

Q00D00
Patuxent Institution
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 | \$48,687 | \$51,470 | \$54,167 | \$2,697 | 5.2% |
| Deficiencies and Reductions | 0 | 0 | -154 | -154 | |
| Adjusted General Fund | \$48,687 | \$51,470 | \$54,012 | \$2,542 | 4.9% |
| Special Fund | 180 | 143 | 161 | 18 | 12.9% |
| Adjusted Special Fund | \$180 | \$143 | \$161 | \$18 | 12.9% |
| Federal Fund | 300 | 300 | 400 | 100 | 33.3% |
| Adjusted Federal Fund | \$300 | \$300 | \$400 | \$100 | 33.3% |
| Reimbursable Fund | 89 | 162 | 162 | 0 | |
| Adjusted Reimbursable Fund | \$89 | \$162 | \$162 | \$0 | 0.0% |
| Adjusted Grand Total | \$49,256 | \$52,075 | \$54,736 | \$2,661 | 5.1% |

- The fiscal 2017 allowance for the Patuxent Institution increases by approximately \$2.7 million, or 5.1%, over the fiscal 2016 working appropriation.
- Over 98.0% of the allowance is general funds. General fund personnel expenses, driven by increases for health insurance and the retirement system, grow by a net of \$1.9 million when adjusted for the fiscal 2017 across-the-board reduction for health insurance. General fund utility expenses increase by \$584,000 consistent with prior year actual spending.
- Federal funds to provide services for inmates nearing re-entry to Baltimore City communities increase by \$100,000 in the allowance.

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

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Personnel Data

| | <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> |
|------------------------|---|--|--|--|
| Regular Positions | 458.00 | 457.00 | 457.00 | 0.00 |
| Contractual FTEs | <u>2.18</u> | <u>2.32</u> | <u>2.32</u> | <u>0.00</u> |
| Total Personnel | 460.18 | 459.32 | 459.32 | 0.00 |

Vacancy Data: Regular Positions

| | | |
|---|-------|--------|
| Turnover and Necessary Vacancies, Excluding New Positions | 22.48 | 4.92% |
| Positions and Percentage Vacant as of 12/31/15 | 47.00 | 10.28% |

- The fiscal 2017 allowance for the Patuxent Institution does not include any additional regular positions or contractual full-time equivalents over the working appropriation.
- As of the end of calendar 2015, the Patuxent Institution had 47 vacant positions, more than twice what is required on average for turnover. More than half of these positions are for correctional officers. **The Department of Public Safety and Correctional Services should comment on the effect the high vacancy rate has had on its ability to carry out its mission, as well as the plan to fill vacant positions.**

Analysis in Brief

Major Trends

Population Trends: The average daily population for inmates housed at the Patuxent Institution has decreased by 8.6% since fiscal 2012. The decrease has been driven by a decline in inmates under the jurisdiction of the Patuxent Institution, partially offset by a slow increase in the number of Division of Correction offenders in need of Patuxent Institution services. **The Patuxent Institution should comment on whether recent changes to the flagship programs have affected remediation efforts or the size of the offender population served.**

Inmate Assault Rates: Maintaining the safety and security of both staff and inmates at the Patuxent Institution is of significant importance. Assault rates at the Mental Health Unit (MHU) increased significantly between fiscal 2014 and 2015. **The Patuxent Institution should comment on efforts to reduce the assault rate, particularly for MHU.**

Recommended Actions

| | <u>Funds</u> | <u>Positions</u> |
|---------------------------------------|-------------------|------------------|
| 1. Reduce federal funds by \$100,000. | \$ 100,000 | |
| Total Reductions | \$ 100,000 | |

Q00D00 – DPSCS – Patuxent Institution

Q00D00
Patuxent Institution
Department of Public Safety and Correctional Services

Operating Budget Analysis

Program Description

Patuxent Institution operates as a maximum security, treatment-oriented facility that provides remediation services to male and female offenders in its Eligible Person (EP) Program and Patuxent Youth Program (PY). The institution also addresses the needs of mentally ill offenders throughout the correctional system within the Correctional Mental Health Center – Jessup (CMHC-J), as well as Patuxent’s Transition Unit and Step-Down Unit. The remaining population is comprised of Division of Correction (DOC) inmates who may be participating in the Patuxent Assessment Unit, the Regimented Offender Treatment Center (ROTC), the Parole Violators Program, or stand-alone cognitive-behavioral treatment modules. In addition, the Patuxent Institution provides risk assessment services to inmates with life sentences who are being considered for parole by the Maryland Parole Commission.

Performance Analysis: Managing for Results

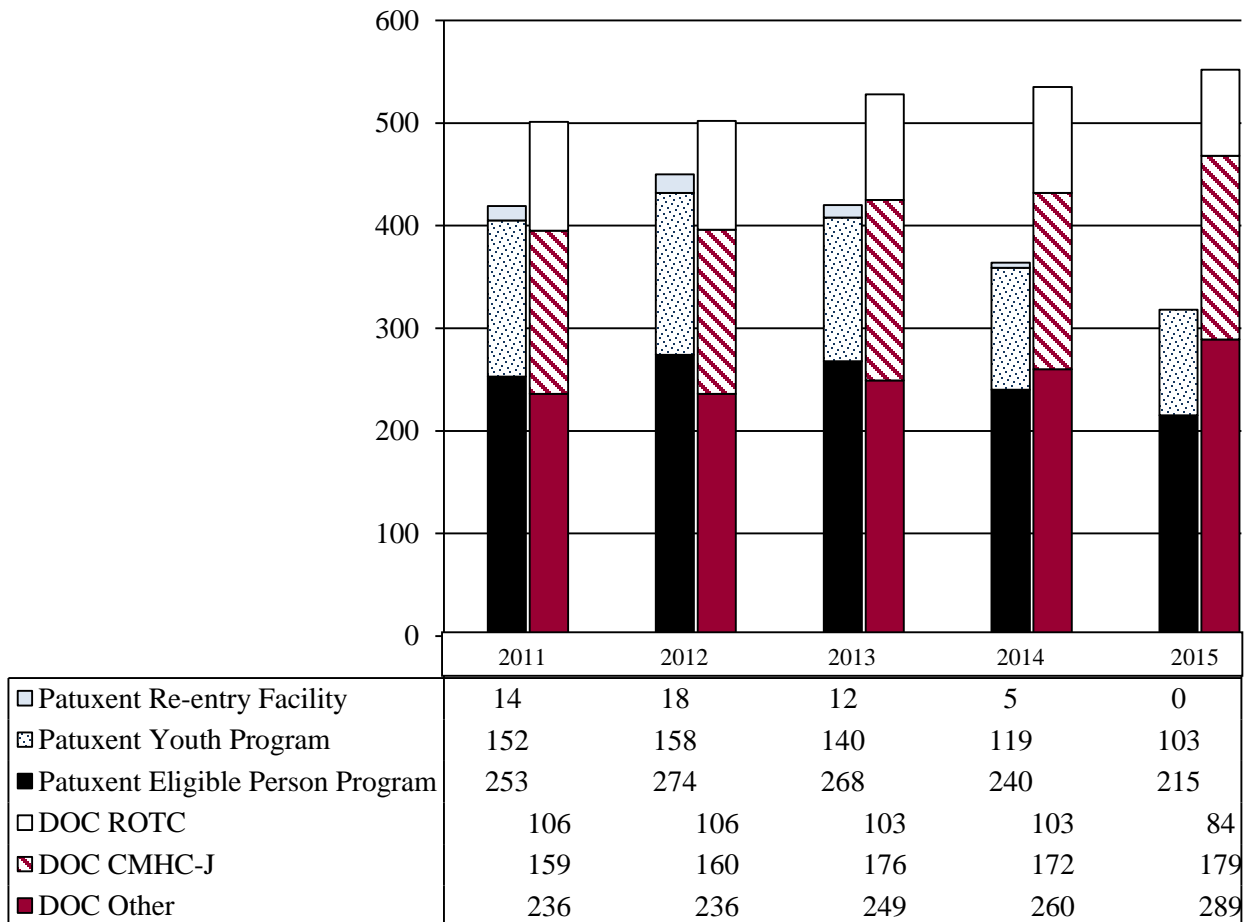
1. Population Trends

Exhibit 1 shows the average daily population (ADP) for inmates housed at the Patuxent Institution. The Patuxent Institution’s overall ADP has decreased since fiscal 2012, by a total of 82 offenders, or 8.6%, through fiscal 2015. The decrease has been driven by a decline in inmates under the jurisdiction of the Patuxent Institution, which includes the adult EP Program, the PY Program, and the Patuxent Re-entry Facility (REF) in Baltimore City. REF, which at most in the past five years housed 18 inmates, was absorbed within other facilities in fiscal 2014. The EP and PY programs declined by 59 and 55 offenders, respectively, between fiscal 2012 and 2015. In fiscal 2015, the Patuxent Institution operated 135 offenders below its combined capacity of just over 450 for these programs. In fiscal 2013, the EP program was changed from open-ended to time limited, and in fiscal 2014 the Patuxent Institution began piloting intensive nine-month EP and PY programs in order to allow the programs to accommodate more inmates. **The Patuxent Institution should comment on whether recent changes to the flagship programs have affected remediation efforts or the size of the offender population served.**

The Patuxent Institution also serves inmates under the jurisdiction of DOC through CMHC-J, ROTC, and other smaller programs. The size of the populations housed in CMHC-J and ROTC have remained fairly stable between fiscal 2011 and 2015. However, the number of other DOC offenders in need of Patuxent services increased by a net 53 over the same time period. This population includes those awaiting evaluation for the EP or PY programs, receiving specialized services through the Parole Violator Program or the Patuxent Assessment Unit, or transitioning between the

Patuxent Institution and other departmental institutions. In fiscal 2015, DOC offenders accounted for 63.4% of the total population at the Patuxent Institution, whereas in fiscal 2012, DOC offenders accounted for only 54.5% of the total population.

Exhibit 1
Patuxent Institution Average Daily Population
Fiscal 2011-2015



CMHC-J: Correctional Mental Health Center – Jessup

DOC: Division of Correction

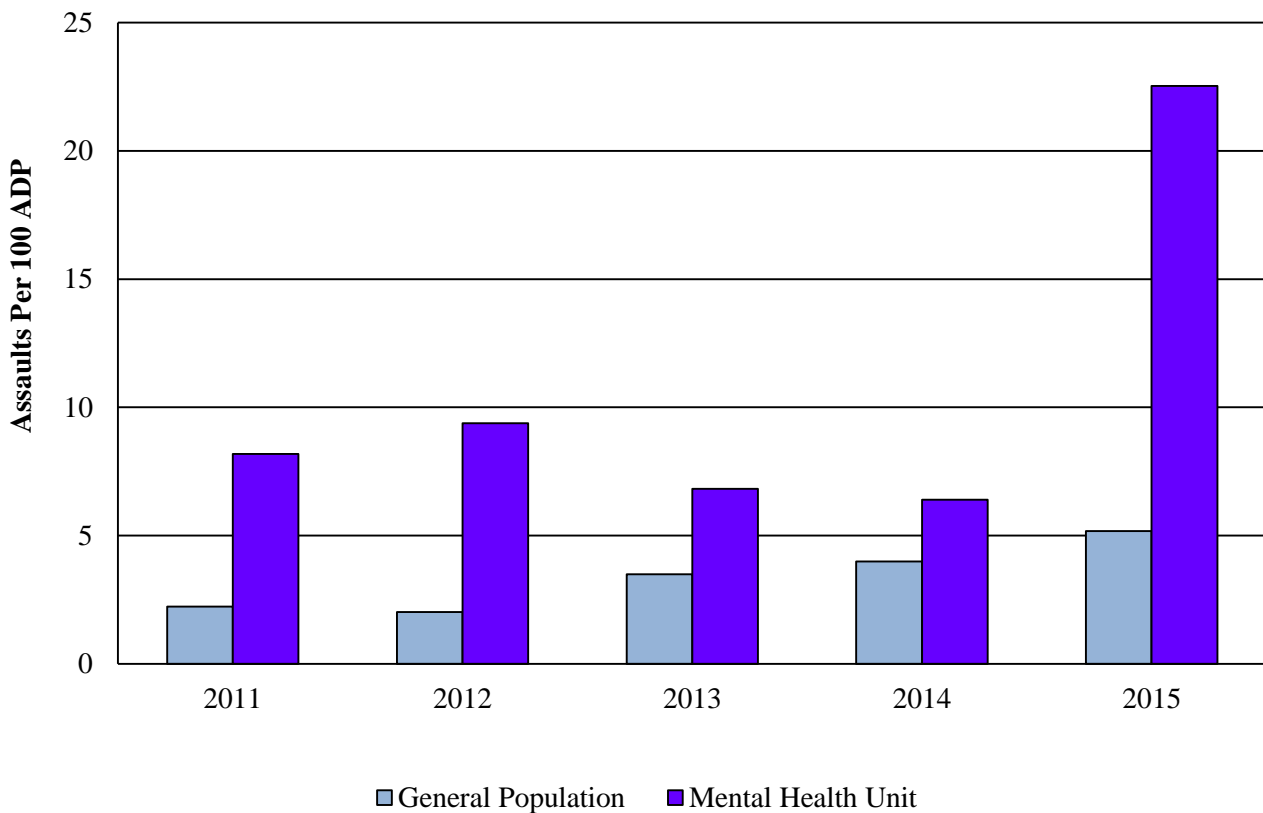
ROTC: Regimented Offender Treatment Center

Source: Annual ADP Reports, Fiscal 2011-2015

2. Inmate Assault Rates

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 2** provides offender-on-offender assault data for both general population inmates and Mental Health Unit (MHU) inmates since fiscal 2011, and **Exhibit 3** provides offender-on-staff assault data for both general population inmates and MHU inmates since fiscal 2011. Due to the characteristics of the population housed at the Patuxent Institution, assault rates tend to be higher than those reported at other departmental institutions.

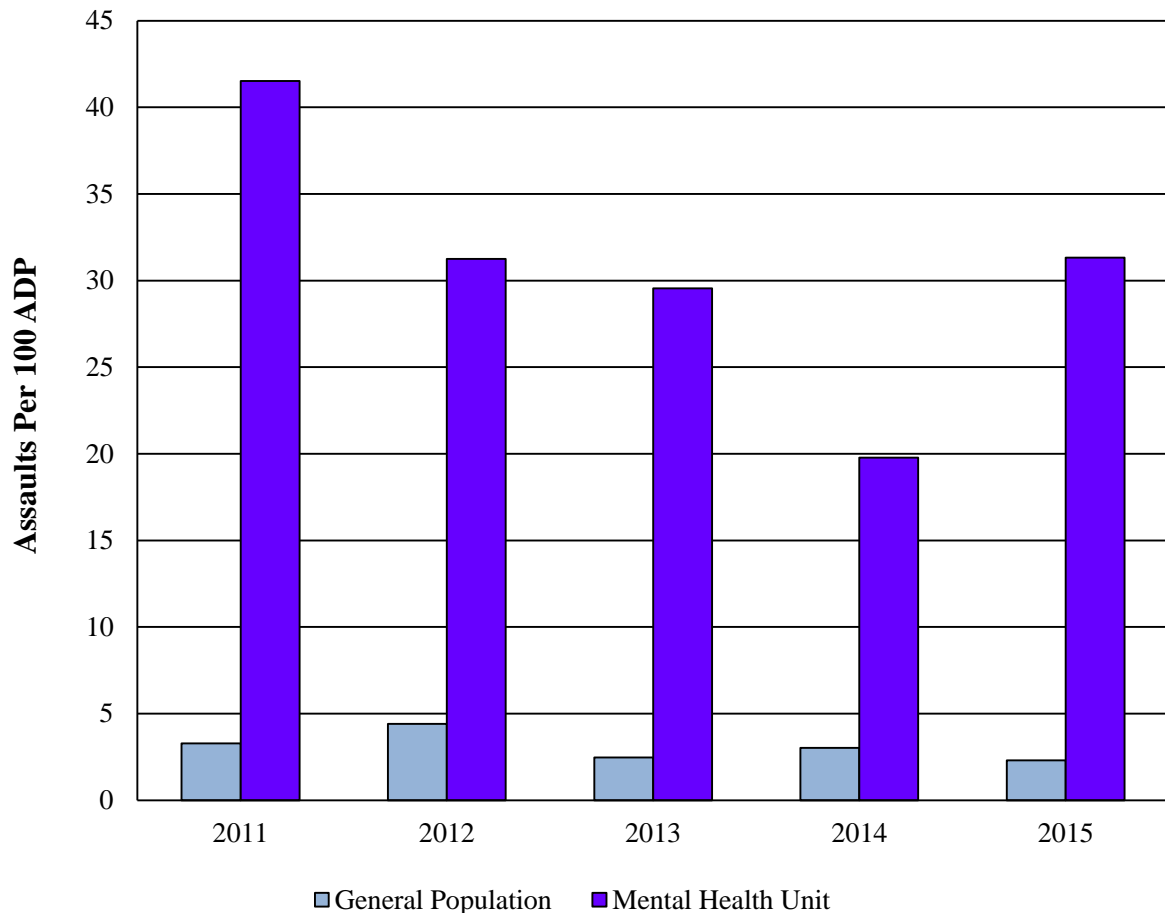
Exhibit 2
Patuxent Institution Offender-on-offender Assault Rates
Fiscal 2011-2015



ADP: average daily population

Source: Governor's Budget Books, Fiscal 2011-2015

Exhibit 3
Patuxent Institution Offender-on-staff Assault Rates
Fiscal 2011-2015



Source: Governor's Budget Books, Fiscal 2011-2015

Assault rates at MHU increased significantly between fiscal 2014 and 2015. The offender-on-offender assault rate in particular increased from a five-year low of 6.4 assaults per 100 ADP to more than tripling in fiscal 2015. The offender-on-staff assault rate for MHU, which has historically been higher than the offender-on-offender assault rate, increased from under 20 to over 30 assaults per 100 ADP over the same time period. This increase follows a period of a declining rate of assaults from fiscal 2011 through 2014. The department reports that more than half of assaults are bodily fluid assaults, frequently committed by repeat offenders. **The Patuxent Institution should comment on efforts to reduce the assault rate, particularly for MHU.**

Proposed Budget

As seen in **Exhibit 4**, the Governor’s fiscal 2017 allowance for this agency increases by \$2.7 million, or 5.1% over the fiscal 2016 working appropriation. Over 98.0% of the budget for the Patuxent Institution is general funds, so nearly all of the increase in the allowance is general funds.

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> |
|-----------------------------------|----------------------------|----------------------------|----------------------------|---------------------------|---------------------|
| Fiscal 2015 Actual | \$48,687 | \$180 | \$300 | \$89 | \$49,256 |
| Fiscal 2016 Working Appropriation | 51,470 | 143 | 300 | 162 | 52,075 |
| Fiscal 2017 Allowance | <u>54,012</u> | <u>161</u> | <u>400</u> | <u>162</u> | <u>54,736</u> |
| Fiscal 2016-2017 Amount Change | \$2,542 | \$18 | \$100 | \$0 | \$2,661 |
| Fiscal 2016-2017 Percent Change | 4.9% | 12.9% | 33.3% | | 5.1% |

Where It Goes:**Personnel Expenses**

| | |
|---|-------|
| Employee and retiree health insurance | \$891 |
| Employee retirement system..... | 654 |
| Turnover adjustments..... | 233 |
| Overtime | 150 |
| Workers’ compensation | 97 |
| Reclassification | -104 |
| Other fringe benefit adjustments..... | -7 |

Other Changes

| | |
|---|------|
| Fuel and utilities..... | 584 |
| Facilities maintenance..... | 200 |
| Federally funded re-entry services..... | 100 |
| Contractual full-time equivalents..... | 14 |
| Inmate food purchases | -46 |
| Inmate medical costs..... | -105 |

| | |
|--------------|----------------|
| Total | \$2,661 |
|--------------|----------------|

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

Q00D00 – DPSCS – Patuxent Institution

Personnel expenses increase by a net \$1.9 million, accounting for nearly 72% of the total growth. Health insurance and retirement funding increase by \$1.5 million after the across-the-board reduction for health insurance. Budgeted turnover expectancy improves in fiscal 2017, providing a \$233,000 increase. The turnover expectancy was increased between the fiscal 2016 legislative and working appropriations, and the fiscal 2017 allowance decreases turnover expectancy closer to what it has been in prior years. Overtime funding increases to \$3.6 million in the allowance. Although this is a \$150,000 increase over the working appropriation, it is more than \$340,000 below the fiscal 2015 actual overtime spending of nearly \$4.0 million. The allowance for the Department of Budget and Management also includes funding for employee increments. A general fund amount of \$489,327 will be transferred by budget amendment to the Patuxent Institution to allocate funding for increments.

Excluding personnel expenses, the allowance for the Patuxent Institution increases by \$747,000. The largest increase occurs for fuel and utilities funding, which increases by \$584,000, consistent with fiscal 2015 actual spending. The allowance includes an additional \$200,000 over the working appropriation for facilities maintenance. This is also consistent with fiscal 2015 actual spending. Federal funds to provide re-entry services for inmates returning to Baltimore City increase by \$100,000 in the allowance; however this increase was likely made in error, as the department does not have a new or increased federal grant award. These increases are partially balanced by decreases totaling \$151,000 for inmate food purchases and medical costs, due to the declining inmate population. **The Department of Legislative Services recommends reducing the federal fund appropriation for the Patuxent Institution by \$100,000.**

Recommended Actions

| | <u>Amount Reduction</u> | <u>Position Reduction</u> |
|---|------------------------------------|--------------------------------------|
| 1. Reduce federal funds to correct for budgeting error. | \$ 100,000 | FF |
| Total Federal Fund Reductions | \$ 100,000 | |

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

| <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> |
|---|-------------------------|--|----------------------------|--|---------------------------|
| Positions | | | | | |
| 01 Regular | 458.00 | 457.00 | 457.00 | 0.00 | 0% |
| 02 Contractual | 2.18 | 2.32 | 2.32 | 0.00 | 0% |
| Total Positions | 460.18 | 459.32 | 459.32 | 0.00 | 0% |
| Objects | | | | | |
| 01 Salaries and Wages | \$ 37,103,900 | \$ 38,276,985 | \$ 40,344,955 | \$ 2,067,970 | 5.4% |
| 02 Technical and Spec. Fees | 103,627 | 89,237 | 102,961 | 13,724 | 15.4% |
| 03 Communication | 95,953 | 92,234 | 88,305 | -3,929 | -4.3% |
| 04 Travel | 1,086 | 4,000 | 4,000 | 0 | 0% |
| 06 Fuel and Utilities | 1,908,998 | 1,326,375 | 1,910,837 | 584,462 | 44.1% |
| 07 Motor Vehicles | 68,076 | 91,500 | 78,000 | -13,500 | -14.8% |
| 08 Contractual Services | 7,628,479 | 9,679,398 | 9,886,282 | 206,884 | 2.1% |
| 09 Supplies and Materials | 1,943,135 | 2,142,132 | 2,097,374 | -44,758 | -2.1% |
| 10 Equipment – Replacement | 66,973 | 1,350 | 12,190 | 10,840 | 803.0% |
| 11 Equipment – Additional | 9,790 | 0 | 0 | 0 | 0.0% |
| 12 Grants, Subsidies, and Contributions | 287,208 | 331,700 | 325,100 | -6,600 | -2.0% |
| 13 Fixed Charges | 38,804 | 40,000 | 40,000 | 0 | 0% |
| Total Objects | \$ 49,256,029 | \$ 52,074,911 | \$ 54,890,004 | \$ 2,815,093 | 5.4% |
| Funds | | | | | |
| 01 General Fund | \$ 48,687,400 | \$ 51,470,134 | \$ 54,166,780 | \$ 2,696,646 | 5.2% |
| 03 Special Fund | 180,198 | 142,977 | 161,424 | 18,447 | 12.9% |
| 05 Federal Fund | 299,514 | 300,000 | 400,000 | 100,000 | 33.3% |
| 09 Reimbursable Fund | 88,917 | 161,800 | 161,800 | 0 | 0% |
| Total Funds | \$ 49,256,029 | \$ 52,074,911 | \$ 54,890,004 | \$ 2,815,093 | 5.4% |

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

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Appendix 1