

MARYLAND COMMISSION ON CORRECTIONAL STANDARDS

ANNUAL REPORT

FISCAL YEARS 1989-1991

William Donald Schaefer
Governor

Bishop L. Robinson
Secretary

Marie C. Henderson
Chairperson

Hastmann
Director

139540

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Maryland Dept. of Public Safety
and Correctional Services

to the National Criminal Justice Reference Service (NCJRS)

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

139540

STATE OF MARYLAND
DEPARTMENT OF PUBLIC SAFETY
AND CORRECTIONAL SERVICES

WILLIAM DONALD SCHAEFER
GOVERNOR

MELVIN A. STEINBERG
LT GOVERNOR



BISHOP L. ROBINSON
SECRETARY

STATE OF MARYLAND
DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES

SUITE 310, PLAZA OFFICE CENTER
6776 REISTERSTOWN ROAD
BALTIMORE, MARYLAND 21215-2341
(301) 764-4000
TTY FOR THE DEAF: 486-0677

June 23, 1992

The Honorable William Donald Schaefer
Governor of the State of Maryland
Executive Department
State House
Annapolis, Maryland 21401

Dear Governor Schaefer:

I am pleased to make available the Annual Report for the Maryland Commission on Correctional Standards (MCCS), documenting agency activities for Fiscal Years 1989-1991. The information contained therein is intended to satisfy the reporting requirements set forth in Article 41, Section 401, of the Annotated Code of Maryland.

The MCCS has reached several milestones during the past three years. These include the completion of the fourth full audit cycle of all 57 adult places of correctional confinement; reorganization of agency functions to better meet current and future responsibilities; revision of the minimum mandatory regulations for detention centers, state correctional institutions, and state, local, and private community correctional facilities for the first time since February, 1986; finalization of a planning document entitled the "Future Direction of the Commission"; and initial development of an innovative concept of "voluntary" inspectors to augment existing agency resources and improve the audit process.

The Commission will endeavor to continue to provide quality control services for Maryland's adult correctional facilities to ensure the highest level of protection for the citizens of Maryland as well as provide for efficient, effective, and accountable correctional operations.

Sincerely,

A handwritten signature in black ink, appearing to read "Bishop L. Robinson".

Bishop L. Robinson
Secretary

WILLIAM DONALD SCHAEFER
GOVERNOR

MELVIN A. STEINBERG
LT GOVERNOR



BISHOP L. ROBINSON
SECRETARY

MARIE C. HENDERSON
CHAIRPERSON

PAUL S. HASTMANN
EXECUTIVE DIRECTOR

STATE OF MARYLAND
DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES
MARYLAND COMMISSION ON CORRECTIONAL STANDARDS

6776 REISTERSTOWN ROAD, SUITE 303
BALTIMORE, MARYLAND 21215-2345
(410) 764-4265

June 23, 1992

Bishop L. Robinson, Secretary
Department of Public Safety
and Correctional Services
Suite 310, Plaza Office Center
6776 Reisterstown Road
Baltimore, Maryland 21201

Dear Secretary Robinson:

We are pleased to present the Annual Report for the Maryland Commission on Correctional Standards accounting for agency activities during Fiscal Years 1989 through 1991. The issuance of this report is intended to satisfy the requirements set forth in Article 41, Section 401 of the Annotated Code of Maryland.

During this period, the Commission completed its eleventh year of operation, finalized its fourth full audit cycle of all State, local and private adult correctional facilities, and concluded a comprehensive and thorough assessment of the existing standards, audit process and reporting procedures in an effort to improve the timeliness and quality of the required inspections.

The Commission, through its regular, formal and structured auditing system continues to enhance public safety, staff well-being and inmate welfare. With the assistance of legislatively mandated Advisory Boards, Commission staff and managing officials continue to be genuinely interested in improving the quality of correctional operations in Maryland. During this reporting period, the majority of those facilities subject to audit achieved total compliance with the minimum mandatory State regulations and received the Recognition of Achievement award. All the other facilities continue to work toward full compliance with the Commission providing technical assistance toward that end.

Secretary Bishop L. Robinson
Page two

We are pleased with the progress of the Commission and look forward to the challenges ahead in these difficult times. We feel confident that we are providing the leadership necessary to ensure that Maryland's adult correctional facilities are being operated effectively and efficiently. Moreover, we are promoting professionalism in the field of corrections, ensuring its place in the 21st Century.

Thank you for your support as we faithfully dedicate ourselves to carrying out our important mission for the citizens of Maryland.

Very truly yours,

A handwritten signature in cursive script, appearing to read "Marie C. Henderson". The signature is written in dark ink and is positioned above the printed name and title.

Marie C. Henderson
Chairperson

139540

CONTENTS

	PAGE
EXECUTIVE SUMMARY	1
AUDIT RESULTS	4
MEETINGS OF THE COMMISSION	7
LONG RANGE PLANNING ACTIVITIES	9
ADVISORY BOARDS	11
TECHNICAL ASSISTANCE	13
SPECIAL PROJECTS	15
JAIL STATISTICS	20

APPENDIX

AGENCY STAFF	22
ESTABLISHMENT OF THE COMMISSION	24
BRIEF HISTORY OF STANDARDS DEVELOPMENT	26
COMMISSION MEMBERSHIP	28

CHARTS

STAFF ORGANIZATION	30
BUDGET REPORTS	31
JAIL STATISTICS	34
ADVISORY BOARD MEMBERSHIP	37

NCJRS

NOV 19 1992

ACQUISITIONS

EXECUTIVE SUMMARY

The Maryland Commission on Correctional Standards (MCCS) is an agency within the Department of Public Safety and Correctional Services (DPSCS) with legal authority statutorily indicated in Article 41, Section 4-401, of the Annotated Code of Maryland. The Commission is empowered to set and enforce mandatory and approved standards for all adult places of correctional confinement. In addition, the agency provides technical assistance to these facilities as needed or requested. A number of accomplishments and noteworthy events occurred during Fiscal Years 1989-1991.

- ..The Commission, with the full support of the Secretary, initiated the development in February 1991 of the innovative concept of "duly authorized inspector". These volunteers from State, local and private correctional facilities will participate in "peer" review audits to supplement/augment Commission personnel resources and assist in making the audits more timely, comprehensive and thorough.
- ..In December 1990 and June 1991, the Commission approved the revision of the Minimum Standards for Adult Detention Centers and Adult Correctional Institutions, respectively, the first modifications to the regulations since February 1986

.. In April 1991, the Commission approved significant changes to the Administrative Procedures, the only substantive modification since the initiation of audits in June 1982. These included but were not limited to: the designation of the audit interval as every two years; revisions to the audit process and report format; and, specification of audit preparation requirements for facilities subject to inspection.

.. The fourth full audit cycle was completed between 7/88 and 12/90. The results were favorable to the extent that 17 of 24 local jurisdictions, 7 of 13 State prisons and 15 of 20 community correctional facilities subject to inspection attained total compliance with applicable standards; for which they received the Recognition of Achievement award.

.. The staff of the Commission participated in a number of special projects during the reporting period, most notably the transition of the Baltimore City Jail to State operation.

.. In 1/91, the Commission transferred the voluntary service of collecting and disseminating local jail statistics to the Division of Research and Statistics in the Office of the Secretary to improve the timeliness and quality of this function while, at the same time, allowing Commission staff to concentrate on mandated duties and responsibilities.

The Commission met 24 times at locations throughout the State during the reporting period.

Commission staff provided nearly 20 formal technical assistance sessions during the reporting period to a total of 18 jurisdictions to aid them in their standards compliance efforts.

In 12/88, the Secretary met with the Commission to finalize a long range planning document addressing the "Future Direction of the Commission".

A moratorium on audits was approved for in January 1991 to facilitate the initiation of an agency reorganization conjunction with actions of the Department.

The legislatively mandated Advisory Boards were convened seven times during the reporting period to review and comment on matters referred to them by the Commission.

AUDIT RESULTS

The primary function of the agency is to enforce, through regular on-site audits, the applicable regulations on all adult places of correctional confinement to determine levels of compliance. The fourth full audit cycle of the nearly 60 facilities subject to inspection was completed during the period July 1988 to December 1990.

Several facilities attained full compliance with the applicable standards during this reporting period and received the Commission's voluntary Recognition of Achievement (ROA) award. While the Commission has no accrediting or licensing authority, it recognizes the need to acknowledge the positive efforts of proactive facilities to attain 100% compliance. Where deficiencies are noted during formal inspections, compliance plans are developed in conjunction with the facility officials, approved by the Commission and regularly monitored by Commission staff until total compliance is realized. If facilities meet the criteria of taking longer than a year to attain full compliance, have a substantial number of violations, fail to maintain routine and consistent compliance over time and/or are controversial (i.e. media attention, etc.), the ROA is not recommended by staff to the Commission unless they undergo a "mini" audit of selected standards to ensure the credibility and integrity of the aforementioned voluntary award.

The following facilities received the ROA during FY 1989-1991 at ceremonies individually planned by the respective facilities. In many cases favorable media attention and positive feedback resulted from the award presentation.

FY 1989

September 1988 - Garrett County Jail
Prince George's County Work Release Center
Baltimore City Jail Resident Labor Program

October 1988 - Harford County Detention Center

November 1988 - Carroll County Detention Center

January 1989 - Maryland Correctional Institution-Hagerstown
Washington County Detention Center

February 1989 - Charles County Detention Center

March 1989 - Baltimore County Detention Center/Work Release Center

May 1989 - Worcester County Detention Center
Pre-Release Unit for Women
Brockbridge Correctional Facility

FY 1990

August 1989 - Caroline County Detention Center
Dismas House, Inc. (East and West)

September 1989 - Cecil County CARC

October 1989 - Kent County Detention Center

November 1989 - Threshold, Inc.
Southern Maryland Pre-Release Unit
Prince George's County Detention Center/
and DWI Facility

December 1989 - Frederick County Detention Center

January 1990 - Poplar Hill Pre-Release Unit
Baltimore County Detention Center
Maryland Correctional Training Center

March 1990 - Maryland Correctional Institution for Women

April 1990 - Cecil County Detention Center
Anne Arundel County Detention Center

May 1990 - Montgomery County Pre-Release Center
Jessup Pre-Release Unit

FY 1991

July 1990 - Baltimore Pre-Release Unit

August 1990 - Maryland Correctional Institution-Hagerstown
Charles County Detention Center

September 1990 - Howard County Detention Center
Carroll County Detention Center
Maryland Reception, Diagnostic &
Classification Center

October 1990 - Roxbury Correctional Institution

November 1990 - Queen Anne's County Detention Center

January 1991 - Wicomico County Detention Center
Montgomery County Detention Center

February 1991 - Harford County Detention Center
Baltimore City Correctional Center

March 1991 - Volunteers of America, Inc.

MEETINGS OF THE COMMISSION

The Commission meets on a regular basis throughout the State, often at correctional facilities so that a tour can familiarize the members with current programs and conditions. All meetings are open to the public and announced in the Maryland Register. Attendance by representatives of correctional facilities whose audit reports are being considered is encouraged. Detailed minutes of the meetings are maintained on file and are available to interested persons. The following meetings were held during the three year reporting period.

FISCAL YEAR 1989

75TH MEETING	JULY 27, 1988	BALTIMORE CITY
76TH MEETING	SEPTEMBER 21, 1988	RANDALLSTOWN
77TH MEETING	OCTOBER 26, 19878	JESSUP
78TH MEETING	DECEMBER 13, 1978	BALTIMORE COUNTY
79TH MEETING	JANUARY 25, 1989	BALTIMORE CITY
80TH MEETING	MARCH 1, 1989	BALTIMORE CITY
81ST MEETING	APRIL 1, 1989	BALTIMORE CITY
82ND MEETING	MAY 24, 1989	JESSUP

FISCAL YEAR 1990

83RD MEETING	JULY 12, 1989	BALTIMORE
84TH MEETING	SEPTEMBER 19, 1989	RANDALLSTOWN
85TH MEETING	OCTOBER 25, 1990	MONTGOMERY
86TH MEETING	DECEMBER 6, 1990	BALTIMORE CITY
87TH MEETING	JANUARY 24, 1990	LAUREL
88TH MEETING	MARCH 7, 1990	JESSUP
89TH MEETING	MAY 2, 1990	BALTIMORE CITY
90TH MEETING	JUNE 27, 1990	HOWARD COUNTY

FISCAL YEAR 1991

91ST MEETING	AUGUST 2, 1990	RANDALLSTOWN
92ND MEETING	SEPTEMBER 19, 1990	FREDERICK CO.
93RD MEETING	OCTOBER 31, 1990	BALTIMORE CITY
94TH MEETING	DECEMBER 5, 1990	BALTIMORE CITY
95TH MEETING	JANUARY 30, 1991	JESSUP
96TH MEETING	MARCH 13, 1991	JESSUP
97TH MEETING	APRIL 10, 1991	PR. GEORGE'S CO.
98TH MEETING	JUNE 5, 1991	JESSUP

LONG RANGE PLANNING ACTIVITIES

The "Future Directions of the Commission" plan, was approved by the Commission in May 1988, submitted to the Secretary in June 1988 for his consideration and discussed by the Secretary with the Commission in December 1988. Its purpose was to chart the course for the next several years with regard to standards development and audit process/report format changes. During calendar year 1989, preliminary studies were conducted on the standards and inspection processes of national standards setting bodies as well as many of the other states enforcing standards for adult correctional facilities to assess the current "state of the art".

In June 1990, a moratorium on audits was approved for 30 days while surveys were disseminated to and discussions held with all managing officials soliciting specific input about the possibility of new standards development, revision to the existing regulations for the first time since February 1986, and modifications to the audit process/report format to address concerns about the interval between audits of respective facilities, perceived inconsistencies in decision making, interpretation problems and real or imagined disruption to the normal routine of facility operations. The Commission approved the significant revisions to the COMAR 12.14.03.02 A-H, Minimum Standards for Adult Detention Centers, in December 1990.

The Commission granted a further moratorium on audits in January 1991 to concentrate full time on standards revisions/development and the substantive modification of the audit process and report format. The Commission approved the revisions to the COMAR 12.14.01, Administrative Procedures, in April 1991 and the proposed modifications to the COMAR 12.14.04.02 A-H, Minimum Standards for Adult Correctional Institutions, in June 1991.

As part of the changes to the audit process the innovative concept of "duly authorized inspectors" (DAIs) was adopted to supplement/augment the personnel resources of the agency. Though not a new idea, it had again surfaced in the "Future Direction of the Commission" document, had the qualified support of those subject to inspection, and was given the impetus of the Secretary's endorsement in February 1991. Following an evaluation of the audit/inspection processes in other states, the Executive Director distributed correspondence in June 1991 to the managing officials of all Maryland's adult places of correctional confinement as well as the Office of the Secretary and Division of Correction (DOC) Headquarters requesting nominations of potential DAIs who met the general criteria approved by the Commission at its April 1991 meeting (i.e. knowledgeable, motivated, interested and available). Plans for implementation included the development of a formal training program, which would be approved by the Maryland Correctional Training Commission, a structured inspector evaluation system and periodic "refresher" courses to ensure eventual success.

ADVISORY BOARDS

The Standards Act mandates that the Commission establish Advisory Boards to assist it in the development of standards and to provide information, input and advice on issues sent to them by the Commission. Each Board must be chaired by a Commission member. Board members, who are unpaid volunteers, are appointed by the Chairman with the approval of the Commission. In May 1981, three Boards were appointed, one each for:

Adult Detention Centers
Adult Correctional Institutions, and
Adult Community Correctional Facilities.

Since the Commission has a technical assistance mandate, the Commission appointed a Technical Assistance Committee chaired by the Executive Director, which assists the Boards in areas such as fire, health, safety, training, etc. This Committee also serves as a continuing resource to the staff. Board memberships include citizens, academicians, government officials, sheriffs, state and local correctional administrators, legal authorities, regulatory officials, and others.

The original composition of the Boards has remained relatively constant (see attachment). However, the Commission initiated a policy effective January 1, 1986 of reviewing the membership annually to ensure currency and address attendance and participation issues.

During this reporting period, all of the Advisory Boards were convened in June 1990 to review and comment on the plans for agency reorganization based on the results of surveys and the approved "Future Direction of the Commission" document. The matter of standards revisions/development, audit process modifications and changes to the reporting procedures were discussed. In October 1990, the Advisory Board for Adult Detention Centers and the Technical Assistance Committee met to comment on the proposed revisions to the mandatory regulations. In March 1991, all the bodies met again to be briefed on the proposals for modifications to the audit procedures and reporting system, including the innovative "duly authorized inspector" initiative. During the same month, the individual Boards were convened to review and comment on these proposed revisions. In May 1991, the Advisory Board for Adult Correctional Institutions held a meeting to review and comment on the specific suggestions for revision to the mandatory regulations for State prisons.

TECHNICAL ASSISTANCE

The Standards Act calls for the Commission to provide technical assistance to agencies to aid them in meeting standards. Technical assistance has taken many forms including formal staff training, referrals to other agencies that are meeting standards, and assistance given directly by staff or other correctional professionals. The Commission has used all of these strategies individually or in combination.

The Commission staff continues to be a resource for technical assistance particularly in the area of policy and procedure development. The Commission maintains sample policies, procedures and forms from State, local and private correctional facilities which are available to all agencies upon request. Further, the Commission staff has trained persons in the proper methods for the development of directives on several occasions. The Executive Director has participated as an instructor with the First Line Administrator's Training Program sponsored by the Maryland Correctional Training Commission since May 1989 on this subject. In addition, the development and subsequent revision of the Standards Manual remains the foremost effort at providing a systematic approach to the application and implementation of standards. Every facility subject to inspection as well as other key persons in the correctional field have been

provided one or more copies of this important document. Also, regular briefings are given to ensure an awareness of the requirements for compliance with applicable regulations. Since January 1991, the document has been undergoing a significant modification to meet current circumstances after which formal distribution and orientation sessions will occur.

Specifically, the Commission staff provided specific assistance regarding standards compliance, the audit process and documentation preparation during this reporting period to personnel at the Baltimore City Jail, Howard County Detention Center, Dorchester County Jail, Volunteers of America Supervised Residential Facility, Queen Anne's County Detention Center, Patuxent Institution, Calvert County Detention Center, St. Mary's County Detention Center, Anne Arundel County Detention Center, Garrett County Detention Center, Allegany County Jail and the Herman Toulson Boot Camp. In addition, briefings were given to the new Division of Correction Medical Director and representatives of the medical contractor, Correctional Medical Services, Inc., and assistance was provided to the Cecil County Detention Center in their planning of facility expansion.

SPECIAL PROJECTS

The MCCA was involved in a number of special assignments during this reporting period. These projects, while often supplemental, were related to regular duties and responsibilities and were provided to assist the Department of Public Safety and Correctional Services (DPCS), those subject to the agency's legislative mandate and the criminal justice system in general to further enhance the public public safety.

*Executive Director initiated in December 1988 a request for advice of counsel from the Attorney General's office regarding the important issue of diminution of confinement credits. These efforts resulted in May 1990 in the dissemination to all local jurisdictions of a memorandum providing guidance and direction concerning this complex matter.

*Executive Director was designated a member of Task Force created by the Secretary (DPCS) to study the issue of Community Adult Rehabilitation Centers (CARCs). Group met in 1989 to assess interest among the local jurisdictions, propose alternative legislation to implement the concept and evaluate the need for such programs based on demographic information. Staff of the MCCA performed in September 1990 and again in June 1991

a detailed comparative analysis of the CARC regulations/ standards found in the Division of Correction (DOC) COMAR 12.02.03 with the existing MCCA COMAR 12.14.05, Minimum Standards for Adult Community Correctional Facilities (ACCF), to evaluate the feasibility of retaining certain specific sections or whether to suggest total rescission.

*Executive Director participated, at the direction of the Secretary and in the company of the representatives of the Attorney General's and City Solicitor's offices, in July 1989 in an evaluation of the utilization of the Industries Building at the Baltimore City Jail (BCJ) for housing inmates as well as a preliminary feasibility assessment of the use of the adjacent Baltimore Gas and Electric site. During this period, the Executive Director also joined a team of State officials from the Department of General Services to determine whether the BCJ should continue to operate a community based residential facility at Fulton House.

*Executive Director appointed as a member of the Maryland Correctional Administrators Association (MCAA) State/Local Policy Board from October 1989 to January 1990 to discuss issues regarding alternatives to incarceration and jail construction related standards.

- *Executive Director was dispatched in December 1989 by the Secretary, at the request of the Wicomico County State's Attorney, to that jurisdiction's detention facility to investigate allegations of falsification of records related to standards compliance matters. The results of this investigation indicated no evidence of wrongdoing, but did identify certain record keeping weaknesses warranting immediate attention.
- *Staff to the MCCA assisted in March 1990 a Departmental team in the review of the proposed COMAR regulations for the DOC and Patuxent Institution.
- *Executive Director participated in May 1990 as a member of a MCAA Ad Hoc Committee on Standards to evaluate the standards and audit process in an effort to improve overall performance.
- *Executive Director and the Director of the Division of Audits and Compliance (DOAC) in the Office of the Secretary, held meetings in June and July 1990 to discuss the issue of the reorganization of the Department's auditing functions in an effort to eliminate/minimize duplication of effort, enhance efficiency and effectiveness, and essentially make better use of existing and anticipated resources.

*Executive Director, in September 1989 prepared, at the request of the Secretary, a study on Population Management standards to address the rise in the numbers of offenders subject to the Department's jurisdiction.

*Executive Director participated in November 1990 as a resource for the Governor's Office on Justice Assistance in its initial study efforts of the feasibility of a Statewide, pretrial release services program. During this same period, the Executive Director completed, at the request of the Governor's office, an evaluation of exercise and cell size standards from a national perspective for purposes of comparison and general information.

*Executive Director participated, from August 1990 to June 1991, as a member of a Task Force on Central Records and Offender Processing created by the Secretary in an effort to indicate a single identifying number for all clients receiving Departmental services, evaluate the feasibility of a common classification/ risk assessment instrument and initiate activities toward the development of a central repository for all departmental client records.

*Executive Director, from January to May 1991, participated in a Departmental work group charged with the evaluation and development of statewide standards for the construction/renovation of local jails and detention centers and related funding formulas.

*From February to May 1991, the MCCS performed a comprehensive follow-up assessment of certain functions of the BCJ in preparation for the transition to State operations.

JAIL STATISTICS

The Commission, since its inception, voluntarily compiled and distributed jail statistics monthly and annually to interested parties. The information has been used by State and local agencies to identify trends and to attempt to predict future inmate populations.

These statistics have assisted the State in determining the number of persons that will be entering the Division of Correction. In addition, they have aided the Departments of State Planning, General Services, and Public Safety and Correctional Services (DPSCS) in planning and identifying priorities in financing the construction, expansion or renovation of jails and prisons. Local jurisdictions have used this information as well to determine their future housing demands and to analyze their current and future budgetary, staffing, and programmatic requirements.

Effective 7/90, the format was modified to address the advent of home detention programs as well as to accommodate other informational needs relative to the requirements of HB 474. The task was transferred in January 1991 to the Division of Research and Statistics in the Office of the Secretary due to their technical expertise and resource capabilities as well as the workload demands on the Commission staff.

The attached charts represent key jail related information for Fiscal Years 1989-1991 based on the self-reported figures. The DPSCS cannot guarantee the accuracy of the submitted data. Due to rounding, the statewide totals, which include males and females, may not equal the sum of the individual jurisdictions.

A P P E N D I X

AGENCY STAFF

Paul S. Hastmann
Executive Director

Ronald F. Drechsler
Assistant Executive Director

Donald Jones
Correctional Program Specialist

Ernestine DeVance
Correctional Program Specialist
(11/88)

Regina A. Crawford
Administrative Aide

David W. Gardei
Correctional Program Specialist
(until 8/88)

STAFF OFFICES

SUITE 303, PLAZA OFFICE CENTER
6776 REISTERSTOWN ROAD
BALTIMORE, MARYLAND 21215
(410)-764-4265

The Executive Director is an appointed position selected by the Commission with the approval of the Secretary. The remaining agency positions are in the merit system. The staff complement remained relatively stable during the reporting period (see attached Table of Organization).

In August 1988, one of the Correctional Program Specialists (CPS) resigned. The interview process resulted in the hiring in November 1988 of the first female correctional facility inspector in Maryland. In May 1989, one of the CPS was reclassified from an Administrative Officer I to II in an effort to create a career ladder and assist in recruitment and retention. Effective July 1990, the other CPS was likewise reclassified.

The agency obtained its only additional position in its history in the FY 1991 budget; however, the vacancy was "frozen" in September 1990 due to Departmentwide cost containment efforts. It was not included in the FY 1992 appropriation.

The Commission staff continued to improve their skills and expertise through a number of career development and professional enhancement activities. These included but were not limited to: participation at correctional and employee organization conferences; membership in national, state and local correctional organizations; attendance at specialized training opportunities; and, subscriptions to professional journals, newsletters, research briefs, law bulletins and other literature in an effort to stay abreast of the most current informational materials related to the regulatory nature of the Commission. In addition, a program of tuition reimbursement was available until January 1991 to encourage staff to pursue advanced degrees to benefit the agency in meeting its mission. The Executive Director completed all the course work toward a M.S. Degree in Criminal Justice at the University of Baltimore in December 1989 using this opportunity.

During this period, the Executive Director also was named President-Elect of the Maryland Correctional Justice Association (MCJA), a dual membership chapter of American Correctional Association (ACA) having a membership of over 600 representing persons in State, local and private corrections as well as citizens, students and other persons interested in the criminal justice system. In November 1989, he assumed the role of President and, as such, became a member of the Maryland Correctional Training Commission and the Host Committee for the highly successful August 1989 ACA Congress of Correction held in Baltimore. In addition, the Executive Director was nominated in 1991 for the Charles Mathias, Jr., Award for Excellence in State Public Service.

ESTABLISHMENT OF THE COMMISSION

The Maryland Commission on Correctional Standards was created to improve the method of establishing standards for correctional facilities and programs and ensuring compliance with such standards in order to better protect the health, safety and welfare of Maryland's citizens by reducing incidents of crime.

The Commission had its origin at a conference of State and local correctional administrators in May 1979. Those administrators saw the need to revise the existing jail inspection program and to develop a mechanism to audit State facilities. The principal driving force was the fact that several correctional administrators were involved in civil litigation brought by inmates or special interest groups on their behalf alleging unconstitutional facility conditions and/or management practices.

Concurrently, Maryland's State correctional system was engaged in the voluntary national accreditation process. There was some concern, however, by the General Assembly that this involvement would require a great outlay of public funds before accreditation could be achieved. Recognizing the rationale of meeting professional standards, it was decided instead that Maryland should develop regulations which reflect realities in this State.

Toward that end, the Act establishing the Commission on Correctional Standards was passed during the 1980 Session of the General Assembly. It is codified as Article 41, Section 4-401, in the Annotated Code of Maryland. Its salient provisions are:

- To advise the Secretary of Public Safety and Correctional Services regarding regulations for State and local correctional facilities which he is authorized to promulgate.
- To periodically inspect facilities to determine compliance with standards and prepare reports of same.
- To determine schedules for remedial action when jurisdictions are in noncompliance with certain standards.

To review and act on appeals of staff inspection reports.

To provide technical assistance to the extent possible to jurisdictions to aid in their efforts to meet standards.

To hold public hearings in regard to the possible closure of a correctional facility or cessation of one of its elements/functions for failure to meet standards determined to be life threatening or health endangering.

To consult and coordinate with national bodies promulgating correctional standards to ensure a reasonable compatibility between State regulations and nationally established standards.

To consult and cooperate with other State agencies and local jurisdictions concerning standards development and enforcement.

BRIEF HISTORY OF STANDARDS DEVELOPMENT

The Commission decided to address basic life, health, safety and constitutional issues during its initial thrust at standards development because it determined that a sound foundation was needed. Further, these minimum, mandatory regulations were to address management and operational issues, not facility design or programmatic functions.

In April, 1981, the staff presented to the Commission a list of concepts from which the standards were eventually developed. These concepts were the result of considerable research of existing case law, national standards, local and State codes, and the standards of several other states. The intent was to ensure reasonable compatibility with national efforts, adherence to court decisions, and conformity with commonly accepted correctional management principles. After review by the Secretary, Commission and Advisory Boards, these standards were approved and proposed for official publication in the Maryland Register. On April 26, 1982, COMAR 12.14.03, Minimum Standards for Adult Detention Centers, COMAR 12.14.04, Minimum Standards for Adult Correctional Institutions, and COMAR 12.14.05, Minimum Standards for Adult Community Correctional Facilities, became effective and the former Minimum Jail and Lockup Standards were rescinded.

In May 1983, the staff recognized the need to revise and amend several of the standards based on audit experiences, input from correctional practitioners and other interested parties, and an increased awareness of the intent and requirements of the standards. Suggested revisions as well as a few new standards were proposed in November 1983 as Departmental regulations. The revised standards became effective on February 27, 1984.

On February 15, 1984, the Commission conducted a Public Hearing for the purpose of assisting it in the identification of future directions. Over 60 agencies and public interest groups were invited. The hearing was an outreach to those organizations interested in corrections policy as well as an effort to guide the Commission in considering the development of new standards and/or the revision of the audit process. The purpose was to augment the basic life, health, safety, and constitutional standards presently in existence, revise the current regulations to ensure consistency in format, structure and organization and eliminate ambiguities, redundancies and problems with interpretation. Suggested concepts were presented to the Commission in May 1984. Following the usual process of research and development by staff, comment from the Advisory Boards, eventual approval by the Commission and promulgation by the Secretary, they were adopted on July 29, 1985 and February 10, 1986.

Preparatory to the consideration of the future direction of Commission activities in view of a new administration, a meeting of the Advisory Boards, workshops at state professional correctional association conferences and a second Public Hearing were held during 1987 to discuss the progress of the Commission, potential modifications to the standards and audit process from an operational perspective and possible development of additional regulations. The results of these meetings as well as the input from surveys distributed to all managing officials of adult correctional facilities provided the basis for the development and presentation of a long range planning document guiding the Commission into the 1990's.

COMMISSION MEMBERSHIP

The eleven member Commission includes eight persons appointed by the Governor with the advice and consent of the Senate who serve terms of three years. The statute requires members to be appointed as follows: two citizens; two State correctional officials; two local correctional officials; an elected official from a local governing body; and, an official of a national standards setting and accrediting body. There are also three ex-officio members including the Attorney General, the Secretary of the Department of General Services, and the Secretary of the Department of Budget and Fiscal Planning. Effective July 1, 1982, the General Assembly authorized ex-officio members to designate representatives. On July 1, 1989, the Secretary of the Department of State Planning was replaced with the Secretary, Department of Budget and Fiscal Planning. Each November, the Commission selects a Chair and Vice-Chair.

The following were the members of the Commission during the reporting period.

Citizen Members

Marie C. Henderson, Chair
Florence C. Welch (until 6/89)
Michael Ruggio (7/89)

Local Elected Officials

Sterling Bollinger, Sr. (until 12/90)
Frederick County Commissioner
Former Vice-Chair

John Stotler (7/91)
Allegany County Commissioner

Local Correctional Officials

Mark A. Levine, Vice Chair
Under Sheriff
Baltimore County Sheriff's Department

John F. DeWitt (until 12/90) - VACANT
Sheriff, Cecil County
Former Vice Chair

National Standards Representative

Jeffrey Washington
Administrator, American Correctional Association/
Commission on Accreditation for Corrections

State Correctional Officials

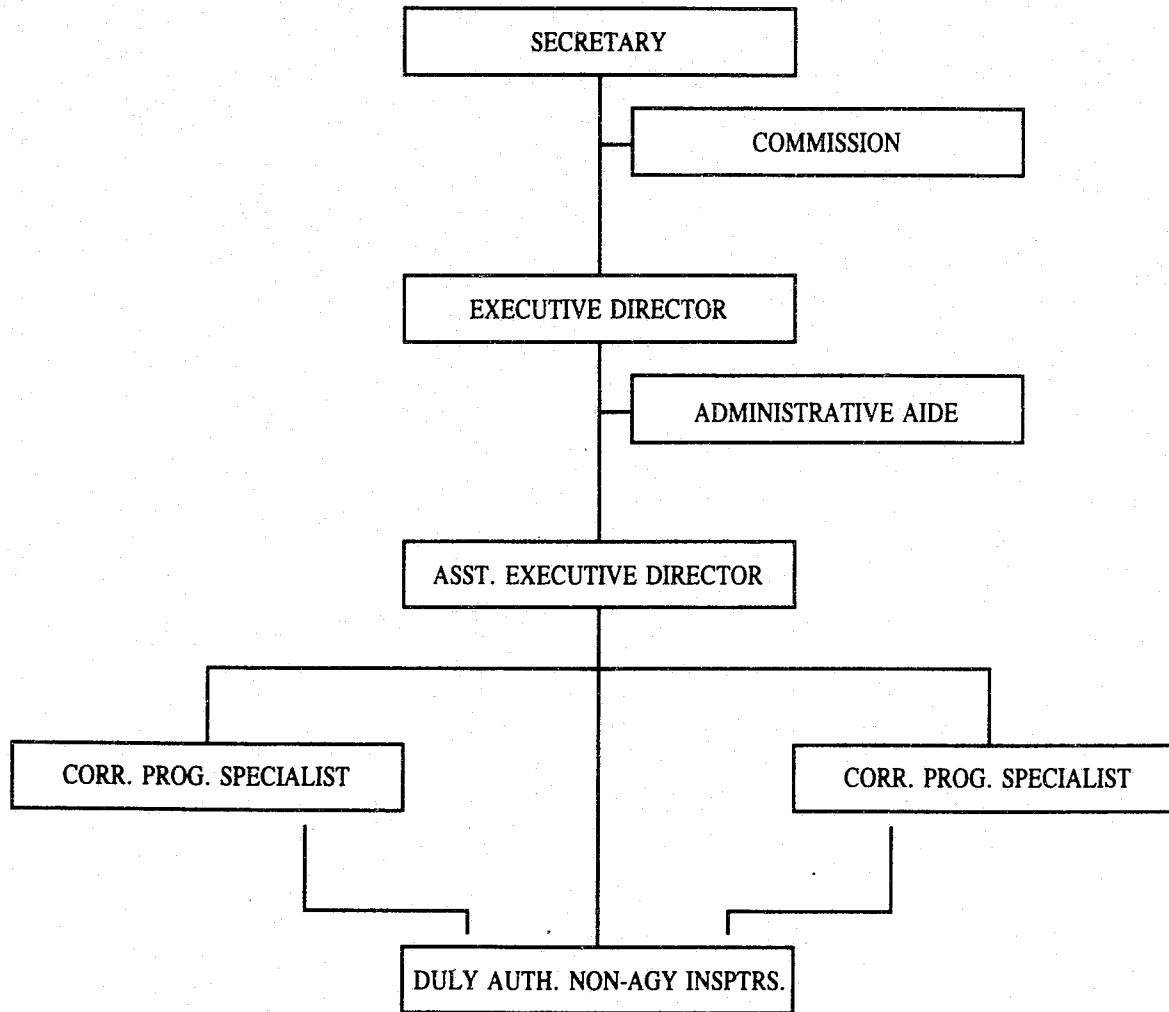
- .Elmanus Herndon (until 10/90)
Deputy Commissioner, Division of Correction
- .Frank Mazzone (1/91)
Assistant Commissioner, Division of Correction
- .John Brown (until 2/89)
Warden, Maryland Correctional Institution-Hagerstown
- .Richard Singleton (3/89 until 6/90)
Warden, Maryland House of Correction
- .Kenneth Taylor (7/90)
Warden, Eastern Correctional Institution

Ex-Officio Members

- .J. Joseph Curran, Jr., Attorney General, State of Maryland
- .Constance Lieder, Secretary, Department of State Planning
(until 6/89)
- .Earl Seboda/Martin Walsh, Secretary, Department of
General Services
- .Charles L. Benton, Secretary, Department of Budget
and Fiscal Planning (effective 7/89)

C H A R T S

COMMISSION ON CORRECTIONAL STANDARDS



BUDGET REPORTS

FISCAL YEAR 1989

BUDGET APPROPRIATION AND ACTUAL EXPENDITURES

	1989 APPROPRIATION	1989 EXPENDITURE
.01 Salaries and Wages	165,664	200,265
.03 Communication	3,396	2,880
.04 Travel	4,156	6,397
.07 Motor Vehicle Operation/Maintenance	7,344	307
.08 Contractual Services	1,536	1,537
.09 Supplies/Materials	742	289
.11 Equipment Additional	-	-
.13 Fixed Charges	11,320	11,990
TOTALS	194,158	224,165

The increased expenditures in FY 89 were above those appropriated primarily due to the need to accommodate the replacement position transferred from the Maryland State Police on April 6, 1988 but never included in the original allowance. In addition, one of the other positions was reclassified effective May 1988 which again was not part of the appropriation. The surplus in Object .07 reflects the transfer of the assigned vehicle in February 1988 to the Office of the Secretary car pool; therefore, there was no need for a replacement vehicle.

BUDGET APPROPRIATION AND ACTUAL EXPENDITURES

FISCAL YEAR 1990

	1990 APPROPRIATION	1990 EXPENDITURE
.01 Salaries and Wages	211,062	227,025
.03 Communication	4,315	3,754
.04 Travel	4,176	8,052
.07 Motor Vehicle Operation/Maintenance	720	374
.08 Contractual Services	1,215	645
.09 Supplies/Materials	636	363
.11 Equipment Additional	-	-
.13 Fixed Charges	10,871	11,553
TOTALS	232,995	251,766

The deficit in FY 1990 was primarily due to the need to accommodate the reclassification of two professional positions and the increased travel costs associated with expanded auditing, monitoring and technical assistance visits.

FISCAL YEAR 1991

BUDGET APPROPRIATION AND ACTUAL EXPENDITURES

	1991 APPROPRIATION	1991 EXPENDITURES
.01 Salaries and Wages	251,451	238,877
.03 Communication	5,155	2,673
.04 Travel	8,194	5,748
.07 Motor Vehicle Operation/Maintenance	862	81
.08 Contractual Services	1,457	618
.09 Supplies/Materials	700	291
.11 Equipment Additional	1,588	0
.13 Fixed Charges	11,337	1,237
TOTALS	280,745	261,555

The expenditures in FY 91 produced a surplus primarily in response to the required cost containment measures put into effect in September 1990, especially the freezing of the new administrative position, which was never filled. In addition, the additional equipment monies were never used.

JAIL STATISTICS FOR FISCAL YEAR 1989

JURISDICTION	POPULATION		INTAKE	AVERAGE DAILY STATUS				
	AVG. DAILY POP.	AVG. DAILY WR.	AVG. MONTH	AWAIT TRIAL	LOCAL SENT	DOC SEN	PSI	OTHER
ALLEGANY	68	7	79	21	37	2	6	0
ANNE ARUNDEL	412	61	508	243	165	5	4	1
BALTO. CITY	2914	96	1946	2231	501	8	51	81
BALTIMORE	563	121	393	260	275	1	35	1
CALVERT	95	12	121	31	37	1	7	17
CAROLINE	71	5	86	24	39	2	2	6
CARROLL	89	26	88	39	36	1	13	0
CECIL	213	69	287	72	117	1	4	20
CHARLES	212	42	292	103	107	5	9	2
DORCHESTER	76	3	73	43	31	2	3	0
FREDERICK	288	18	228	190	112	6	5	0
GARRETT	35	3	60	12	11	6	2	0
HARFORD	176	31	195	73	96	1	5	2
HOWARD	153	14	260	101	46	2	1	0
KENT	36	9	38	13	18	1	1	0
MONTGOMERY	796	118	621	433	359	8	0	5
PR. GEORGE'S	1194	20	1597	1019	143	26	16	10
QUEEN ANNE'S	46	4	55	18	17	2	1	15
ST. MARY'S	92	16	208	58	33	1	1	1
SOMERSET	45	5	32	21	22	0	2	0
TALBOT	62	9	55	32	32	1	1	0
WASHINGTON	230	11	235	106	80	6	33	7
WICOMICO	238	34	179	111	83	5	4	41
WORCESTER	153	6	174	85	51	2	14	0
TOTAL	8257	740	7804	5339	2448	95	220	209

JAIL STATISTICS FOR FISCAL YEAR 1990

JURISDICTION	POPULATION		INTAKE	AVERAGE DAILY STATUS				
	AVG. DAILY POP.	AVG. DAILY WR.	AVG. MONTH	AWAIT TRIAL	LOCAL SENT	DOC SEN	PSI	OTHER
ALLEGANY	81	13	53	29	41	3	11	1
ANNE ARUNDEL	433	57	494	272	177	6	5	2
BALTO. CITY	2998	18	2063	2349	469	0	81	92
BALTIMORE	622	128	445	263	316	3	47	1
CALVERT	112	24	146	33	50	3	6	18
CAROLINE	70	5	84	30	38	1	2	5
CARROLL	100	19	109	49	38	1	12	0
CECIL	218	51	279	112	94	2	5	2
CHARLES	264	39	288	137	116	9	1	0
DORCHESTER	92	4	92	60	25	7	3	0
FREDERICK	399	30	199	309	135	5	0	0
GARRETT	32	1	72	14	11	2	3	1
HARFORD	207	52	226	81	111	2	2	3
HOWARD	195	19	272	121	73	3	0	0
KENT	38	10	33	12	20	1	1	3
MONTGOMERY	850	118	611	375	464	9	0	2
PR. GEORGE'S	1271	31	1622	994	224	35	4	21
QUEEN ANNE'S	52	5	55	22	38	3	1	11
ST. MARY'S	150	20	228	82	56	5	2	3
SOMERSET	57	6	39	30	22	0	2	1
TALBOT	69	7	65	39	31	3	3	0
WASHINGTON	268	11	228	113	116	8	40	2
WICOMICO	397	49	222	172	125	6	1	79
WORCESTER	155	6	164	99	38	3	9	0
TOTAL	9130	723	8089	5797	2828	120	241	247

JAIL STATISTICS FOR FISCAL YEAR 1991

JURISDICTION	POPULATION		INTAKE	AVERAGE DAILY STATUS				
	AVG. DAILY POP.	AVG. DAILY WR.	AVG. MONTH	AWAIT TRIAL	LOCAL SENT	DOC SEN	PSI	OTHER
ALLEGANY	91	15	40	38	41	3	8	2
ANNE ARUNDEL	461	66	547	261	205	4	7	2
BALTO. CITY	2910	32	1957	2333	427	0	77	75
BALTIMORE	668	104	512	321	305	9	33	3
CALVERT	101	37	133	28	45	3	5	16
CAROLINE	69	3	79	26	33	2	2	3
CARROLL	103	28	120	43	50	1	7	1
CECIL	239	67	287	111	113	4	6	7
CHARLES	266	46	237	130	104	7	3	2
DORCHESTER	92	8	83	52	34	5	4	0
FREDERICK	341	46	203	204	156	5	1	0
GARRETT	41	3	78	12	19	2	5	1
HARFORD	239	60	252	76	157	2	1	4
HOWARD	190	18	326	115	65	3	0	2
KENT	50	12	33	17	23	1	0	9
MONTGOMERY	744	116	629	301	406	14	5	17
PR. GEORGE'S	1206	44	1513	932	297	36	0	32
QUEEN ANNE'S	64	5	68	19	44	2	2	10
ST. MARY'S	122	20	216	52	58	6	3	0
SOMERSET	78	9	41	31	43	1	2	1
TALBOT	65	8	62	37	35	6	1	0
WASHINGTON	282	19	235	100	124	10	44	5
WICOMICO	404	56	212	185	117	42	0	24
WORCESTER	179	8	183	109	56	4	6	3
TOTAL	9006	823	8050	5531	2943	172	221	220

ADVISORY BOARD MEMBERSHIP

ADULT DETENTION CENTERS

MARK A. LEVINE, CHAIRMAN

Jerilyn Ayers
Maryland League of
Women Voters
Elkton, Maryland

Richard J. Baker
Superintendent
Anne Arundel County
Detention Center
Annapolis, Maryland

Calvin A. Lightfoot
Director
Montgomery County
Department of Correction
and Rehabilitation
Rockville, Maryland

James N. Rollins, Director
Department of Corrections
Howard County
Jessup, Maryland

Samuel F. Saxton, Director
Department of Corrections
Prince George's County
Upper Marlboro, Maryland

LaMonte E. Cooke, Director
Department of Corrections
Queen Anne's County
Centreville, Maryland

John W. Welch, Director
Department of Corrections
Wicomico County
Salisbury, Maryland

Rodney Kennedy, Sheriff
Cecil County
Elkton, Maryland

W. Wayne McAllister, Warden
Washington County
Detention Center
Hagerstown, Maryland

ADULT CORRECTIONAL INSTITUTIONS

FRANK MAZZONE, CHAIRMAN

KENNETH TAYLOR, VICE CHAIRMAN

William O. Filbert
Acting Assistant Warden
Maryland Penitentiary
Baltimore, Maryland

Jon P. Galley
Warden
Roxbury Correctional
Hagerstown, Maryland

J. Raymond Montgomery
Assistant Warden
Maryland Correctional
Pre-Release System
Jessup, Maryland

Marvin N. Robbins
Executive Director
Inmate Grievance Office
Baltimore, Maryland

Emily M. Rody, Esquire, Chief
Prisoner Assistance Project
Legal Aid Bureau, Inc.
Baltimore, Maryland

Lloyd Waters
Warden
Maryland Correctional
Institution-Hagerstown
Hagerstown, Maryland

ADULT COMMUNITY CORRECTIONAL FACILITIES

JEFFREY WASHINGTON, CHAIRMAN

Patrick Conroy
Facility Administrator
Baltimore City
Correctional Center
Baltimore, Maryland

Julian L. Morgan
Executive Director
Threshold, Inc.
Baltimore, Maryland

Jeffrey Clewer, Director
Cecil County Community Adult
Rehabilitation Center
Elkton, Maryland

Chairlie Messiner, Director
Jail Substance Abuse Program
Washington County Health Dept.
Hagerstown, Maryland

Major Raymond S. Grimes
Facility Administrator
Southern Maryland
Pre-Release Unit
Charlotte Hall, Maryland

Kent W. Mason
Director
Montgomery County
Pre-Release Center
Rockville, Maryland

TECHNICAL ASSISTANCE COMMITTEE

MARIE C. HENDERSON, EX-OFFICIO MEMBER
PAUL S. HASTMANN, CHAIRMAN

John F. Bender
Fire Protection Engineer
State Fire Marshal's Office

Jeanette Lyon
Environmental Programs
Department of Health
and Mental Hygiene

Derral Cheatwood, Ph.D.
Professor
Criminal Justice Department
University of Baltimore

David McMillion, Director
Emergency Management and
Civil Defense Agency

Donald G. Hopkins
Deputy Director
Maryland Police & Correctional
Training Commissions

Theodore E. Shea, III
Administrative Assistant
Wicomico County Board of
County Commissioners

Ronald LeClair, Supervisor
Public Sector Consultation
Maryland Occupational Safety
and Health Administration

Angelo Troisi
Executive Director
Medical and Chirurgical
Faculty of Maryland