Probation is one of the oldest continually operating programs in Maryland. The majority of the cases referred to the Volunteer Work Program are from district court.

The criteria for participating in the program are broad with the limitation that chronic offenders, violent offenders, and persons charged with felonies are excluded. Volunteer service is assigned on the basis of a given number of days which are designated by the judge hearing the case. Offenders volunteer for the program in lieu of incarceration, paying a fine, or as a special condition to their probation. The program is used extensively for motor vehicle offenders and lesser criminal offenses such as shoplifting, petty theft, possession of marijuana, false pretense, assault, etc.

The program was originally designed for first offenders although there are defendants who have been through the program two or three times before. The repeat offenders are primarily motor vehicle law violations.

Approximately 100 offenders are referred to the Prince George's County Community Services Program each month with nearly the same number completing the program during that same period. During FY 1985 and 1986 respectively, 609 and 1136 offenders were assigned to various agencies for volunteer work assignments. Also during that same period, participants completed a total of 54,296 hours (FY '85) and 41,672 hours (FY '86) at a monetary value of \$181,891.60 and \$139,601.20 respectively.

- . D.C./Metro Area Meeting: Based upon their close proximity and issues of mutual concern, representatives from parole and probation agencies in Washington, D.C. and northern Virginia as well as selected management staff from the "Tri-County," Prince George's, and Montgomery Counties meet on a semi-annual basis in one of the jurisdictions for the purpose of improving interagency communication and cooperation. These meetings, which have been held for many years, are designed to improve the division's ability to identify and respond to interstate case supervision issues and problems which are so common to this area because of the frequent movement of clients back and forth through these jurisdictions.

The agency's Parole and Compact Services Unit has played an integral role in the resolution of many of the problems which are common to Prince George's and surrounding Maryland counties.

- . Special Grant for Deaf: In October, 1978, Stephen P. Fix, the regional resource development coordinator, took the initiative to place the first hearing impaired volunteer in the agency's history in one of our field offices to generally assist a field agent. He was successful in placing Jeffrey I. Saloshin, a student from Gallaudet Liberal Arts College for the Deaf in D.C. (who is now deceased), in our Suitland office.

In appreciation for Mr. Fix's efforts, Jeffrey's mother, Ms. Sylvia Kleiman, saw fit to donate funds through Mr. Fix which enabled him to purchase the services of a sign language instructor. This instructor recently provided a ten-week (once a week) in-service training course at the regional office. This course was opened agency-wide to staff. Approximately 15 employees completed this program which received wide approval.

Also, through an additional grant which is being provided by Ms. Kleiman in memory of her son, the agency is currently in the process of purchasing TTY (teletypewriter) equipment which will be used by the region to help better serve our deaf client population.

- . Achievement Scholarship Program (ASP): This program, founded in 1973 and funded solely by private contributions from individuals, foundations, and businesses, was created to provide scholarships for ex-offenders in the D.C., Prince George's County, northern Virginia area to help them move back into the community as productive citizens and to offer them an alternative to prison through education. Participants must attend an accredited vocational school, junior college, or four year college.

Since the creation of this program, Prince George's County has continuously referred qualified ex-offenders to the ASP. Many of our clients have successfully completed the program, others are currently participating, and still others have been referred and are awaiting a decision regarding their acceptance.

This program is administered by Helene C. Monberg, 123 Sixth Street, S.E., Washington, D.C. 20020.

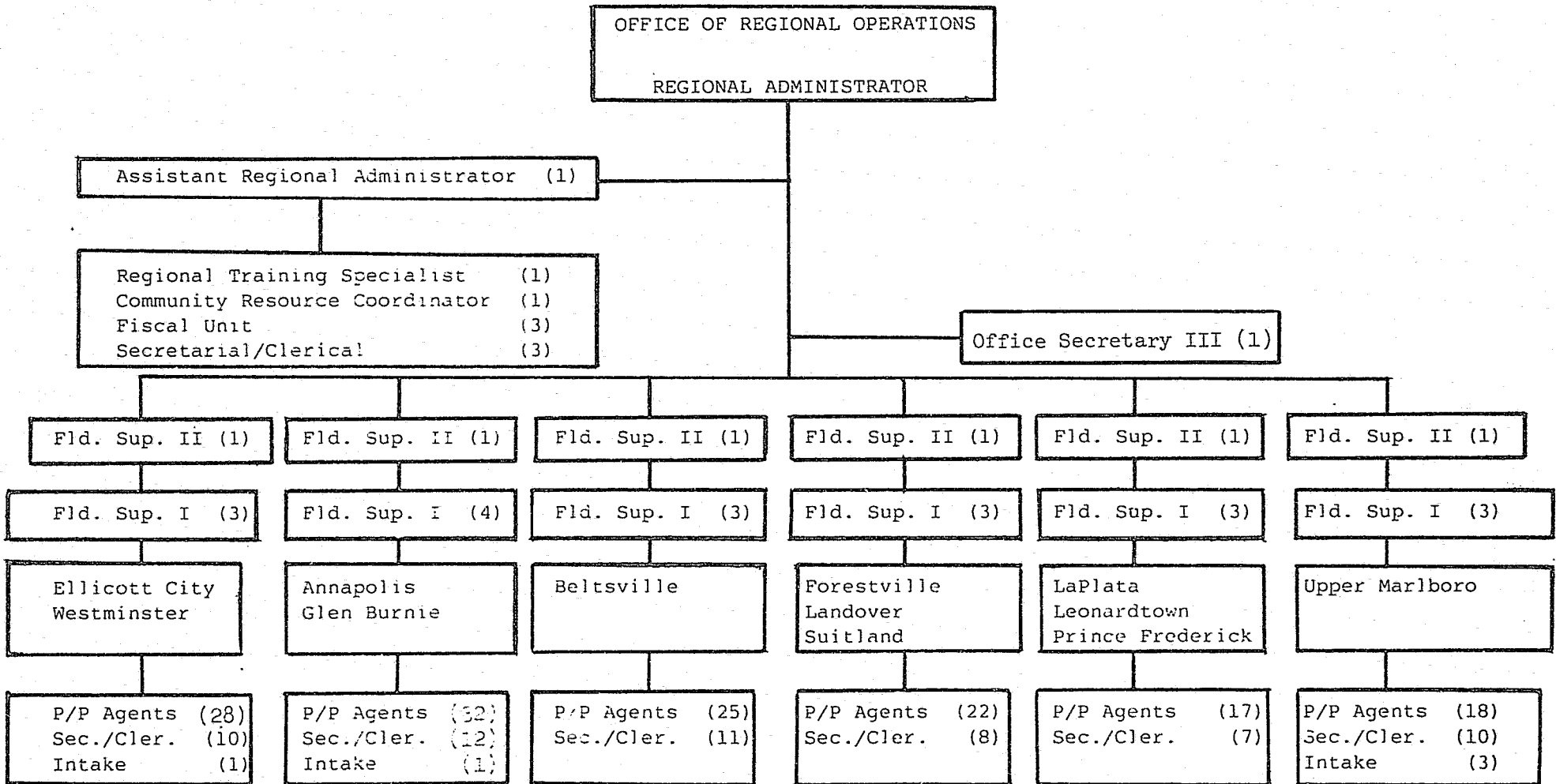
. Criminal Justice Fellowship Project: This pilot project for youthful offenders is designed to assist offenders in paying their court-ordered restitution obligations. The intent of the project is to encourage businesses to provide short-term employment for youthful offenders for the primary purpose of providing funds for the payment of restitution.

This project is administered by a private agency and is already operational in several states. The division has assigned a task force, at the request of the Director, to study the feasibility of implementing this type project in Anne Arundel and Prince George's Counties.

. Prince George's County DWI Facility: This facility, located at 134300 Dille Drive in Upper Marlboro, Maryland, has been in operation since August, 1985. This is a 7, 14 or 21-day residential facility for both male and female DWI offenders which houses approximately 60 patients. The cost of treatment (\$237 per week) is paid by the residents. Parole and Probation staff provide supervision ranging from eighteen months to five years for many of these individuals after their release from the facility.

REGION III

TABLE OF ORGANIZATION



## REGION IV

This region covers a large geographical area which encompasses a blend of urban, suburban and rural counties reaching from Harford County on the east to Allegany and Garrett Counties on the western border. The Office of Regional Operations is located in Frederick County and administers the activities of the field offices located in Garrett, Allegany, Washington, Frederick, Montgomery, Harford and Baltimore Counties. Region IV shares common borders with the District of Columbia, Virginia, West Virginia, and Pennsylvania which generates a high volume of interstate work.

Region IV serves three judicial circuits: Circuit Three (Harford and Baltimore Counties); Circuit Four (Washington, Allegany and Garrett Counties); and Circuit Six (Frederick and Montgomery Counties). Region IV also serves the district courts located in each of the aforementioned counties. The breakdown of the judges per county is as follows:

	Circuit	District
Baltimore	13	12
Harford	4	3
Washington	2	2
Allegany	2	2
Garrett	1	1
Frederick	3	2
Montgomery	13	10

The Region IV staff numbers 231, which includes professional and clerical personnel. Management decisions that affect the entire region are made by Regional Management Council during the course of regularly scheduled monthly staff meetings or specially called meetings.

As of June 30, 1985, Region IV had 24 percent of the division's workload; and, as of June 30, 1986, Region IV had 23 percent of the division's workload, representing a 1 percent decrease. As of June 30, 1985, Region IV had 13.6 percent of all parole cases under the supervision of the division. As of June 30, 1986, the percentage had dropped to 13.3 percent of the agency's total parole cases, representing no significant change.

For the fiscal year ending June 30, 1985, Region IV conducted 30 percent of the presentence investigations completed by the division; and, for the fiscal year ending June 30, 1986, approximately 34.8 percent of the presentence investigations completed by the division were conducted by Region IV. This represents an increase of approximately four percent.

Region IV conducted 34.8 percent of the executive clemency investigations completed by the division for the fiscal year ending June 30, 1985, and the proportion increased by roughly 1 percent for the same period ending June 30, 1986, to 33.9 percent.

Case Management Services: The staff is situated in several conveniently located offices around the region.

In Western Maryland the field offices are located in each of the county seats which are Oakland, Cumberland, Hagerstown, and Frederick.

In Montgomery County the field offices are located in Gaithersburg, Rockville and Silver Spring.

In Baltimore County the field offices are located in the Essex-Rosedale Multi-Service Center, the Arbutus/Catonsville Multi-Service Center and in the city of Dundalk.

In Harford County the field office is located in the city of Bel Air in the District Court and Multi-Service Center.

In Region IV the client population is as diverse as in the geographical area. In Western Maryland (Garrett, Allegany, Washington, and Frederick Counties) we find large sparsely populated land areas and heavy equipment. Many clients have arrests related to the consumption of alcoholic beverages. In Montgomery County there has been considerable growth in terms of population and construction of roads and buildings. This is an affluent area where a significant number of clients are under supervision due to so called "white collar" crimes. There is also a large number of DWI arrests in Montgomery County, but caseloads have remained fairly constant probably due to the implementation of the Drinking Driver Monitor Program.

In Baltimore County we find a range of socio-economic conditions from densely populated blue collar areas such as Dundalk and Landsdowne with heavy unemployment to the more affluent areas such as White Marsh, Towson, Hunt Valley, and Owings Mills. These more affluent areas are expanding in terms of population, housing, and business growth. A large portion of the cases assigned in the Baltimore County offices have an identified substance abuse problem.

Harford County is a rapidly expanding county which is changing from rural farm lands to large communities with heavy business and industrial growth. The offenses of these clients run the gamut from misdemeanors to felonies without any distinguishing characteristics.

The clients are supervised by a staff of 109 supervision agents under the guidance and direction of 5 Field Supervisors II and 18 Field Supervisors I. The professional staff is supported by 48 secretarial/clerical employees, and there are 3 intake reviewers.

In order to help meet the needs of the clients, we have the internal resource of an EDR Unit which is operational in Baltimore County and one is scheduled to start up in the near future in Montgomery County. It is also to be noted that the



Drinking Driver Monitor Program is operational in every county in Region IV.

The agents are able to refer clients to a number of community organizations that deal with the problems of alcohol and drug abuse. There are also resources to deal with mental health problems. Some of those external resources are TASC, the Alternative Sentencing Program, the health department, Metro Alcohol Awareness, and Second Genesis. For a complete listing of resources we can refer to the Directory of Treatment Resources published by the Department of Health and Mental Hygiene. Our community resource coordinator has significant input into the defining of resources within Region IV.

Criminal Investigation Services: A full range of investigation services are offered in Region IV. It is interesting to note that Region IV in conjunction with Region III completed approximately two-thirds of the presentence investigations statewide.

- . Western Maryland: The circuit courts in the four most western counties have made comments in open court regarding the high quality of the presentence reports submitted by the assigned investigators, and it is this type of recognition through which agents have gained high respect and are truly recognized as "Officers of the Court." The district court in Frederick County has especially requested that the division conduct the alcohol evaluation as the health department had a long waiting list and was unable to comply with such requests by the court in a timely manner. Therefore, the investigators in Frederick County received special training and became proficient in administering the M.A.S.T., a test which is designed to determine the seriousness of alcohol influence on a defendant before the court. The alcohol evaluation reports are detailed and show the expertise developed by the investigators. Two of the investigation agents have gained the qualifications for addictions counselor and will be certified in the near future.

In Western Maryland, there are two and one-half investigation agents assigned to Frederick County, one and one-half assigned to Washington County, one to Allegany County and one-half to Garrett County. From time to time these positions are shifted around according to need.

- . Montgomery County: The investigation unit is located in the GBS Building in Rockville, Maryland, in the block adjacent to the Montgomery County Courthouse. This unit is composed of one Field Supervisor I with eight investigative agents and a clerical staff of four.

This office provides presentence investigations and record checks when requested for 13 circuit court

judges and 10 district court judges as well as the out of county requests and interstate work. These reports are popular as demonstrated by the number of requests made and comments to the Field Supervisor I and Field Supervisor II of this unit. This unit coordinates the eligibility list for pre-parole reports and parole hearings at the Montgomery County Detention Center and the Montgomery County Pre-Release Center. One investigator also attends the parole hearings at the Montgomery County Detention Center.

- . Baltimore County: The investigation unit is composed of one Field Supervisor I, five investigative agents and a clerical staff of three. It is located at the Bosley Avenue office and services the circuit and district courts of Baltimore County. The Parole Commission is also served by the unit through investigative and related parole functions.

#### Special Field Support Services

- . Montgomery County Pre-Release Center: The Montgomery County Pre-Release Center, opened in 1972, is part of the Montgomery County Government, Department of Correction and Rehabilitation. The Pre-Release Center helps direct the focus of correctional efforts from temporary imprisonment to a carefully devised combination of control and treatment by offering and administering such services to inmates and releasees as employment counseling, social problem solving counseling, vocational training, drug and alcohol monitoring and treatment, etc.

Two senior agents are assigned to supervise clients released on parole or probation from the Pre-Release Center. These agents participate in the assessment and treatment phase of inmates prior to their release, coordinate monthly parole hearings, coordinate releases, and assume supervision of inmates when they are released. Even after release from the Pre-Release Center, support services are still available to the supervision agents to monitor alcohol and drug usage by clients, and with employment or re-employment of clients, etc. These specialized caseloads under the supervision of the Division of Parole and Probation service the County Pre-Release Center by reintegrating the parolee back into the community.

- . Work Release: The Frederick office of the Division of Parole and Probation has administrative responsibility for the Work Release Program in Frederick County, dating back to July, 1975. One agent senior is assigned as the work release coordinator. During FY '85 Frederick County closed

the old county jail and opened the new Frederick County Adult Detention Center. The new detention center has bed space for 20 male inmates in the cell blocks designated as the work release unit as compared to 16 in the old jail. There is no limit to the number of female inmates who can participate.

The Frederick County circuit and district courts rely heavily on work release as a sentencing option. District court frequently sentences motor vehicle repeat offenders, especially repeat DWI/DUI offenders, to work release. Circuit court sentences younger offenders, who require incarceration due to the serious nature of their offenses, and domestic offenders. The result of this heavy use of the work release program is that there is a waiting list for bed space in the male work release unit. There are inmates waiting for bed space and a number of offenders with commitments which require them to report to the detention center when there is a space available for them in the work release unit. The maintenance of the "waiting list" is a duty which is required of the work release coordinator in addition to the other duties of this position which include: review of the work release contract with the inmate; collection of the inmates paycheck and delivery to the Region IV office for disbursement; monitoring of the work release inmate's work hours; requesting disciplinary hearings for work release inmates who violate the conditions of work release; and answering inquiries from inmates, family members, employers, attorneys, the courts, and the public regarding the program. The work release inmates' cases are treated like other supervision cases and are categorized according to the agency's case classification scheme.

The Hagerstown office administers a Work Release (WR) Program for the Washington County Detention Center. One agent is assigned part time to this function. The local courts may order work release; and if they do, no screening of that inmate is done. If the court recommends work release, Sheriff's Department personnel do the necessary screening. The majority of time in the program is spent outside the jail making field contacts on those inmates employed within the county and with matters pertaining to the collection of jail expense, fines, costs, and restitution, and court ordered fees. The detention center has set a limit of 12 inmates in the program at any one time, and the Sheriff's Department personnel maintain a waiting list as appropriate. Detention center personnel handle inmate sign in and sign out functions, and a jail classification counselor works closely with the agent in the Hagerstown office.

Work release activities in Garrett County during FY 1985 consisted mostly of court ordered referrals from both circuit and district courts. At that time, the

Division of Parole and Probation handled WR on all local and DOC prisoners who were serving their sentences in the Garrett County Jail. Proposed work release plans were referred to the Oakland office for verification and suitability before court orders to initiate WR were signed by the respective judges. The prime reason for work release being considered by the courts were the judicial concerns about individuals maintaining their jobs during short periods of incarceration in the hope that they would complete a smooth transition back into the community upon their release.

The Cumberland office became involved when work release was authorized by both the circuit and district courts and depended on the Division of Parole and Probation's approval on all county and DOC inmates. On inmates housed in the Allegany County jail, proposed job plans are investigated and recommendations are made back to the courts. On incarceration over 30 days, the judges ask the Cumberland office to open active work release cases. A contract is signed by the inmate agreeing to certain conditions including regular hours (at least 35 per week at minimum wage), no unauthorized stops and no alcohol or drugs. Violations result in removal from the program. These cases are supervised as medium cases with one or more unscheduled on-site verifications each month. The inmates' salaries are submitted to the Division of Parole and Probation for disbursement according to a mutually determined schedule including \$5.00 jail expense paid to the county for participation in the program. Inmates participating in the programs are incarcerated for many types of offenses, such as: sexual offenses, DWI, Controlled Dangerous Substance, etc. The court wants eligible participants to keep their jobs to help ensure that recidivism is minimized, and the families of the inmates are not punished because of the lack of income.

Contractual Diagnostic Services: In Region IV this service is utilized in Western Maryland and Montgomery County. In Baltimore County evaluative services are provided by the court psychiatrist. Although this service has been available to the Western Maryland offices for several years, an important logistical change occurred in FY 1985 that proved beneficial for the agent staff and referred clients. Prior to this change, clients from the Western Maryland offices had to report to the Rockville field office for evaluation. However, they now can be seen for evaluation in the Frederick field office. During Fiscal Year 1985, Contractual Services, P.A. completed 39 evaluations for offices in Western Maryland and 26 for the Montgomery County Investigation Unit for a regional total of 65 evaluations.

REGION IV

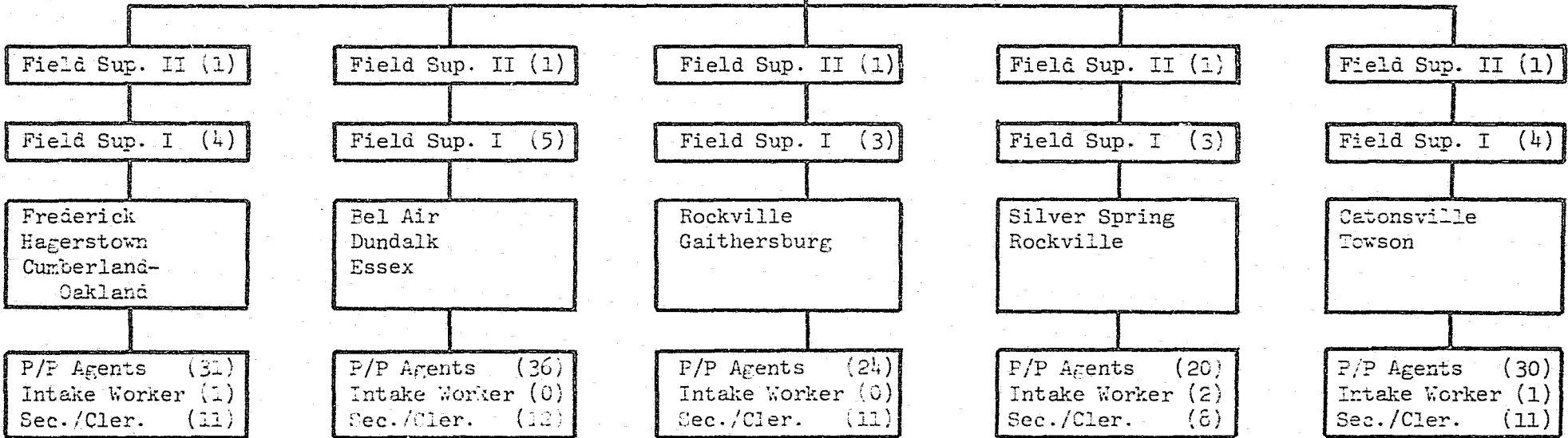
TABLE OF ORGANIZATION

OFFICE OF REGIONAL OPERATIONS  
REGIONAL ADMINISTRATOR

Assistant Regional Administrator (1)

Regional Training Coordinator (1)  
Regional Comm. Resource Coordinator (1)  
Office Secretaries (2)  
Fiscal Clerks (2)

Office Secretary II (1)



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B. The Drinking Driver Monitor Program

The Division of Parole and Probation's Drinking Driver Monitor Program (DDMP) is an essential element of Maryland's Comprehensive Drinking Driver Program, which is a strategy initiated by the Governor's Task Force on the Drinking Driver "to get the drunk driver off the road by taking the drink out of the driver."

The state's comprehensive program brings together the Alcoholism Control Administration (ACA) of the Department of Health and Mental Hygiene, the Division of Parole and Probation (P&P) of the Department of Public Safety and Correctional Services and the Motor Vehicle Administration (MVA) of the Department of Transportation in an effort "to more effectively deal with the problems associated with drivers who operate motor vehicles either while intoxicated or while their abilities are impaired by alcohol." The program is designed to maximize treatment of the drinking driver offender, pursuant to Article 27, Section 639, of the Annotated Code of Maryland.

In accordance with the provisions of Section 639, the three aforementioned agencies have assumed the following responsibilities to ensure the most effective use of resources and to minimize the duplication of activities and services whenever the court requires a drinking driver offender to participate in an alcohol treatment or education program as a condition of probation.

1. Programmatic Concept and Goals: The Drinking Driver Monitor Program has responsibility for one of the five components of the state's comprehensive approach to the DWI problem. The comprehensive strategy utilizes a multi-phased strategy involving:

- Offender Apprehension
- Assessments
- Motivation
- Treatment/Education
- Monitoring/Reporting

Under this concept, law enforcement authorities have the responsibility for offender "apprehension"; the Alcohol Control Administration for funding and coordinating the assessment and treatment components; the circuit and district courts for "motivation" through court imposed special conditions for treatment or education (the Motor Vehicle Administration provides the mandatory "education" programming); and, the Division of Parole and Probation's Drinking Driver Monitor Program provides offender "monitoring and reporting" in compliance with court ordered treatment or education.

Given this comprehensive statewide strategy, the agency's Drinking Driver Monitor Program is designed to:

- . provide strict monitoring of drunk driver offender compliance with alcohol treatment/education special conditions of the courts and motor vehicle licensing authority directives;
  - . report to the courts any violations of the conditions of specialized probation; report to the licensing authority any non-compliance with administrative directives.
2. Program Structure: The program is under the management of a Program Administrator who reports to the Assistant Director for Field Operations. The administrative office for the DDMP is housed at division headquarters to maximize the use of existing technical, administrative and support staff.

The Drinking Driver Monitor Program is organized into 12 districts geographically designated to coincide with each of the District Courts of Maryland (11 districts were operational as of June 30, 1986). A chief monitor is assigned to each district office for staff supervision and coordination of local monitor program functions with related agencies and services. Each district is currently assigned one clerical position, and monitor staff is allocated based upon a caseload ratio of 240 clients to each monitor.

During FY 1986, a total of 94 positions were budgeted to provide statewide drunk driver monitoring services. These positions include 1 Program Administrator, 1 Assistant Program Administrator, 12 chief monitors, 66 monitors and 14 secretarial employees. Based upon past experiences, each monitor has been able to handle a caseload ratio of up to 240 offenders.

- . Workload Projections: At the end of Fiscal Year 1985, there were 12,981 cases under monitoring services which was more than twice the number of cases in the program at the end of FY 1984 (5,918 cases). The standing caseload ballooned to 17,606 cases by the end of Fiscal Year 1986. Since the program will be operational in all 12 districts of the district courts by the end of the first quarter of FY 1987, it is projected that the standing population will top approximately 20,340 cases by the end of June 1987. This anticipated growth can also be attributed to the significant increase in the use of probation as a sentencing sanction by the courts as well as the growth in the program's credibility with the judiciary.

- . Automated Information System: In conjunction with the Department of Public Safety and Correctional Services' Data Center, the agency is developing an automated information system in support of the Drinking Driver Monitor Program. The information system is expected to become operational during FY 1987. This information system will provide statistical reporting, store case history data, facilitate record checks and allow for long-term tracking of driving while intoxicated (DWI) offenders referred to the program.
- . DWI/DUI Profile: Since all DDMP records are currently maintained manually, it is difficult to gather a great deal of information on the profile of clients in the program. However, it is known that the majority of DWI/DUI offenders tend to be male and employed. A past survey of 1,000 cases revealed that approximately 25 percent of the program's population were under 25 years old. It is also known that most of the clients have been assessed as problem drinkers or as alcoholics. Recent surveys indicate that roughly 30 percent or more of the DWI population may be dual addicted.

DDMP JURISDICTIONS, STAFF AND CASELOADS

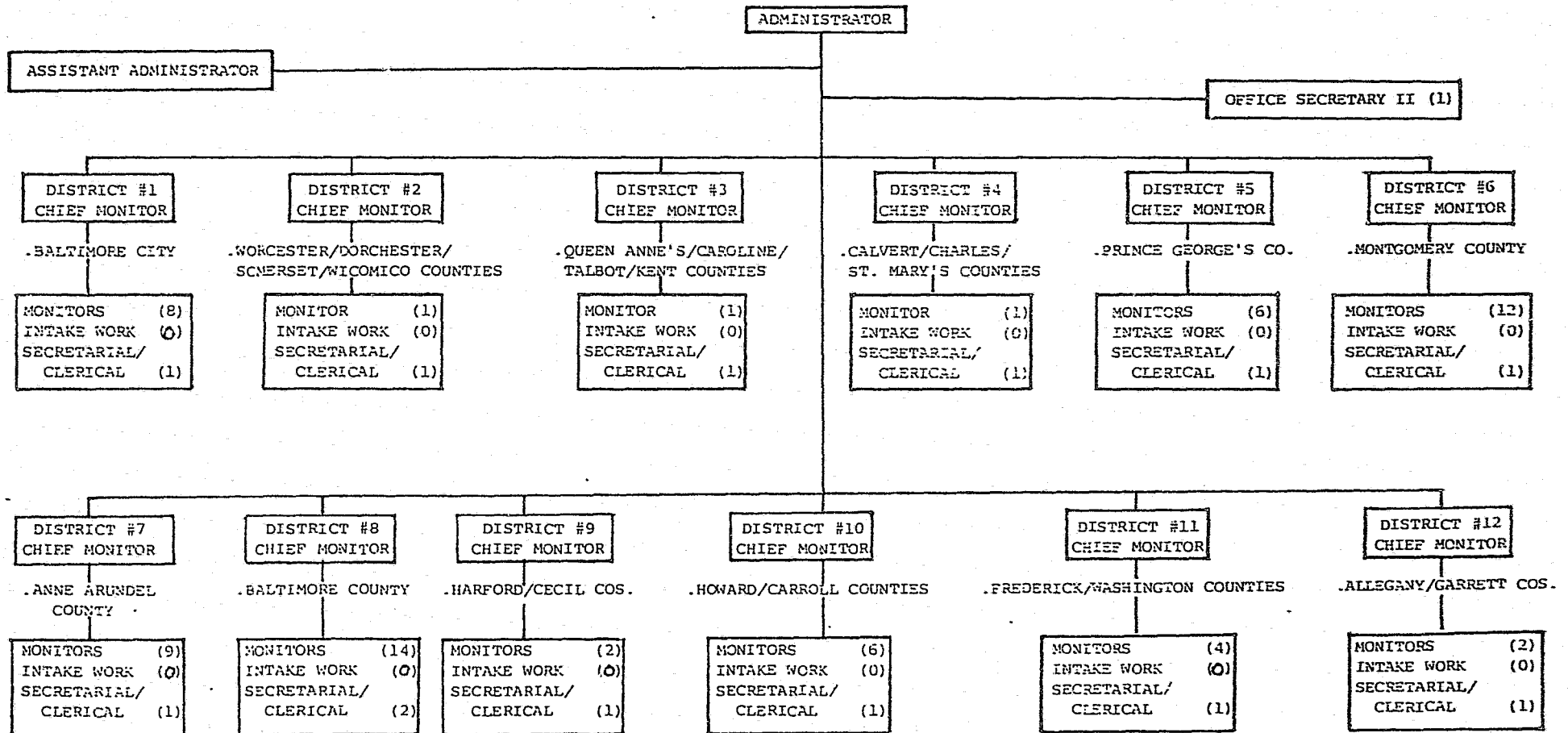
JUNE 30, 1986

Jurisdiction	Monitors	Cases
District 1 - Baltimore City	8	2027
District 2 - Lower Shore	1	132
District 3 - Upper Shore	1	224
District 4 - Tri-County	1	0
District 5 - Prince George's County	6	2214
District 6 - Montgomery County	12	2638
District 7 - Anne Arundel County	9	2641
District 8 - Baltimore County	14	3874
District 9 - Harford and Cecil Counties	2	442
District 10- Howard and Carroll Counties	6	1653
District 11- Frederick and Washington Counties	4	1263
District 12- Allegany and Garrett Counties	2	498
TOTALS	66	17606



# DRINKING DRIVER MONITOR PROGRAM

## TABLE OF ORGANIZATION



C. The Pretrial Release Services Program

The Pretrial Release Services Program of the Division of Parole and Probation has its antecedents in the attempt to reform the bail system. The focus of the early bail reform efforts was based upon the premise that social background and community integration factors were better predictors of appearance for trial than financial criteria. The institutionalization of this focus was the Bail Reform Act of 1965. This legislation was designed to impact on those defendants who were financially indigent. The effort has evolved, however, into far broader consequences for the criminal justice system. In addition to enhancing the quality of justice, there have been two primary outcomes which have substantially altered pretrial release practices:

- . The notion of equity of defendants before the court has led to the adoption of an entire set of intervention strategies. At first, the court dealt with the more striking; mental health treatment and substance abuse treatment (including alcohol). Later, numerous other resource delivery systems were added which allowed the court to shift focus to developing the stability of the defendant instead of passively predicting it.
- . The inclusion of a gradation of restrictive conditions which enabled the courts to safely increase risk taking. Monitoring and supervision components, applied under "least restrictive" tests, gave the courts tools that were historically unavailable.

Baltimore City was among the first jurisdictions in the country to experiment with bail system reform. The Baltimore Bail Project was implemented on a pilot basis under the auspices of the State's Attorney's Office of Baltimore City on March 5, 1966. Utilizing the interview format and point system developed by the Vera Institute, it was closely modelled on the accomplishments of the Georgetown University Law Center which had been chiefly responsible for the development and implementation of the D.C. Bail Project (now known as the District of Columbia Pretrial Services Agency).

The experiment in Baltimore exceeded anticipated performance outcomes and gave way to the creation of a court agency which was authorized by enactment of a City Ordinance placing it under the administration of the former Supreme Bench of Baltimore. The implementation of the Pretrial Release Agency was effective July 1, 1968. The agency was statutorily transferred to the Office of the Clerk of the Court for Baltimore City on January 1, 1983. On July 1, 1985, by statutory enactment by the Maryland General Assembly, it became the Pretrial Release Services Program of the Division of Parole and Probation of the Department of Public Safety and Correctional Services.

The early experiment has paved the way for a more sophisticated program which now provides a pretrial investigative service for court commissioners, judges at both the district and circuit court levels, and other components of the criminal justice system in Baltimore City.

1. Programmatic Goals: There are presently five primary goals of the program:

- . to investigate and provide to the courts in Baltimore City verified information on each defendant's stability in the community, and to recommend to the court in writing either pretrial release or detention;
- . to coordinate an intensive assessment of a defendant's physical, social or psychological status when stipulated as a condition of release;
- . to refer defendants to appropriate service delivery providers as authorized by order of the court;
- . to monitor the progress of defendants released on personal recognizance, conditional recognizance or conditional bail during the period of their pretrial release or until further order of the court; and
- . to provide status reports on pretrial releasees when ordered by the court for use in the determination of sentence.

2. Programmatic Structure: The Pretrial Release Services Program is currently divided into four functional sections: Administration, Investigative Services, Support Services, and Case Management Services.

- . Administration: The program's administrator is responsible for the overall administration and management of pretrial service delivery to the circuit and district courts in Baltimore City. The program administrator is under the supervision of the Assistant Director for Field Operations for the Division of Parole and Probation. An Assistant Program Administrator and secretarial support personnel provide administrative support to the program's administrator.
- . Investigative Services: The Program Investigative Services Section consists of five units.

Field Unit: The Field Investigative Services is the largest section and is staffed by 3 shift supervisors and 41 investigators assigned to the 9 branches of the district court throughout Baltimore City.

Within the parameters of MRP 4-216, program investigative staff gather information on each defendant formally charged and brought before the district court and/or circuit court for Baltimore City. The defendant is interviewed and the information investigated for presentation at the initial bail hearing and, if necessary, a bail review hearing (and any subsequent number of re-reviews). A recommendation is presented to the judicial officer based upon an assessment of the individual's stability in the community. There are a range of "risk factors" which have evolved over time which assist in formulating the recommendation to the court. These include such characteristics as: personal identifiers, residential history, socio-economic status variables, nature and history of income, education history, military history, health care history (including mental health and substance abuse), criminal justice system contact, criminal history, and sources of contact in the community.

A positive and negative objective point scale will derive a numerical risk ranking for the defendant. The numerical ranking is considered one element in the final pretrial release recommendation decision. The recommendation is provided to the court in written and oral form. This enables the investigator to utilize "skills of persuasion" in effecting the final decision outcome which is vested by law in the court commissioner and judge.

Pressures from various external sources, including jail overcrowding, massive increases in case volume, increases in jury trials, et al, have led to the necessity of considering alternatives to traditional trials processing approaches. Health care needs which were previously barriers to pretrial release have given way to court orders for pretrial treatment. Community resources are developed for targeted criminal justice system populations so that they might be referred to appropriate delivery system networks. These include human services resources, residential and third party custodial care, domestic violence and psychiatric treatment facilities, and other appropriate service delivery systems. Experience has now taught that these stability enhancing features balance the equilibrium between the needs of the individual facing court adjudication while at the same time maximizing public safety. A recent spin off of this development is the use of pretrial diversion from prosecution, as well as presentence diversion alternatives.

Judicial Alternatives Unit: The Judicial Alternative Unit consists of an investigator who screens defendants charged with a crime in Baltimore City and referred by the court to see if any pretrial

alternatives to incarceration are available to the defendant. This unit operates closely with the state's attorney, public defender and judges to provide an individual an alternative to incarceration plan. The alternative to incarceration plan consists of, but is not limited to, the assessment of defendant's needs and referral to the appropriate treatment facility.

Felony Arraignment and Juvenile Court Unit: The Felony Arraignment and Juvenile Court Unit is manned by two court officers. They receive work through Writs of Habeas Corpus and bail reduction petitions, juvenile court waivers, and the preparation of felony arraignment court dockets for re-reviews of circuit court bails. On each case they render an impartial recommendation to the judge for a bail decision prior to the case being tried at the appropriate jurisdiction.

Case Control Unit: The Case Control Unit is staffed by one investigator who is responsible for locating defendants who have failed to appear for their court appearance. This unit works closely with the Fugitive Unit of the Baltimore City Police Department for serving of warrants on defendants when they are located.

When the warrant is served and circumstances lean toward a valid reason for failing to appear, the investigator may intercede for the defendant to have the warrant quashed.

This investigator also assists defendants when circumstances (i.e., an address change may be in-transit or the rearrest of a defendant resulting in his/her current incarceration prior to trial) occur to prevent a failing to appear charge being placed against a defendant on the court date. In these cases, the investigator will notify the court of location and a postponement will be granted.

Jail Unit: The Jail Unit Coordinator conducts an in-house pretrial review on the bails of all defendants who were unable to post bail and subsequently are incarcerated in Baltimore City Jail pending trial. Once the coordinator is able to make a determination as to a possible release or bail reduction, he then appears in court and presents his recommendation to a judge. The coordinator is this program's liaison to the Baltimore City Jail and attends regular weekly meetings which are designed to monitor the jail population.

Basically, the above defined units conduct interviews and investigations and appear in court as to matters pertaining to bail in much the same manner as provided in the narrative governing the Investigative

Services Field Unit. Although similar, these specialized units provide services beyond those required of the field investigative unit. Staffed by more experienced personnel, they assist in the docketing of bail hearings (Habeas Corpus, bail reductions, re-reviews, etc.), represent this program to outside departments involved with their duties and responsibilities and generally interact with most in-house functions. Furthermore, they transcend judicial jurisdictional boundaries as to working within the circuit courts, district courts, and juvenile court of Baltimore City.

. Support Services: The Support Services section consists of six clerical personnel who manage the case records received each year (approximately 39,000). These personnel maintain 85 percent of the case records and maintain defendant telephone check-in supervision for 42 percent of the program's cases.

. Case Management Services: The Case Management Services section consists of three components.

Conditional Release Unit: The Conditional Release Unit consists of five investigators and one clerk and handles 15 percent of the case records received.

The Conditional Release Unit functions as the enforcement arm of the program. It is responsible for monitoring the behavior of all defendants who have court-ordered special conditions set on their release. This responsibility continues until adjudication or, as in most cases, until sentencing.

There are several key elements comprising this function. The basic element is the performance of a cursory assessment on each defendant who has been placed into their custody. Based upon this intake assessment, the defendant is assigned to the appropriate unit for an intensive evaluation and diagnosis. These units are as follows: drug treatment, alcohol (including DWI and DUI) treatment, emotional disorder treatment, intensive supervision (including all felony, "jail marginal," and special conditions), and diversion (intra or inter-state). Any case which has a special condition requiring treatment is referred to the appropriate facility for the modality determined. An intake appointment is scheduled (in the defendant's presence) with the treatment facility. Subsequent appointments and counseling sessions are monitored and supervisory authority exerted throughout the pretrial phase. The same supervisory requirements are established for all defendants for whom treatment conditions are not imposed by the courts.

As a consequence of the caseload volume, home visits are rare. Community contacts are imposed on a case by case need basis. The use of third party custodian relationships are maximized to compensate for the absence of close personal defendant contact. In cases where a court order stipulates that this contact be imposed, it becomes a unit requirement.

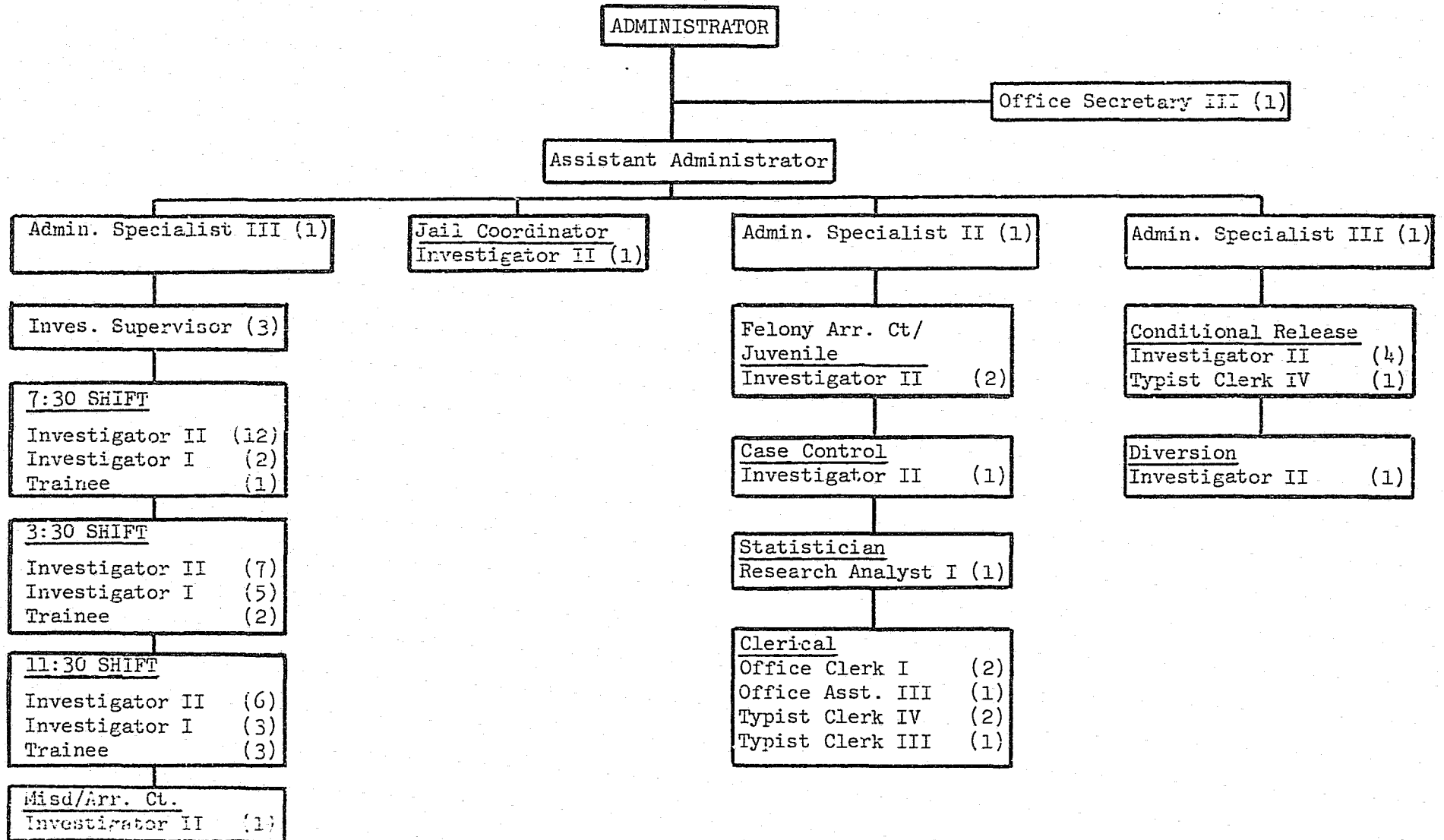
Should a defendant violate any of the conditions of release, it is the responsibility of the unit to present the violation to the court. If a formal hearing is warranted, it is the responsibility of the case worker to appear in court to present an account of the violation.

In all units a report on the defendant both in treatment and/or supervision is provided to the court at each trial date with the exception of certain intensive supervision cases. When a case is postponed, an updated report is provided at each subsequent trial date until the case is completed. Completion is defined by the judge in each case and can be defined as the time a verdict is entered or the time a disposition is entered. In the matter of diversion from prosecution, completion would be defined as the end of 180 days of satisfactory performance in the program. (This period of time may be shortened at the discretion of the Office of the State's Attorney and with acceptance by the judge.)

3. Automated Information System: In conjunction with the Department of Public Safety and Correctional Services Data Center, the program is currently implementing for Fiscal Year 1987 the installation of eight terminals and printers to be used by the Pretrial Release Investigators at the various district court/police station lock-ups. There is 24 hour per day coverage at these locations. The terminals eventually will be used for input and output for a Management Information System yet to be developed for the Pretrial Release Services Program.
4. Pretrial Release Services Profile: Since the Pretrial Services Program maintains a manual record system, very little profile information has been maintained. However, in general, the defendant profile has remained similar to earlier operational periods. Regarding needs assessment, there has been a shift from defendants with limited needs to addressing defendants with multi-dimensional needs (alcohol, drug, residence, unemployment, etc.). These defendants comprise the majority. The gross number of defendants who are unemployed has risen.

PRETRIAL RELEASE SERVICES PROGRAM

TABLE OF ORGANIZATION





D. Special Support Services for Field Operations

1. Citizen Volunteer Services: Article 41, Subsection 4-1105 of the Annotated Code of Maryland provides authority for the division's volunteer program. Program administration is the responsibility of the Manager of Special Field Services, within the Bureau of Field Operations, who provides programmatic direction and guidance to the four regional community resource development coordinators assigned to each region of the Criminal Supervision and Investigation Services Program.

As presently structured, the division's Volunteer Services Program consists of two major components: "GUIDE" and General Volunteer Services.

The GUIDE Component (One-to-One Volunteer Services): This component is designed for those parolees and probationers who stand a chance of benefiting from a close and emphatic helping relationship. The primary task of the volunteer is the advocacy of the client's needs in dealing with service agencies and community resources. Volunteers in this component are assigned to work with a probationer or parolee in a one-to-one helping relationship (casework). Those volunteers having the time and interest may supervise more than one client with the understanding, however, that the commitment is for at least one continuous year with each client.

The General Volunteer Services Component: This component is designed to diversify and expand the scope of volunteer services, and to allow those citizens who may not desire to participate in GUIDE to also volunteer their time, talent, and abilities in the provision of parole and probation services. For this group, the following areas of placement are currently offered:

- Resource Aide: This volunteer is assigned to provide general professional or technical services to agency staff or clients.
- Caseload Aide: This volunteer is assigned to an agent to assist in managing his/her workload. Student interns also serve in this capacity. The work assignments of interns are structured in a manner designed to optimize their range of experiences and at the same time provide a benefit to agency field operations.
- Unit Aide: This volunteer is assigned to work with a field unit in the provision of assistance or services as deemed necessary by the unit supervisor. Unit aides may perform limited criminal investigation activities, such as the collection of routine or standard information that is accessible to the public.

- . Intake Aide: This volunteer is assigned to do intake interviews during a designated court session each week. Volunteers in this position need skills in interviewing, filling out appropriate forms, and explaining the rules and conditions of probation.

In Fiscal Year 1985, a total of 23,988 hours were contributed to the division by its corps of citizen volunteers from both the GUIDE and General Services components of the program. Using the average hourly wage of \$7.67 recommended by the Governor's Volunteer Council, it is estimated that the division gained \$183,987.96 in services.

Compared to Fiscal Year 1984 when a total of 27,630 volunteer hours were contributed, a decline of 13 percent was experienced in the number of hours contributed statewide through the division's Volunteer Services Program in FY 1985. This is a significant improvement over the 28 percent decline in volunteer hours experienced during FY 1984. However, the program has apparently suffered a significant decline of 41 percent in volunteer hours provided during the two year period since Fiscal Year 1983.

Additionally, during FY 1985, 239 citizens participated as volunteers for the division. This number was down 20 percent from the 299 volunteers in FY 1984. The trend in the program during Fiscal Year 85 was that the division had fewer volunteers, but they provided a higher average number of hours.

In Fiscal Year 1986, a total of 24,108 hours were contributed to the division by volunteers. Using the average hourly figure of \$7.67, it is estimated that the division gained \$184,908.37 in services. This estimated program value measure is consistent with other state agency volunteer programs (e.g., DHMH, DOC). The Fiscal Year 1986 hours represented an increase of .5 percent over FY 1985, halting a two year downward trend in hours, and meeting the goal to "maintain the number of hours of service provided by volunteers on at least the level achieved during FY 1985."

During FY 1986, 285 citizens participated as volunteers for the division. This represented an overall increase of 46 (19 percent) compared to FY 1985.

2. The Community Services Program: Coordination of a statewide program of community services is the statutory responsibility of the Division of Parole and Probation. Pursuant to Article 27, Section 726A of the Annotated Code of Maryland, functions to be performed by the division include the preparation of general guidelines that allow modification to meet local conditions, the monitoring of community service programs on request of the sponsoring agency, and the development of local program reporting guidelines, and submission of an annual report to the

Administrative Office of the Courts on community service program activity and implementation. Within these categories of administrative services the division provides technical assistance to facilitate the establishment of local initiatives; promotes interagency coordination of planning and program development; and, provides clearinghouse information services in specialized areas of program administration.

Locally administered community service programs have been established in Baltimore City, Anne Arundel, Baltimore, Calvert, Carroll, Charles, Frederick, Harford, Kent, Montgomery, Queen Anne's, St. Mary's, Somerset and Washington counties. The towns of Ocean City and Pocomoke in Worcester County have each established local community service programs.

In Fiscal Year 1985, locally administered programs received referrals of 12,220 offenders. During that period 10,286 offenders successfully completed community service work assignments. A total of 527,837.3 hours of service were provided to the community through the locally administered programs in FY 1985. Based on the minimum wage (\$3.35/hour), this represented a value of \$1,768,254.95 in free services from criminal offenders.

In jurisdictions where no local community service program has been developed, the division administers programs as a service to the courts. Specifically, there are division administered programs in 11 counties: Allegany, Caroline, Cecil, Dorchester, Garrett, Howard, Montgomery, Prince George's, Queen Anne's, Talbot and Wicomico. (Note: Montgomery and Queen Anne's Counties have local as well as division administered programs).

During FY 1985, division administered programs received 3,294 offenders referred by the courts. In that same period 1,962 successfully completed community service work assignments. A total of 119,480 hours of service were provided to the community. Based on the minimum wage (\$3.35/hour), this represents a value of \$400,258.00 in services.

In Fiscal Year 1986, locally administered programs received referrals of 13,256 offenders. During that same period 9,668 offenders successfully completed community service work assignments. A total of 544,791.4 hours of service were provided to the community through locally administered programs in FY 1986.

Based on the comparable wage standard suggested by the Maryland State Department of Employment and Training (\$3.85/hour), this represented a value of \$2,097,446.80 in services to the community.

During FY 1986, division administered programs received 2,654 offenders referred by the courts. In that same period 1,648 offenders successfully completed community service work assignments. A total of 82,655 hours of service were provided to the community. Based on the comparable wage standard suggested by the Maryland State Department of Employment and Training (\$3.85/hour), this represents a value of \$318,221.75 in services.

3. Evaluation, Diagnosis and Referral (EDR) Services: The division has developed cooperative interagency agreements with the Alcoholism Control Administration and Drug Abuse Administration to establish local EDR Units. The units are staffed and supported by the three participating state agencies and serve to assure the timely and appropriate evaluation, diagnosis and referral of alcohol and drug related clients to treatment programs.

The Baltimore City Unit, established in February, 1983, conducted EDR interviews with a total of 4,296 alcohol and drug related clients during FY 1985 and 3,635 during FY 1986.

The Prince George's County Unit began operations during March, 1985, and conducted 126 EDR interviews by the end of Fiscal Year 1985. A total of 607 alcohol and drug related clients were interviewed during Fiscal Year 1986.

The Baltimore County Unit was implemented during August, 1985, with the cooperation of the local county's Alternative Sentencing Program. By the end of FY 1986, the unit interviewed a total of 825 alcohol and drug related clients.

Plans are under way to expand the EDR process into other jurisdictions experiencing a large volume of substance abuse special condition cases (i.e., Montgomery County) during Fiscal Year 1987.

According to annual statistics for new active case intakes (by supervision office), four jurisdictions (Baltimore, Montgomery and Prince George's Counties and Baltimore City) supervised approximately 70 percent of the statewide total of non-traffic related alcohol and drug abuse special condition cases during FY 1985 and 71.4 percent during FY 1986.

4. Community Corrections Liaison Services: Parole and probation agents provide pre-parole services and parole supervision to residents of certified community-based corrections centers. The pre-release program includes orientation, work release, drug and alcohol abuse counseling, drug and alcohol testing, home verification, file review, and parole decision notification.

Seven agents from the division are assigned to centers in Baltimore City and Montgomery County. The underlying premise of the program is that early and positive involvement of the client with the agent facilitates the successful reintegration of the offender into the community.

5. Work Release Program Services: In several counties of Maryland, field agents are assigned on a rotating basis to collect and disburse the earnings of local jail inmates, pursuant to Article 27, Sections 639A, 645K, 645M and 645U(C) of the Annotated Code of Maryland.
6. Special Offenders Clinic: Funded by the Division of Parole and Probation, a special clinic for the out-patient treatment of selected sexual and violent offenders has been operating since May, 1972, at the Institute of Psychiatry of the University of Maryland Hospital in Baltimore City. The clinic serves the Baltimore metropolitan area and receives referrals from all segments of the criminal justice system.

Parolees and probationers who are potential candidates for this treatment are identified by field agents and screened according to criteria established for admission to the clinic. Enrollment in the program is limited to 40 persons, and treatment is provided through weekly group psychotherapy sessions.

- . Eligibility: The Special Offenders Clinic accepts only individuals convicted of sexual or assaultive offenses. Sexual offenders include exhibitionists, voyeurs, child molesters and rapists. Assaultive offenders treated are primarily explosive individuals whose periodic violent behavior contrasts with an apparent stability in other aspects of their lives. Their aggressive behavior is not usually criminally oriented but is instead directed typically toward family members, relatives, friends, co-workers or others within their sphere.

A second criteria for acceptance is that an individual must be a repeat offender. He must be under supervision for an offense of a similar nature. Occasionally an exception is made in regard to this requirement when there is evidence to suggest that the existence of only one conviction is not indicative of the true extent or duration of the particular type of behavior. For the most part, however, the clinic does not accept first offenders.

In addition to the above requirements, it is also necessary that the subject have at least two years remaining under supervision at the time the referral is made as participants must attend a minimum of 40 weekly sessions and may continue beyond that point. In addition, follow-up supervision generally continues for about 12 months after the subject is discharged from the clinic.

- . Referrals: Cases are referred to the Special Offenders Clinic by judges at the district and circuit court level in Baltimore City, Baltimore County, Anne Arundel, Carroll, Harford, and Howard counties and by parole and probation agents in these

areas. Some cases are also referred by the Maryland Parole Commission. Regardless of the source of the referral, all cases go through the same evaluation process and no cases are accepted directly from any source; that is, without having undergone evaluation by the clinic staff and final approval for acceptance by the clinic director.

The special offender agent is located at 231 East Baltimore Street, Second Floor, Baltimore, Maryland 21202. However, the clinic is located at the University of Maryland Medical System, University of Maryland Hospital, Institute of Psychiatry and Human Behavior, 645 West Redwood Street, Baltimore, Maryland 21201.

7. Contractual Diagnostic Services: Under a technical services contract with Contractual Services, P.A., funds have been made available for supervision and investigative agent staff for the purpose of referring appropriate clients for psychiatric/psychological evaluation. During FY 1985, clients referred for evaluation by supervision or investigative staff met one or more of the following criteria: committed a violent crime, committed a sex offense, committed an offense that seemed bizarre or unusual in its nature, had a history of repeated anti-social behavior, marked inconsistencies present between client's lifestyle and nature of the crime, and/or presented a history of being emotionally disturbed.

By way of further note, it should be indicated that all agent staff who have volunteered remarks relative to this service have related their complete satisfaction with the thoroughness of the evaluations. Investigative as well as supervision staff have also indicated that the diagnostic and evaluative information contained in these reports have enhanced their ability to initially assess and subsequently recommend appropriate treatment (including incarceration or inpatient care) for clients who were referred to this service.

8. Drug Abuse Detection Services (Urinalysis): Through a contractual arrangement with a private vendor, agents are able to conduct client surveillance by randomly screening selected parolees and probationers to detect illegal drug usage.

The division is exploring the use of a new technology for detecting alcohol abuse by also randomly screening those offenders with special conditions to abstain from drinking. Pilot testing of this new technology is scheduled for FY 1987.

9. Automated Information System: One of the most significant factors to impact on the field workload is the automated information system. Agents must complete forms reporting significant changes and events in each case; terminal operators (secretaries) must key punch the information into the system. These numerous tasks are designed to maintain the data system as current as possible.

The Arrest, Disposition and Reporting System (ADR) causes a notification to be sent to an agent each time there is an arrest or court disposition in cases previously entered into the system. While this enhances the agent's ability to report arrests and court dispositions, the agent is hampered by the number of notifications received within a given period of time (average of four or more per week). The workflow reflects an increase in the number of reports, court appearances and data system updates.

Although the caseload management system was stable for this period, staff were still adjusting to the computerized information system, attempting to gain proficiency in the use of the system, and discovering all of the available information accessible from the automated system. Though this caused some early problems and frustrations, it also provided timely information and facilitated performance of agent tasks.

V. BUDGET, WORKLOAD GROWTH, AND SOCIO-DEMOGRAPHIC DATA

Operating Budget: The Division of Parole and Probation received a \$29,528,768 appropriation for FY 1985 as shown in Table 1, which included a total of 990 authorized positions. The agency's appropriation increased to \$32,345,035 in FY 1986 and the number of authorized positions grew to 1,058. The net growth in authorized positions is attributed primarily to the transfer of the Drinking Driver Monitor Program (FY 1985) and the Pretrial Services Program for Baltimore City (FY 1986) to the administration of the Division of Parole and Probation. Not included among the 1,058 authorized positions were 78 contractual slots that were assigned to the Drinking Driver Monitor Program.

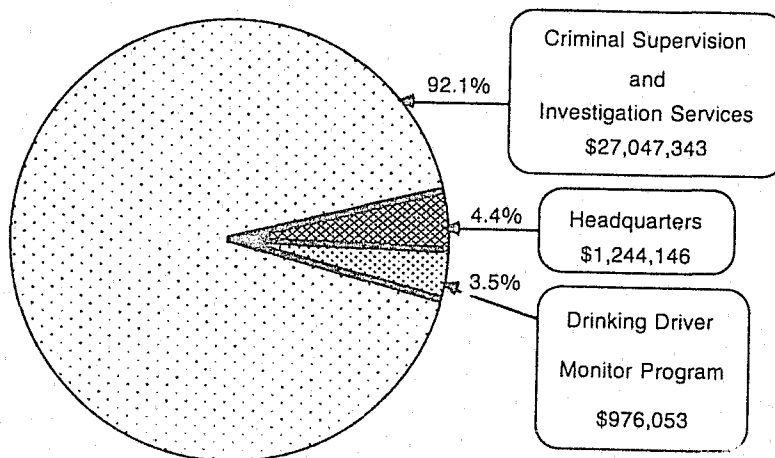
TABLE 1

OPERATING BUDGET

Fiscal Year	1985	1986
Total Appropriation	29,528,768	32,345,035
General Funds	28,269,497	30,794,748
Special Funds	22,000	39,000
Federal Funds	---	---
Reimbursable Funds	1,237,271	1,511,287

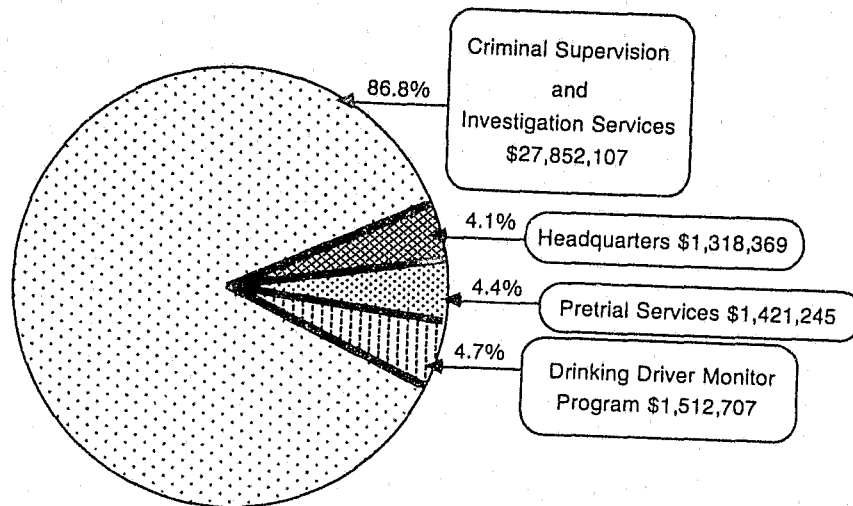
TABLE 2

EXPENDITURES BY PROGRAM  
FY 1985





EXPENDITURES BY PROGRAM  
FY 1986



Workload Growth: Often overshadowed by discussions of overcrowding in the state's prisons is the tremendous growth in the workload of the Division of Parole and Probation.

For example, at the end of Fiscal Year 1983, there was a total of 72,156 cases under the supervision of the agency's Criminal Supervision and Investigation Services Programs. Probation cases accounted for 90.5 percent or 65,341 cases; and, there were 4,385 parole cases, 561 mandatory releasees, and 1,869 interstate cases statewide. Additionally, staff conducted a total of 18,315 criminal investigations for the courts and parole authorities, of which 7,976 were presentence reports. By the end of FY 1985, the total number of cases climbed to 81,454 and by the end of FY 1986, they totaled 82,163 cases. A total of 17,897 investigations were conducted in Fiscal Year 1986.

Similar and dramatic growth has also occurred in the caseload of the Drinking Driver Monitor Program. At the end of FY 1984 when the program was transferred to the division, there were 5,918 cases under strict program monitoring. This figure jumped to 12,981 at the end of FY 1985 and to 17,606 by the end of FY 1986. Thus, over a three year period, the agency's combined caseload for these two programs grew from a total of 72,156 cases to 99,060 or by roughly 37 percent.

The agency's growing workload was compounded by the transfer of Pretrial Release Services from Baltimore City. This program brought along 37,178 pretrial investigations; 16,048 pretrial cases being monitored in the community; and 2,237 case reviews during FY 1986.

Given the recent epidemic in the abuse of "designer drugs" and the "poly-substance abuse," as well as increased drug-law enforcement, the forecast is that the workloads of all three programs will grow dramatically over the next few years.

TABLE 3

CRIMINAL SUPERVISION AND INVESTIGATION SERVICES WORKLOAD

	<u>ACTUAL</u> <u>FY 1985</u>	<u>ACTUAL</u> <u>FY 1986</u>
Under Supervision Beginning Fiscal Year	78,092	81,454
Maryland Parolees	4,722	4,538
Mandatory Release	1,403	1,661
Probationers (Circuit and District Courts)	70,486	73,627
Other States	1,481	1,628
Received on Parole and Probation	46,183	45,693
From Institutions (Parole)	1,839	1,863
From Mandatory Release	2,807	2,944
From the Courts (Probation, District Court, Circuit Court, Supreme Bench)	40,362	39,823
From Other States	1,175	1,063
Removed From Parole and Probation	42,821	44,984
Parole Violators	479	312
Discharged from Parole, Closed by Death and/or Order of the Maryland Parole Commission	1,544	1,514
Discharged from Mandatory Release	2,549	2,859
Discharged from Probation by Courts	37,221	39,243
Discharged from Other States	1,028	1,056
Total Under Maryland Supervision End of Fiscal Year	81,454	82,163
Maryland Parolees	4,538	4,575
Mandatory Release	1,661	1,746
Probationers (Circuit and District Courts)	73,627	74,207
From Other States	1,628	1,635

As indicated in Table 3, during Fiscal Year 1985 the agency handled over 124,275 criminal cases. At the beginning of the fiscal year (July 1, 1984), there was an initial population of 78,092 cases. To this figure were added a total of 46,183 new cases (received) during the course of the year. At the close of FY 1985, there were 81,454 cases under supervision after various types of case removal.

TABLE 4

DRINKING DRIVER MONITOR PROGRAM WORKLOAD

	<u>ACTUAL FY 1985</u>	<u>ACTUAL FY 1986</u>
Under Supervision Beginning Fiscal Year	5,918	12,981
Received on Probation	11,080	12,193
From the Courts	10,196	10,792
From the Medical Advisory Board and Hearing Officer	837	1,191
From the Motor Vehicle Administration Hearing Officer	47	210
Removed from Probation	4,017	7,568
Satisfactory Completions	3,031	5,950
Removed for Miscellaneous Reasons (Death, Moved Out of State, et al)	612	715
Discharged (Revoked) by Courts	328	595
Discharged by MAB or Hearing Officer	46	308
Total Under Probation End of Fiscal Year	12,981	17,606

TABLE 5

PRETRIAL RELEASE SERVICES PROGRAM WORKLOAD

	<u>ACTUAL FY 1985</u>	<u>ACTUAL FY 1986</u>
Pretrial Investigations	36,867	37,178
Supplemental Investigations	3,828	2,237
Under Supervision Beginning Fiscal Year	6,688	6,424
Cases Received During Fiscal Year	17,582	16,048
Cases Closed During Fiscal Year	17,846	14,204
Total Under Pretrial Monitoring End of Fiscal Year	6,424	8,268

Case Status: The Division of Parole and Probation's Criminal Supervision and Investigation Services Program's workload is driven by a client risk and needs classification system which determines the amount of resources and time to be devoted to a case. For example, cases that score into the maximum category of supervision receive more time and resources than cases that score into minimum supervision.

As Tables 6 and 7 indicate, although there was an increase in the total number of cases under supervision during FY 1986 as compared to FY 1985, there were slight decreases in the total number of cases in all categories of supervision except non-active. This category, which contains a large percent of "duplicate cases" (two or more cases for the same client), grew by 2,293 cases, primarily from the circuit courts.

TABLE 6

CRIMINAL CASES BY SUPERVISION CATEGORY AS OF JUNE 30, 1985

	Parole	Man. Rel.	Circuit Court Prob.	District Court Prob.	Comp. Parole	Comp. Prob.	Work Release	TOTAL
Maximum	736	395	2,059	2,033	84	91	30	5,428
Medium	1,453	368	7,429	9,922	196	434	42	19,844
Minimum	350	32	4,930	9,904	81	412	12	15,721
Non-Active	857	387	9,080	10,038	39	155	47	20,603
Delinquent	942	254	5,289	8,824	1	12	1	15,323
Review	200	225	1,402	2,562	36	87	23	4,535
TOTAL	4,538	1,661	30,189	43,283	437	1,191	155	81,454

TABLE 7

CRIMINAL CASES BY SUPERVISION CATEGORY AS OF JUNE 30, 1986

	Parole	Man. Rel.	Circuit Court Prob.	District Court Prob.	Comp. Parole	Comp. Prob.	Work Release	TOTAL
Maximum	732	383	2,033	1,971	80	76	28	5,303
Medium	1,500	434	7,898	9,185	204	403	23	19,647
Minimum	382	42	5,695	8,969	91	448	6	15,633
Non-Active	883	492	10,790	10,469	40	155	67	22,896
Delinquent	894	201	5,426	7,920	--	11	5	14,457
Review	4,575	194	1,350	2,350	38	89	22	4,227
TOTAL	8,966	1,746	33,192	40,864	453	1,182	151	82,163

Case Intake: A five-year analysis of all case openings continues to show the extensive use of probation as a criminal sanction by the courts of Maryland. An example of this is the large number of driving while intoxicated (DWI) offenders being placed on regular probation. Back in Fiscal Year 1982, DWI cases accounted for 21.1 percent of the total case intake to regular probation supervision. By FY 1984, the proportion of DWI case openings climbed to a high of 29.7 percent of regular probation new case openings. Although there was a slight decrease in both the number and proportion of DWI intake to regular probation during FY 1985 and FY 1986, there was a dramatic increase in the number of cases referred to the agency's monitor program during both fiscal years. Table 8 shows the growth rates of DWI case openings for regular probation supervision over a five-year period.

TABLE 8  
DRIVING WHILE INTOXICATED  
AND OTHER OFFENSE PROBATION INTAKES

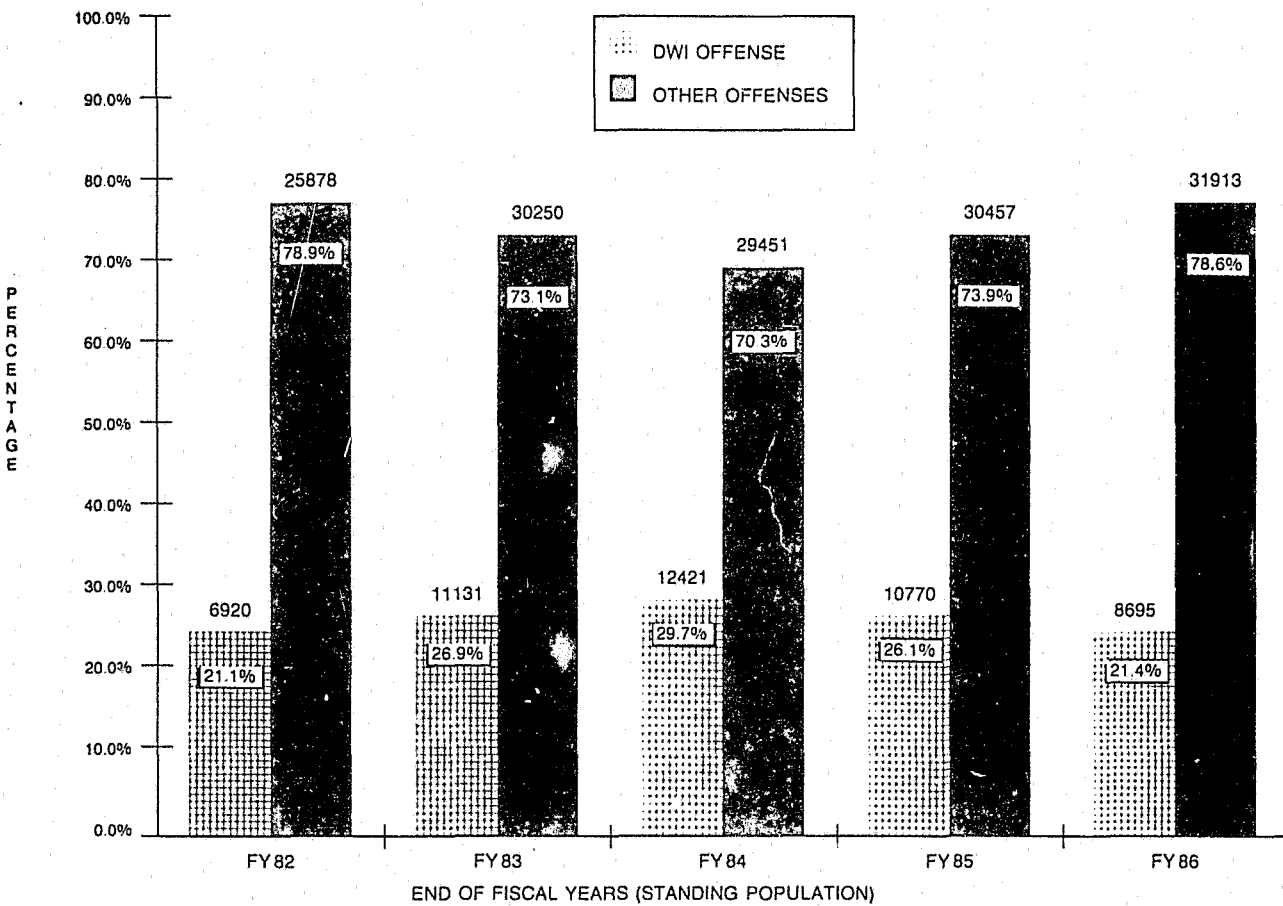
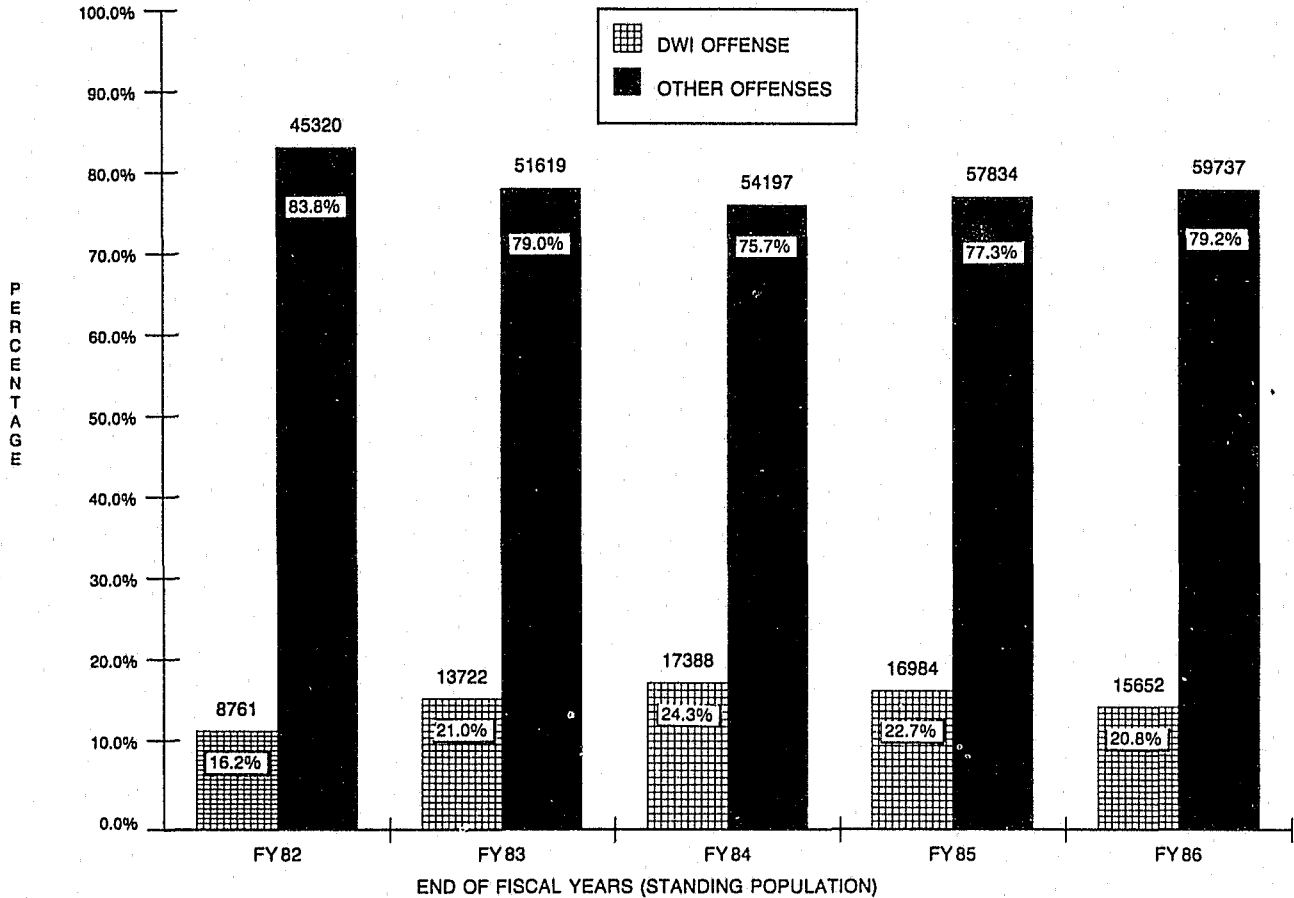


TABLE 9

DRIVING WHILE INTOXICATED  
AND OTHER OFFENSE PROBATION CASES  
UNDER SUPERVISION

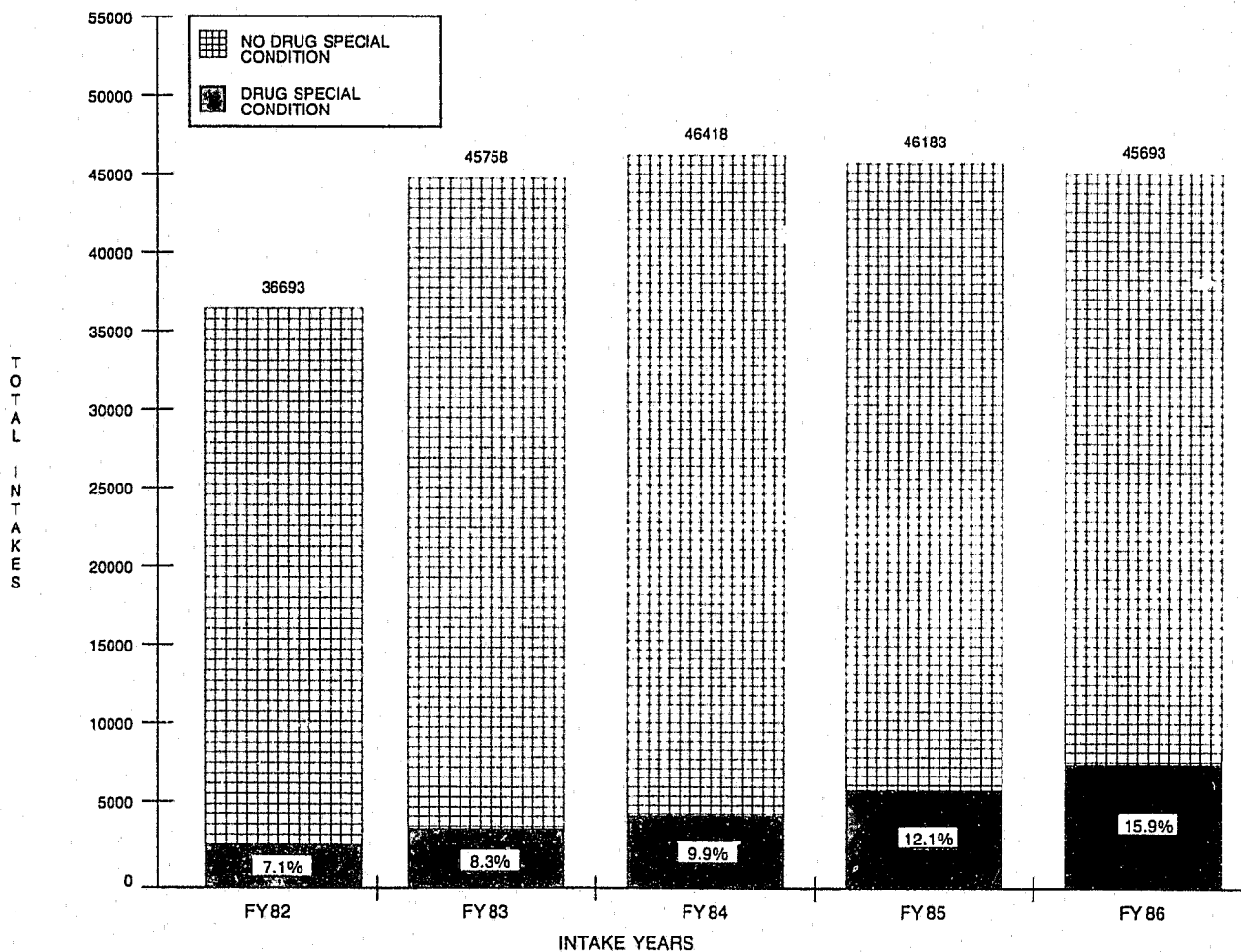


Of equal concern to the growth in DWI case openings was the growth in the total number of DWI cases in the standing population, as shown in Table 9. In Fiscal Year 1982, there were 8,761 total DWI cases under the supervision of the agency. By the end of FY 1984, that figure increased to 17,388 representing 24.3 percent of all types of offenses. With the gradual statewide implementation of the Drinking Driver Monitor Program, however, the number of DWI cases began to decline in FY 1985 to 16,984 and to 15,652 in FY 1986. During the same five-year period, the caseload of non-DWI offenders grew from 45,320 to 59,737 cases. More than 90 percent were probation cases.

Parallel to the growth in DWI case openings are the increases being experienced in case intake with special conditions for substance abuse treatment and those requiring the collection of fines, costs or restitution. Over the five-year period from Fiscal Year 1982 through 1986, there has been a significant increase in the number of drug and alcohol cases with special conditions for treatment. For example, Table 10 shows that in FY 1982 drug special conditions were present in only 7.1 percent of all case intake. By the end of FY 1986, the percentage of intake had grown to 15.9 percent.

TABLE 10

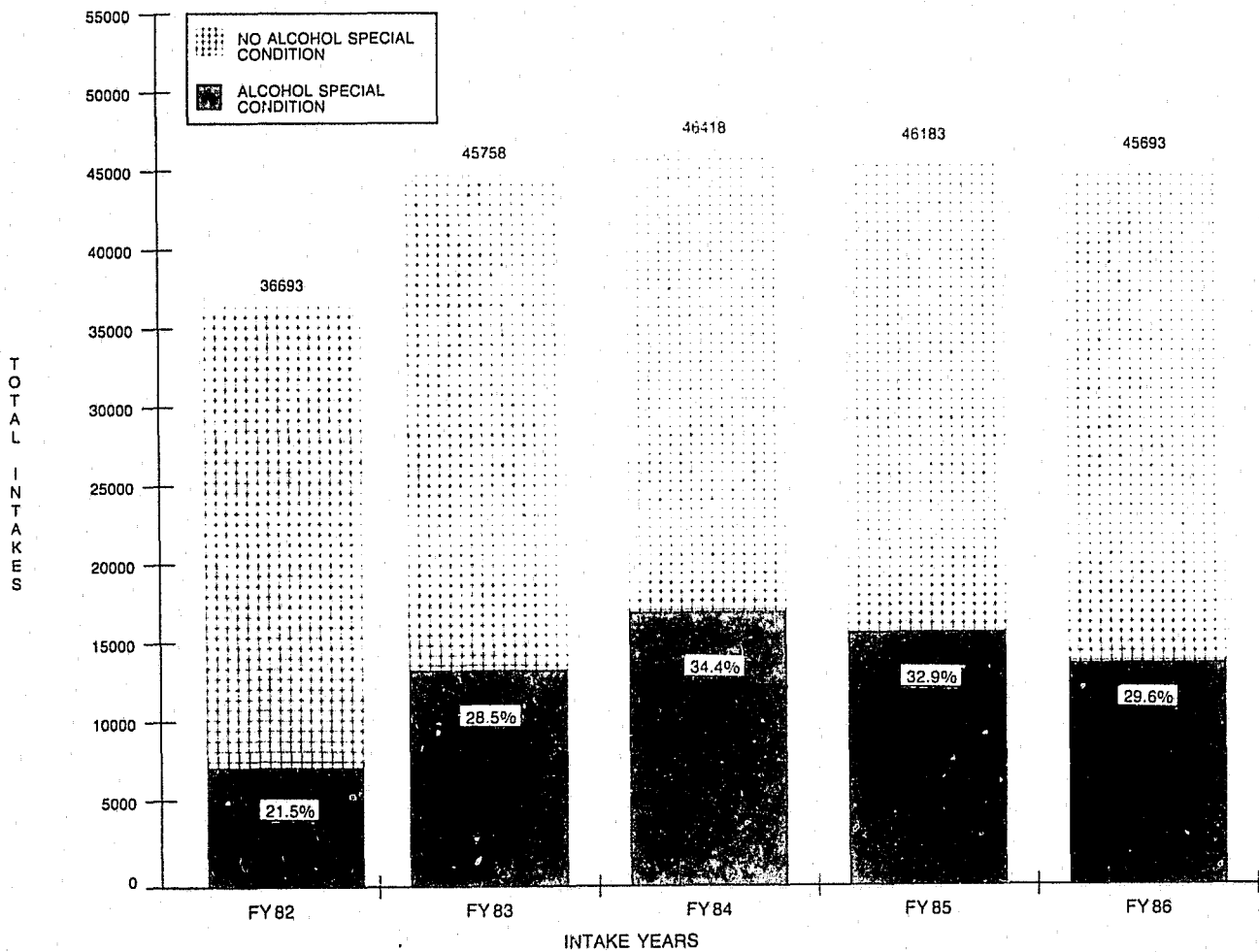
DRUG SPECIAL CONDITIONS



Interestingly, after three years of growth in the number and proportion of alcohol special condition cases, there has been a significant decrease over the past two fiscal years. Again, this decline is attributed to the courts use of the monitor program for DWI cases, which up until FY 1985 were being placed on regular probation. By the end of FY 1986, the high of 34.4 percent in alcohol special condition case intake that occurred in FY 1984 had declined to 29.6 percent as shown in Table 11. As an increasing number of judges gain more and more confidence in the monitor program, it is anticipated that the number and percent of alcohol special condition cases will continue to decline over the next few years.

TABLE 11

ALCOHOL SPECIAL CONDITIONS

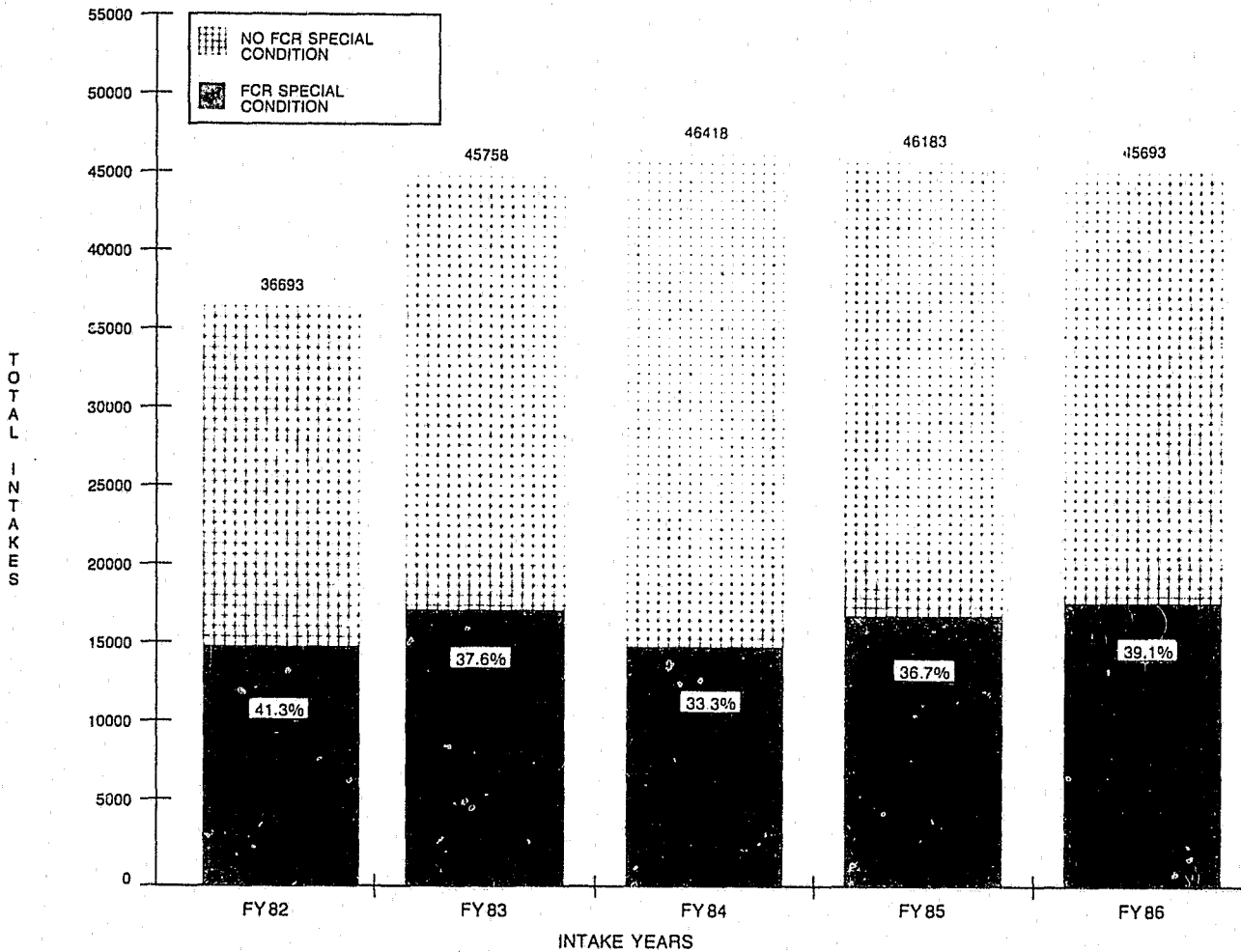




Special Conditions for the Collection of Fines, Court Costs or Restitution (FCR): Although the overall percentage of collection cases as shown in Table 12 declined between FY 1982 and FY 1984, the trend is up over the the past two fiscal years. If this trend continues, it is predicted that the proportion of case intake with special conditions for the collection of FCR will certainly exceed the FY 1982 high of 41.3 percent. The collection of money, when coupled with all other agent duties and responsibilities, has a significant impact on agent workload because such cases are time consuming.

TABLE 12

FINES, COURT COSTS, OR RESTITUTION  
SPECIAL CONDITIONS



Socio-Demographic Profile of Clients: Of the 82,163 cases under supervision in the Criminal Supervision and Investigation Services Program on June 30, 1986, the overwhelming majority (91.8 percent) were probation cases. This figure doesn't include the 17,606 probation cases assigned to the Drinking Driver Monitor Program. A closer look at the total population in the Criminal Supervision and Investigation Services Program reveals the following profile of clients shown in Table 13:

- For every six male cases under supervision, there was only one female case.
- Whites represented 49.8 percent of the cases, while blacks accounted for 48.8 percent.
- 50.3 percent of the population under supervision were single, while 18.5 percent were married, 8.1 percent divorced, and 9.6 percent separated.
- Of those cases processed through intake during Fiscal Year 1986, 47.8 percent were employed full time, 5 percent were employed part time, 28.5 percent were unemployed, and 1.6 percent were students.

TABLE 13

PROFILE OF CLIENTS (STATEWIDE) AS OF JUNE 30, 1986

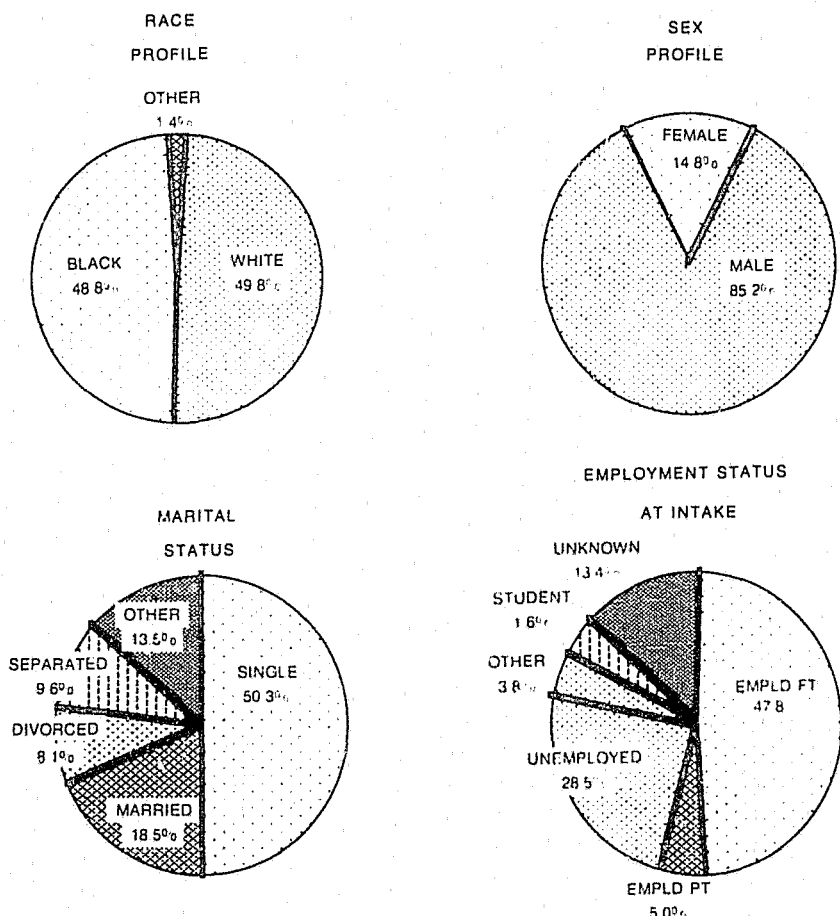


Table 14, which gives the age profile of cases under supervision, shows that the greatest number (17,530 cases or 21.3 percent) fall within the 22 to 25 age range.

TABLE 14

AGE PROFILE OF CASES AS OF JUNE 30, 1986

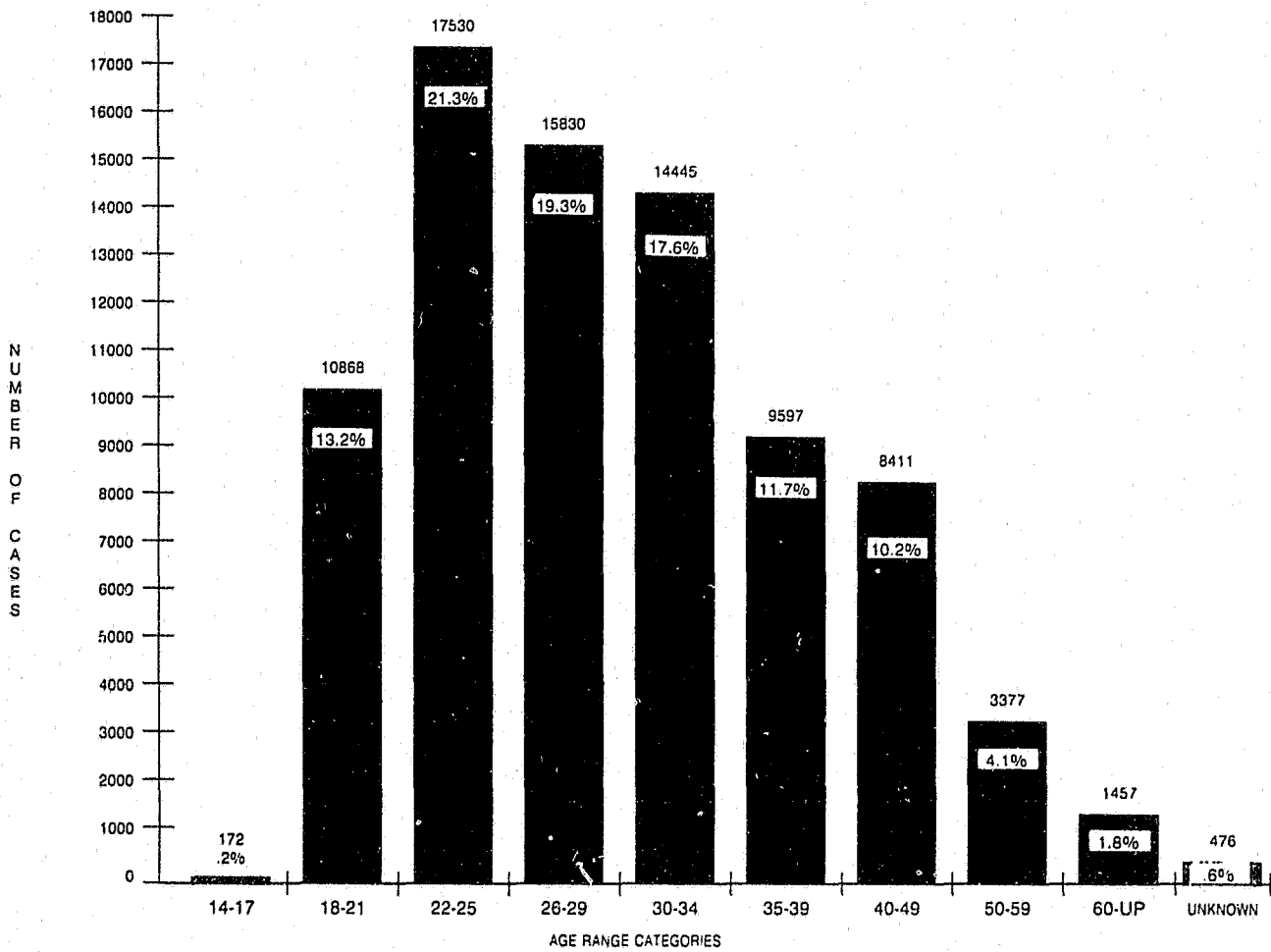
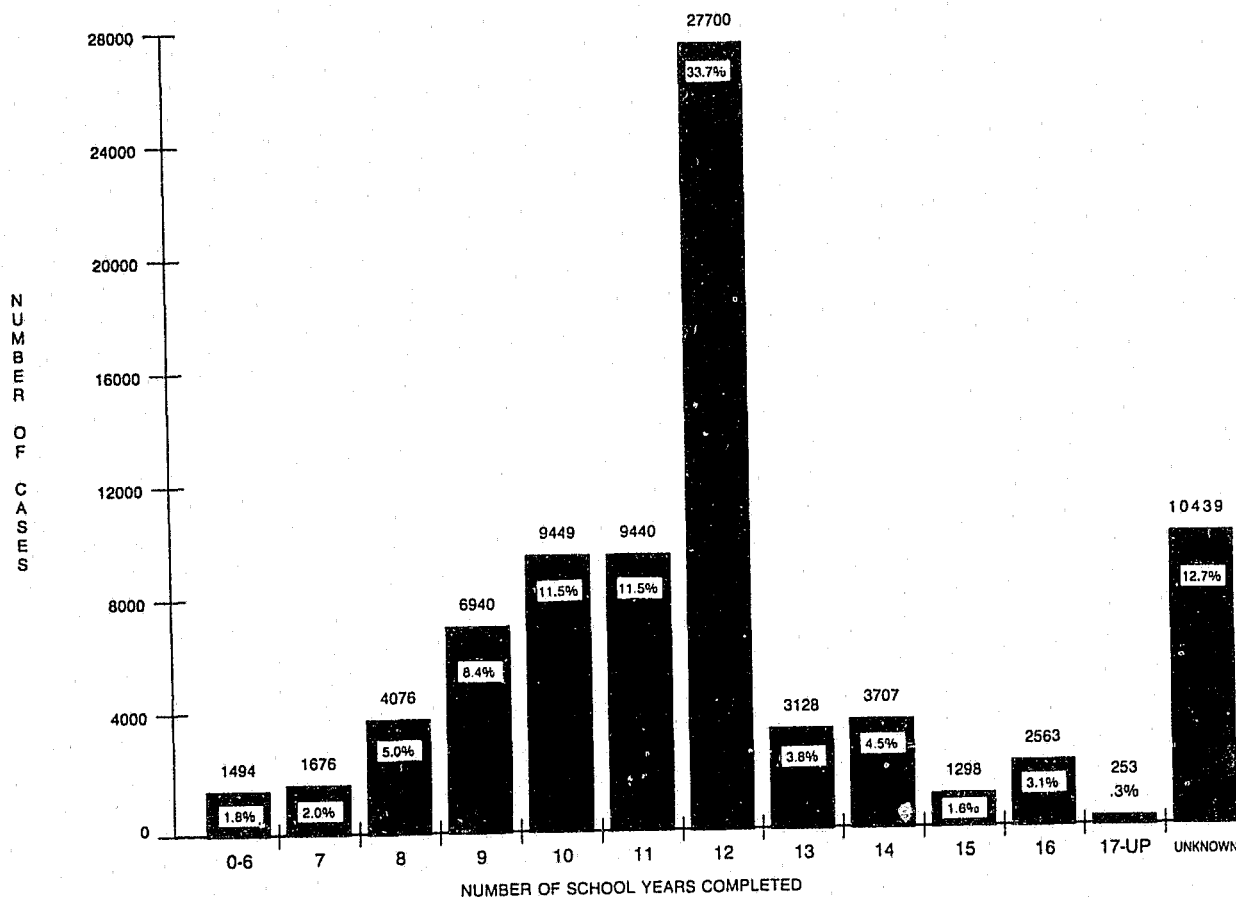


Table 15, which gives the education level of cases under supervision, shows that the majority (27,700 or 33.7 percent) completed 12 years of school.

TABLE 15

EDUCATIONAL LEVEL OF CASES AS OF JUNE 30, 1986



## VI. MANAGEMENT ROSTER

### PHONE NUMBER

#### EXECUTIVE STAFF

William J. DeVance, Director  
6776 Reisterstown Road, Suite 305  
Baltimore, Maryland 21215

764-4276

Donald Atkinson, Ed.D.  
Executive Assistant Director  
6776 Reisterstown Road, Suite 305  
Baltimore, Maryland 21215

764-4279

LeRoy Jones, Assistant Director  
Bureau of Field Operations  
6776 Reisterstown Road, Suite 305  
Baltimore, Maryland 21215

764-4281

Basil B. Day, Assistant Director  
Bureau of Administrative Services  
6776 Reisterstown Road, Suite 305  
Baltimore, Maryland 21215

764-4284

#### CRIMINAL SUPERVISION AND INVESTIGATION SERVICES

Region I Office  
R. Wayne Knowles, Regional Administrator  
39 North U.S. Route 50  
P.O. Box 986  
Easton, Maryland 21601

822-5050

Region II Office  
French D. Mackes, Regional Administrator  
American Building - Fourth Floor  
231 East Baltimore Street  
Baltimore, Maryland 21202

333-4101

Region III Office  
William H. Earle, Regional Administrator  
5111 Berwyn Road  
College Park, Maryland 20740

345-0062

Region IV Office  
Eugene C. Jubilee, Regional Administrator  
137-141 West Patrick Street  
Frederick, Maryland 21701

662-7088

DRINKING DRIVER MONITOR PROGRAM

Carole F. Hinkel, Administrator  
6776 Reisterstown Road, Suite 306  
Baltimore, Maryland 21215

764-4310

PRETRIAL RELEASE SERVICES (BALTO. CITY)

John Camou, Administrator  
Clarence Mitchell Courthouse - West  
110 North Calvert Street, Room 508  
Baltimore, Maryland 21202

333-3833

# MARYLAND DIVISION OF PAROLE AND PROBATION

## PUBLICATION LIST

- 1982 Annual Report, Maryland Division of Parole and Probation
- Third Community Services Program Annual Report, 1982
- Community Services Program Guide, 1983
- Volunteerism in the Division of Parole and Probation, 1983
- Fourth Community Services Programs Annual Report, 1983
- 1983 Annual Report, Maryland Division of Parole and Probation
- Fifth Community Service Programs Annual Report, 1984
- 1984 Annual Report, Maryland Division of Parole and Probation
- Sixth Community Service Programs Annual Report, 1985
- Monograph on Legal Issues in Probation and Parole Field Services, 1985
- 1985-86 Annual Report, Maryland Division of Parole and Probation
- Seventh Community Service Programs Annual Report, 1986

Single copies of the listed publications are available at no charge from Division of Parole and Probation, 6776 Reisterstown Road, Suite 305, Baltimore, Md. 21215-2344