

Q00D00
Patuxent Institution
Department of Public Safety and Correctional Services

Operating Budget Data

(\$ in Thousands)

	<u>FY 11</u> <u>Actual</u>	<u>FY 12</u> <u>Working</u>	<u>FY 13</u> <u>Allowance</u>	<u>FY 12-13</u> <u>Change</u>	<u>% Change</u> <u>Prior Year</u>
General Fund	\$44,316	\$45,493	\$46,483	\$990	2.2%
Adjusted General Fund	\$44,316	\$45,493	\$46,483	\$990	2.2%
Special Fund	688	664	709	45	6.8%
Adjusted Special Fund	\$688	\$664	\$709	\$45	6.8%
Federal Fund	2,027	0	0	0	0.0%
Adjusted Federal Fund	\$2,027	\$0	\$0	\$0	0.0%
Reimbursable Fund	0	475	480	5	1.0%
Adjusted Reimbursable Fund	\$0	\$475	\$480	\$5	1.0%
Adjusted Grand Total	\$47,030	\$46,632	\$47,672	\$1,040	2.2%

- The fiscal 2013 allowance for the Patuxent Institution increases by approximately \$1.0 million, or 2.2%, over the fiscal 2012 working appropriation. Personnel expenses grow by a net of \$499,000, primarily due to increases for health insurance and retirement costs. Inmate healthcare expenses also increase by \$565,000, although this funding is budgeted in line with fiscal 2011 actual expenditures.

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

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Personnel Data

	<u>FY 11 Actual</u>	<u>FY 12 Working</u>	<u>FY 13 Allowance</u>	<u>FY 12-13 Change</u>
Regular Positions	469.50	462.00	462.00	0.00
Contractual FTEs	<u>1.14</u>	<u>1.16</u>	<u>2.96</u>	<u>1.80</u>
Total Personnel	470.64	463.16	464.96	1.80

Vacancy Data: Regular Positions

Turnover and Necessary Vacancies, Excluding New Positions	17.97	3.89%
Positions and Percentage Vacant as of 12/31/11	16.00	3.46%

- The fiscal 2013 allowance for the Patuxent Institution includes an additional 1.8 contractual full-time equivalents (FTE). These clerical positions reflect a shift in departmental policy to utilize FTEs in lieu of temporary office assistance contracts.

Analysis in Brief

Major Trends

Average Daily Population: The inmate population at the Patuxent Institution has been growing since fiscal 2007, increasing by 181 inmates, or 24.5%, over the past five fiscal years. The Eligible Person Program has been maintained well below the statutory threshold of 350 inmates, with 253 offenders committed to the program in fiscal 2011, although this does reflect an increase of 48 offenders since fiscal 2007. The number of Patuxent Youth offenders actually declined by 5.6% during the same time period. The real population growth at Patuxent is attributable to the number of Division of Correction (DOC) offenders in need of Patuxent services. The population of DOC offenders housed at Patuxent facilities was 501 in fiscal 2011. **Given that the DOC population now reflects the majority of offenders housed at the Patuxent Institution, the agency should comment on whether there are differences in the amount and type of resources provided to offenders in the statutory Patuxent programs versus offenders in the DOC population. The agency should also discuss how each of the programs, or the delivery of mental health services to all inmate populations, might change as a result of the departmental reorganization.**

Inmates Returning to the Correctional Mental Health Center: The Correctional Mental Health Center - Jessup (CMHC-J) provides inpatient mental health services for DOC inmates. Since fiscal 2007, the number of offenders released from CMHC-J has declined by 97 inmates, or 39.8%. Between fiscal 2007 and 2009, there was some improvement in the percent of offenders released from CMHC-J who are returned within six months, when the percent of returning inmates fell from 21.0 to 15.0%. The department, however, has yet to meet its 14.0% target. In addition, there was a slight increase in fiscal 2011, with 16.0% of released offenders returning to CMHC-J within six months. **Patuxent Institution should discuss the reasons for the decline in inmates released from CMHC-J and the increase in offenders returning to CMHC-J within six months of release. The agency should also comment on how it intends to meet its target in the future.**

Inmate Assault Rates: Maintaining the safety and security of both staff and inmates at the Patuxent Institution is of significant importance. The fiscal 2011 inmate-on-staff assault rate continued to rise and was well-above target at 12.07 assaults per 100 inmates. The inmate-on-inmate assault rate also increased for the second consecutive year, although at 3.80 assaults per 100 inmates, it is still below the 4.34 target assault rate. **Patuxent Institution should comment on why the inmate-on-staff assault rate continues to increase, despite efforts to address the situation.**

Recommended Actions

1. Concur with Governor's allowance.

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Patuxent Institution
Department of Public Safety and Correctional Services

Operating Budget Analysis

Program Description

Patuxent Institution is a maximum security, treatment-oriented correctional facility that provides remediation to male and female offenders in its Eligible Person Program and Patuxent Institution Youth Program. The institution also addresses the needs of mentally ill offenders throughout the correctional system via the Correctional Mental Health Center - Jessup (CMHC-J). Patuxent Institution's remaining population is comprised of inmates from the Division of Correction (DOC) who are participating in the Correctional Options Regimented Offender Treatment Center or the Parole Violators Program; are awaiting evaluation for the Eligible Person or Youth Programs; or are overflow from other DOC institutions. Additionally, the institution operates a reentry facility in Baltimore City to assist certain offenders' return to society.

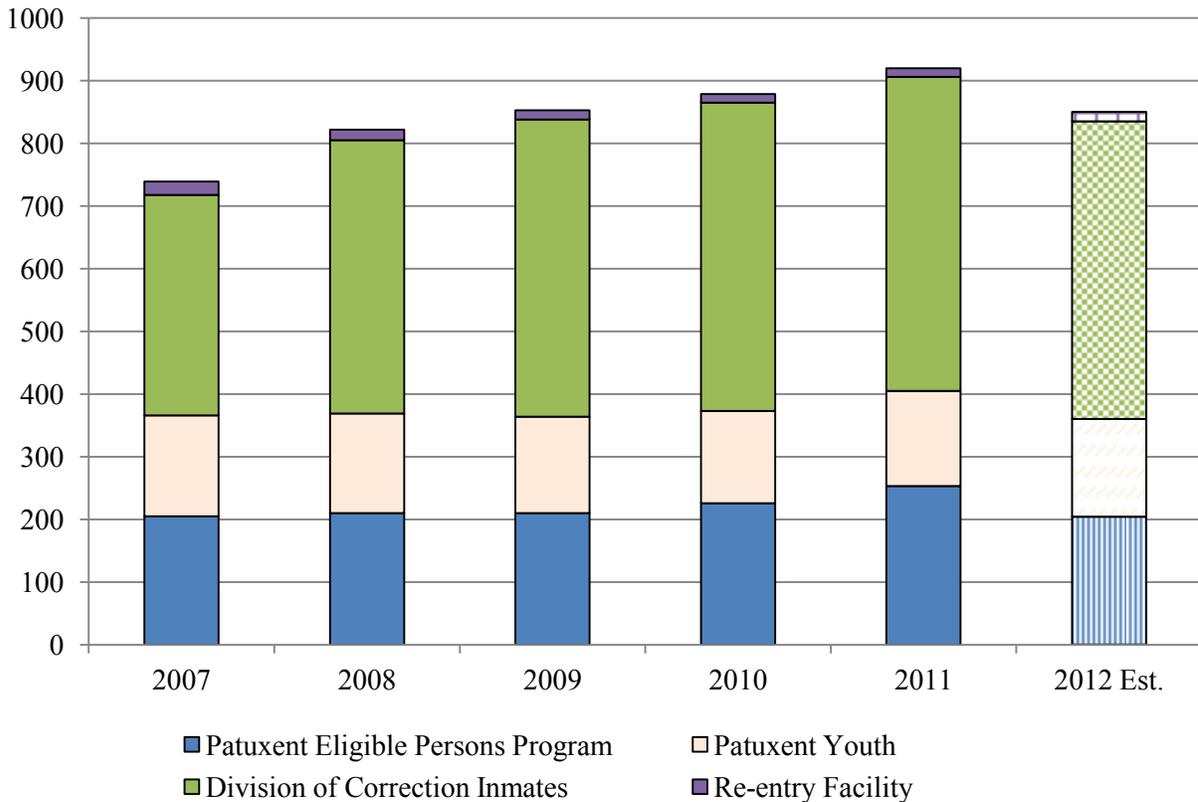
Performance Analysis: Managing for Results

Exhibit 1 shows the average daily population (ADP) for inmates housed at the Patuxent Institution. The Patuxent Institution's ADP has been growing since fiscal 2007, increasing by 181 inmates, or 24.5%, over the past five fiscal years. Statute dictates that no more than 350 offenders can be enrolled in the Eligible Persons remediation program, although the institution is allowed to administer other remediation programs. The Patuxent Institution has maintained the program well below this threshold, with 253 offenders committed to the program in fiscal 2011, although this does reflect an increase of 48 offenders since fiscal 2007. The number of Patuxent youth offenders actually declined by 5.6% during the same time period, falling to 152 offenders in fiscal 2011.

Despite the increases in the Eligible Persons Program, the real population growth at the Patuxent Institution is attributable to the number of DOC offenders in need of Patuxent services. The ADP for DOC offenders housed at Patuxent facilities was 501 in fiscal 2011, an increase of 42.3% since fiscal 2007. This accounts for 82.3% of the total population growth over the past five fiscal years. In fiscal 2011, DOC offenders accounted for 54.5% of the total population at the Patuxent Institution.

Given that the DOC population now reflects the majority of offenders housed at the Patuxent Institution, the agency should comment on whether there are differences in the amount and type of resources provided to offenders in the statutory Patuxent programs versus offenders in the DOC population. The agency should also discuss how each of the programs, or the delivery of mental health services to all inmate populations, might change as a result of the departmental reorganization.

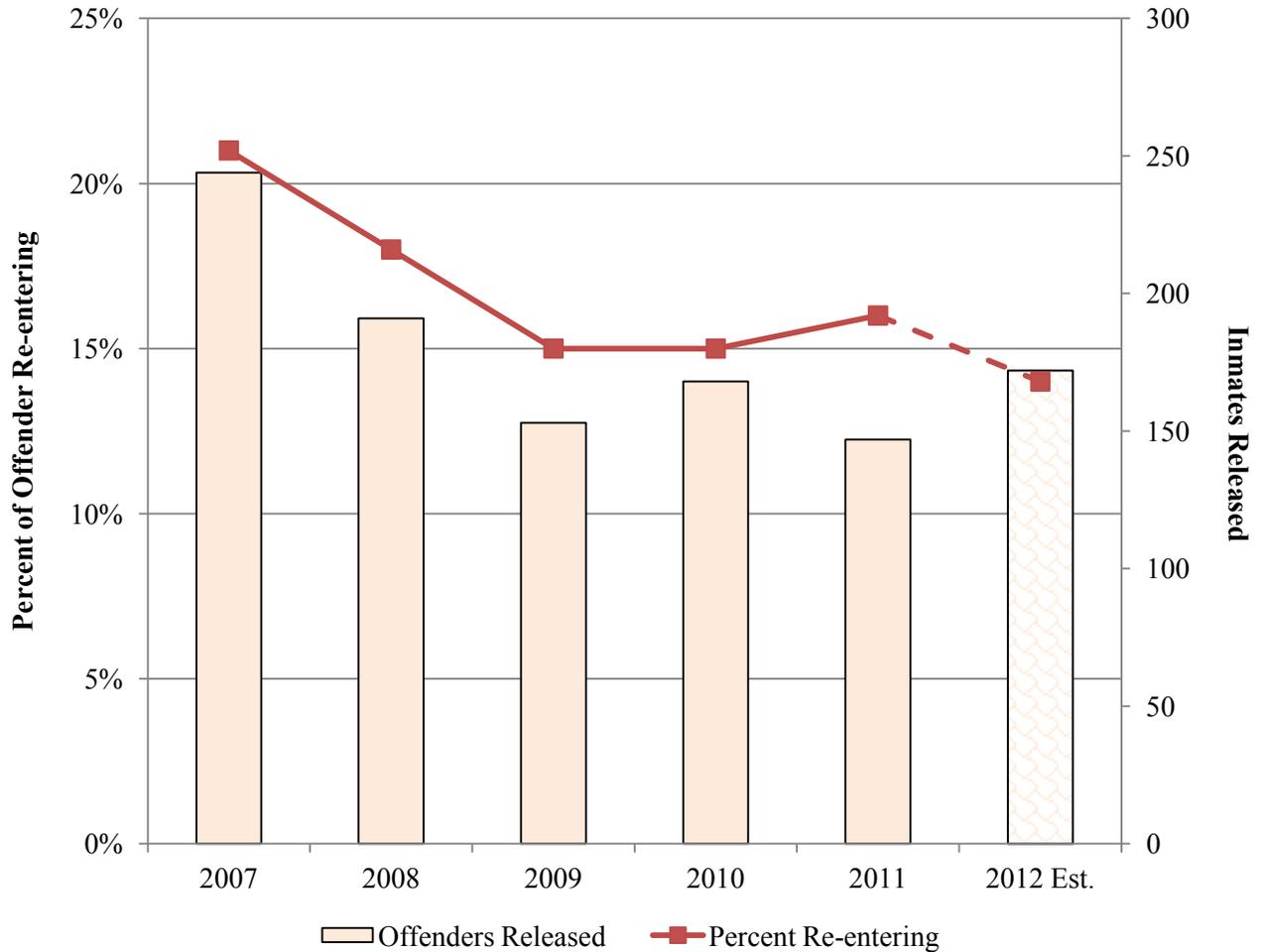
**Exhibit 1
Patuxent Institution
Average Daily Population
Fiscal 2007-2012**



Source: Department of Public Safety and Correctional Services; Governor’s Budget Books

CMHC-J provides inpatient mental health services for DOC inmates. As previously shown, the DOC offender population located at the Patuxent Institution has been increasing, although not all of these inmates are receiving services through CMHC-J. Since fiscal 2007, the number of offenders released from CMHC-J has declined by 97 inmates, or 39.8%. As a measure of the ability to address offender well-being, the department reports on the number of offenders released from CMHC-J and the percent of those offenders who return within six months of release. This data is provided in **Exhibit 2** for the period of fiscal 2007 through 2010. The goal is to have less than 14.0% of offenders released in a given fiscal year return within six months of release. Although there was some improvement between fiscal 2007 and 2009, when the percent of returning inmates fell from 21.0 to 15.0%, the department has yet to meet its 14.0% target. In addition, there was a slight increase in fiscal 2011, with 16.0% of released offenders returning to CMHC-J within six months.

Exhibit 2
Offenders Re-entering the Mental Health Unit
Within Six Months of Release
Fiscal 2007-2012



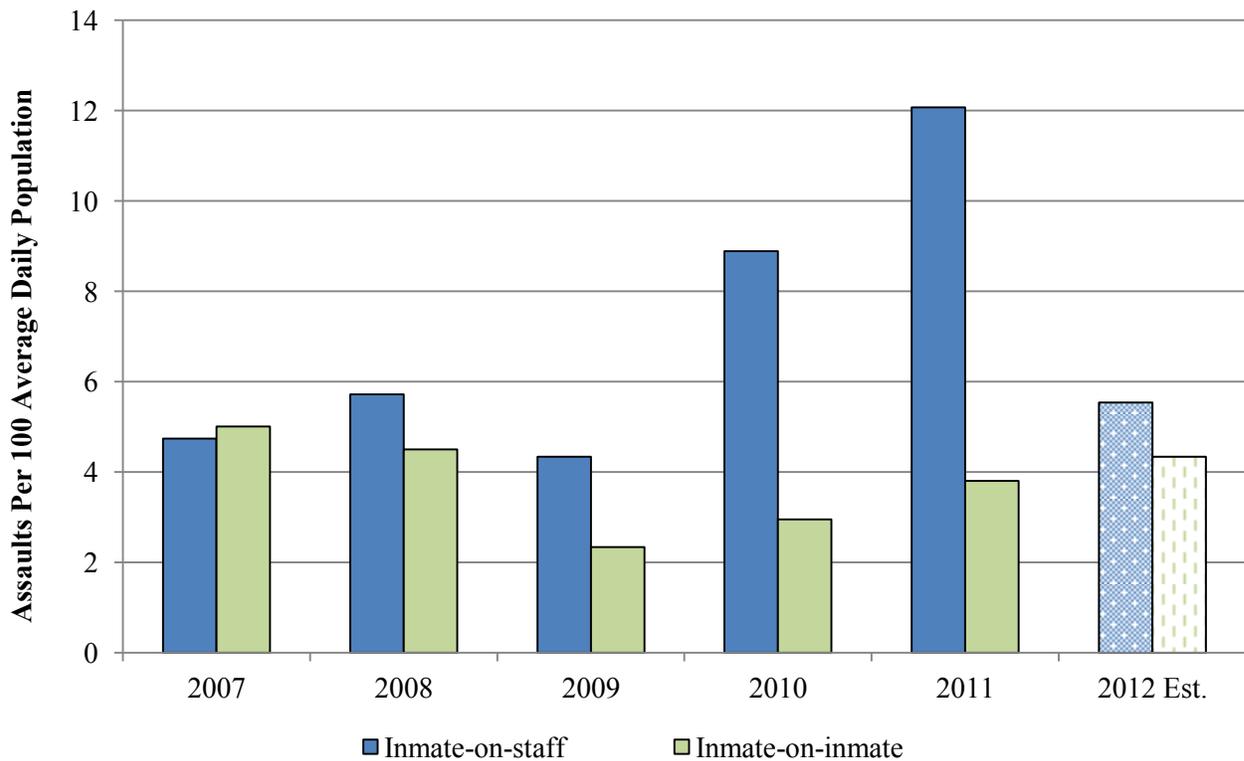
Source: Department of Public Safety and Correctional Services; Governor’s Budget Books

Patuxent Institution should discuss the reasons for the decline in inmates released from CMHC-J and the increase in offenders returning to CMHC-J within six months of release. The agency should also comment on how it intends to meet its target in the future.

Q00D00 – DPSCS – Patuxent Institution

Finally, while the primary focus of the Patuxent Institution is to provide mental health services and treatment, it is still a maximum security correctional facility. Maintaining the safety and security of both staff and inmates is of significant importance. **Exhibit 3** provides assault data for both inmates and staff since fiscal 2007. The target inmate-on-staff assault rate is 5.54 assaults per 100 ADP. The fiscal 2011 inmate-on-staff assault rate continued to rise and was well-above target at 12.07 assaults per 100 inmates. This is the second consecutive year of increase for this assault rate. The inmate-on-inmate assault rate also increased for the second consecutive year, although at 3.80 assaults per 100 inmates, it is still below the 4.34 target assault rate.

**Exhibit 3
Patuxent Institution
Inmate Assault Rates
Fiscal 2007-2012**



Source: Department of Public Safety and Correctional Services; Governor's Budget Books

The Patuxent Institution should comment on why the inmate-on-staff assault rate continues to increase, despite efforts to address the situation.

Fiscal 2012 Actions

Section 47 of the fiscal 2012 budget bill required the Governor to abolish 450 positions as of January 1, 2012. This agency's share of the reduction was 4 positions. The annualized salary savings due to the abolition of these positions is expected to be \$171,081 in general funds.

Proposed Budget

As seen in **Exhibit 4**, the Governor's fiscal 2013 allowance for this agency increases by \$1.0 million, or 2.2%, over the fiscal 2012 working appropriation. Personnel expenses increase by a net of \$499,000, accounting for nearly 48.0% of the total growth. Health insurance and retirement funding increase by \$927,000. Budgeted turnover expectancy improves in fiscal 2013, providing a \$40,000 increase. The budgeted turnover rate is 3.89% in the allowance, requiring 2 additional vacancies beyond the agency's current vacancy rate. Overtime is essentially level funded with fiscal 2012 and \$13,000 below fiscal 2011 actual expenditures. Offsetting these increases is a \$365,000 reduction from the elimination of the one-time fiscal 2012 employee bonus and a \$123,000 reduction in employee salaries to align the allowance with the actual impact of positions lost through the Voluntary Separation Program.

Aside from personnel expenses, the \$565,000 increase provided for inmate healthcare expenses accounts for 54.3% of total budget growth. The \$5.9 million provided in fiscal 2013 is consistent with fiscal 2011 actual expenditures for the agency. The allowance also provides a \$50,000 increase in Inmate Welfare Funds used for commissary purchases and other institutional operations. Offsetting these increases is a \$47,000 reduction for fuel and utility expenses and a \$23,000 net reduction from accommodating workload demand via contractual employment versus temporary office assistance contracts.

**Exhibit 4
Proposed Budget
DPSCS – Patuxent Institution
(\$ in Thousands)**

How Much It Grows:	<u>General Fund</u>	<u>Special Fund</u>	<u>Federal Fund</u>	<u>Reimb. Fund</u>	<u>Total</u>
2012 Working Appropriation	\$45,493	\$664		\$475	\$46,632
2013 Allowance	<u>46,483</u>	<u>709</u>		<u>480</u>	<u>47,672</u>
Amount Change	\$990	\$45		\$5	\$1,040
Percent Change	2.2%	6.8%		1.0%	2.2%
 Contingent Reduction	\$0	\$0	\$0	\$0	\$0
Adjusted Change	\$990	\$45	\$0	\$5	\$1,040
Adjusted Percent Change	2.2%	6.8%		1.0%	2.2%

Where It Goes:

Personnel Expenses

Increments and other compensation.....	-\$123
Employee and retiree health insurance	474
Employee retirement system.....	453
Workers' compensation premium assessment	36
Turnover adjustments.....	40
Elimination of one-time fiscal 2012 employee bonus.....	-365
Other fringe benefit adjustments.....	-16

Other Changes

Inmate healthcare expenses.....	565
Commissary purchases.....	50
Fuel and utilities.....	-47
Net impact of using contractual full-time equivalent positions in lieu of office assistance contracts.....	-23
Other	-4

Total **\$1,040**

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

Recommended Actions

1. Concur with Governor's allowance.

Current and Prior Year Budgets

Current and Prior Year Budgets Patuxent Institution (\$ in Thousands)

	<u>General Fund</u>	<u>Special Fund</u>	<u>Federal Fund</u>	<u>Reimb. Fund</u>	<u>Total</u>
Fiscal 2011					
Legislative Appropriation	\$43,736	\$702	\$2,027	\$0	\$46,465
Deficiency Appropriation	0	0	0	0	0
Budget Amendments	601	0	0	219	820
Reversions and Cancellations	-22	-14	0	-219	-255
Actual Expenditures	\$44,316	\$688	\$2,027	\$0	\$47,030
Fiscal 2012					
Legislative Appropriation	\$45,127	\$664	\$0	\$475	\$46,266
Budget Amendments	366	0	0	0	366
Working Appropriation	\$45,493	\$664	\$0	\$475	\$46,632

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

Fiscal 2011

General fund spending for fiscal 2011 was approximately \$44.3 million, an increase of \$579,000 over the legislative appropriation.

- Budget amendments increased the appropriation by a net of \$601,000. Approximately \$948,000 was transferred from the Patuxent Institution to DOC to accommodate the reorganization of finance functions within the Central Region. This reduction was offset by a nearly \$1.6 million increase, due to the realignment of funds throughout the department, based on actual expenditures. Funds were needed to cover underbudgeted expenses for salaries and wages, overtime, fuel and utilities, and nonfood material and supply purchases.
- The agency reverted approximately \$22,000 in general funds at the end of fiscal 2011 due to employee and contractual position vacancies.

Special fund spending for fiscal 2011 was approximately \$688,000. The agency cancelled \$14,000 due to less than anticipated work release and inmate welfare fund revenues.

Federal fund expenditures totaled slightly more than \$2.0 million in fiscal 2011.

The agency had one budget amendment to provide a \$219,000 reimbursable fund appropriation for a grant from the Governor's Office of Crime Control and Prevention for the Residential Substance Abuse Treatment program; due to delays in implementation, however, the entire appropriation was cancelled at the end of the fiscal year. The grant funds were carried forward for use in implementing the program in fiscal 2012.

Fiscal 2012

The agency's fiscal 2012 working appropriation reflects an increase of \$366,000 over the legislative appropriation, due to the allocation of the one-time fiscal 2012 employee bonus, originally budgeted within the Department of Budget and Management.

**Object/Fund Difference Report
DPSCS – Patuxent Institution**

<u>Object/Fund</u>	<u>FY 11 Actual</u>	<u>FY 12 Working Appropriation</u>	<u>FY 13 Allowance</u>	<u>FY 12 - FY 13 Amount Change</u>	<u>Percent Change</u>
Positions					
01 Regular	469.50	462.00	462.00	0.00	0%
02 Contractual	1.14	1.16	2.96	1.80	155.2%
Total Positions	470.64	463.16	464.96	1.80	0.4%
Objects					
01 Salaries and Wages	\$ 34,453,577	\$ 34,654,781	\$ 35,153,848	\$ 499,067	1.4%
02 Technical and Spec. Fees	62,555	70,148	107,444	37,296	53.2%
03 Communication	83,127	102,973	97,003	-5,970	-5.8%
04 Travel	3,203	6,235	3,203	-3,032	-48.6%
06 Fuel and Utilities	1,271,706	1,275,303	1,228,062	-47,241	-3.7%
07 Motor Vehicles	147,888	105,531	86,570	-18,961	-18.0%
08 Contractual Services	8,275,110	7,985,475	8,499,703	514,228	6.4%
09 Supplies and Materials	1,808,038	1,570,440	1,596,451	26,011	1.7%
10 Equipment – Replacement	44,036	0	0	0	0.0%
11 Equipment – Additional	24,918	0	0	0	0.0%
12 Grants, Subsidies, and Contributions	778,903	794,700	833,600	38,900	4.9%
13 Fixed Charges	77,242	66,037	65,771	-266	-0.4%
Total Objects	\$ 47,030,303	\$ 46,631,623	\$ 47,671,655	\$ 1,040,032	2.2%
Funds					
01 General Fund	\$ 44,315,759	\$ 45,492,507	\$ 46,482,568	\$ 990,061	2.2%
03 Special Fund	687,569	664,116	709,487	45,371	6.8%
05 Federal Fund	2,026,975	0	0	0	0.0%
09 Reimbursable Fund	0	475,000	479,600	4,600	1.0%
Total Funds	\$ 47,030,303	\$ 46,631,623	\$ 47,671,655	\$ 1,040,032	2.2%

Note: The fiscal 2012 appropriation does not include deficiencies.