

Q00C01
Maryland Parole Commission
 Department of Public Safety and Correctional Services

Operating Budget Data

(\$ in Thousands)

	<u>FY 14</u> <u>Actual</u>	<u>FY 15</u> <u>Working</u>	<u>FY 16</u> <u>Allowance</u>	<u>FY 15-16</u> <u>Change</u>	<u>% Change</u> <u>Prior Year</u>
General Fund	\$5,699	\$6,028	\$6,192	\$164	2.7%
Deficiencies and Reductions	0	0	-164	-164	
Adjusted General Fund	\$5,699	\$6,028	\$6,028	\$1	0.0%
Adjusted Grand Total	\$5,699	\$6,028	\$6,028	\$1	0.0%

Note: The fiscal 2015 working appropriation reflects deficiencies and the Board of Public Works reductions to the extent that they can be identified by program. The fiscal 2016 allowance reflects back of the bill and contingent reductions to the extent that they can be identified by program.

- When adjusted for the fiscal 2015 Board of Public Works reductions and the fiscal 2016 back of the bill and contingent reductions, the Maryland Parole Commission's (MPC) fiscal 2016 allowance remains largely unchanged from the fiscal 2015 working appropriation, with an increase of less than \$1,000 in general funds.

Personnel Data

	<u>FY 14</u> <u>Actual</u>	<u>FY 15</u> <u>Working</u>	<u>FY 16</u> <u>Allowance</u>	<u>FY 15-16</u> <u>Change</u>
Regular Positions	76.00	76.00	76.00	0.00
Contractual FTEs	<u>2.40</u>	<u>3.66</u>	<u>3.66</u>	<u>0.00</u>
Total Personnel	78.40	79.66	79.66	0.00

Vacancy Data: Regular Positions

Turnover and Necessary Vacancies, Excluding New Positions	3.40	4.47%
Positions and Percentage Vacant as of 12/31/14	10.00	13.16%

Note: Numbers may not sum to total due to rounding.

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- As of the end of December 2014, MPC had 10 positions vacant. This is 6.6 positions more than what is needed to meet budgeted turnover.

Analysis in Brief

Major Trends

Parole Commission Workload: In fiscal 2014, MPC conducted 9,831 parole hearings for State and local inmates, an overall decline of 31% from fiscal 2013. The department notes that the decline since fiscal 2012 is, in part, attributable to implementation issues with the new Offender Case Management System and the decentralization of offender intake. **MPC should comment on whether these issues have been resolved, as well as the anticipated level of State and local parole hearings in future years.** As a proportion of hearings conducted, the percent of State inmates granted parole doubled between fiscal 2011 and 2014 to 40%. **MPC should comment on the reason for the increase in State paroles.** Also in fiscal 2014, nearly 1,300 offenders had their release revoked by MPC.

Parole Releases in Relation to Parole Eligibility Date: Since MPC began monitoring the number of releases at or within 12 months of parole eligibility, the amount of parolees released by the eligibility date decreased from 25% in fiscal 2013 to 18% in fiscal 2014. The majority of parole releases occur within 12 months after parole eligibility, at 60% in fiscal 2013 and 65% in fiscal 2014. **Since a goal of the recently implemented Parole Case Review policy is to increase the likelihood that participating offenders can be released at their initial parole hearing, MPC should comment on the rationale for having a goal of only 20% of parole releases at parole eligibility.**

Procedural Changes and Improved Staffing Generate Improved Productivity: In fiscal 2013, MPC received 10 additional positions to handle the increased workload resulting from improvements to the local parole process and enhancements to the parole process for State inmates. The impact of positions and other improvements made to internal procedures has been an increase in timeliness of scheduling parole hearings and in processing retake warrants.

Recommended Actions

1. Concur with Governor's allowance.

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Maryland Parole Commission
Department of Public Safety and Correctional Services

Operating Budget Analysis

Program Description

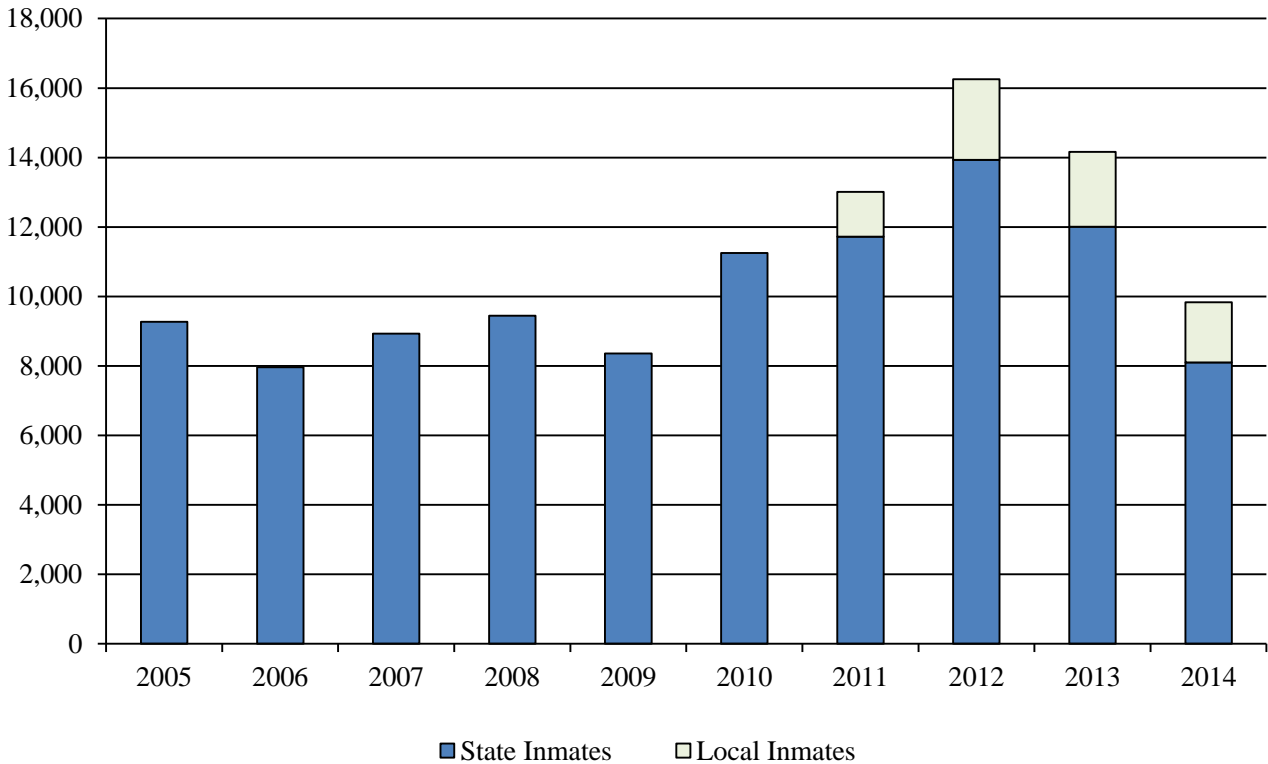
The Maryland Parole Commission (MPC) hears cases for parole release and revocation and is authorized to parole inmates sentenced to a term of confinement of six months or more from any correctional institution in Maryland except the Patuxent Institution. The commission is authorized to issue warrants for the return to custody of alleged violators and revoke supervision upon finding that a violation of the conditions of parole or mandatory supervision release has occurred. The commission also makes recommendations to the Governor regarding pardons, commutations of sentences, and parole of inmates sentenced to life imprisonment.

Performance Analysis: Managing for Results

1. Parole Commission Workload

Exhibit 1 shows the number of parole hearings conducted by MPC for both State and local inmates. Workload data specific to local detention centers was first reported in the agency's fiscal 2014 Managing for Results (MFR) data. In fiscal 2012, MPC held a record number of parole hearings, with 13,929 for State inmates and 2,324 for local inmates. This was primarily the result of a policy change increasing parole hearings scheduled as soon as administratively possible from sentences of four years or less to sentences of five years or less. This created an influx of hearings in fiscal 2012 that has since leveled out. In fiscal 2014, MPC conducted 8,103 parole hearings for inmates in State correctional facilities. An additional 1,728 hearings were held for inmates in local detention centers. Approximately 30% of the local parole hearings in fiscal 2014 were conducted via video conference. Fiscal 2014 reflects a decline in parole hearings for both State (33%) and local (20%) inmates. Aside from the anticipated decrease in hearings associated with the scheduling policy change in fiscal 2012, implementation issues with the Offender Case Management System and the decentralization of offender intake contributed to the decrease in hearings in fiscal 2013 and 2014. **MPC should comment on whether these issues have been resolved, as well as the anticipated level of State and local parole hearings in future years.**

**Exhibit 1
Parole Hearings Conducted
Fiscal 2005-2014**

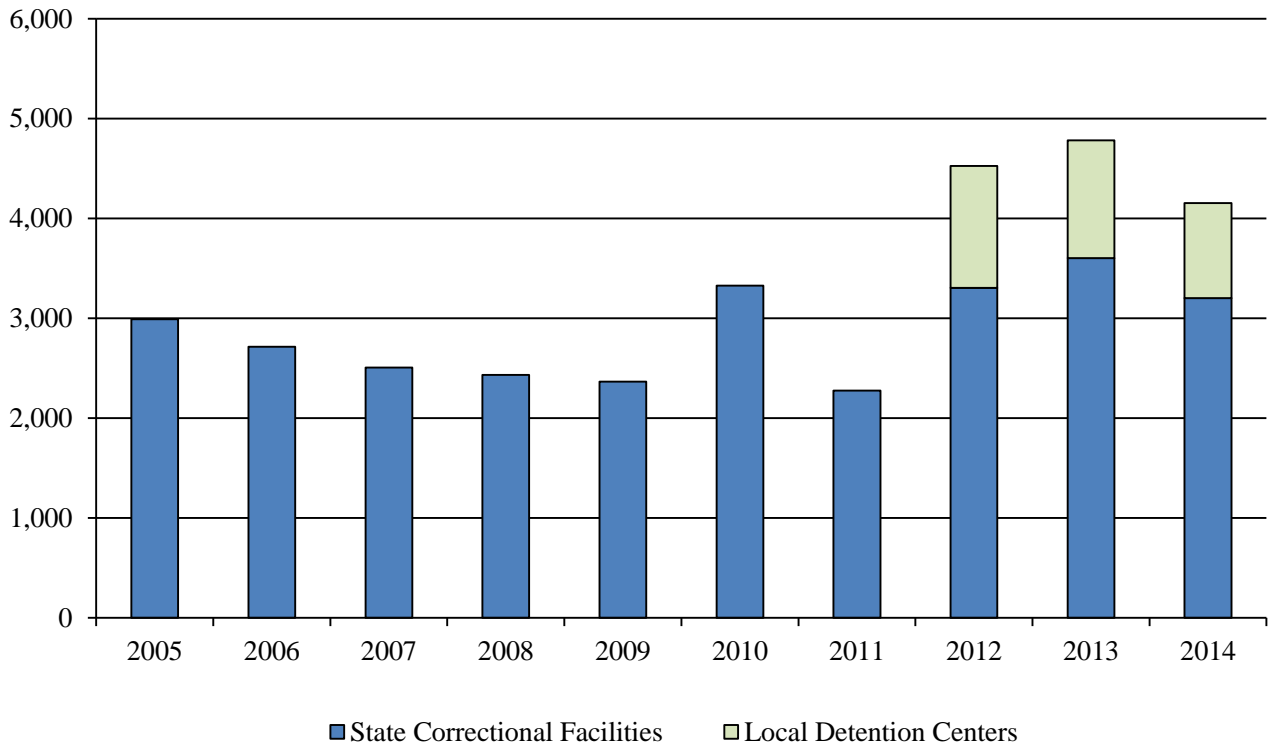


Note: Local parole hearing data first reported for fiscal 2011.

Source: Governor’s Budget Books, Fiscal 2006-2016

Exhibit 2 demonstrates the number of State and local inmates granted parole each year. Consistent with the increase in parole hearings conducted, the number of inmates paroled from State correctional facilities grew significantly between fiscal 2011 and 2012, by 45%, or over 1,000 inmates. This increase continued in fiscal 2013 for State inmates, when 3,600 offenders were granted parole. The number of local inmates granted parole declined by 3% between fiscal 2012 and 2013, with 1,180 local offenders being released by MPC. Fiscal 2014 saw a continued decline in inmates paroled, with 3,200 State and 950 local inmates released on parole. This is a decrease of 11% and 19%, respectively, consistent with the decrease in hearings conducted. As a proportion of hearings conducted, the percent of local inmates granted parole has remained fairly stable at 55%. The percent of State inmates released on parole has steadily increased since reaching a recent low of 19% in fiscal 2011, to 40% in fiscal 2014. **MPC should comment on the reason for the increase in State paroles.**

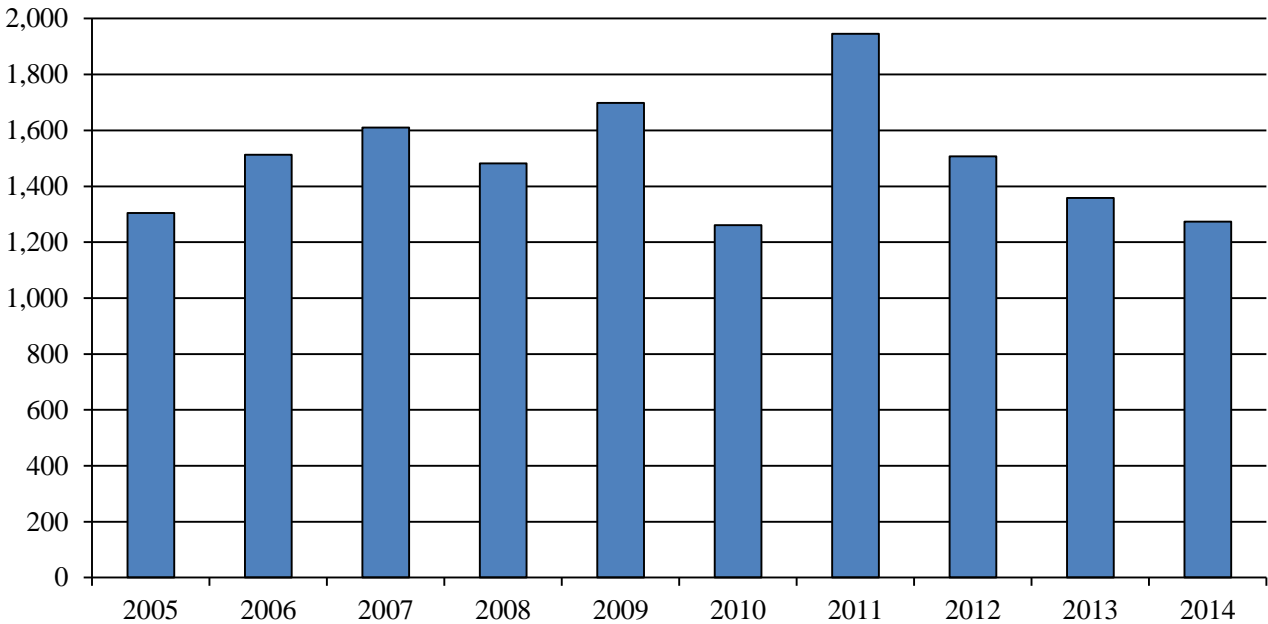
Exhibit 2
Inmates Granted Parole
Fiscal 2005-2014



Source: Governor’s Budget Books, Fiscal 2006-2016

Exhibit 3 shows the number of paroled offenders who have had their release revoked by MPC in each fiscal year. Fiscal 2011 saw the highest number of revocations in more than a decade, with nearly 2,000 inmates having their release revoked. Since then, annual revocations have fallen by 35%, with fewer than 1,300 inmates returned in fiscal 2014. In fiscal 2010, the commission began using a technical violation matrix tool in order to create continuity among the commissioners and provide options in lieu of revocation, which may account for some of the decrease in revocations.

**Exhibit 3
Releases Revoked
Fiscal 2005-2014**



Source: Governor’s Budget Books, Fiscal 2006-2016

2. Parole Releases in Relation to Parole Eligibility Date

In fiscal 2013, MPC began monitoring the number of releases at or within 12 months of parole eligibility to determine the impact of the Earned Release Policy (ERP), which aimed to provide parole releases for all eligible offenders as close to the parole eligibility date as possible. Although the department determined the ERP overall to be an unsuccessful policy, one portion, the Parole Case Review (PCR), was determined to be beneficial and is still in use. The PCR policy calls for identifying low- to moderate-risk offenders (excluding ineligible crimes), placing those offenders in programming as soon as possible, and developing a case plan for the offenders that is reviewed and commented upon or approved early by MPC in order to jumpstart the parole review process, and therefore, increase the likelihood that participating offenders can be released at their initial parole hearing. The department has found that this process facilitates communication between case management and MPC and provides case management with a clear direction as to how to proceed with programming in each offender’s case.

Exhibit 4 shows offenders paroled by MPC in fiscal 2013 and 2014. At the request of the budget committees, MPC now includes this data with its annual MFR submission, with a goal of paroling at least 20% of all parole releases at parole eligibility. While MPC exceeded this goal in fiscal 2013 by 5 percentage points, the amount of paroles released by the eligibility date decreased to only 18% in fiscal 2014. The majority of parole releases occur within 12 months after parole eligibility, at 60% in fiscal 2013 and 65% in fiscal 2014. **Since a goal of the PRC policy is to increase the likelihood that participating offenders can be released at their initial parole hearing, MPC should comment on the rationale for having a goal of only 20% of parole releases at parole eligibility.**

Exhibit 4
Public Safety Compact
Parole Releases in Relation to Parole Eligibility Date
Fiscal 2013-2014

Fiscal 2013 Paroles

Released by Parole Eligibility Date	560	25%
Released within 12 Months after Parole Eligibility	1,344	60%
Released More Than 12 Months after Parole Eligibility	346	15%
<i>Subtotal</i>	2,250	89%
Released under Other Policy or via Revocation Hearing	291	
Fiscal 2013 Total Paroles under DPSCS Risk Assessment Policy	2,541	

Fiscal 2014 Paroles

Released by Parole Eligibility Date	372	18%
Released within 12 Months after Parole Eligibility	1,344	65%
Released More Than 12 Months after Parole Eligibility	360	17%
<i>Subtotal</i>	2,076	85%
Released under Other Policy or via Revocation Hearing	356	
Fiscal 2014 Total Paroles under DPSCS Risk Assessment Policy	2,432	

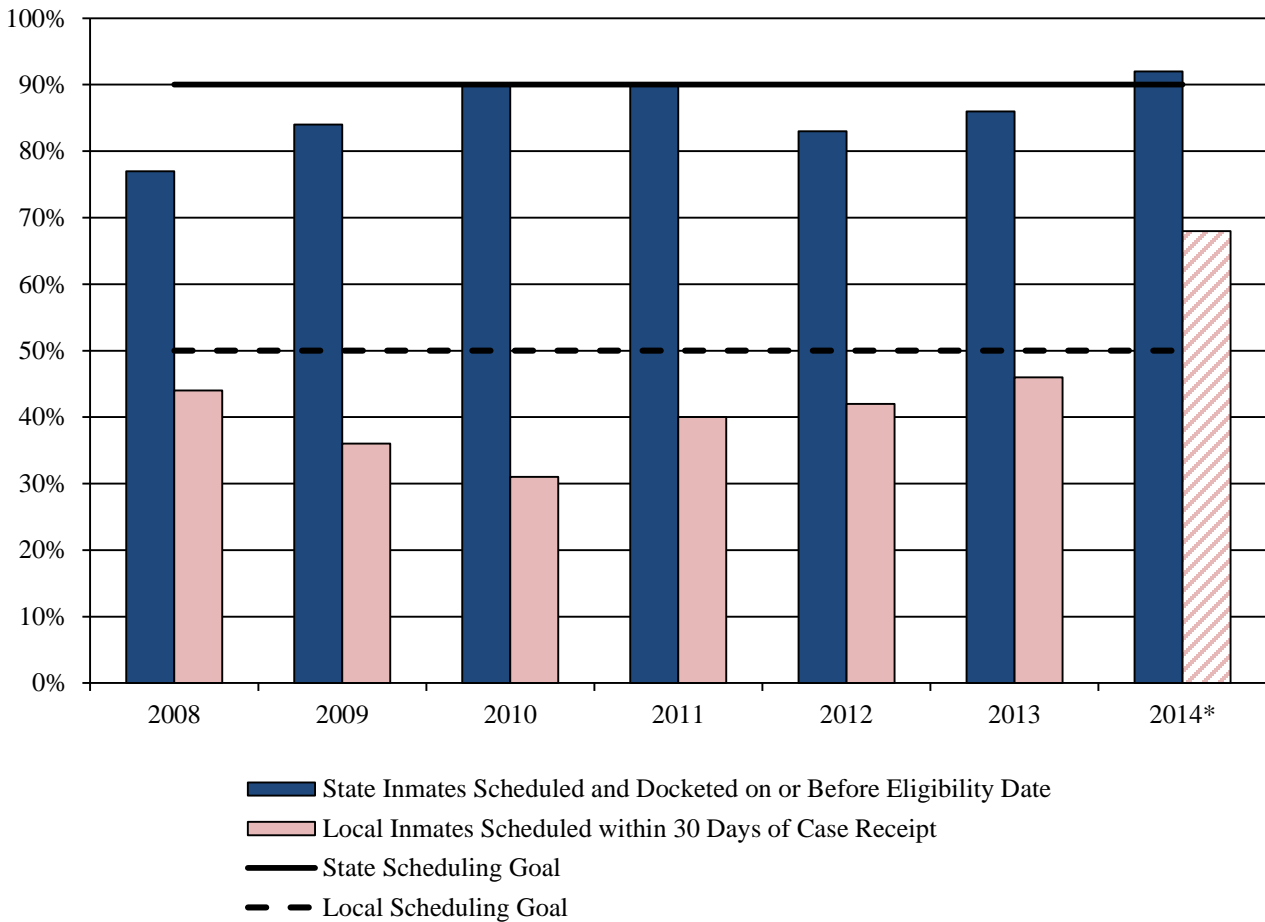
DPSCS: Department of Public Safety and Correctional Services

Source: Department of Public Safety and Correctional Services

3. Procedural Changes and Improved Staffing Generate Improved Productivity

In fiscal 2013, MPC received 10 additional positions to handle the increased workload resulting from improvements to the local parole process and enhancements to the parole process for State inmates. The impact of these 4 hearing officers and 6 processing clerks, in addition to closer monitoring by supervisors and other procedural changes within the agency, is demonstrated in **Exhibits 5** and **6**.

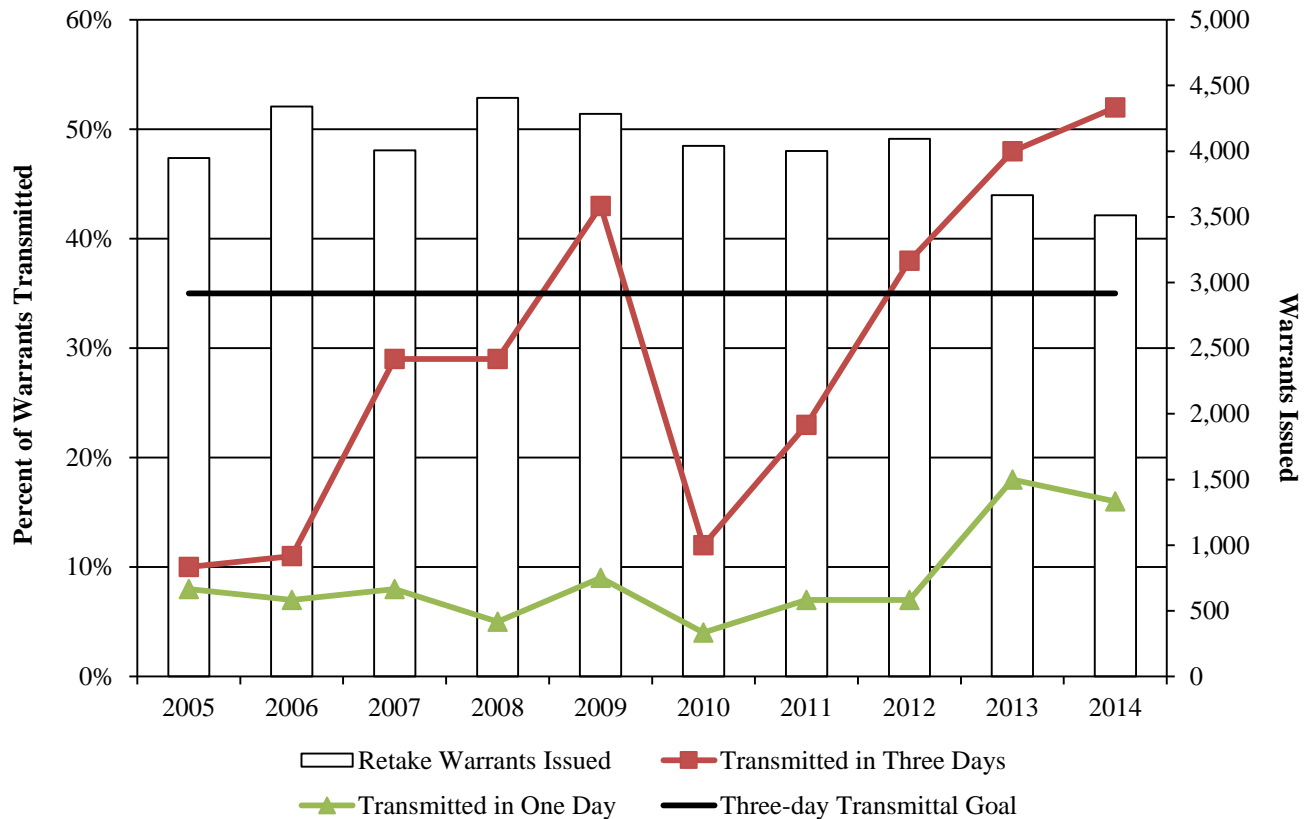
Exhibit 5
Timeliness of Scheduling Parole Hearings
Fiscal 2008-2014



* The acceptable timeframe for the scheduling of local inmates was increased to 45 days in fiscal 2014.

Source: Governor’s Budget Books, Fiscal 2006-2016

**Exhibit 6
Retake Warrant Processing
Fiscal 2005-2014**



Source: Governor’s Budget Books, Fiscal 2006-2016

Exhibit 5 demonstrates the agency’s ability to schedule parole hearings for State and local offenders within a specified timeframe: by the parole eligibility date for State inmates and within 30 days of receipt of the case for local inmates. The 30-day timeframe for local cases was increased to 45 days beginning in fiscal 2014, at the direction of the budget committees. The percentage of local cases scheduled within 30 days of case receipt increased steadily between fiscal 2010 and 2013. With the increased 45-day timeframe, the percent of local cases scheduled within the targeted timeframe increased by 22 percentage points, to 68%. After falling below the target in fiscal 2012, MPC was able to exceed its goal in fiscal 2014 regarding the scheduling of State inmates.

Exhibit 6 demonstrates the agency’s continued efforts to exceed its goal of having at least 35% of retake warrants processed within three business days. Retake warrants are processed by MPC when a parolee violates the terms of parole. Once MPC has been notified of the violation by the community supervision agent, MPC transmits a warrant to the Central Home Detention Unit for the parolee’s arrest,

so that a determination can be made as to whether the parolee will return to the correctional institution from which the parolee was released. A faster process time means that offenders who should not be in the community may be apprehended for parole violations more quickly.

After a significant decrease in fiscal 2010, MPC first exceeded its target in fiscal 2012, with 38% of retake warrants processed within three business days. The agency continued to improve over fiscal 2013 and into fiscal 2014 by processing 52% within the given time period. The percentage of retake warrants processed within one business day improved significantly in 2013, rising from 7% to 18%. Retake warrants processed in one business day declined slightly in fiscal 2014 to 16%. MPC has prioritized the processing of warrants for high-risk offenders, such as sex offenders or those in the Violence Prevention Initiative, which has resulted in improved processing times.

Fiscal 2015 Actions

Cost Containment

As shown in **Exhibit 7**, the Department of Public Safety and Correctional Services (DPSCS) has one fiscal 2015 across-the-board withdrawn appropriation for 2% of its general funds, totaling \$23.5 million departmentwide. If allocated proportionally, MPC's share of the reduction will be \$117,630.

Exhibit 7
Fiscal 2015 Reconsolidation
(\$ in Thousands)

<u>Action</u>	<u>Description</u>	<u>General Fund</u>	<u>Total</u>
Legislative Appropriation with Budget Amendments		\$6,028	\$6,028
Working Appropriation		\$6,028	\$6,028
January BPW Across the Board Reduction	This unit is part of the Department of Public Safety and Correctional Services which received a 2% across-the-board general fund reduction totaling \$23,525,957. If allocated proportionally, it would equal \$117,630 in this program.		
Adjusted Working Appropriation		\$6,028	\$6,028

BPW: Board of Public Works

Source: Department of Legislative Services

Proposed Budget

The Governor’s fiscal 2016 working allowance reflects a \$1,000 increase when compared to the fiscal 2015 working appropriation, as shown in **Exhibit 8**.

Exhibit 8
Proposed Budget
DPSCS – Maryland Parole Commission
(\$ in Thousands)

How Much It Grows:	General Fund	Total
Fiscal 2014 Actual	\$5,699	\$5,699
Fiscal 2015 Working Appropriation	6,028	6,028
Fiscal 2016 Allowance	<u>6,028</u>	<u>6,028</u>
Fiscal 2015-2016 Amt. Change	\$1	\$1
Fiscal 2015-2016 Percent Change		

Where It Goes:

Personnel Expenses

Increments and general salary increase annualization (prior to cost containment) ...	\$65
Section 20: abolition of prior year 2% general salary increase.....	-91
Section 21: abolition of employee increments.....	-73
Employee and retiree health insurance	140
Workers’ compensation premium assessment	-41
Employee retirement system.....	22
Other fringe benefit adjustments.....	-1

Other Changes

Vehicle replacements.....	15
Cell phone expenditures.....	9
Contractual services.....	-5
Non-Department of General Services rent.....	-15
Contractual full-time equivalents.....	-24

Total **\$1**

Note: Numbers may not sum to total due to rounding. The fiscal 2015 working appropriation reflects deficiencies and the Board of Public Works reductions to the extent that they can be identified by program. The fiscal 2016 allowance reflects back of the bill and contingent reductions to the extent that they can be identified by program.

Q00C01 – DPSCS – Maryland Parole Commission

Personnel expenses increase by nearly \$21,500. Employee and retiree health insurance increases personnel expenses by \$140,000, but this is offset by decreases for the abolition of the general salary increase and employee increments, as well as the workers' compensation premium assessment.

Outside of personnel expenses, MPC receives additional funding for one vehicle replacement (\$15,000) and cell phone plans (\$9,000). These costs are more than offset by decreases in the allowance for miscellaneous contractual services, rent as a result of decreased square footage based on fiscal 2015 renovations, and contractual full-time equivalents due to increased turnover.

Cost Containment

MPC has two fiscal 2016 across-the-board reductions for personnel: \$91,261 to remove the fiscal 2015 cost-of-living adjustment (COLA) and \$72,539 to remove increments from the allowance. Additionally, DPSCS has a 2% across-the-board general fund reduction. Should the department allocate this reduction proportionally, MPC's share will be \$121,890.

Recommended Actions

1. Concur with Governor's allowance.

Current and Prior Year Budgets

Current and Prior Year Budgets Maryland Parole Commission (\$ in Thousands)

	<u>General Fund</u>	<u>Special Fund</u>	<u>Federal Fund</u>	<u>Reimb. Fund</u>	<u>Total</u>
Fiscal 2014					
Legislative Appropriation	\$5,676	\$0	\$0	\$0	\$5,676
Deficiency Appropriation	-201	0	0	0	-201
Budget Amendments	231	0	0	0	231
Reversions and Cancellations	-7	0	0	0	-7
Actual Expenditures	\$5,699	\$0	\$0	\$0	\$5,699
Fiscal 2015					
Legislative Appropriation	\$5,982	\$0	\$0	\$0	\$5,982
Cost Containment	0	0	0	0	0
Budget Amendments	45	0	0	0	45
Working Appropriation	\$6,028	\$0	\$0	\$0	\$6,028

Note: Numbers may not sum to total due to rounding. The fiscal 2015 working appropriation does not include January 2015 Board of Public Works reductions and deficiencies.

Fiscal 2014

In fiscal 2014, the total budget for the commission increased by just over \$23,000 from the legislative appropriation. The commission had two general fund budget amendments – adding a total of nearly \$82,000 for the general salary increase – and one general fund budget amendment – adding \$149,000 due to the reallocation of the appropriation for DPSCS based on actual expenditures. These budget amendments were balanced by the commission’s share of the statewide reductions for health (\$122,937) and retirement (\$78,049).

Fiscal 2015

The commission’s fiscal 2015 working appropriation increases \$45,422 in general funds over the legislative appropriation as a result of one budget amendment allocating the COLA.

**Object/Fund Difference Report
DPSCS – Maryland Parole Commission**

<u>Object/Fund</u>	<u>FY 14 Actual</u>	<u>FY 15 Working Appropriation</u>	<u>FY 16 Allowance</u>	<u>FY 15 - FY 16 Amount Change</u>	<u>Percent Change</u>
Positions					
01 Regular	76.00	76.00	76.00	0.00	0%
02 Contractual	2.40	3.66	3.66	0.00	0%
Total Positions	78.40	79.66	79.66	0.00	0%
Objects					
01 Salaries and Wages	\$ 5,269,465	\$ 5,581,867	\$ 5,767,084	\$ 185,217	3.3%
02 Technical and Spec. Fees	64,081	89,839	65,962	-23,877	-26.6%
03 Communication	34,191	32,880	39,000	6,120	18.6%
04 Travel	35,210	28,000	32,000	4,000	14.3%
06 Fuel and Utilities	35,487	33,200	36,600	3,400	10.2%
07 Motor Vehicles	9,627	10,690	24,790	14,100	131.9%
08 Contractual Services	13,245	17,350	12,200	-5,150	-29.7%
09 Supplies and Materials	32,721	37,000	34,250	-2,750	-7.4%
10 Equipment – Replacement	758	974	0	-974	-100.0%
13 Fixed Charges	204,319	195,745	179,977	-15,768	-8.1%
Total Objects	\$ 5,699,104	\$ 6,027,545	\$ 6,191,863	\$ 164,318	2.7%
Funds					
01 General Fund	\$ 5,699,104	\$ 6,027,545	\$ 6,191,863	\$ 164,318	2.7%
Total Funds	\$ 5,699,104	\$ 6,027,545	\$ 6,191,863	\$ 164,318	2.7%

Note: The fiscal 2015 working appropriation does not include January 2015 Board of Public Works reductions and deficiencies. The fiscal 2016 allowance does not reflect contingent or across-the-board reductions.