

**Q00G00**  
**Police and Correctional Training Commissions**  
 Department of Public Safety and Correctional Services

***Operating Budget Data***

(\$ in Thousands)

	<u>FY 15</u> <u>Actual</u>	<u>FY 16</u> <u>Working</u>	<u>FY 17</u> <u>Allowance</u>	<u>FY 16-17</u> <u>Change</u>	<u>% Change</u> <u>Prior Year</u>
General Fund	\$7,612	\$9,168	\$9,536	\$369	4.0%
Deficiencies and Reductions	0	0	-19	-19	
<b>Adjusted General Fund</b>	<b>\$7,612</b>	<b>\$9,168</b>	<b>\$9,518</b>	<b>\$350</b>	<b>3.8%</b>
Special Fund	466	413	461	48	11.5%
<b>Adjusted Special Fund</b>	<b>\$466</b>	<b>\$413</b>	<b>\$461</b>	<b>\$48</b>	<b>11.5%</b>
Federal Fund	75	291	129	-162	-55.8%
<b>Adjusted Federal Fund</b>	<b>\$75</b>	<b>\$291</b>	<b>\$129</b>	<b>-\$162</b>	<b>-55.8%</b>
Reimbursable Fund	564	517	612	95	18.4%
<b>Adjusted Reimbursable Fund</b>	<b>\$564</b>	<b>\$517</b>	<b>\$612</b>	<b>\$95</b>	<b>18.4%</b>
<b>Adjusted Grand Total</b>	<b>\$8,718</b>	<b>\$10,389</b>	<b>\$10,719</b>	<b>\$330</b>	<b>3.2%</b>

- The fiscal 2017 allowance for the Police and Correctional Training Commissions (PCTC) increases by approximately \$330,000, or 3.2%, compared to the fiscal 2016 working appropriation.
- The increase in special and reimbursable fund expenditures is reflective of the agency's estimated increased training program participation from local and State entities, while the decline in federal fund expenditures reflects the agency's estimated training program participation from federal entities.

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

For further information contact: Hannah E. Dier

Phone: (410) 946-5530

***Personnel Data***

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	<b><u>FY 15 Actual</u></b>	<b><u>FY 16 Working</u></b>	<b><u>FY 17 Allowance</u></b>	<b><u>FY 16-17 Change</u></b>
Regular Positions	94.80	94.80	94.80	0.00
Contractual FTEs	<u>20.10</u>	<u>20.51</u>	<u>20.51</u>	<u>0.00</u>
<b>Total Personnel</b>	<b>114.90</b>	<b>115.31</b>	<b>115.31</b>	<b>0.00</b>

***Vacancy Data: Regular Positions***

Turnover and Necessary Vacancies, Excluding New Positions	4.74	5.00%
Positions and Percentage Vacant as of 12/31/15	11.80	12.45%

- At the close of calendar 2015, PCTC had 11.8 vacant positions, primarily for administrative functions. This is more than twice what is needed on average to meet fiscal 2016 budgeted turnover.

## *Analysis in Brief*

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### **Major Trends**

**Public Safety Education and Training Center Classroom Utilization:** PCTC controls 23 nondedicated training classrooms available for use by other training organizations when PCTC is not using them. Nondedicated classroom utilization has generally increased over the past decade, consistent with a corresponding increase in Public Safety Education and Training Center trainee days.

**Competency of Mandated Training Graduates:** To measure the agency’s ability to provide effective training, PCTC reports the percent of entry-level mandated training graduates whose work supervisor rates them “professionally competent” after four to six weeks of performing on the job. Overall, 77% of fiscal 2015 graduates were rated professionally competent, a decrease of 7 percentage points from the prior year, yet still 2 percentage points above the new 75% target. A decline in the competency rating for entry-level parole and probation agents is partially offset by a significant increase among police entry-level training graduates. **PCTC should comment on whether the new, relaxed competency rating goal is in line with industry standards. PCTC should also comment on whether policy or procedural changes are needed in order to improve the parole and probation academy.**

### **Issues**

**Public Safety and Policing Workgroup Recommendations:** In May 2015, the President of the Senate and the Speaker of the House created the joint legislative Public Safety and Policing Workgroup to consider issues such as police training resources, recruiting and hiring practices, investigation oversight, and community engagement policies. The workgroup’s final report, released in January 2016, includes a recommendation to create an independent Maryland Police Training and Standards Commission. **PCTC should comment on the logistical changes that would need to occur in order to reestablish its Police Training Commission as an independent Police Training and Standards Commission, including the anticipated budgetary and staffing impact on PCTC.**

### **Recommended Actions**

1. Concur with Governor’s allowance.

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**Police and Correctional Training Commissions**  
**Department of Public Safety and Correctional Services**

## ***Operating Budget Analysis***

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### **Program Description**

The Police and Correctional Training Commissions (PCTC) provide staffing and administrative services to two separate and distinct commissions. The Police Training Commission prescribes minimum police selection and training standards for entrance, in-service, and advanced levels for all police officers serving the State, county, and municipal agencies in Maryland. The Correctional Training Commission prescribes minimum selection and training standards for parole and probation, juvenile justice, and correctional personnel serving in State and county agencies. Both commissions also train police and correctional officers for the State, county, and municipal agencies. All State, county, municipal police, and correctional officers are certified by the agency to ensure that they meet the agency's specified standards. PCTC also provides entry-level training for State correctional officers, parole and probation agents, and Drinking Driver Monitor Program (DDMP) agents, in addition to other training programs for veteran personnel. The agency also provides firearm safety, crime prevention, and drug resistance education programs to Maryland businesses, schools, and citizens. In addition, PCTC operates the Public Safety Education and Training Center (PSETC), a facility designed to enhance the efforts of certified academies and in-service training programs for both State and local public safety officers by providing specialized training resources and curricula.

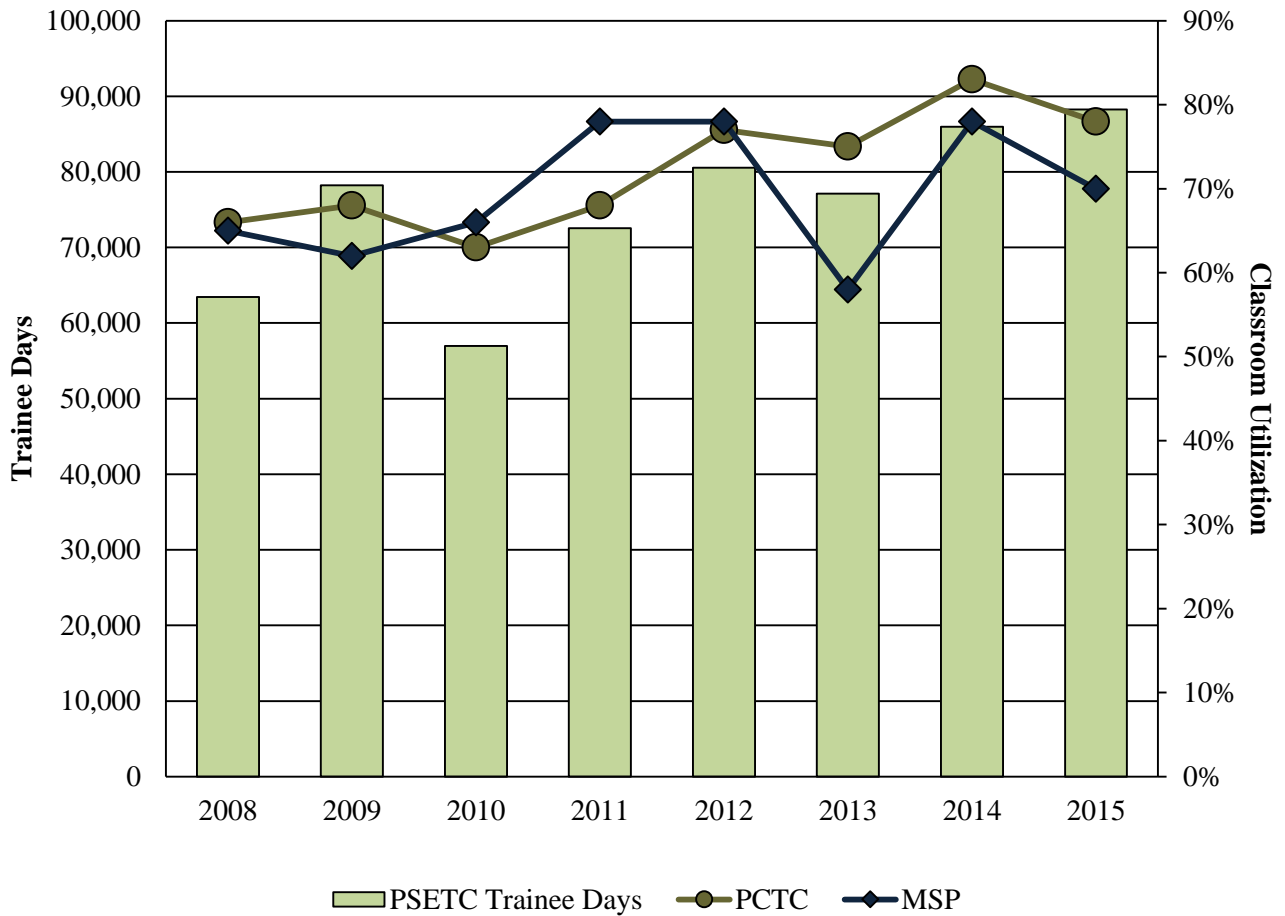
### **Performance Analysis: Managing for Results**

#### **1. Public Safety Education and Training Center Classroom Utilization**

**Exhibit 1** provides PSETC classroom utilization data and trainee days for fiscal 2008 through 2015. Trainee days are calculated by multiplying the number of program attendees by the length of the program in days. PCTC controls 23 training classrooms that are considered nondedicated because they are available for use by other training organizations when PCTC is not using them. These include general classrooms, as well as skills rooms for driver training, firearms training, and physical training. Four other classrooms have been dedicated for use by the Department of State Police.

PCTC nondedicated classroom utilization has generally increased over the past decade. In fiscal 2015, nondedicated classrooms were utilized 78% of the time. Although this is a slight decrease from the previous year, it is still above the classroom utilization rate for all other years between fiscal 2008 and 2013. As is to be expected, the gradual increase in classroom utilization since fiscal 2008 has corresponded to an increase in PSETC trainee days over the same period of time. In fact, although classroom utilization decreased slightly between fiscal 2014 and 2015, trainee days increased slightly over the same period of time.

**Exhibit 1  
PSETC Trainee Days and Classroom Utilization  
Fiscal 2008-2015**



MSP: Maryland State Police  
 PCTC: Police and Correctional Training Commissions  
 PSETC: Public Safety Education and Training Center

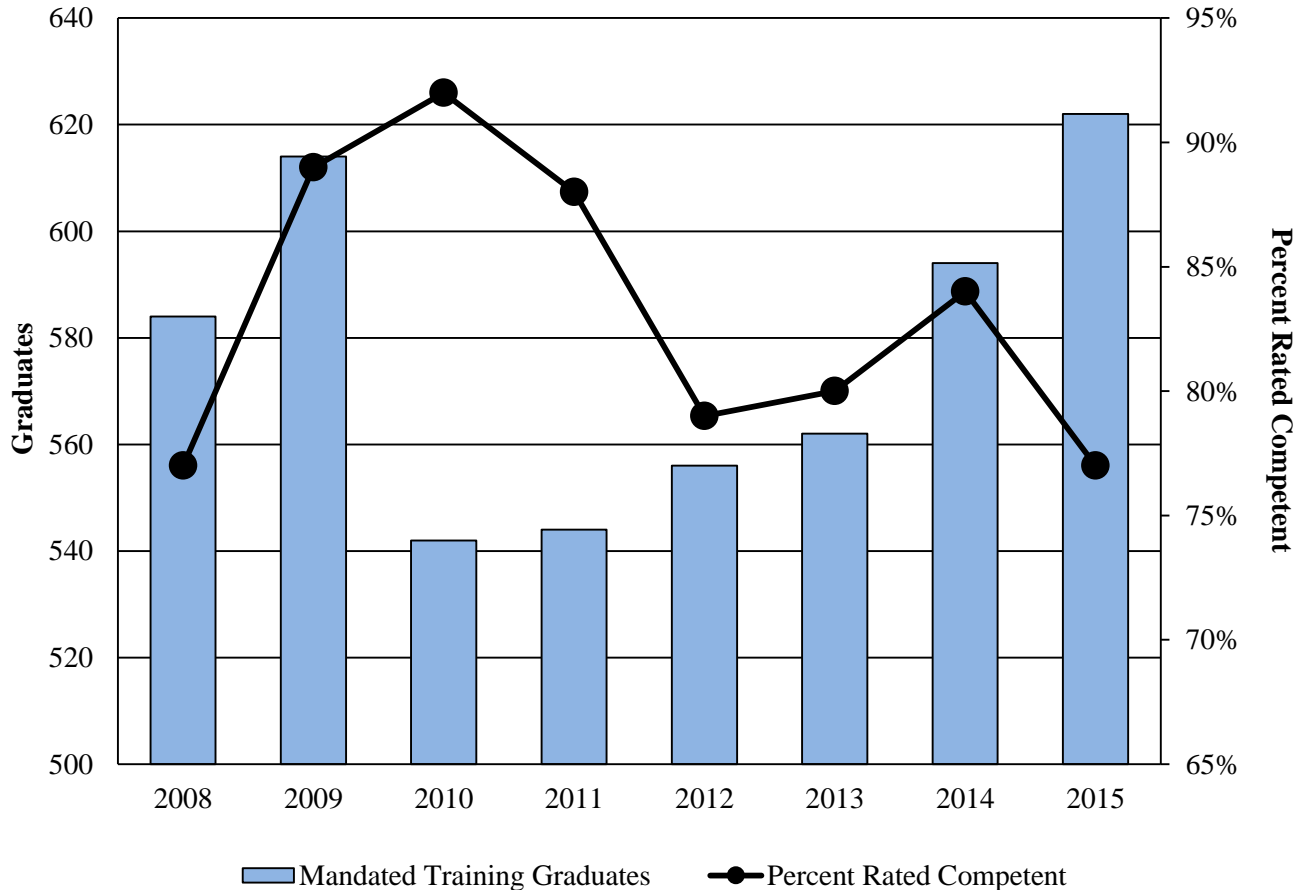
Source: Governor’s Budget Books, Fiscal 2008-2015

## 2. Competency of Mandated Training Graduates

Part of PCTC’s mission is to provide comprehensive, integrated training and organizational development through collaboration with all stakeholders. PCTC is responsible for providing all mandated training required by regulations, including mandated entry-level training for corrections,

police, and community supervision agents. To measure the agency’s ability to provide effective training, PCTC reports the percent of entry-level mandated training graduates whose work supervisor rates them “professionally competent” after four to six weeks of performing on the job. **Exhibit 2** reports the number of graduates and the percent rated competent since fiscal 2008. The agency’s goal is to have 75.0% of graduates rated professionally competent, a decrease from the previous goal of 90.0%. After the total number of mandated training graduates declined 11.7% between fiscal 2009 and 2010, the number has steadily begun to climb again, with 622 graduates in fiscal 2015. Just over 85.0% of all graduates (530) were from the correctional officer academy.

**Exhibit 2**  
**Professional Competency of Entry-level**  
**Mandated Training Graduates**  
**Fiscal 2008-2015**



Source: Department of Public Safety and Correctional Services; Governor’s Budget Books, Fiscal 2008-2015

PCTC received competency survey responses for 129 graduates. Overall, 77% of fiscal 2015 graduates were rated professionally competent, a decrease of 7 percentage points from the prior year, yet still 2 percentage points above the new 75% target. **PCTC should comment on whether the new, relaxed competency rating goal is in line with industry standards.**

The overall decrease in fiscal 2015 can be primarily attributed to a decrease of 10 percentage points among community supervision entry-level training graduates, as shown in **Exhibit 3**. This decrease brings the entry-level competency rating for community supervision agents, which has been steadily declining, below 50%. In the past, PCTC has attributed the decreased ratings for parole and probation graduates to an aligning of the survey responses to match those of the correctional and police training programs. However, a parole and probation focus group study submitted to the legislature in December 2015 indicates that many participants had concerns about the quality of training for new agents. Specifically, some focus group participants felt there is a disconnect between the knowledge needed to operate successfully in the field and the training provided at the academy. **PCTC should comment on whether policy or procedural changes are needed in order to improve the parole and probation academy.**

**Exhibit 3**  
**Professional Competency of**  
**Entry-level Mandated Training Graduates by Program**  
**Fiscal 2013-2015**

	<u>2013</u>	<u>2014</u>	<u>2015</u>
<b>Corrections</b>			
35-day Correctional Academy	80%	90%	88%
<b>Police</b>			
26-week Police Academy	58%	83%	100%
6-week Police Comparative Compliance	50%	100%	–
<b>Parole and Probation</b>			
8-week Parole and Probation Academy	92%	57%	47%
5-week DDMP Academy	–	50%	–

DDMP: Drinking Driver Monitor Program

Note: Six-week police comparative compliance course was not given in fiscal 2015; five-week DDMP academy course was not given in fiscal 2013 or 2015.

Source: Governor’s Budget Books, Fiscal 2013-2015



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The decline in the competency rating for entry-level parole and probation agents is partially offset by a significant increase among police entry-level training graduates. In fiscal 2013, only 58% of graduates from the police academy were rated professionally competent. This increased to 100% in fiscal 2015. In recent years, the police academy has made changes to the instructional format to include more scenario-based learning, which likely has contributed to the increased competency rating for entry-level graduates.

**Proposed Budget**

As demonstrated in **Exhibit 4**, the Governor’s fiscal 2017 allowance for PCTC increases by \$330,000, or 3.2%, over the working appropriation when adjusting for the fiscal 2017 across-the-board reduction for health insurance. Increases for general, special, and reimbursable funds are partially offset by a decrease in federal fund revenues.

**Exhibit 4  
Proposed Budget  
DPSCS – Police and Correctional Training Commissions  
(\$ in Thousands)**

<b>How Much It Grows:</b>	<b><u>General Fund</u></b>	<b><u>Special Fund</u></b>	<b><u>Federal Fund</u></b>	<b><u>Reimb. Fund</u></b>	<b><u>Total</u></b>
Fiscal 2015 Actual	\$7,612	\$466	\$75	\$564	\$8,718
Fiscal 2016 Working Appropriation	9,168	413	291	517	10,389
Fiscal 2017 Allowance	<u>9,518</u>	<u>461</u>	<u>129</u>	<u>612</u>	<u>10,719</u>
Fiscal 2016-2017 Amount Change	\$350	\$48	-\$162	\$95	\$330
Fiscal 2016-2017 Percent Change	3.8%	11.5%	-55.8%	18.4%	3.2%

**Where It Goes:**

**Personnel Expenses**

Turnover adjustments .....	\$151
Employee retirement .....	19
Employee and retiree health insurance.....	5
Overtime.....	2
Workers’ compensation premium assessment.....	-60
Other fringe benefit adjustments .....	1

**Other Changes**

Employee uniforms .....	168
Food services.....	128

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**Where It Goes:**

Building and equipment repairs and maintenance.....	112
Contractual full-time equivalents .....	24
Education and training contracts .....	-106
Fuel and utilities .....	-124
Other.....	10
<b>Total</b>	<b>\$330</b>

DPSCS: Department of Public Safety and Correctional Services

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

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Personnel expenses increase by a net \$118,000, driven by a reduction in budgeted turnover. Historically, turnover for PCTC is set around 5.0%. Turnover was increased in the working appropriation to more than 7.0%, but is returned to 5.0% in the allowance. This translates to an increase of just under \$151,000. Partially offsetting the increase for the turnover adjustment is a decrease of \$60,000 for the workers' compensation premium assessment, consistent with fiscal 2015 actual spending. Approximately 98.5% of the PCTC personnel allowance is funded with general funds; this represents 75.3% of the entire general fund allowance for PCTC. The remaining 1.5% of personnel expenses are funded with reimbursable and federal funds. The allowance for the Department of Budget and Management also includes funding for employee increments. A general fund amount of \$127,729 will be transferred by budget amendment to PCTC to allocate funding for increments.

Special, federal, and reimbursable fund revenues account for at least 11% of the PCTC total budget annually. These revenues are generated from grants and fees paid by federal, State, and local entities for utilizing PSETC and participating in training programs provided by PCTC. Although the agency is not expecting an overall change in the level of participation, federal revenues decline, and special and reimbursable funds increase in the allowance primarily based on prior year actual expenditures.

The impact on PCTC operating expenses can be seen in increases for employee uniforms, contractual food services, and contractual full-time equivalents (FTE), as well as a decrease for education and training contracts. The increase of \$168,000 for employee uniforms is primarily attributable to a shift in departmental policy to issue correctional officer uniforms to academy graduates at PCTC rather than at the assigned correctional institutions. This has a neutral impact on overall Department of Public Safety and Correctional Services funding for employee uniforms but increases the reimbursable fund budget for employee uniforms at PCTC. The PCTC allowance for contractual food services increases by \$128,000 over the working appropriation. Most of this increase is the result of additional reimbursable funds associated with new programs for State agencies that will require meals for noncorrectional officer trainees. The increase of \$24,000 for contractual FTEs, primarily funded with special funds, is largely attributable to the addition of contractual health insurance in the allowance. Funding for education and training contracts decreases in the allowance, consistent with a

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change in services provided for the U.S. Department of State (State Department). In previous years, PCTC received federal funds from the State Department for translation services. However, moving forward, the State Department has decided to provide its own interpreters. Federal funds are adjusted accordingly in the allowance.

**Across-the-board Reductions**

The fiscal 2017 budget bill includes an across-the-board reduction for employee health insurance, based on a revised estimate of the amount of funding needed. This agency's share of these reductions is \$18,529 in general funds. There is an additional across-the-board reduction to abolish positions statewide, but the amounts have not been allocated by agency.

## ***Issues***

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### **1. Public Safety and Policing Workgroup Recommendations**

In May 2015, the President of the Senate and the Speaker of the House created the joint legislative Public Safety and Policing Workgroup, composed of 10 senators and 10 delegates. The focus of the workgroup was on police training resources, recruiting and hiring practices, consideration of a statewide oversight panel for certain kinds of investigations, review of the Law Enforcement Officers' Bill of Rights and its application by different law enforcement agencies across Maryland, and community engagement policies. The workgroup's final report was released in January 2016 and includes recommendations regarding enhanced training for officers, additional oversight with regard to police-involved incidents, modifications to hiring and recruitment policies, mental health safeguards, increased transparency regarding law enforcement policies and officer discipline, increased civilian engagement, and implementation of community relations programs. Associated statutory changes have been introduced in HB 1016 of this session.

One recommendation of the workgroup in particular would create an independent Maryland Police Training and Standards Commission to improve uniformity in policing practices across the State with an emphasis on best practices, standards, and training in law enforcement. The current organizational structure of the Police Training Commission within PCTC allows the commission to share an administration, facilities, and other resources with the Correctional Training Commission. However, it is the opinion of the workgroup that, because of the significant differences between corrections and law enforcement, an independent police training commission would be more appropriate and effective.

**PCTC should comment on the logistical changes that would need to occur in order to reestablish its Police Training Commission as an independent Police Training and Standards Commission, including the anticipated budgetary and staffing impact on PCTC.**

## ***Recommended Actions***

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1. Concur with Governor's allowance.

**Object/Fund Difference Report  
DPSCS – Police and Correctional Training Commissions**

<u>Object/Fund</u>	<u>FY 15 Actual</u>	<u>FY 16 Working Appropriation</u>	<u>FY 17 Allowance</u>	<u>FY 16 - FY 17 Amount Change</u>	<u>Percent Change</u>
<b>Positions</b>					
01 Regular	94.80	94.80	94.80	0.00	0%
02 Contractual	20.10	20.51	20.51	0.00	0%
<b>Total Positions</b>	<b>114.90</b>	<b>115.31</b>	<b>115.31</b>	<b>0.00</b>	<b>0%</b>
<b>Objects</b>					
01 Salaries and Wages	\$ 5,519,224	\$ 7,151,184	\$ 7,287,308	\$ 136,124	1.9%
02 Technical and Spec. Fees	846,503	844,623	868,255	23,632	2.8%
03 Communication	55,364	64,050	59,064	-4,986	-7.8%
04 Travel	37,091	50,000	46,600	-3,400	-6.8%
06 Fuel and Utilities	620,670	763,400	639,400	-124,000	-16.2%
07 Motor Vehicles	108,878	114,090	119,320	5,230	4.6%
08 Contractual Services	1,012,381	1,070,225	1,154,630	84,405	7.9%
09 Supplies and Materials	381,706	233,200	463,749	230,549	98.9%
10 Equipment – Replacement	42,396	10,000	10,000	0	0%
11 Equipment – Additional	4,401	0	0	0	0.0%
12 Grants, Subsidies, and Contributions	34,301	50,000	50,000	0	0%
13 Fixed Charges	43,401	38,156	39,354	1,198	3.1%
14 Land and Structures	11,251	0	0	0	0.0%
<b>Total Objects</b>	<b>\$ 8,717,567</b>	<b>\$ 10,388,928</b>	<b>\$ 10,737,680</b>	<b>\$ 348,752</b>	<b>3.4%</b>
<b>Funds</b>					
01 General Fund	\$ 7,612,423	\$ 9,167,751	\$ 9,536,320	\$ 368,569	4.0%
03 Special Fund	465,624	413,400	461,000	47,600	11.5%
05 Federal Fund	75,181	291,102	128,629	-162,473	-55.8%
09 Reimbursable Fund	564,339	516,675	611,731	95,056	18.4%
<b>Total Funds</b>	<b>\$ 8,717,567</b>	<b>\$ 10,388,928</b>	<b>\$ 10,737,680</b>	<b>\$ 348,752</b>	<b>3.4%</b>

Note: The fiscal 2016 working appropriation does not include deficiencies or reversions. The fiscal 2017 allowance does not include contingent reductions.