

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

***Operating Budget Data***

(\$ in Thousands)

	<u>FY 16</u> <u>Actual</u>	<u>FY 17</u> <u>Working</u>	<u>FY 18</u> <u>Allowance</u>	<u>FY 17-18</u> <u>Change</u>	<u>% Change</u> <u>Prior Year</u>
General Fund	\$7,073	\$9,566	\$7,619	-\$1,947	-20.3%
Adjustments	0	0	-17	-17	
<b>Adjusted General Fund</b>	<b>\$7,073</b>	<b>\$9,566</b>	<b>\$7,602</b>	<b>-\$1,964</b>	<b>-20.5%</b>
Special Fund	363	461	393	-68	-14.8%
<b>Adjusted Special Fund</b>	<b>\$363</b>	<b>\$461</b>	<b>\$393</b>	<b>-\$68</b>	<b>-14.8%</b>
Federal Fund	87	129	100	-29	-22.3%
<b>Adjusted Federal Fund</b>	<b>\$87</b>	<b>\$129</b>	<b>\$100</b>	<b>-\$29</b>	<b>-22.3%</b>
Reimbursable Fund	437	612	477	-134	-22.0%
<b>Adjusted Reimbursable Fund</b>	<b>\$437</b>	<b>\$612</b>	<b>\$477</b>	<b>-\$134</b>	<b>-22.0%</b>
<b>Adjusted Grand Total</b>	<b>\$7,961</b>	<b>\$10,767</b>	<b>\$8,572</b>	<b>-\$2,195</b>	<b>-20.4%</b>

Note: Includes targeted reversions, deficiencies, and contingent reductions.

- When accounting for the fiscal 2018 across-the-board reduction for the State pension fund, the fiscal 2018 allowance for the Police and Correctional Training Commissions (PCTC) decreases by approximately \$2.2 million, or 20.4%, compared to the fiscal 2017 working appropriation.
- Over 89.0% of the change in the fiscal 2018 allowance comes from a \$2.0 million decrease in general funds, nearly all of which is personnel-related expenses, mainly turnover expectancy.
- A \$200,000 decrease in special and reimbursable fund expenditures reflects an estimated decrease in training program participation from local and State entities. A \$29,000 decrease in federal fund expenditures reflects a similar decrease in estimated training program participation from federal entities.

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

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***Personnel Data***

	<b><u>FY 16</u></b> <b><u>Actual</u></b>	<b><u>FY 17</u></b> <b><u>Working</u></b>	<b><u>FY 18</u></b> <b><u>Allowance</u></b>	<b><u>FY 17-18</u></b> <b><u>Change</u></b>
Regular Positions	94.80	69.80	69.80	0.00
Contractual FTEs	<u>17.08</u>	<u>21.23</u>	<u>21.23</u>	<u>0.00</u>
<b>Total Personnel</b>	<b>111.88</b>	<b>91.03</b>	<b>91.03</b>	<b>0.00</b>

***Vacancy Data: Regular Positions***

Turnover and Necessary Vacancies, Excluding New Positions	4.14	5.93%
Positions and Percentage Vacant as of 12/31/16	17.30	24.79%

- Overall, there were no changes in regular positions or contractual full-time equivalents. At the close of calendar 2016, PCTC had 17.3 vacancies, which represents 25% of the workforce. This number is approximately four times what is needed on average to meet budgeted turnover. In addition, 6.5 of these positions have been vacant for over one year.

## ***Analysis in Brief***

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### **Major Trends**

***Decline in Correctional Officer Trainees:*** PCTC reports the number of entry-level police and correctional officers enrolled as trainees, along with their graduation rates. While 83% of correctional officer trainees graduated in 2016, only 87 trainees enrolled in the program, a 79% decrease from the previous year. Overall, the inclusion of a mandatory polygraph exam and tighter screening requirements has resulted in a smaller pool of applicants.

***Public Safety Education and Training Center Classroom Utilization:*** PCTC controls 23 nondedicated training classrooms available for use by other training organizations when not in use by PCTC. While nondedicated classroom utilization has generally increased over the past decade, utilization rates have declined in fiscal 2016, again due to the large decrease in entry-level correctional officer trainees. **PCTC should comment on firing/driving range utilization rates, and whether additional facilities or services would address needs.**

***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, 86% of fiscal 2016 graduates were rated professionally competent, an increase of 9 percentage points from fiscal 2015, and 11 percentage points above the new 75% target.

***Competency Ratings by Program:*** Both police and correctional academy graduates were rated professionally competent at rates of 88% and 89%, respectively.

### **Issues**

***Maryland Police Training and Standards Commission:*** Chapter 519 of 2016 requires the implementation of several policy changes resulting from the Public Safety and Policing Workgroup. The provision with the largest impact on PCTC is the reconstitution of the Police Training Commission as an independent Maryland Police Training and Standards Commission. **PCTC should report to the budget committees on its progress toward forming the new commission as well as associated costs and implementation challenges.**

***Crisis Intervention Training for Police Officers:*** The 2016 *Substance Use and Mental Health Disorder Gaps and Needs Analysis* report issued by the Governor’s Office of Crime Control and Prevention recommends that all law enforcement officers receive entry-level training in crisis intervention to better respond to individuals experiencing mental health or substance abuse issues. **PCTC should comment on the recommended crisis intervention training, its role in offering the training, and associated costs and needs.**

***Baltimore Police Department – U.S. Department of Justice Consent Decree:*** A U.S. Department of Justice investigation of the Baltimore Police Department (BPD), conducted in the wake of the death of Freddie Gray and the subsequent civil unrest, revealed that BPD has systemic deficiencies in policies, training, supervision, and accountability structures. The consent decree allows for police training and procedures that will be subject to routine PCTC oversight. **PCTC should comment on what support or assistance will be provided to BPD as it enhances and alters current training programs.**

## **Recommended Actions**

1. Adopt narrative requesting a report on the progress toward forming the new commission as well as associated costs and implementation challenges.

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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, and municipal police and correctional officers are certified by the agency to ensure that they meet the agency's specified standards.

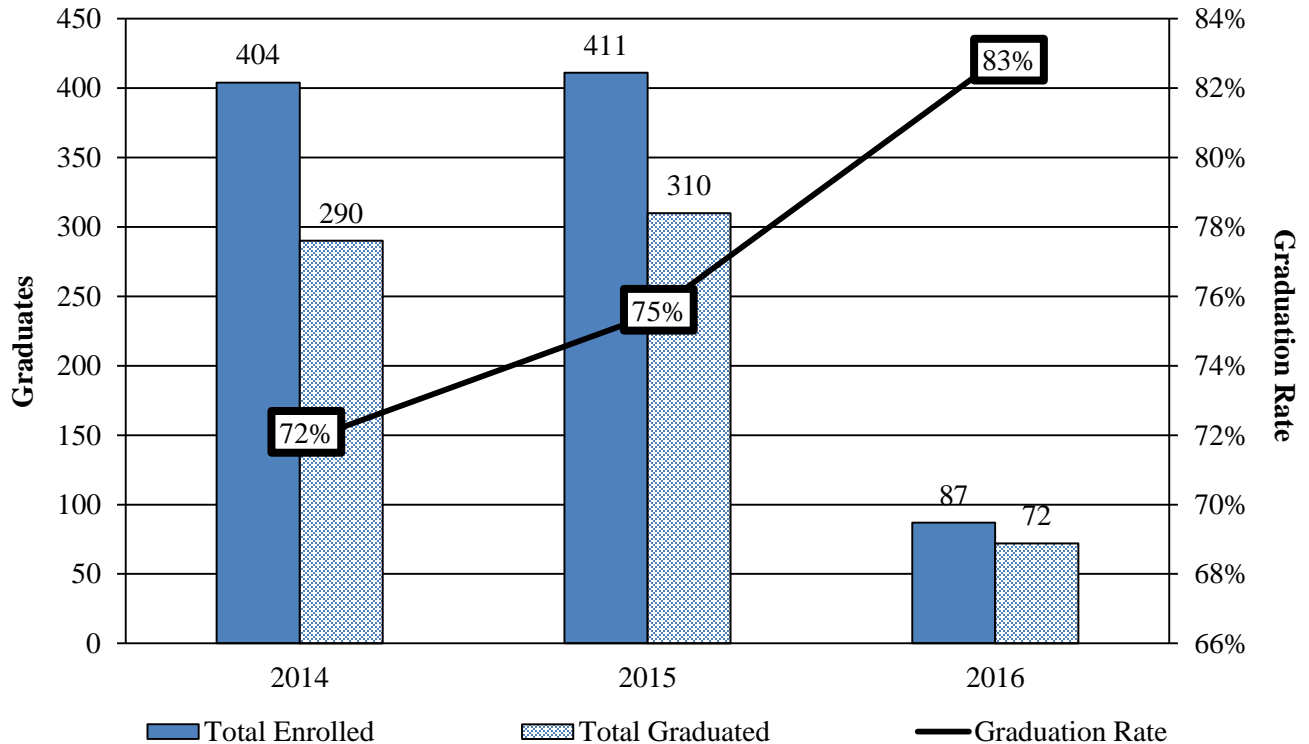
PCTC provides entry-level training for State correctional officers, parole and probation agents, and Drinking Driver Monitor Program (DDMP) agents, in addition to other training programs for veteran personnel. The agency also provides firearm safety, crime prevention, and drug resistance education programs 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. Decline in Correctional Officer Trainees**

In fiscal 2015, PCTC had 411 correctional officer trainees enrolled. In fiscal 2016, the number of correctional officer trainees dropped to 87. This 79% decrease in trainees is a result of the inclusion of a mandatory polygraph exam and tighter screening requirements. In particular, the screening of candidates for past marijuana use has resulted in a smaller pool of trainees. **Exhibit 1** reports the number of entry-level correctional trainees, along with their graduation rates. PCTC reports that the increased graduation rates reflect a higher-quality pool of candidates, the result of a more rigorous screening process.

**Exhibit 1**  
**Correctional Training Enrollment and Graduation Rates**  
**Fiscal 2014-2016**



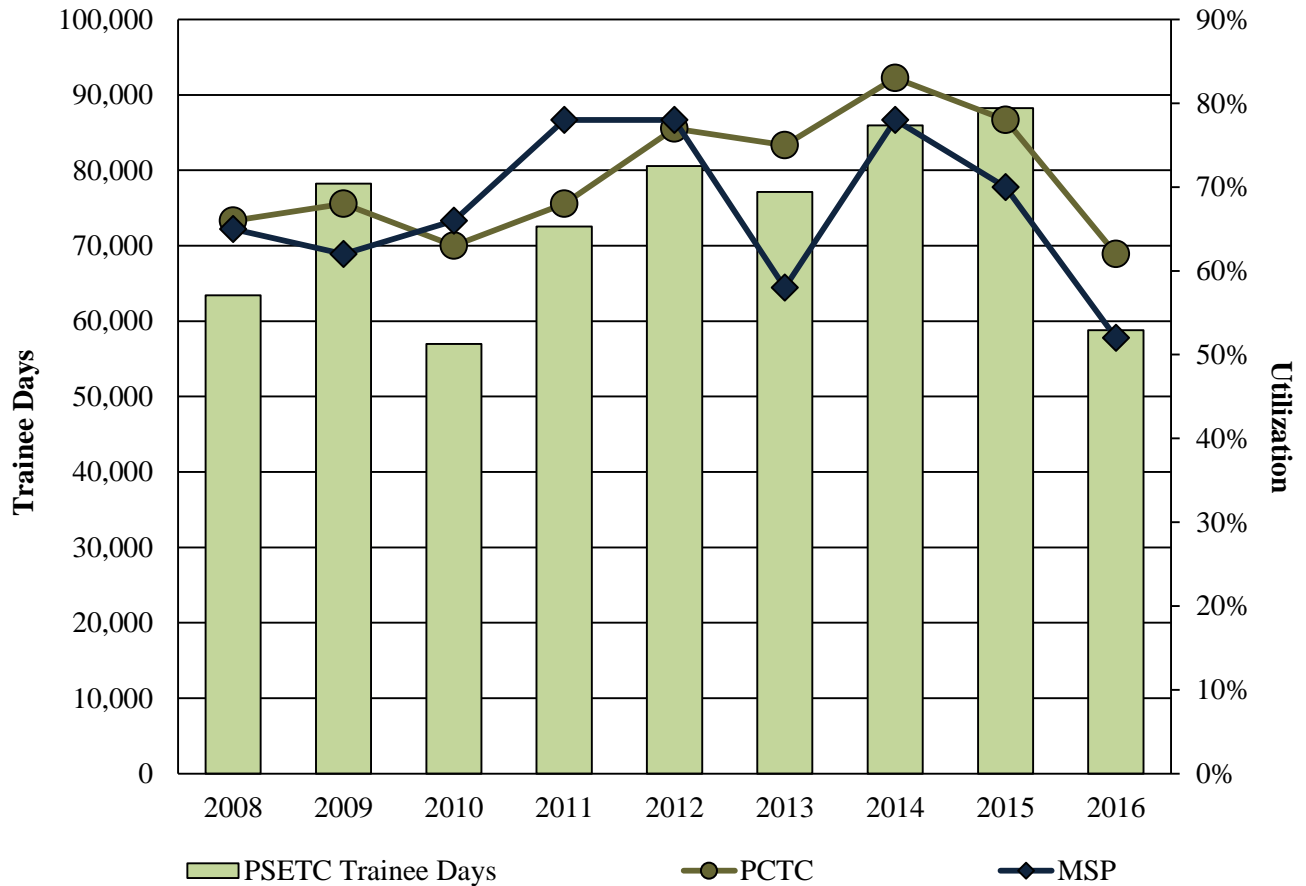
Source: Department of Public Safety and Correctional Services

## 2. Public Safety Education and Training Center Classroom Utilization

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 not in use by PCTC. 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 Maryland State Police.

While PCTC nondedicated classroom utilization rates and trainee days have generally increased over the past decade, they declined significantly in fiscal 2016. This decline is also due to the decrease in trainees, particularly correctional officer candidates. Trainee days decreased from approximately 88,000 in fiscal 2015 to 59,000 in fiscal 2016. Average combined class utilization rates also declined for the same period, from 74% to 57%. **Exhibit 2** provides PSETC classroom utilization data and trainee days for fiscal 2008 through 2016.

**Exhibit 2  
PSETC Trainee Days and Classroom Utilization  
Fiscal 2008-2016**



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

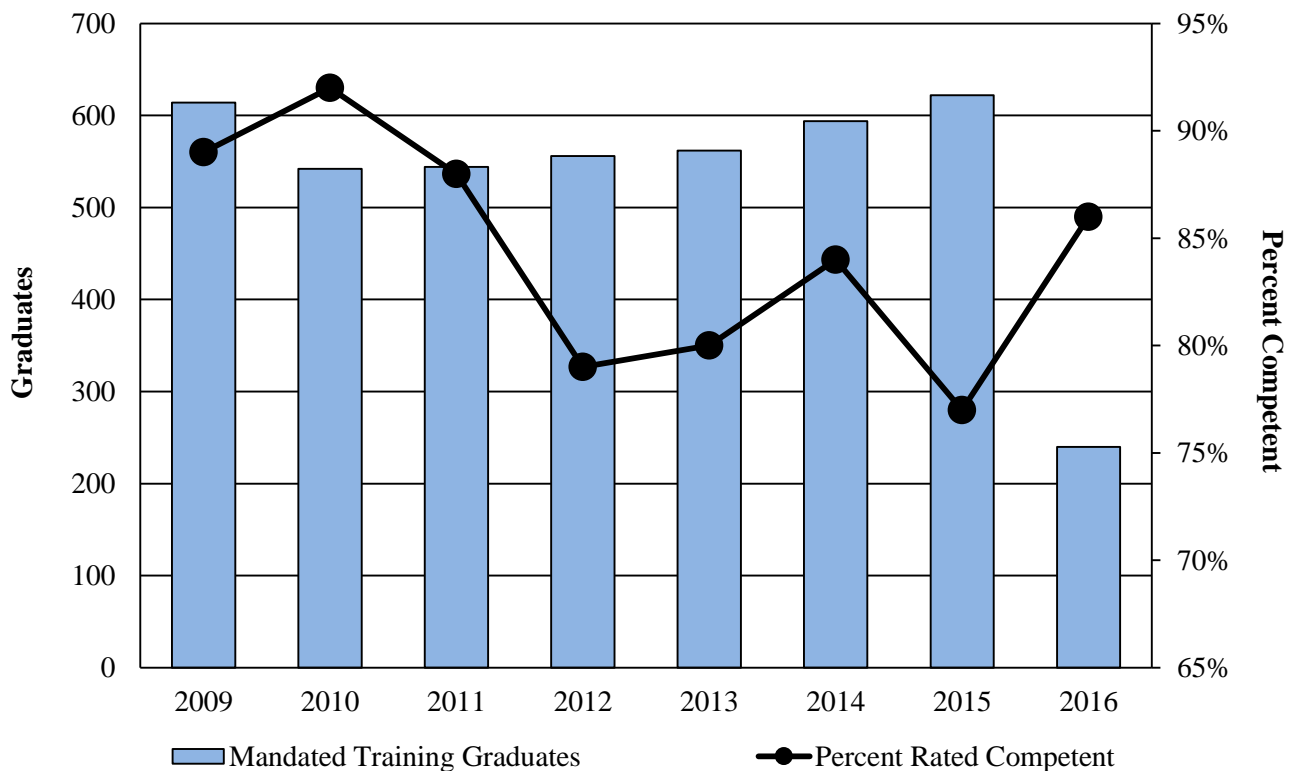
Source: Managing for Results, Department of Public Safety and Correctional Services

In terms of utilization rates, the high demand and use of PSETC firing range and driving range facilities indicate these services may be oversubscribed. **PCTC should comment on firing/driving range utilization rates, and whether additional facilities or services would address needs.**

### 3. 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. **Exhibit 3** reports the number of graduates and the percent rated competent since fiscal 2009. The agency goal is to have 75% of graduates rated professionally competent.

**Exhibit 3**  
**Professional Competency of Entry-level**  
**Mandated Training Graduates**  
**Fiscal 2009-2016**



Source: Managing for Results, Department of Public Safety and Correctional Services

In fiscal 2016, 86% of graduates were rated professionally competent, exceeding the goal by 11 percentage points. Again, this occurred despite the fact that mandated training class totals were 622 in fiscal 2015 and decreased significantly to 240 in fiscal 2016.



#### 4. Competency Ratings by Program

**Exhibit 4** reports professional competency ratings by program. Despite the significant decrease in correctional officer trainees, competency ratings for those in the corrections cohort are in line with recent years, with very little change between fiscal 2015 and 2016. Competency ratings for the police academy decreased from 100% in fiscal 2015 to 88% in 2016. In recent years, the police academy has made changes to the instructional format to include more scenario-based learning (SBL), which likely contributed to the increased competency rating for entry-level graduates since fiscal 2014.

The Division of Parole and Probation (DPP) agent training program and DDMP were not conducted during fiscal 2016. However, PCTC conducted two classes for DPP agents at the beginning of fiscal 2017 that graduated 47 students. A third DPP agent class is scheduled for approximately 25 to 30 students in April 2017.

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**Exhibit 4**  
**Professional Competency of Entry-level Mandated Training**  
**Graduates by Program**  
**Fiscal 2013-2016**

	<u>2013</u>	<u>2014</u>	<u>2015</u>	<u>2016</u>
<b>Corrections</b>				
35-day Correctional Academy	80%	90%	88%	89%
<b>Police</b>				
26-week Police Academy	58%	83%	100%	88%
6-week Police Comparative Compliance	50%	100%	n/a	71%
<b>Parole and Probation</b>				
8-week Parole and Probation Academy	92%	57%	47%	n/a
5-week DDMP Academy	n/a	50%	n/a	n/a

DDMP: Drinking Driver Monitor Program

Note: Programs with an “n/a” represent that a particular course was not offered during that fiscal year.

Source: Department of Public Safety and Correctional Services

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**Fiscal 2017 Actions**

**Section 20 Position Abolitions**

Section 20 of the fiscal 2017 budget bill required the Governor to abolish 657 vacant full-time equivalent positions and reduce the fiscal 2017 budget by \$25.0 million. The impact to the Department of Public Safety and Correctional Services (DPSCS) was the loss of \$7.8 million in general funds, \$100,000 in special funds, and 58 regular positions. PCTC had 1 of the 58 abolished positions with salary and fringe benefit savings of \$56,383.

**Proposed Budget**

As demonstrated in **Exhibit 5**, the Governor’s fiscal 2018 allowance for PCTC decreases by \$2.2 million, or 20.4%, under the working appropriation when adjusting for the fiscal 2018 across-the-board reduction for the State pension fund. A decrease in general funds is approximately 89% of the budgetary change.

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**Exhibit 5**  
**Proposed Budget**  
**DPSCS – Police and Correctional Training Commissions**  
**(\$ in Thousands)**

<b>How Much It Grows:</b>	<b>General Fund</b>	<b>Special Fund</b>	<b>Federal Fund</b>	<b>Reimb. Fund</b>	<b>Total</b>
Fiscal 2016 Actual	\$7,073	\$363	\$87	\$437	\$7,961
Fiscal 2017 Working Appropriation	9,566	461	129	612	10,767
Fiscal 2018 Allowance	<u>7,602</u>	<u>393</u>	<u>100</u>	<u>477</u>	<u>8,572</u>
Fiscal 2017-2018 Amount Change	-\$1,964	-\$68	-\$29	-\$134	-\$2,195
Fiscal 2017-2018 Percent Change	-20.5%	-14.8%	-22.3%	-22.0%	-20.4%

**Where It Goes:**

**Personnel Expenses**

Overtime .....	\$4
Accrued leave payout.....	-7
Employee retirement system (including contingent reduction for pension payments) .....	-150
Employee and retiree health insurance .....	-235
Turnover expectancy.....	-1,592
Other fringe benefit adjustments.....	2

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**Where It Goes:**

**Training Center Expenses and Other Changes**

Building repairs and maintenance.....	80
Education/training contracts .....	-11
Motor vehicles – gas and oil .....	-14
Other noncontractual services.....	-29
Contractual turnover expectancy .....	-52
Employee uniforms.....	-79
Food services .....	-122
Other .....	10
<b>Total</b>	<b>-\$2,195</b>

DPSCS: Department of Public Safety and Correctional Services

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

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**Across-the-board Reductions**

The fiscal 2018 budget bill includes a \$54.5 million (all funds) across-the-board contingent reduction for a supplemental pension payment. Annual payments are mandated for fiscal 2017 through 2020 if the Unassigned General Fund balance exceeds a certain amount at the close of the fiscal year. The PCTC share of these reductions is \$17,142 in general funds.

**Personnel Expenses**

Personnel expenses decrease by a net \$2.0 million, nearly all of which is the loss of \$1.6 million in turnover expectancy. This change occurred because PCTC initially planned to consolidate all staff and positions associated with the operations of their various firing ranges under one supervisory structure. However, upon further reflection, the decision was made not to move forward with the consolidation. Therefore, 25 positions were moved back to the appropriate facility budgets in the fiscal 2018 allowance and will be accounted for in a year-end closing amendment.

In terms of personnel, 17.3 vacancies represents nearly a quarter of the commission workforce. **PCTC should comment on the vacancies and whether they have impacted commission service delivery.**

**Training Center Expenses and Other Changes**

Aside from the change in personnel expenses, there is a decrease of \$217,000 in expenses related to PSETC. The overall change in the level of academy enrollees (particularly correctional

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officer trainees) and others who use the training center results in decreased spending in a number of areas, including food services (-51%), uniforms (-44%), and gas and oil for motor vehicles (-44%). There were also decreases in janitorial services, education/training contracts, and other noncontractual services.

Funding for building repairs and maintenance increases by 53%, with funds allocated to replace hot water heaters in the dormitories, a sprinkler system, and condensing units in the Drivers' Training Facility. Additional expenses include a \$52,000 decrease in contractual turnover expectancy.

## ***Issues***

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### **1. Maryland Police Training and Standards Commission**

Chapter 519 of 2016 requires the implementation of several policy changes resulting from the Public Safety and Policing Workgroup. The provision with the largest impact on PCTC is the reconstitution of the Police Training Commission as an independent Maryland Police Training and Standards Commission (MPTSC), which will remain within DPSCS.

#### **MPTSC Structure and Fiscal Impact**

Currently, PCTC provides police and correctional officer training at the PSETC in Carroll County. While the restructuring of MPTSC as an independent commission could conceivably split staff between the corrections and police staff, Chapter 519 contained language that, to the extent possible, staff from both commissions continue to be shared.

According to DPSCS, there is no net fiscal impact and no major personnel additions, except for the addition of 2 half-time positions: the Executive Director of the Maryland Correctional Training Commission and the Executive Director of the new MPTSC. These positions were created from 1 existing regular position. The department is currently conducting interviews for these positions. The current Acting Executive Director of PCTC will remain as the executive director in charge of the campus and PSETC, and will supply and manage the shared support staff for the two commissions' executive directors.

#### **MPTSC Needs**

In order to have a smooth transition and comply with the legislation, there are several needs that the new MPTSC will have, centered around two main areas: (1) improving the academy by implementing a SBL program for students and trainees; and (2) procuring key software.

#### **Improving the Academy**

The Police Entry Level Training Program has been moving toward SBL. In order for an effective SBL to be implemented, MPTSC would need to take several steps.

1. Conduct a needs assessment;
  - internal – field observations of officer performance and interviews with supervisory staff; and
  - external – literature review regarding changing professional practices, court mandates, emerging crime trends, and technological advances in law enforcement.

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2. Curriculum design;
  - learning objectives that are observable and measurable; and
  - lesson plans that include the use of simulation, training aids, small group activities, self-assessments, and lecture.
3. Beta test;
  - delivery of course material to include feedback on the content and delivery from participants, peer instructors, and others involved in the program; and
  - curriculum is then modified and improved.
4. Assessment – a comprehensive evaluation of the curriculum delivery is assessed by the academy team that reviews exam results, assessments of simulation performance, and evaluation by both the students and the instructors.
5. Modification; and
6. Field evaluations
  - consists of daily observations, reports by field training officers, supervisory reports, and other information as tracked by the agency; and
  - information is shared with the curriculum developers to improve the design and deployment of the programs.

**Procuring Key Software**

One logistical challenge MPTSC will face is the procurement of a database learning management system to replace its current software, called Skills Manager. Skills Manager is used by PCTC and certified law enforcement agencies to ensure that every mandated law enforcement and correctional officer in the State has met entry-level training requirements as well as annual training requirements for both classroom and firearms scores. The software is also used to track officer information, including hiring, promotion, and status changes.

The version of the Skills Manager system operated by PCTC is no longer supported and enhancements to the system are no longer able to be made. As a result, the tracking requirements passed in Chapter 519 of the 2016 session cannot be completed using this system. In addition, the system is standalone; the transfer of information between agencies and PCTC requires a download to a disc or flash drive. That information is then either hand delivered or mailed to PCTC. As a result, agencies frequently have information that is more current than PCTC's information. An updated system would allow for online access that could be granted to all end users, allowing for an immediate

transfer of information between PCTC and its client agencies. Currently, the commission is in the process of reaching out to neighboring states to review their systems and is also considering a request for proposals to replace its software.

**The Department of Legislative Services recommends that PCTC report to the budget committees on its progress toward forming the new commission as well as associated costs and challenges, including the procurement of new database software and conducting a needs assessment for a SBL program by December 1, 2017.**

## **2. Crisis Intervention Training for Police Officers**

The 2016 *Substance Use and Mental Health Disorder Gaps and Needs Analysis* report issued by the Governor’s Office of Crime Control and Prevention (GOCCP) recommends that all law enforcement officers receive entry-level training in crisis intervention to better respond to individuals experiencing mental health issues. In addition, the report recommends that the primary law enforcement agency in each county have 24/7 coverage by a Crisis Intervention Team (CIT). The goals of these CITs are to increase the skills and effectiveness of law enforcement and to encourage partnerships with behavioral health agencies. Overall, GOCCP recommends that the Department of Health and Mental Hygiene lead this potential initiative along with the Police Training Commission. **PCTC should comment on the recommended crisis intervention training and their potential role in it.**

## **3. Baltimore Police Department – U.S. Department of Justice Consent Decree**

A U.S. Department of Justice investigation of the Baltimore Police Department (BPD) conducted in the wake of the death of Freddie Gray and the subsequent civil unrest, revealed that BPD has systemic deficiencies in policies, training, supervision, and accountability structures. The consent decree allows for new police training and procedures. In addition, it mentions that new BPD practices could be, in some cases, subject to what is already routine MPTSC/PCTC oversight.

The consent decree mentions PCTC involvement in the following three areas: (1) BPD will track officers’ qualifications and require that officers successfully qualify in accordance with the MPTSC firearm regulations and standards; (2) BPD must establish a robust training program that may be subject to approval by MPTSC; and (3) BPD will provide the required notice to MPTSC when an officer resigns while a misconduct investigation or disciplinary charges are pending. **PCTC should comment on what support or assistance will be provided to BPD as it enhances and alters current programs.**

## ***Recommended Actions***

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1. Adopt the following narrative:

**Maryland Police Training and Standards Commission:** Chapter 519 of 2016 requires the implementation of several policy changes resulting from the Public Safety and Policing Workgroup. The provision with the largest impact on the Police and Correctional Training Commissions (PCTC) is the reconstitution of the Police Training Commission as an independent Maryland Police Training and Standards Commission. PCTC should report to the budget committees on their progress toward forming the new commission, including any associated costs, implementation challenges, and progress made to procure new database software and conduct a needs assessment for a Scenario-based Learning program. The report is due to the budget committees no later than December 1, 2017.

<b>Information Request</b>	<b>Author</b>	<b>Due Date</b>
Maryland Police Training and Standards Commission	PCTC	December 1, 2017



**Appendix 1**  
**Object/Fund Difference Report**  
**DPSCS – Police and Correctional Training Commissions**

<u>Object/Fund</u>	<u>FY 16</u> <u>Actual</u>	<u>FY 17</u> <u>Working</u> <u>Appropriation</u>	<u>FY 18</u> <u>Allowance</u>	<u>FY 17 - FY 18</u> <u>Amount Change</u>	<u>Percent</u> <u>Change</u>
<b>Positions</b>					
01 Regular	94.80	69.80	69.80	0.00	0%
02 Contractual	17.08	21.23	21.23	0.00	0%
<b>Total Positions</b>	<b>111.88</b>	<b>91.03</b>	<b>91.03</b>	<b>0.00</b>	<b>0%</b>
<b>Objects</b>					
01 Salaries and Wages	\$ 5,188,849	\$ 7,316,769	\$ 5,356,162	-\$ 1,960,607	-26.8%
02 Technical and Spec. Fees	719,354	868,255	794,502	-73,753	-8.5%
03 Communication	54,152	59,064	59,425	361	0.6%
04 Travel	37,282	46,600	46,600	0	0%
06 Fuel and Utilities	630,343	639,400	664,438	25,038	3.9%
07 Motor Vehicles	80,664	119,320	106,320	-13,000	-10.9%
08 Contractual Services	837,893	1,154,630	1,102,700	-51,930	-4.5%
09 Supplies and Materials	242,195	463,749	354,588	-109,161	-23.5%
10 Equipment – Replacement	71,830	10,000	20,000	10,000	100.0%
12 Grants, Subsidies, and Contributions	60,487	50,000	50,000	0	0%
13 Fixed Charges	37,765	39,354	34,789	-4,565	-11.6%
<b>Total Objects</b>	<b>\$ 7,960,814</b>	<b>\$ 10,767,141</b>	<b>\$ 8,589,524</b>	<b>-\$ 2,177,617</b>	<b>-20.2%</b>
<b>Funds</b>					
01 General Fund	\$ 7,073,452	\$ 9,565,781	\$ 7,619,230	-\$ 1,946,551	-20.3%
03 Special Fund	362,981	461,000	393,000	-68,000	-14.8%
05 Federal Fund	86,950	128,629	99,920	-28,709	-22.3%
09 Reimbursable Fund	437,431	611,731	477,374	-134,357	-22.0%
<b>Total Funds</b>	<b>\$ 7,960,814</b>	<b>\$ 10,767,141</b>	<b>\$ 8,589,524</b>	<b>-\$ 2,177,617</b>	<b>-20.2%</b>

DPSCS: Department of Public Safety and Correctional Services

Note: Does not include targeted reversions, deficiencies, and contingent reductions.