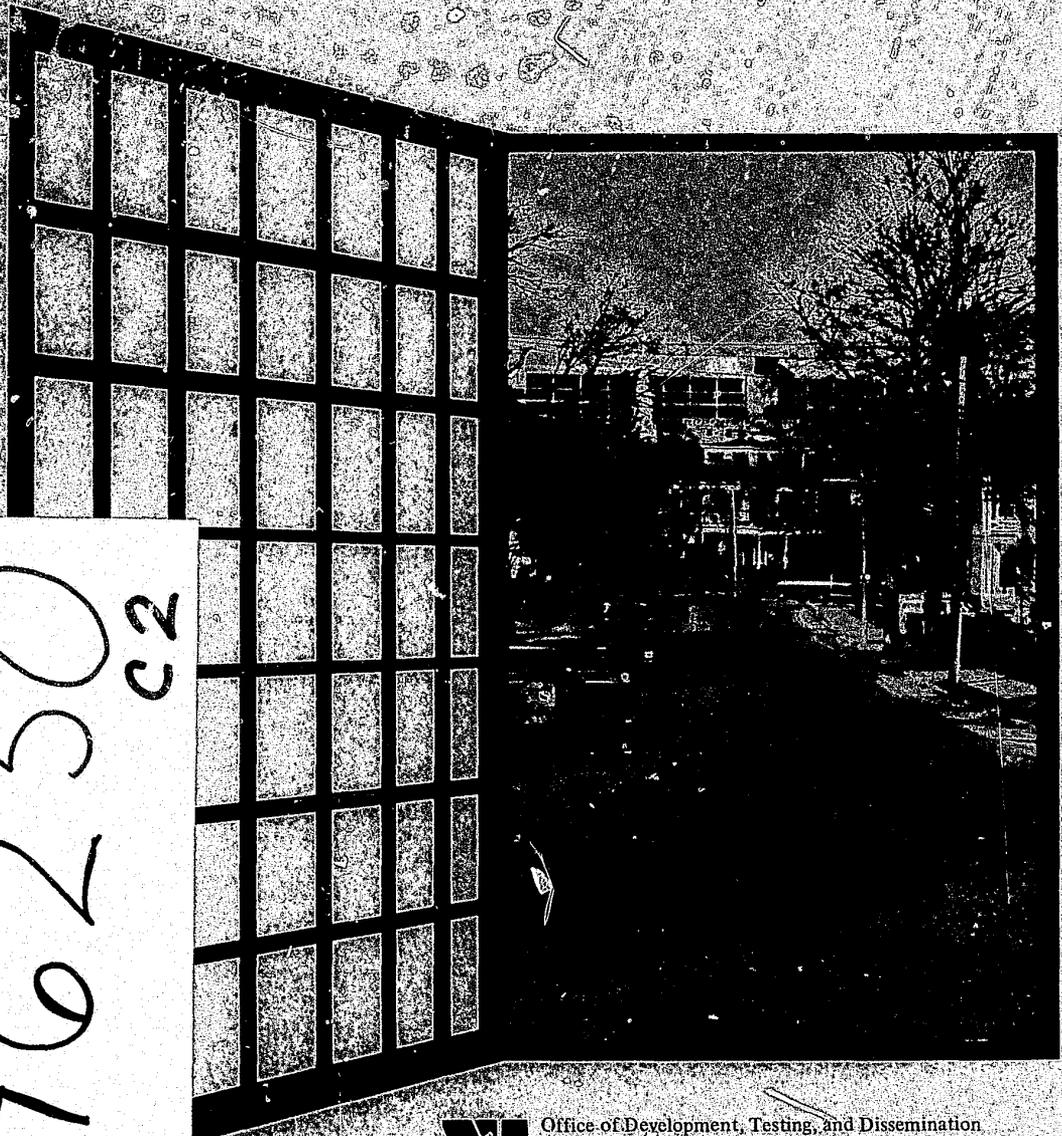


Montgomery County Work Release/Pre-Release Program

MONTGOMERY COUNTY, MARYLAND

An Exemplary Project



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AN EXEMPLARY PROJECT

**Montgomery County Work Release/Pre-Release Program
Montgomery County, Maryland**

by

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Debra Whitcomb

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Law Enforcement Assistance Administration
U.S. Department of Justice

June 1978

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Abstract

Most criminal justice experts today agree that work release/pre-release is an essential element of the correctional system. By allowing sentenced offenders to participate in community activities such as employment, vocational or educational training, and social services while residing in a highly structured environment, work release/pre-release programs provide a "middle ground" between security institutions and probation or parole.

Currently, some form of work release/pre-release program exists in every state of the nation. What is noteworthy about the Montgomery County (Maryland) Work Release/Pre-Release Program is the array of services it offers its clients, the carefully structured design of the program, and the conscientious application of its rules and standards. Clients are helped in finding jobs (or enrolling in academic or vocational education); they attend weekly counseling and Social Awareness classes in the pre-release facility and participate in some form of therapy in the community. A contractual agreement and phased release plan clearly define how clients may earn furloughs and other privileges, and gradually prepare for freedom in the community.

The Pre-Release Center enjoys a low walk-off rate (less than five percent) and a low recidivism rate among its clients who are released successfully (22.2 percent re-arrested, 11.6 percent convicted). In recognition of these achievements and the vital role of the Pre-Release Center in the correctional system, Montgomery County and the State of Maryland are jointly funding construction of a multi-unit facility designed expressly for pre-release purposes.

This manual is intended to serve as a guide for correctional administrators interested in implementing or improving pre-release programs in their communities based on the Montgomery County experience.

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CHAPTER 1 INTRODUCTION

Ralph spent the last two years in the state penitentiary for burglary. He will be released next week with clothing but little else. His job and work experiences are limited. His wife divorced him a year ago to marry a man of more substantial means. He intends to stay with a friend until he finds a job and a place to live. His friend is also an ex-offender with a history of drug abuse. "Making it" on the outside will not be easy for Ralph.

Ralph's experience typifies the situation confronting an ex-offender reentering the community after incarceration. Ill-prepared for the abrupt transition from imprisonment to freedom, many newly released offenders find the familiar criminal lifestyle all too easy to fall back on. Some corrections experts feel that this lack of preparation may explain, at least in part, the large number of repeat offenders who are crowding American correctional institutions.

Sam is also nearing the end of a sentence for burglary. Every morning he catches a 7:15 bus to get to work by 8:00. He's a truck driver for a local bottling company and earns \$3.50 an hour, setting aside 10 percent of every paycheck for savings. Two evenings each week he attends classes in money management and problem-solving techniques, and on Wednesday evenings he and his wife participate in family counseling. Weekends he usually spends with his wife at her family's home and they bowl Saturday nights with their league.

When Sam is released he estimates he will have about \$125 cash. He will have already put down a security deposit and first month's rent totalling \$300 on a new apartment for his family in a pleasant neighborhood. Sam's future looks promising.

Sam is a resident of the Montgomery County (Maryland) Work Release/Pre-Release Center (PRC), a short-term, community-based correctional program designed to ease the period of transition from prison to the community. PRC is one of many reentry programs operating around the country. PRC, however, is unique in terms of its highly structured phases of responsibility and release and its extensive array of services.

1.1 The Residents

PRC clients are varied. They include local residents from Federal and State corrections institutions (11 percent) as well as inmates of the County Detention Center (89 percent) which houses individuals sentenced to 18 months or less. They are serving sentences for charges ranging from violent crimes and serious drug offenses to shoplifting and non-support. Approximately 50 percent are felons and 50 percent misdemeanants. Over 60 percent have been sentenced to six months or more and all are within six months of release or a parole hearing. The Center serves both male (88 percent) and female (12 percent) offenders. Pretrial defendants are also eligible for the program and recent legislation has opened PRC to Federal probationers and State and Federal parolees.

Applicants to the Pre-Release Center are carefully screened and interviewed by PRC staff and tested for psychological acceptability by a consulting psychologist. Federal Bureau of Investigation, National Crime Information Center, and local court records and other sources are checked to ensure that the PRC applicants are not legally disqualified for various reasons. The PRC screener compiles a prioritized list based on a standardized suitability rating system. As bed space becomes available, names are taken from this list using the rating score as a guide and the actual transfer to the Pre-Release Center is effected after court approval.

1.2 The Program

The Pre-Release Program has a dual commitment:

- (1) To the offender, who requires comprehensive treatment services to prepare for release and the responsibilities of community life; and
- (2) To the community, which demands strict supervision of the residents' activities.

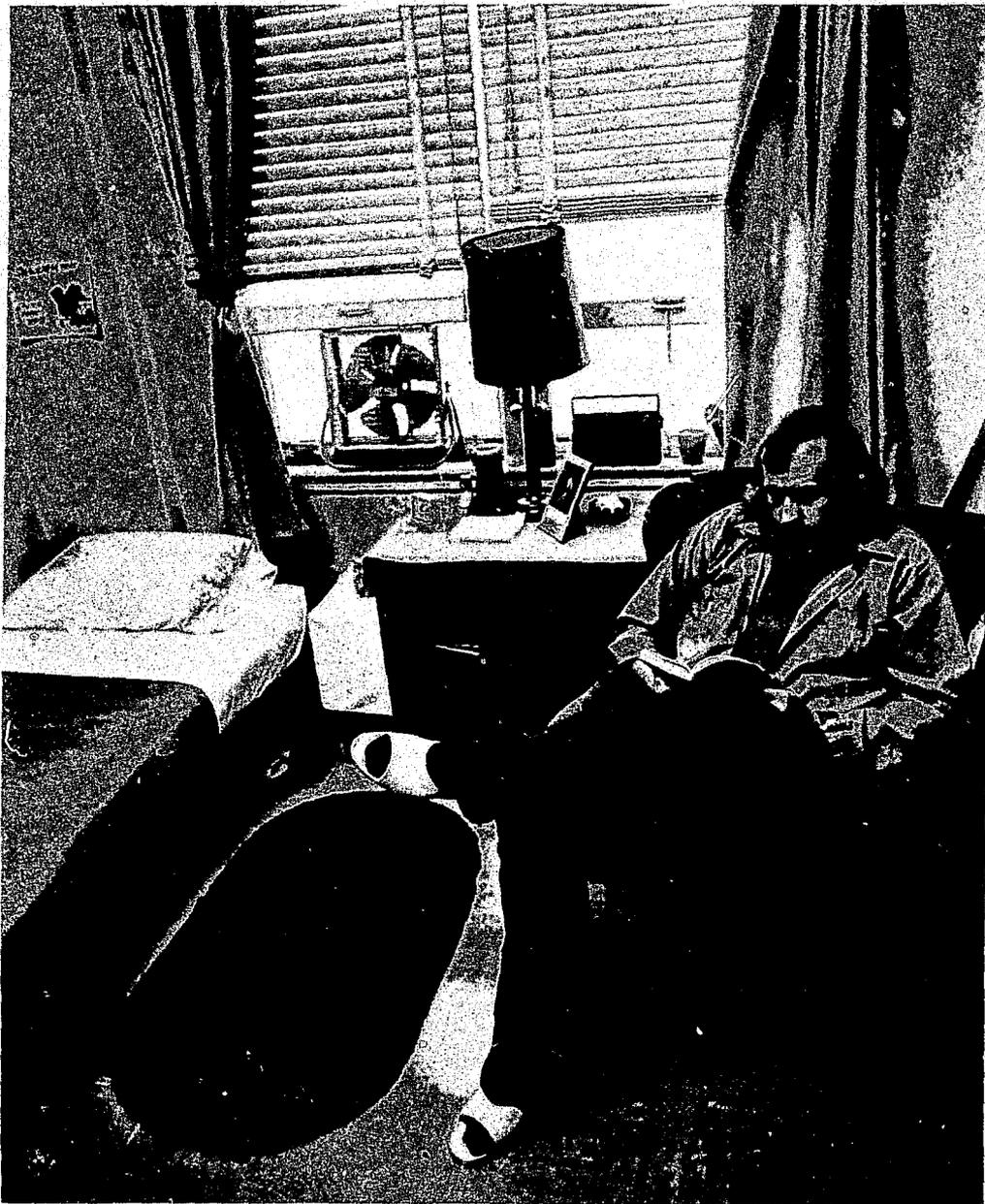
To fulfill its dual commitment, PRC offers a diversified program of services while at the same time imposing a maximum level of control. Successful integration of treatment and control is achieved through careful planning, evaluation, and systematic procedures that are evident in every facet of the program.

1.2.1 Treatment Services

There are four components of the treatment program:

- Work and Educational Release. All new residents are expected to be employed within three weeks. A full-time Work Release Coordinator arranges job interviews for all unemployed residents, giving vocational and aptitude tests where appropriate.
- Counseling. Every resident is assigned to a Primary Counselor with whom he meets at least weekly.
- Community Social Services. PRC residents typically participate in mental health services, drug or alcohol counseling, family counseling, pastoral counseling, or group therapy in the community.
- Social Awareness Instruction. Social Awareness classes are held on PRC premises twice a week. Seminar topics are relevant to the kinds of situations that face an ex-offender when he is released--money management, housing, family planning, etc. Seminars are designed to improve the residents' skills in problem solving, decision making, and communication.

Participation in these four services is mandatory for all PRC residents. Other services are available on an optional basis.



A PRC resident relaxes in his room after work.

1.2.2 Accountability

Control of residents' behavior is maintained in several ways:

- Through a contractual agreement developed jointly by each offender and a staff member prior to arrival at the Pre-Release Center. Residents also sign a Pre-Release Agreement, a statement of program rules as outlined in the County law.
- Through periodic, unannounced counts and drug/alcohol testing.
- Through frequent checks with employers and personnel of community service agencies to verify the resident's continued employment and participation in those agencies' activities.
- Through a closely supervised furlough/release plan.

The Pre-Release Center has adopted a tri-phased pre-release plan in which each successive phase affords additional privileges. Each resident's performance on the program is scored monthly on an 18-point scale which rates such activities as responsible use of money, interpersonal relations (with authority, peers, and intimates), job performance, and participation in the Center's required programs. "Graduation" from one phase to the next requires satisfactory to high scores on the monthly performance ratings.

PRC residents also have financial responsibilities. The Center deducts 20 percent of the residents' gross earnings for room and board (up to \$200 per month). An additional 10 percent is set aside for savings. Many PRC residents also make support payments to their families and others pay restitution as required by their sentences or as part of the contractual agreement.

The consequences of violating the Center's rules and regulations or the terms of an individual's contract range from counseling to revocation from the program and return to security confinement. Written disciplinary guidelines provide a measure of the seriousness of each violation and prescribe appropriate sanctions.

1.3 Costs and Benefits

From 1972 until February 1978, the Pre-Release Center operated in a rented minimum security facility housing up to 40 male and female residents. Operating costs in FY 1977 were \$9,738 per bed per year, compared to \$11,928 per bed per year for the County Detention Center (based on 160 beds). Automatic room and board deductions from PRC residents' paychecks helped reduce the costs from \$9,738 per bed per year to \$8,707.

In February 1978 the program moved into a \$2.3 million building designed and constructed expressly for use as a Pre-Release Center accommodating 92 clients. This building is 55 percent County-funded and 45 percent State-funded--a tribute to the degree of accountability the Pre-Release Center has achieved and the resulting level of community support.

The benefits of a successful pre-release program are apparent from many perspectives:

- To the residents. Nearly all of the 297 residents who were successfully discharged from PRC between August 1972 and August 1975 had jobs, housing, and cash savings upon release. Since the program began in 1969 more than 1,000 residents have earned over \$1 million at the PRC.
- To the community. Over the three-year study period, PRC residents paid approximately \$73,000 in taxes, over \$3,000 in fines, and approximately \$500 for restitution and legal fees. Residents also paid more than \$100,000 for their families' support, thereby diminishing somewhat the public's burden to support the dependents of convicted offenders. Among others, the Center has been strongly endorsed by the League of Women Voters, the Montgomery County Bar Association, the local courts, the Rockville Jaycees, and the local Rotary Club. (Many quotes appearing throughout this document are excerpted from the transcript of the Public Hearing on Proposed Sites for a New Pre-Release Center, February 12, 1975.)

- To the justice system. PRC residents had a walk-off rate of less than 5 percent, all of whom were rearrested and reincarcerated. Only one percent were arrested for new crimes committed while in the program--and these were all larcenies. On the basis of a one-year follow-up study, 80 percent of successfully released clients had not been rearrested. In addition, routing offenders through the Pre-Release Center helps to ease the overcrowding in the state correctional institutions as well as the County Detention Center.
- To other pre-release programs. Other jurisdictions can benefit from PRC's experience in a number of areas:
 - (1) PRC's success in promoting and sustaining a high level of public support is worthy of emulation. PRC's approach to the legal and technical problems surrounding the institution of an innovative correctional program may likewise be instructive. (See Chapter 4, Replication and Costs, for further discussion.)
 - (2) All procedures and administrative decisions have been clearly articulated, and scales based upon written criteria and quantifiable factors have been developed to clarify and simplify many "judgmental" decisions. All would be easily adaptable to other pre-release programs and are compiled in an "Operations and Policy Manual" which is open to inspection and replication.
 - (3) The new building should provide an excellent model for any program considering the possibility of new construction.

Montgomery County's Work Release/Pre-Release Program excels not only in the scope of services provided, but in its carefully conceived and systematically administered approach to corrections. "Freedom through responsibility" is the underlying philosophy.

By encouraging and reinforcing responsible behavior through a comprehensive treatment program and rigorous controls, the Pre-Release Center provides its clients a real opportunity to change themselves and those conditions leading to their incarceration and to reenter society as respectable and productive community members.

1.4 Guide to the Manual

This manual is intended to give the reader a thorough description of the Montgomery County Work Release/Pre-Release Program, in hopes of encouraging consideration and ideally, replication, of a similar program in other communities. To accomplish this objective, the following four chapters include not only a "how-to" approach to the pre-release program itself, but a discussion of selected issues of concern to correctional administrators interested in adapting certain aspects of the program.

Chapter 2 traces the development of the Pre-Release Center from a small Work Release Unit of the County Detention Center to its status as an independently functioning, community-based correctional facility, and to its move to a 92-bed unit constructed exclusively for use as a Pre-Release Center. Legislative issues, staffing patterns, and procedural changes are all discussed as factors in the PRC's history.

Chapter 3 gives a detailed description of the Pre-Release Program itself. The chapter discusses selection of Program participants and details of the various treatment strategies and control features. Among others, issues covered in this chapter are work and community release, counseling, the Social Awareness Program, the contractual agreement and phased furlough/release plan, and disciplinary measures.

Chapter 4 is devoted to particular issues that should be considered by persons interested in developing such a program, although many would be equally applicable to administrators of existing programs. Three broad areas are discussed: start-up considerations, procedural issues, and costs.

The results of an evaluation of the Pre-Release Program are presented in Chapter 5. The residents are described and program data illustrate the extent of the Pre-Release Program's goal achievement. Chapter 5 also suggests several methods for evaluating the "success" of a pre-release program. The discussion is organized around three types of program goals: process, outcome, and administrative. Examples from PRC's experience illustrate the need for ongoing evaluation.

Included in the Appendix to this manual are several documents used by the Montgomery County Work Release/Pre-Release Program. Most notable of these is a Guidebook designed to introduce both residents and staff to the Pre-Release Program.

CHAPTER 2 HISTORY AND DEVELOPMENT

"It is important to recognize that the work release/pre-release alternative is not intended to substitute for security confinement or parole and probation, the two traditional correctional alternatives. Rather, it should be seen as an equally important element of the corrections system, equally essential to the eventual performance of offenders after release to the community." Kent Mason, Director, Montgomery County Work Release/Pre-Release Program.

Today's comprehensive pre-release programs represent a fusion of two concepts whose histories in this country date back more than a century: halfway houses and work release.

The concept of halfway houses was introduced in 1817 by the Massachusetts Prison Commission. This group recommended the establishment of temporary homes for destitute released offenders as a measure to reduce recidivism.

It is intended to afford a temporary shelter in this building, if they choose to accept it, to such discharged convicts as may have conducted themselves well in prison at a cheap rate, and have a chance to occupy themselves in their trade, until some opportunity offers a placing of themselves where they can gain an honest livelihood in society. A refuge of this kind, to this destitute class, would be found perhaps humane and politic.*

* Commonwealth of Massachusetts, Legislative Document, Senate #2, 1830.

Thus, a halfway house was intended to serve as a short-term, community based shelter, designed to "tide over" the ex-offenders until they could find stable living arrangements in the community. The first halfway houses were established in the mid-1800's and the concept gained momentum until the Depression years, when two new concepts in corrections became popular: parole, and a requirement that all inmates have jobs before they could be released. The halfway house movement was not revived again until the 1950's, and in 1961 the first Federally-operated halfway house was opened.

A 1973 study compares the early halfway houses with those of the last two decades:

Both lacked "programs" as such, but had as their aim the goal to meet the offender's basic needs for survival and re-entry into the community. Treatment, as such, was not an integral part of either....Both were meant to be a buffer, a half-step between the highly structured and regimented setting of the traditional correctional institution to free and constructive life in the community.*

The first work-release programs allowed convicted misdemeanants to continue their employment in the community. Motivation for instituting work release was not to reduce recidivism; rather, it was strictly financial:

Here are scores and hundreds of men, some of them young and in vigorous health, who are compelled to spend from a few days to a year, and sometimes two years, in absolute idleness, while the taxpayers of the various counties are supporting them.

What a waste of labor! What an injury to the men themselves to keep them in a state of enforced idleness! What an unwise expenditure of public funds to support

* John M. McCartt and Thomas J. Mangogna, Guidelines and Standards for Halfway Houses and Community Treatment Centers, U.S. Department of Justice, Law Enforcement Assistance Administration, Technical Assistance Division, 1973.

healthy, able-bodied men in such idleness. (Report of the Wisconsin State Board of Charities and Reform, 1873.)*

Legislation authorizing work release programs in Wisconsin was enacted in 1913, but it was more than 40 years before the concept spread to other states. North Carolina and California enacted work release legislation in 1957 and North Carolina extended the work release opportunity to both misdemeanants and felons. The program there was so well-received that by 1965, 24 states had passed work release statutes. The form of work release varied widely, however: some statutes applied only to misdemeanants, some only to certain counties, and others only to prisoners with extremely short sentences.

In 1965, George W. Randall, the former Director of Prisons in North Carolina, testified before a Senate Committee that not only had work release resulted in substantial cost savings to the state, but in a reduced recidivism rate.** That same year saw the enactment of the Federal Prison Rehabilitation Act, which sparked rapid adoption of both halfway house and work release programs. By 1975, all 50 states and the Federal Government had legislation authorizing some form of community work and educational release.

With the substantial assistance of Federal and local funds, work release programs and halfway houses have proliferated in the last decade. As of January 1974, more than 1,650 social agencies were operating more than 58,000 beds for socially handicapped persons; about one-third of those exist exclusively to serve the needs of adult and juvenile justice clients.*** Work release/pre-release

* Wisconsin Department of Public Welfare, Division of Correction and Bureau of Research and Statistics, "Private Employment for County Jail Inmates" (Research Bulletin C-2, 1957).

** Testimony before the Senate Ad Hoc Subcommittee of the Committee on the Judiciary, 89th Congress, 1st Session, July 29, 1965.

*** Norman F. Chamberlain, "Halfway Houses for Non-Dangerous Offenders," Vital Issues, Vol. 26, February 1977.

programs for criminal justice clients vary widely in many respects, including size and type of facility, location, services provided, treatment philosophy, inmate community furlough time, program stages, relationship to the courts, inmate eligibility and selection, and the supervision and discipline of participants.

To date, many reentry programs do not provide comprehensive supportive services such as counseling, social awareness instruction, vocational testing and training, and job placement. Montgomery County's Work Release/Pre-Release Program excels not only in the array of services it offers its clients, but in its carefully structured design and rigorous application of rules and standards.

2.1 Development of Montgomery County's Work Release/Pre-Release Program

Montgomery County's reentry program was authorized by State law in 1968 and began as a work release unit of the County Detention Center. That same year the County passed a law specifically defining the nature of the program and setting forth general regulations for its implementation. The "Work Release Dorm" opened in January 1969, handling up to 16 carefully selected inmates, all minor offenders. Participants worked in the community during the day and returned to the Detention Center after work.

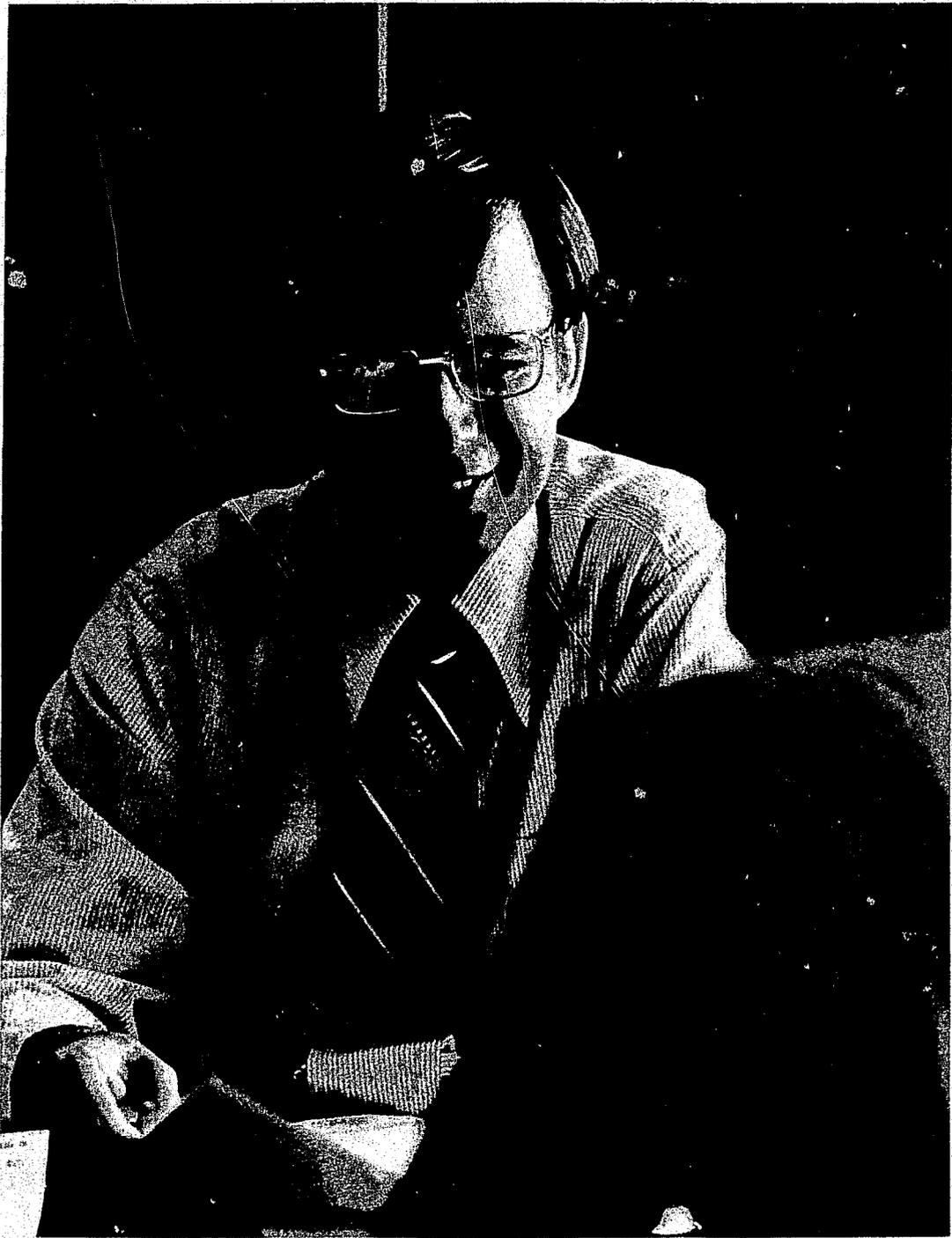
By 1972 it became apparent that a penal environment was not entirely compatible with the community orientation of the work release program. At the same time, the County Government reorganized, creating a new Department of Correction and Rehabilitation that contained two separate operational divisions, one for detention and one for pre-release. The new correctional philosophy that emerged emphasized the development of a well-rounded community-based treatment program for offenders incorporating not only the concept of work release, but additional treatment services such as intensive individual and group counseling, use of community resources, provision of social awareness instruction, implementation of a phased release program, and utilization of County alcohol and drug treatment capabilities.

With the receipt in April 1972 of \$144,000 in combined Federal (LEAA), State and local funding, the decision was made to move to a separate facility and begin a program employing counselors, community release coordinators, and resident supervisors. By the end of the year the new Montgomery County Work Release/Pre-Release Center was serving 22 clients in a rented building formerly used as an annex to a nursing home.

In 1973 the program became coeducational and eligibility was extended to more serious offenders, felons as well as misdemeanants. (See Section 3.1, Application and Screening, for specific requirements.) To encourage the courts to use the Pre-Release Center as an alternative to security incarceration for more serious offenders, the State law governing sentencing authority was rewritten. Maryland law had stipulated that offenders sentenced to 18 months or more must be incarcerated in the State Penitentiary. Those with shorter sentences could be placed under County jurisdiction. The new version of this law capitalizes on the concept of "split sentencing" (the imposition of long sentences--five years, for example--split between 18 months in custody and the rest on probation) by allowing remand to County jurisdiction based on the executed sentence (i.e., 18 months) rather than the full sentence imposed. Although judges cannot sentence offenders directly to the Pre-Release Center, those sentenced to the County Detention Center are given priority in the PRC screening process.

Other changes in the law granted the Pre-Release Center authority to handle Federal probation cases and both Federal and State parolees. PRC may also accept certain pretrial detainees but preference is given to sentenced offenders. The law also gave the Center Director more independent discretion in admittance decisions, revocation actions and in recommending release from the program to the Court. The Maryland law pertaining to the Pre-Release Center is attached as Appendix B.

The Pre-Release program has evolved to its present state over a five-year period of trial and error and periodic refinement. Programmatic changes not requiring legal authority are proposed, evaluated and implemented by the PRC staff on a continuing basis as experience reveals a need for change. Input from all staff members (and occasionally residents) is requested and considered at weekly "team meetings." (See Appendix K for the Program's Statement of Principles and Goals.)



Center Director Kent Mason discusses the Pre-Release Program with a new resident.

2.2 Management and Staffing Patterns

2.2.1 Staffing

The new Pre-Release Center consists of three operationally independent correctional units, one female and two male (see section 2.3 below for more detailed description of the building). The resident/staff ratio is 2.4 to 1; the same as it had been in the smaller facility. Figure 2.1 on the following page is an organization chart of the internal structure and staffing of the Pre-Release Center.

Specific staff responsibilities are as follows:

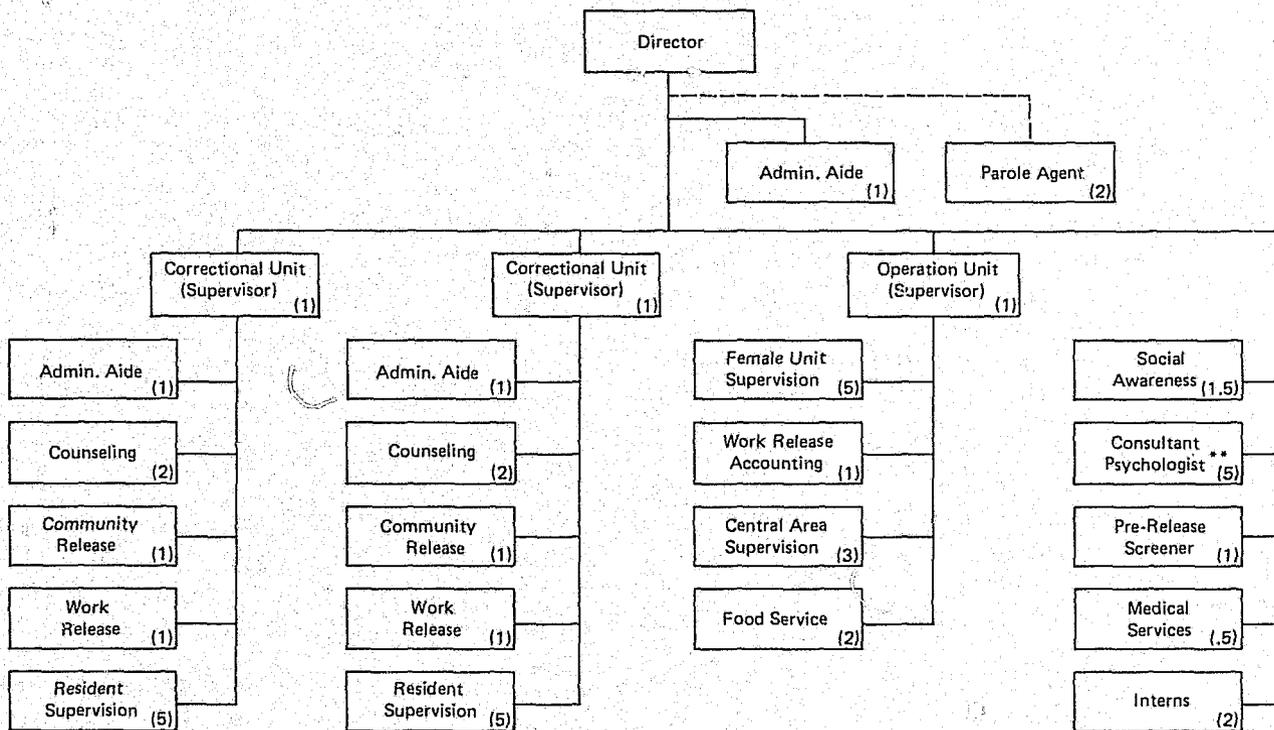
The Director of the Pre-Release Center is also a Deputy Director of the Department of Correction and Rehabilitation. He is responsible for program policies and procedures, personnel, facilities, budget, program development, coordination with District and Circuit Courts and State and Federal correctional agencies, public relations and other similar administrative tasks.

Correctional Counselors provide weekly individual counseling and contract monitoring to PRC residents. The more difficult cases receive more frequent and intensive individual attention. The Correctional Counselors co-lead weekly group counseling for "inadequate/immature" residents,* and handle the orientation program. The Counselors work evening shifts and assist in supervision of residents, providing crisis intervention to residents experiencing problems within the correctional unit or in the community.

The Social Awareness Instructor (teacher/counselor) is responsible for the development and implementation of a 32-hour social awareness program which all Center residents attend (see Section 3.3.2). The teacher/counselor, in coordination with the Center Director, develops the program, coordinates with outside resource individuals, and supervises and/or instructs the actual seminars. The teacher/counselor also manages a tutorial educational program for Center residents and is responsible for the Center library.

* See Section 3.3.1 and Appendix F.

**Figure 2.1
ORGANIZATIONAL CHART FOR THE PRE-RELEASE CENTER***



* Number in parentheses refers to the number of staff filling that position.

** Part-time; total 22 hours/week.

The Work Release Coordinator develops employment opportunities, places clients in various vocational training programs, assists the ex-offenders in obtaining jobs with upward mobility, periodically conducts job checks, and conducts weekly "job clinics."

The Community Services Coordinator is responsible for interviewing residents and arranging for treatment services which are available in the community. The Community Services Coordinator assesses individual offenders' needs, matches them with community resources, and then coordinates the intake, placement, and ongoing service delivery of the community resource for the individual resident. The Community Services Coordinator handles other community-based activities such as church, group recreational events, involvement in County athletic leagues, etc. The Community Services Coordinator also is the Center's representative at sentence reduction hearings and Parole Board hearings for residents.



The Correctional Unit Supervisor gives a brief orientation to new residents.

The Correctional Unit Supervisor is responsible for resident control, line supervisory staff and most Center operational activities. The Supervisor ensures accountability of residents and compliance with Center policies and regulations, maintains a drug- and alcohol-free unit, develops staff duty schedules, ensures proper maintenance of inmate case records, and writes pre-parole reports. He is required to supervise other functions such as work release accounts, food service, facility and equipment maintenance, etc.

The Correctional Unit Supervisor oversees five Resident Supervisors (correctional officers) who spend approximately 60 percent of their time in monitoring or supervisory duties and 40 percent in counseling. Resident Supervisors take frequent inmate counts, administer alcosensor tests, obtain urine samples, search residents and rooms, accept and distribute resident monies, check residents in and out of the correctional unit, supervise cleaning and maintenance of the facility, and provide contact counseling for "here-and-now" problems experienced by the residents. Three supervisors are assigned to the central area.

In addition, the new Center employs a full-time applicant screener who is responsible for screening, assessing and recommending applicants (both post-trial and pretrial); conducting intake interviews; obtaining needed legal information from other agencies; administering psychological tests; and coordinating with criminal justice agencies.

The new Pre-Release Center also employs part-time medical personnel equivalent to about one half-time nurse. (Formerly, PRC residents used the County Detention Center's medical facilities or visited a private physician at their own expense.) Five clinical psychologists serve the Pre-Release Center on a part-time consultant basis. Two state parole/probation officers work with PRC staff and clients one day each week and provide parole/probation supervision to those individuals who are successfully released through the Center. The Center also employs an administrative assistant to the Director, two food service workers, a clerk who handles the work release accounts, and two paid college student interns to assist in a variety of Center activities.

The Center Director uses the participatory approach toward Center management and, as such, staff as a group have a great deal of input and impact on the Center operations, although the Director reserves

the right to make final decisions. At weekly team meetings involving all Treatment Unit staff, both program procedures and individual treatment strategies are developed and reviewed through the group exchange process. According to Center Director Kent Mason,

Participatory management and team decisionmaking are major factors in the program's success. All employees have an equal stake in the functioning of the program because they're deciding what needs to be done. Consequently, staff have a very high level of commitment to following through on their own decisions.

2.2.2 Staff Training

One of the most important elements of the Pre-Release Center's success is its staff, who work effectively as a team. To develop this team approach, a continuing training program allows staff members to grow both personally and professionally. In-service training is given high priority: whenever possible, staff members attend an appropriate training program offered by a college or university. On-the-job training takes many forms. First, every other week for two hours staff meet with two clinical psychologists for training in diagnostic and counseling skills. Second, the weekly team meeting involves all staff (including the consulting psychologists) and through the group exchange process everyone participates in the initial team intake interviews; in staff discussion of problem assessment, treatment strategies and clients' performance; and in the development of effective disciplinary methods.

A special start-up training program was developed for staff hired for the new facility. Topics covered in this training program were taken from priority lists generated by each staff member. The ten-week program consisted of classroom sessions at the Montgomery County Training Academy, tours of various sites in the community, and supervised on-the-job training at the Pre-Release Center. Most current Center staff and some County personnel acted as instructors, although current staff were also "trainees" in that some would be assuming new responsibilities in the new building. Visual aids for the classroom sessions were prepared by the County Department of Correction and Rehabilitation. (Curriculum design is discussed in Chapter 4, Replication and Costs, Section 4.1.4.)

2.3 Expansion of the Facility

The former County Pre-Release facility which PRC occupied for five years was a rented, one-story brick building with eleven three-man rooms and one seven-man dorm (for short-term offenders), making a facility capacity of forty (40). Each room had its own bathroom and each resident had his own separate locker with keys. At least one room was set aside for female offenders. The Center had a kitchen and dining facilities. Adjacent to the main Center was the activities building (trailer unit) which contained one group meeting room, a large multi-purpose classroom, a combination TV lounge and visiting area, and a staff office. At the front entrance of the main Center was the "front desk" for the Resident Supervisors, whose shifts rotated to provide 24 hour a day, 7 days a week supervision of the Center. The Center was located one block away from a major thoroughfare providing easy access to public transportation.

This facility was, however, intended to be temporary from the start. Purchase of the building was not feasible; it overlooked a proposed new shopping mall (which is now in operation) and the owner wished to retain the building as high income commercial property. Rent had increased from \$20,000 a year to \$36,000 since PRC occupied the building. In addition, a minimum of 40 offenders were being denied the opportunity to participate in PRC due to a shortage of bed space.

The process of site selection for a new facility was initiated in 1973. A team of administrators and management staff of the County Department of Correction and Rehabilitation, staff specialists from the Office of Planning and Capital Programming, architectural and engineering consultants, and special correctional experts identified major criteria for site evaluation. (See Chapter 4, Section 4.1 for detailed discussion.)

Alternative sites were narrowed to four and a public education campaign was initiated. On February 12, 1975, a public hearing was held to assess community response. Groups and individuals who testified in support of the new site included the NAACP, the Rockville Jaycees, the local Rotary Club, the local bar association, the League of Women Voters, the Circuit and District Courts, the Public Defender, the County Criminal Justice Coordinating Commission, the

Montgomery County Chief of Police, and numerous neighborhood civic associations. The site that was finally selected is only three blocks away from the previous Pre-Release Center in a newly developed commercial area.

Construction on the new building began in October 1976 at a cost of \$2.3 million (of which \$695,000 was for land acquisition) funded 45 percent by the State and 55 percent by the County. Each of the three units in the new facility contains bedrooms, a game/television room, visiting area, laundry room, telephone and vending machine area, control desk, counseling rooms, staff offices, supply room and records room. In the Central Services area is the lobby, medical examination and medication room, library, three classrooms, audio-visual room, dining room, kitchen, central records/duplication room, and four administrative staff offices. Outside the building is a patio picnic area and a basketball court.

The new building with a capacity of 92 residents opened in February 1978. By July of 1978 the Center Director expects to be handling an average daily population of 78 persons.

CHAPTER 3 PROCEDURES AND OPERATIONS

"Now as jobs become harder and harder to find and as day-to-day living becomes so difficult, it is even more urgent that people coming back to the community from the correctional system be helped in making an adjustment." Bette Shipman, Director of Corrections Study, League of Women Voters, Montgomery County.

The Pre-Release Program is open to offenders under Federal and State jurisdiction although priority is given to those in the County's custody. (Nearly 90 percent of PRC residents are transferred from the Montgomery County Detention Center.) As discussed in Chapter 2, the Court, though not able to sentence offenders directly to the Pre-Release Center, can express its preference that an offender be eligible for admittance to PRC by imposing a split sentence which places the offender under County jurisdiction. In addition, the Court can recommend that an offender be considered for admission to PRC. Judges have recognized the value of PRC in serving at least two purposes:

- To assist offenders in the last six months of their incarceration by preparing them to reenter society as functioning individuals; and
- To provide an indirect sentencing alternative for offenders whose crimes are deemed too serious for probation alone, but do not warrant long-term incarceration in a large State institution.

A vice president of a well-known local firm was convicted of killing his son-in-law in a family dispute. It was clearly a "situational incident" (i.e., "crime of passion" committed by an otherwise law abiding citizen, see Section 3.3.1), but because a handgun was involved, Maryland law mandated incarceration. The man

was given a 5-year sentence, all but 18 months were suspended, and he served almost the entire term (until parole) at the Pre-Release Center.

To assist the Court in making its sentencing decision, in April 1977 a Post-Trial Coordinating Team was established to review convicted offenders' cases after completion of the Pre-Sentence Investigation (PSI) but prior to Court sentencing. The Team is composed of representatives of all county agencies involved in the control or treatment of sentenced offenders: the Alcoholism Program, Mental Health Services, Pre-Release Center, Detention Center, and the Division of Parole and Probation.

The Montgomery County Office of Parole and Probation reviews cases which are coming up for sentencing and selects, based on the following criteria, six to ten cases each week for the Team's consideration:

Cases to be Selected for Review

- First offender felony cases.
- Cases where there is an identified alcohol, drug, or mental health problem.
- Cases where local incarceration of some form is a good possibility.
- Cases considered "chronic" in nature.
- Cases where Parole and Probation or another team agency believes review is needed.

A parolee had been stopped and charged by the police for driving while intoxicated. The Pre-Sentence Investigation Report showed that just the week before the police had broken up a barroom brawl in which he was involved. The Post-Trial Coordinating Team recommended that rather than send the offender to a state prison, the Court should require a short term in the Pre-Release Center, where the parolee would be under close scrutiny but could continue on his job, participate in the Center's programs and attend alcohol counseling in the community.

Cases Not to be Selected for Review

- Traffic or non-support cases.
- Extremely violent cases and assaultive recidivists.
- Stranger-to-stranger murders and rapes, or repeated armed robbery cases (all should receive State incarceration).
- First offender cases where probation appears the obvious choice and there is no significant alcohol, drug or mental health problem identified.

The Team meets once a week to assess all available information concerning each defendant in terms of the appropriate level of control and treatment. The resulting recommendation is forwarded to the Court as an amendment to the Pre-Sentence Investigation.

3.1 Application and Screening

A wide variety of offender groups are eligible for the Pre-Release Program. Offenders who are sentenced to the Montgomery County Department of Correction and Rehabilitation for 18 months or less (the maximum sentence that can be imposed for a County commitment) have first priority. Other eligible offenders include those in the State and Federal corrections systems who were County residents prior to their incarceration; Federal probationers who are assigned to the County Work Release Program as a condition of probation; and selected pretrial individuals as determined by the Court. State and County laws have recently authorized admittance of certain parolees into the Program; however, administrative procedures have not yet been finalized.

The PRC staff screener locates potential participants through coordination with the courts, Detention Center, State corrections officials and Federal Community Program Officers. At least once a week the screener goes to the County Detention Center and reviews the status of all current inmates to identify likely candidates.

The screener conducts an initial interview with each potential participant, informs him or her of the Pre-Release Program, explains that the Program is strictly voluntary, and gives him or her a copy of the Guidebook (Appendix A). If the individual volunteers for the Program, the PRC screener initiates the full structured screening process by interviewing the applicant and completing the PRC Intake Form (Appendix C).

FBI and NCIC records are checked and appropriate agencies contacted to ensure that PRC applicants are not legally disqualified because they:

- are more than six months from a release date (flat time dates or contract parole release dates);
- are considered to be an escape risk;
- have other serious pending charges (without bond);
- have detainers from other jurisdictions;
- are incapable of performing in the program because of physical or psychological problems; or
- have been revoked previously from the program and are considered to be high risks to the community.

Applicants are tested for psychological acceptability through the California Personality Inventory and the Tennessee Self-Concept Scale, administered by a student intern at the Detention Center and evaluated by one of the consulting psychologists. Only the most seriously disturbed (psychotic) or suicidal cases are screened out.

Federal and State inmates apply to PRC through their institution's classification committee. If approved, a Federal or State correctional coordinator refers the individual to the Pre-Release Center Director who in turn reviews the case and determines final acceptance. Pretrial applicants must be approved by the Pre-Release Center Director, the State's Attorney and the Court. Preference, however, is given to sentenced offenders.

The screener completes a Suitability Selection Scale for each qualified applicant regardless of County, Federal, or State jurisdiction. Each of the fourteen items in the scale is weighted in an attempt to strike a balance between ensuring community safety and providing services to those most in need, who may often be "high risk" offenders. Thus, for example, an applicant with a family to support is scored positively on "family responsibilities" but may be scored negatively on "past criminal history" if he shows a pattern of violent crimes. Points scored on the 14 items are then totaled (possible scale range is -100 to +200) and the screener compiles a prioritized list of applicants based on those totals. (The Suitability Selection Scale is attached as Appendix D to this manual.) The program has recognized the importance of allowing "high risk" offenders to participate in PRC prior to their release as evidenced by the steadily increasing proportion of felons to misdemeanants in the program.

As bed space becomes available, names are taken from the top of the prioritized list and reviewed by the Center Director who approves the transfer in Federal and State cases or recommends the transfer to the Court when it is a County inmate. The sentencing judge must approve the transfer to PRC in County Detention Center cases. (Resident turnover averages 8 per week in the 92 bed center.)

Tentative contracts (see Section 3.2) are developed between a PRC counselor and the selected applicant prior to actual transfer to PRC. The contracting process requires the applicant to state in writing what he or she will do to resolve those problems that led to incarceration.

Following acceptance, upon arrival at the Center applicants are greeted by staff members and briefly interviewed by the Correctional Unit Supervisor. He reviews the Guidebook (Appendix A), explains the program's rules and regulations, and requires that the new resident sign the following documents:

- A confidentiality waiver permitting the Center to divulge information to employers, counselors and family;
- An acceptance of responsibility for personal belongings brought to the Center;

- A financial agreement stipulating the mandatory payments required of all PRC residents (see Section 3.3.2, Financial Requirements); and
- The Pre-Release Agreement (See Guidebook, p.127).

In addition, accepted applicants immediately begin working with a PRC counselor to refine the contractual agreement outlining the activities in which they will participate and milestones they expect to accomplish.

3.2 The Contractual Agreement

The contractual aspect of the Pre-Release Program was adopted when the staff team concluded that the only way to ensure that residents would benefit from the treatment services was to prepare a written agreement prior to entering the program. The specific purposes of program contracting are:

- To effect precise communication of staff expectations to residents prior to transfer.
- To provide a means by which the resident may (a) gain access to the Pre-Release Center (i.e., acceptance to the program); (b) obtain and utilize program opportunities (work release); and (c) earn freedom (through parole or recommendation for early release).
- To focus staff efforts in developing, with the resident, the individual resident's program goals and tasks to be accomplished to reach these goals (i.e., assessing needs, marshalling resources, monitoring progress).
- To give the resident a clear blueprint description of what behavior is expected, what programs he will be involved in, and how his time will be spent while at the Center.
- To designate staff responsibility to ensure that tasks are accomplished, services are provided, and goals are achieved.

- To underscore the resident's responsibilities for himself and his behavior.

When developing a contract, the Counselor helps the resident focus on his problems and needs and makes clear that contracting involves a choice among various treatment alternatives. The terms of the contract are specific and concrete ("I will obtain employment within 3 weeks"). Activities or goals are observable and measurable ("I will attend weekly drug counseling in the community"), and above all, realistic in terms of the resident's capabilities. Overall, the contract process is intended to be success-oriented.

Appendix E is a list of typical criteria for a Pre-Release Program contract. Contracts are signed by all parties and may be renegotiated with the concurrence of the resident's Primary Counselor, the staff team, and the Center Director. The Primary Counselor is responsible for monitoring the resident's progress in achieving his stated goals.

3.3 Life at the Pre-Release Center

3.3.1 "Initials" and Classification

The initial team meetings for new residents are intended to develop an individualized treatment strategy. First the Pre-Sentence Investigation is read to the staff and the psychologist comments on his evaluation. The resident is then introduced to the staff and interviewed about his offense, employment and education, family and friends, and his intentions as outlined in the contractual agreement. After interviewing the resident, staff further assess the case in terms of problems and needs and develop appropriate intervention strategies, including at the minimum, assignment of a Primary Counselor and identification of community resources available to meet the resident's particular needs. This initial team meeting process has been developed and refined over the past five years with the assistance of three clinical psychologists.

Staff then determine an appropriate "primary (and possible secondary) classification." This classification is used to identify the predominant behavioral patterns affecting the individual's criminal

behavior, and is utilized essentially for evaluating the program's success in treating various behavioral problems. Classifications are used as an operational tool and not as a label. The assignment is based upon the PRC screener's intake interview, the psychological tests administered prior to intake, the Pre-Sentence Investigation, the initial contracting session with a PRC Counselor, and the interview at the initial team meeting. Behavioral classification categories used by PRC staff are Inadequate/Immature, Socialized Deviant, Alcohol Pattern, Drug Pattern, Emotional Dysfunction, Unsocialized Aggressive, Situational Incident, and Organic Dysfunction.

Joe was recently admitted to the Pre-Release Center after serving time for his third burglary conviction. In his interview at the initial team meeting, Joe indicated that he had been drinking with a friend prior to committing the offense and that his earlier offenses had followed a similar pattern. In determining Joe's behavioral classification, PRC staff pointed to the influence of his friend and agreed on "Socialized Deviance" (primary) and "Alcohol Pattern" (secondary). The treatment strategies agreed upon were enrollment in a community alcoholism program and a counseling emphasis on making new friends and constructive use of leisure time.

These behavioral classifications are clearly defined in the Center's Operations and Policy Manual and in Appendix F to this manual.

3.3.2 The Treatment Program

All PRC residents are required to participate in four treatment programs: work release (or alternatively, educational release or vocational training), counseling, social awareness instruction, and community social services.

Work Release

Work release was, of course, the original function of the program at its inception with the County Detention Center. All PRC residents must obtain jobs within three weeks of their arrival unless they intend to enroll in a full-time academic or vocational training program.

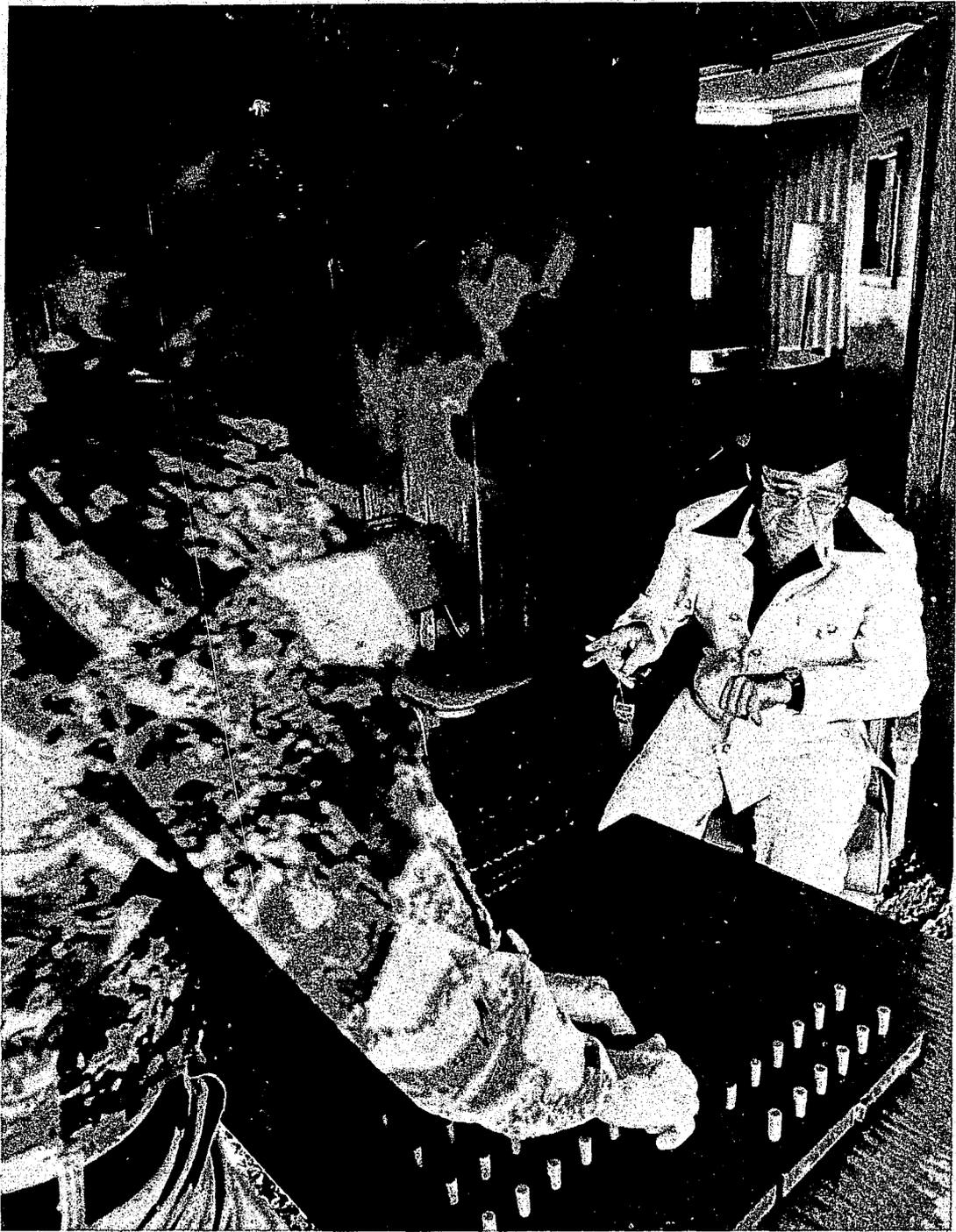
About 35 percent of incoming residents already have full-time work on jobs retained after sentencing. The remainder are interviewed by the Work Release Coordinator in order to ascertain their skills and interests. Vocational aptitude and interest tests are administered when necessary. Unemployed residents are expected to spend the majority of their day in job-seeking activities and are assigned to housecleaning chores at PRC for the remainder of the day.

Larry had a history of job-hopping, as gas station attendant, mechanic's helper, and similar jobs. All he could tell the Work Release Coordinator was that he "liked to make things work" but that his performance in automotive work was unsatisfactory. Vocational aptitude testing suggested that he might be good at electronics and Larry expressed an interest in that field. The Work Release Coordinator enrolled Larry in a vocational training course at a local trade school and helped him find a part-time job in a nearby TV repair shop.

Once a week unemployed residents participate in a job clinic conducted by the Social Awareness Instructor and Work Release Coordinator. Residents learn interviewing skills through role playing with the Coordinator acting as the prospective employer. These "interviews" are videotaped for instant feedback and discussion.

Interviews for job openings are typically arranged by the Work Release Coordinator to ensure that employers will evaluate PRC candidates fairly. Although the Coordinator relies heavily on classified ads in newspapers, he also maintains a job bank of prospective employers who have indicated an interest in hiring PRC residents. Residents are usually transported to and from job interviews by a student intern or they use public transportation. The Work Release Coordinator follows up on each interview to obtain feedback from the employer and to verify the resident's whereabouts.

The Work Release Coordinator's position is funded by the Comprehensive Employment and Training Act (CETA). Thus, all PRC clients who require employment assistance automatically become CETA clients. Some may also qualify for further CETA assistance, such as a voucher system by which CETA pays for vocational training in any approved training program selected by the client. Another CETA "bonus" for eligible clients is 30 days' worth of bus tokens for free transportation to and from job interviews.



The Work Release Coordinator administers vocational aptitude tests to help residents find suitable employment.

Employers of PRC residents must sign an agreement stipulating that they will (1) inform the Center of any changes in the resident's work schedule, and (2) mail paychecks directly to the Center for those residents in the first six weeks of the program. Many PRC residents are bonded through the Department of Labor's Bonding Assistance Program. Such bonding serves as an "insurance policy" on employees at no cost to the employer.

Residents are responsible for their own transportation to and from work. Those who own cars (with valid registration, insurance, and operator's license) are permitted to use them. Others use public transportation or are picked up by their family, friends, or employers. Whatever their mode of transportation, residents are allotted an appropriate amount of time to cover the distance and must sign in and out of the Center.

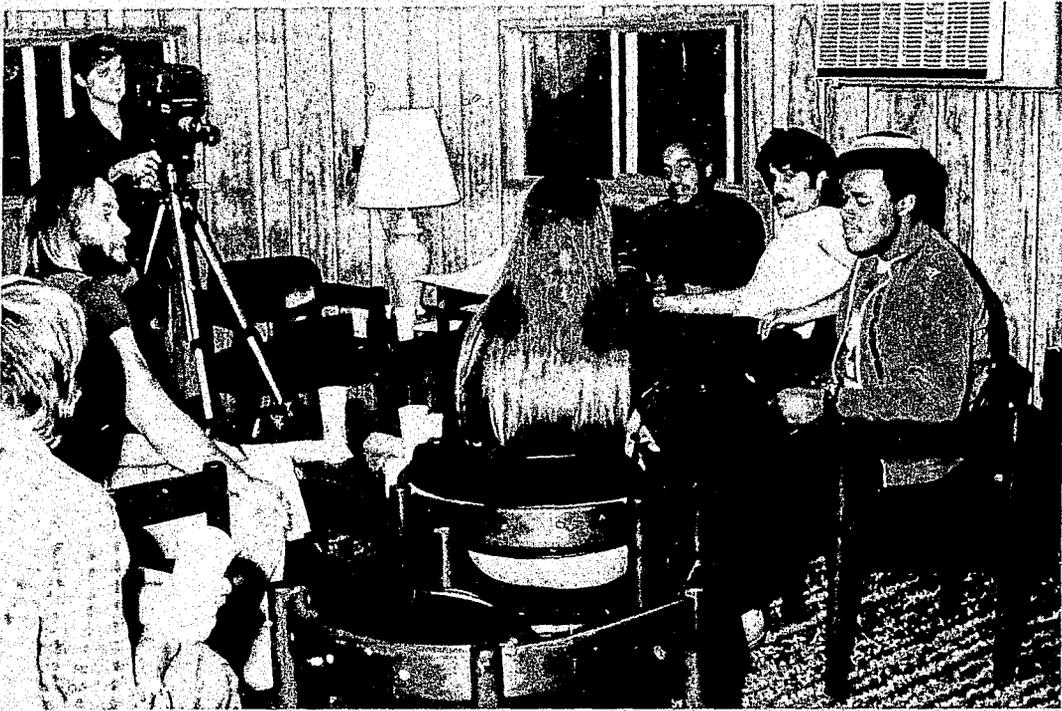
Center staff contact employers twice a month to discuss the residents' job performance, using the questionnaire in Appendix G. Feedback on these job checks and appropriate counseling is provided to the residents.

Social Awareness Training

Attendance at the Social Awareness classes is required for all entering PRC residents (except when regular resident working hours conflict). New residents contract to attend eight weeks of Social Awareness seminars which involve two-hour evening sessions twice a week. The program is conducted at the Pre-Release Center and is repeated continuously.

The seminars are designed to equip residents with more constructive and effective social and life problem solving skills. A teacher/counselor is employed to develop and manage these seminars. When possible representatives of relevant public or private agencies address the group and act as a resource to the group session. The seminars themselves are relevant to the kinds of situations that face an ex-offender when released.

- Job Clinic - to teach residents job seeking skills and interview techniques; to provide a "mini-lab" for residents to practice and analyze their job interview behavior with the use of videotape replay.



"Practice" job interviews are videotaped for instant feedback and discussion.

- Work Adjustment - to provide residents with an opportunity to analyze on-the-job attitudes and behaviors that facilitate work adjustment and advancement.
- Employer-Employee Relations - to provide an opportunity for residents and employers in the community to discuss hiring and firing practices and other personnel policies.
- Money Management - to teach residents the basic principles of personal budgeting, and to provide information on credit, loans, banking services, and insurance.
- Housing/Consumer Affairs - to inform residents of their legal rights and obligations as consumers and tenants and the function of community agencies as a resource for redress of grievances.

- Drugs and Alcohol - to acquaint residents with drug and alcohol community treatment programs, to present information on the physical effects of drugs and alcohol and some of the personality dynamics underlying drug abuse.
- Mental Health/Social Services - to acquaint residents with the basic concepts of mental health and provide information on the mental health professions as a resource for help; to provide information on services available through social service agencies; to encourage the use of community service programs.
- Criminal and Civil Law - to provide residents the opportunity to interact with Montgomery County lawyers and obtain information and discuss criminal and civil legal processes.
- Sanctions for Criminality - to provide a forum for residents to discuss individual freedom and societal limits. (A judge is always the resource person.)
- Values Clarification - to expose residents to a systematic values clarification procedure; to provide the opportunity for discussion of the impact of values and value conflicts upon behavior.
- Problem Solving - to acquaint residents with an explicit decision-making procedure through discussion and problem solving exercises.
- Family Planning - Changing Marital and Sex Roles - to provide residents with information on contraceptive methods used in family planning, and a forum for discussion of societal changes in traditional sex and marital roles.
- Communication Skills - to teach residents the basic principles of communication involved in getting understanding, acceptance and action from others; to provide residents the opportunity to practice speaking and listening with videotape feedback.
- Leisure Time - to acquaint residents with recreational and educational services and activities available in the community and discuss the personal

satisfactions to be gained from constructive and fulfilling leisure time activities.

- Community Involvement - to inform residents of the volunteer activities available for community service; to provide a forum for discussion of the personal satisfactions that can be derived from community involvement.

Residents are also trained in transactional analysis (TA), a technique based on a psychological theory of behavior, to improve their understanding of interactions with others and their communication skills. Transactional analysis supplements the Center's theme of "freedom through responsibility" by training residents to respond as "adults." All PRC staff are also trained in TA by two of the Center's consulting psychologists.

Counseling

Upon arrival at the Pre-Release Center, each resident is assigned to a Primary Counselor with whom he or she meets at least weekly. The Primary Counselor develops a close rapport with the resident so they can explore together the conditions underlying the resident's incarceration; develop specific strategies to resolve these problems; evaluate values, lifestyles and feelings; and develop realistic goals.

Joe's Primary Counselor helped him chart his new career as a tractor-trailer driver. Even though he could get a job without joining a union, Joe wanted to join a union because it offered better benefits. With the Counselor, Joe listed the steps toward union membership: (1) finish vocational training course, (2) take state licensing examination, (3) apply for apprenticeship position. By the time Joe was released from PRC, he was halfway through the training course and had already applied for examination materials.

The Primary Counselor monitors the resident's performance on his or her contract, completing a weekly report and providing feedback to the staff at the team meetings. The Counselor also provides feedback to the resident on the results of the team's assessment, using examples of specific behaviors needing improvement.

The particular counseling technique employed at the Pre-Release Center is Reality Therapy. This approach is especially compatible with the concept of "freedom through responsibility" because it focuses on the "here-and-now" and the individual's responsibility for his or her own actions. To ensure consistency in all staff/client relationships, staff are trained in reality therapy techniques.

As a result of Joe's initial meeting with the staff, he and his Counselor concluded that a major reason for his incarceration was "hanging around with a bad crowd." They agreed that Joe needed to explore new interests so that he could spend his leisure time in a more constructive way. Once Joe recognized that his criminal behavior was related to the "company he kept," he expressed a desire to help other kids avoid that trap. The Counselor suggested that Joe volunteer in the local Big Brothers program. Not only did Joe enjoy working with the youngsters, but he met other people who shared his interests and he started to form a new circle of friends.

Community Services

Prior to arriving at the Center, PRC residents agree to participate regularly in counseling through one of the county's many private or public community service agencies. The type of service is generally negotiable between the resident and the Community Services Coordinator. At their choice, residents can participate in mental health services, drug or alcohol counseling, family counseling, pastoral counseling, group or individual therapy. Residents are also encouraged to participate in recreational activities, including county teams or leagues as well as PRC-initiated athletic events.

The Community Services Coordinator also enrolls residents in academic or vocational training programs as an alternative to work release. The Montgomery County Bar Association has a grant from the American Bar Association to provide selected offenders the opportunity to attend auto mechanics training at the General Motors Training Center in Fairfax, Virginia. CETA funded training programs are also available to many residents. Full-time academic courses are available at nearby Montgomery College, the University of Maryland or any of the other higher education institutions in the Washington metropolitan area.

Residents are required to pay their own expenses for these training programs if other funding sources are not available. However, many are provided at limited cost to their students or work scholarships can be obtained. A PRC resident participating in a full-time academic or vocational program may obtain part-time employment.

Financial Requirements

All employed PRC residents, whether employed full-time under work release or part-time while enrolled in an educational program, are required by State and County law to relinquish their entire paychecks to the Pre-Release Center for safekeeping and disbursement as appropriate. Earnings are deposited in the resident's individual account. Each week, 20 percent of the resident's gross pay is deducted for payment of program costs (room, board, utilities, etc.) up to a maximum charge of \$200 per calendar month.

Ten percent of a resident's take-home pay is automatically transferred each week into a separate savings account. This money is intended to cover expenses upon release from the Center (e.g., apartment rental, transportation, etc.) and thus may not be withdrawn until that time.

Many PRC residents also make support payments to their families (either by court order or by agreement with staff) from their earnings. Others pay restitution as required by their sentences or as part of the contractual agreement.

Any funds remaining in a resident's regular account (excluding savings) after the mandatory payments may be withdrawn by the resident, with the Center Director's approval, for special purchases or pass money so long as a \$40 balance is maintained. Residents receive the balance of their regular account and savings account upon release from the Pre-Release Center. Typically, a substantial portion of the resident's savings goes toward first month's rent and security deposit (usually equal to one month's rent) on a new apartment. Although this represents a large expense, most PRC residents are released into the community with more than \$50 in cash and some with as much as \$250 to \$2,000.

3.3.3 Supervision and Control

Barred windows and locked doors are not the only answer for constraining the behavior of convicted offenders. The Montgomery County Work Release/Pre-Release Program operates in a minimum security facility, yet maintains an ever watchful eye over its residents through close supervision and frequent counts, verification of all program activities, and a clearly articulated system of rewards for responsible behavior and punishments for program violations.

Daily Monitoring

Accountability to the community requires that PRC residents be closely monitored both within and outside the PRC facility. Residents must sign in and out as they enter and leave the building for work or to participate in community activities. Counts and room checks are made without notice nine or ten times a day.

To enforce abstinence from drugs or alcohol, all Center residents are subject to random testing through urinalysis and alcolysers. Such tests are also required immediately upon return from furlough in the community. Known alcohol or drug abusers are tested three times a week at regularly scheduled times in addition to random testing and testing upon return from furlough.

Adjustment Reports (see below, p. 42) are completed for residents whose alcolyser or urinalysis results indicate use of alcohol or drugs. Possession of alcohol or drugs--on the person, in a locker or automobile--is grounds for immediate revocation from the Pre-Release Program and return to security incarceration.

The Furlough System

From the perspective of the Pre-Release Program, the home visit serves a dual purpose. First, it provides an opportunity for residents to be with their families, maintain and strengthen family ties, and carry on their spouse and parent roles, thus furthering reintegration into the community. Second, it allows PRC staff to make contact with residents' "sponsors" and work with them concerning the residents' community adjustment and use of leisure time.



Residents are tested for alcohol consumption whenever they return to the Center from the community.

A sponsor is the person (usually a parent, spouse, other relative or close friend) with whom the resident will live upon release, and who will be responsible for the resident's whereabouts while on furlough. The sponsor is identified by the resident, interviewed by

the Primary Counselor, and approved or disapproved by the Center Director. The sponsor interview is conducted at the sponsor's home whenever possible, and accomplishes several functions:

- a. To meet and establish rapport with the resident's family.
- b. To obtain sponsor assessment of the resident's problem and solicit the sponsor's assistance if possible.
- c. To assess the sponsor's level of responsibility, ability to influence the resident's behavior positively, and ability to verify and account for the resident's whereabouts.
- d. To determine if further interaction among the sponsor, the resident, and PRC staff would be useful or helpful in resolving any issue or difficulty being experienced in the resident's living environment.

If, after the interview the Primary Counselor believes the individual is an appropriate sponsor, the Counselor obtains a Sponsor Agreement which spells out the responsibilities and involvement of both the sponsor and PRC staff in regard to the client's activities.

Joe had named his wife, Terry, to be his sponsor when he was out on furlough. When interviewed by the Primary Counselor, Terry agreed to be Joe's sponsor but expressed serious reservations about their marriage, saying that when Joe had been drinking he was often abusive to her. At the next team meeting, the Primary Counselor recommended denial of Joe's request that Terry be his sponsor. During the discussion that followed, the Community Services Coordinator remarked that Terry might benefit from joining a local Al-Anon group (for families of alcoholics), and that she and Joe could attend family counseling. The consensus of the staff team was that if Terry and Joe agreed to participate in the above treatment services, she could serve as Joe's sponsor.

Residents must submit application for a pass by 9:00 Monday morning prior to the weekend of the intended pass. Pass applications must include specific activities for specific times; activities must be verifiable by telephone and in the Washington metropolitan area (or not more than 45 minutes travel time from the PRC). One period of no more than six hours is allowed over a 24-hour period for approved "activity time" which is unverifiable such as going on a picnic or to a movie. Passes are reviewed and tentatively approved or disapproved by Monday afternoon, and a copy of the pass application is mailed to the sponsor. Sponsors are called later in the week to review the client's activities and the Center Director then determines final approval of all passes. In addition, Resident Supervisors on weekend duty make a telephone verification of at least eight residents on furlough each shift. If the supervisor encounters any difficulty in verifying a resident's whereabouts while on furlough (i.e., inability to contact him or her at the location stated on the application, or failure to return to the Pre-Release Center by the specified time), the supervisor completes an Adjustment Report for Unauthorized Absence.

The number and types (i.e., day, overnight, weekend) of passes allowed vary with the resident's performance and resulting Phase in the Pre-Release Program (see Section 3.4 below). Complete rules governing pass applications are contained in the Guidebook, p.119.

Adjustment Reports

Instances of irresponsible behavior or breaking the terms of a contract are recorded on Adjustment Reports. These reports take one of three forms depending on the severity of the offense.

1. Automatic Revocation, immediate return to the County Detention Center, reserved for the most flagrant violations such as possession of alcohol or drugs on PRC premises and extended unauthorized absence (i.e., 24 hours) from the facility.
2. Major Violations, typically noncompliance with the terms of the contract or use of alcohol or drugs (as determined by alcosensor or urinalysis). Residents charged with such a violation appear before an Adjustment Committee of two or three staff members. The Adjustment Committee acts as a fact finding board and recommends disciplinary

action when residents are found responsible for rule violations. When confirmed, each violation is assigned a point value (as prescribed in the Operations Manual, ranging from 0 to 6 per violation); the accumulation of 21 or more points subjects the resident to revocation. All Adjustment Committee decisions may be appealed to the Center Director who has final authority.

3. Minor Violations, or less serious incidents (such as not getting up on time in the morning or not completing one's clean up duty) also must be brought to the resident's attention. Staff members observing such an infraction write a short "informational incident report" to the resident's Primary Counselor for discussion in their counseling sessions. Minor violations may be treated as major violations when identified as part of a recurring behavior pattern. In such cases the form of disciplinary action is limited to 1 through 8 below.

Discipline may take one of the following forms:

- (1) Counseling
- (2) Loss of Good Conduct or Industrial Time
- (3) Extra Duty
- (4) Restitution
- (5) Limited Visiting or Passes
- (6) Reduction in Phase
- (7) Restriction
- (8) Contracted Agreement for Specialized Program/Treatment
- (9) Suspension (temporary return to jail for up to 15 days)
- (10) Revocation (permanent removal to security confinement)

Complete guidelines for disciplinary action are included as Appendix H to this manual.

3.4 Release

The Pre-Release Program has three phases. Residents progress from one Phase to the next as they fulfill requirements of their contracts and demonstrate responsible behavior in their day-to-day activities.

A resident's performance on the Pre-Release Program is gauged primarily by an 18-point series of behavioral indicators such as job evaluation, responsible use of money, interpersonal relations (with authority, peers, and intimates), participation in specific Center activities, etc. Each resident is rated on these items monthly by the staff team. (A complete list of rating standards is included in the Guidebook, p. 107.)

In Phase I the resident is expected to finalize his or her contract and begin the activities specified in that agreement, i.e., finding a job, attending Social Awareness seminars, meeting with one's counselor, etc. In Phase I the resident receives two 16-hour passes per month. After six weeks on the program with good performance ratings, the resident is eligible for "progression" into Phase II, in which he or she continues the various contracted activities but is rewarded for past responsible behavior with increased home and visitation privileges (88 pass hours per month). The resident is also allowed to bring in his or her own paycheck. The resident must perform consistently at a high level in Phase II for at least six weeks before becoming eligible for Phase III, which does not differ significantly from Phase II except that the resident earns much more time for home visitation passes (168 pass hours per month) and receives the balance of his or her paychecks after room/board and Court-ordered payments are made. (The phases are outlined in detail in the Guidebook, pp. 105-107.)

In addition to the privileges earned by advancing through the phases, a PRC resident may earn up to 15 days per month in sentence reduction in combined Good Conduct, Special Program, and Industrial Time for compliance with the terms of the Pre-Release Program.



A resident withdraws pass money from his account before going on furlough.

Since most PRC clients spend an average of only 10-12 weeks at the Center, they never reach Phase III. (Failure to reach Phase III before release is not critical since most of the privileges awarded in Phase III may also apply in Phase II, only in lesser quantity.) There are four reasons why the residents' stay at the Pre-Release Center is so brief: (a) the PRC's eligibility requirement that an applicant be within six months of a release date, (b) the resident's eligibility for parole after serving only one-fourth of his or her sentence, (c) sentence reduction through application to the court, and (d) reduced flat-time release dates through accumulated Good Conduct, Industrial, and Special Program time. The Project Director notes that experience indicates that three to four months is an optimum time for participation in the Pre-Release Program; beyond that time compliance with the Program's structure tends to falter.

A resident may be "successfully released" or discharged to the community from the Program in three ways (regardless of the Phase he or she has reached): reduction of sentence (through application to the Court); expiration of sentence (shortened for Good Conduct Time, etc.); and parole. There are three parole procedures:

Regular Parole Procedure: Once a month the Parole Board visits the Center and sees each resident after he has served a quarter of his sentence. The Center staff make a report concerning the resident's performance in which recommendation is made for or against parole. If the resident is to be paroled, his discharge date will typically be two to four weeks after the hearing (eight weeks or more if transferring to another state).

M.A.P. (Mutual Agreement Program): A resident may negotiate a contract with the Parole Board and the Center which states he will be released on a specific date if he adheres to specific criteria and attains specific objectives (e.g., work at suitable employment three months, attend group counseling sessions, remain drug and alcohol free, commit no major infraction of the Pre-Release Agreement, etc.).

Short-Term Contract: Same in concept as M.A.P. except for shorter periods of time (90 days or less). Short term M.A.P.'s are used only in cases where the individual was sentenced to the County's jurisdiction.

The Parole and Probation Agent assigned to the PRC has a caseload of approximately 75 ex-PRC residents and conducts regular follow-ups with each releasee, typically a minimum of one office visit, one field visit, and several phone contacts per month. Since the Parole and Probation Agent works closely with PRC staff and residents, rapport is easily maintained and community social services initiated at the Center are continued on parole. As needed, Center staff assist the Parole and Probation Agent when an ex-resident experiences difficulty (i.e., loss of employment) and continue to provide services on a limited basis to ex-residents.

Most of the procedures outlined above are the result of planning, experimentation, and team effort. Although all are carefully articulated in the Program's Standard Operating Procedures (see Section 4.2.1 and the Guidebook) none are fixed. As experience and observation indicate a need for revision, every facet of the Program is subject to change by mutual agreement of the staff team.

CHAPTER 4 REPLICATION AND COSTS

"In a time when we hear so much about the failure of our penal system, it is encouraging to see (a corrections) program that offers so much." Bette Shipman, Director of Corrections Study, League of Women Voters, Montgomery County.

Many facets of Montgomery County's Work Release/Pre-Release Program are amenable to replication in other communities. The following discussion has three parts: start-up considerations, procedural issues, and costs. Although start-up considerations are primarily geared towards new programs, corrections is currently such a dynamic field that even directors of ongoing programs may find this material useful.

4.1 Start-Up Considerations

4.1.1 Location

Several of the criteria for selecting a site for the new Pre-Release Center apply as well to replicators interested in converting an existing facility. Specifically, those criteria are:

1. Central County Location, Access and Parking. One of the top priorities in selecting a site for a pre-release program is, simply, access to jobs. A central location is important because it means proximity to major highways and various modes of public transportation, necessary for residents to get to and from work, for better utilization of community resources, and for family

members to visit the Center. Since residents are allowed to have cars on the premises, ample parking area must be provided for resident, staff, and visitor vehicles.

2. Environment for Residents. Program planners desired an external environment suitable for residential living, avoiding known areas of high crime, drug trafficking, and bar rooms. Privacy was a prime consideration. Although the population of Montgomery County is diverse--there are ghetto and rural areas as well as upper class and middle class suburbs--the Pre-Release Center is located in a heavily commercialized sector of Rockville, the county seat. Similar programs operating in low-crime residential areas or in the heart of inner city ghettos may find it difficult to gain community acceptance and accountability. In addition, because leisure time must be spent at the Center, outside visiting and recreation areas are necessary.

3. Impact on Program Operations. The prototype 92-bed facility was designed with existing needs as well as new construction in mind. Of primary concern during initial facility design were the needs for physical adjacency and availability of various program components and the maintenance of a "personal" atmosphere within the building. Thus it was felt that adjacency of separate residential units and appropriate flow patterns of residents past staff offices would encourage certain interrelationships and communication patterns. For example, by locating team staff offices between the entrance and the lounge areas of each unit, staff's availability to PRC residents would be increased and a more personal living environment achieved.

4.1.2 Community Support

The level of community support enjoyed by the Montgomery County Pre-Release Program is not just a fortunate coincidence. Rather, it has been cultivated through a well-planned public relations strategy from the time the need for a new pre-release facility became apparent. In October 1973 a booklet written by the Director of the County Department of Correction and Rehabilitation and the PRC Director was released. This document (1) demonstrated the need for pre-release programs in general; (2) described the existing pre-release program in detail, including treatment services, staff job descriptions, financial summary of residents' earnings, and other

indicators of project success; (3) established the need for a new facility; and (4) defined the architectural, environmental, and financial requirements for the new facility. This document was distributed primarily among local legislators and prominent civic associations.

The Pre-Release Center Director and the County's Program Development Officer began making presentations to various community groups: the League of Women Voters, the Corrections Committee of the County Bar Association, university groups, Chamber of Commerce, Rotary Club, Jaycees, etc. A slide show was prepared by the Pre-Release Center to assist in these presentations. The PRC representative was accompanied by a representative of the County's Office of Planning and Capital Programming (OPCP). As a result, questions pertaining to the Pre-Release Program would be answered by PRC staff, while those pertaining to site selection would be fielded by OPCP personnel. A written statement by the Pre-Release Center Director (and containing supportive letters from the County Chief of Police, a neighboring businessman, and the American Correctional Association) was distributed to all who attended the presentations.

Yet another public relations tool was a pamphlet titled "Freedom Through Responsibility." This pamphlet was recognized by written citation as a particularly outstanding project of accomplishment in County public information in 1975 by the National Association of County Information Officers. Another brief brochure was disseminated in large quantities to ten universities/colleges for personnel recruiting purposes, to groups in the community supporting the correctional programs, the County officials, and to the audiences attending speaking engagements.

All these publications emphasize the importance of pre-release programs, specific achievements of Montgomery County's program, and the need for an expanded facility.

The public hearing held in 1975 to select a site for the new building was the true test for rallying and gauging community support. The NAACP, Rockville Jaycees, County YWCA, Men's Republican Club of Montgomery County, Bethesda Society of Friends, Montgomery County Bar Association, League of Women Voters, American Association of University Women, Women's Suburban Democratic Club, Circuit and District Courts, Public Defender, Montgomery County Criminal Justice

Coordinating Commission, various church groups, North Bethesda Rotary Club, Chief of Police, Deputy Secretary of Maryland State Department of Public Safety and Correctional Services, numerous neighborhood civic associations, employers of residents and ex-residents all testified in support of the Program.

Community support is essential for the continued success of a Pre-Release Program based in the community. Although Montgomery County's program has accomplished much in this area, project staff recognize the necessity of continuing efforts through an ongoing public relations effort.

4.1.3 Legislative and Political Issues

The Montgomery County Program has developed the capacity to work with clients from the State and Federal correctional systems as well as the county system. It also accepts clients from various levels in the criminal justice system, including pre- and post-sentencing, probation and parole, and work/training release clients. It serves felons as well as misdemeanants. The program's administration has carefully worked out the legal and technical issues and problems that arise from the operation of a polyfaceted program, in many instances changing laws or introducing new legislation to authorize the program's expansion to clients of diversified status and different jurisdictions.

The County law governing PRC was written with the guidance of the current Center Director. It sets forth eligibility requirements and stipulates that certain PRC applicants be given priority in selection, particularly Montgomery County residents and applicants with a family or financial need. It also contains the legal basis for the Pre-Release Agreement (which all residents must sign) and defines the authority given to the Center Director and staff in operating the Program. A copy of this law is attached in Appendix I.

The experience in Montgomery County may be instructive for gaining support of legislators in other jurisdictions. Among the top priorities is establishing rapport with local judges. The Pre-Release Center derives much of its "business" through the Court's sentencing practices. PRC has grown from a 22-bed facility to a three-unit 92-bed facility, largely because judges have realized the need for a

structured community treatment alternative between the two extremes of probation and state prisons and by applying split sentences, have greatly increased the number of offenders eligible for PRC. PRC builds rapport with the Court through close coordination in developing the Center's program alternatives, an ongoing dialogue concerning the selection of PRC participants, and continuous feedback on the outcomes of PRC enrollees. Another way in which the Pre-Release Center maintains close contact with the courts is through the Post-Trial Coordinating Team described in Section 3.1 of this manual. The PRC Director reports that judges concur in the Coordinating Team's recommendations about 60 percent of the time. The Pre-Release Director also sends a report of the residents' performance and the staff's recommendations relative to release to all sentence reduction hearings. Staff also attend all parole hearings.

The Pre-Release Program was originated under mandate of county and state law. Changes in those laws since they were enacted have been stimulated by the Center Director, who drafted the new language and worked personally with the County Administration, the County Council and local and state legislators to get them passed. Because the program is essentially locally funded, affects no other counties, and has a solid record of achievement, the State of Maryland General Assembly is virtually obliged to concur.

The support of the community has been invaluable in getting legislation passed. Three State bills dealing primarily with the Pre-Release Center have been initiated by its director and enacted into law since 1972. The Montgomery County Bar Association, the League of Women Voters, and the Women's Suburban Democratic Club testified in favor of each bill before committees of the Maryland General Assembly. These groups continue to provide energetic support.

4.1.4 Training Program

Staff training is a particularly important component of the Pre-Release Program's management approach. Staff hired for the new Center completed a ten-week pre-services training program involving classroom training, tours of the community and other correctional facilities, and intensive on-the-job training. The structure, depth, and thought given to this training program typify the systematic approach taken in all phases of the program's management. Clearly, the curriculum design which follows should be especially

instructive to replicating agencies, if only to underscore the many issues that must be considered before embarking on a pre-release program of this nature.

A. Introduction Block

1. Orientation to County--County Personnel Office*
2. Correctional goals and philosophy--PRC Director
3. Criminal justice relationships--PRC Director (chalk talk), County Training Officer (tours and briefings of criminal justice system agencies and facilities)
4. PRC introductory briefing--PRC Director (slide presentation and tour of new facility)
5. Individual staff roles--PRC counselor
6. Personnel expectations and management philosophy--PRC Director
7. Effects of incarceration--consultant clinical psychologist
8. Understanding the offender--consultant clinical psychologist
9. Understanding the community--Parole and Probation Agent (This included tours of Montgomery County communities)

B. Treatment Strategies

1. Interpersonal communications--County Training Officer
2. Reality Therapy--staff counselors and parole/probation agent
3. Applicant screening--PRC counselor
4. Behavioral contracting--PRC counselor
5. Team process--PRC Director
6. Classification of offenders--PRC Director and consulting psychologist

* Instructor.

7. Work release functions--work release coordinator
8. Utilization of community resources--community services coordinator
9. Social Awareness Programming--social awareness instructor
10. Primary counseling and problem solving--PRC counselor
11. Reinforcement and phase systems--correctional unit supervisor
12. Short term contracts, Mutual Agreement Programming and Parole--community services coordinator
13. Transactional Analysis Seminar--consultant social worker



PRC staff as well as residents are trained in transactional analysis, an approach to improving communication skills.

14. Utilizing "self as a tool"--consultant social worker
15. Team building--three consultant clinical psychologists

C. Procedure/Supervision Block

1. Orientation to PRC staff manual--PRC Director
2. State and County laws affecting PRC program--PRC Director
3. Administrative Guidelines--PRC Director
4. Legal concerns and terms--County Training Officer
5. Daily supervision of residents--senior resident supervisor
6. Alcohol, drug and medical programs--community services coordinator
7. Work release accounting and petty cash--correctional unit supervisor
8. Home visitation pass guidelines--community services coordinator
9. PRC rules, contraband control, searches, revocation, transports, accountability and adjustment procedures--correctional unit supervisor
10. Intake and discharge of residents--correctional unit supervisor
11. Food service operations--correctional unit supervisor
12. Transportation--senior resident supervisor
13. Forms, files and records--senior resident supervisor
14. Staff working hours and employees' leave--PRC Director
15. PRC Guidebook--staff counselor
16. Policy memorandum--community services coordinator
17. First aid training--County Training Officer

D. Closure/Transition Block

1. Trainee expectations and assumptions--consultant social worker
2. Preventing burnout--consultant social worker
3. PRC research and program evaluation--PRC Director/ Research analyst
4. PRC budget and public relations--PRC Director
5. Staff schedule and transition in the new facility--PRC Director and Unit Supervisors
6. Trainees' evaluation of pre-service training program--Assistant Executive Director, Maryland Correctional Training Commission
7. Graduation

This training program was specially designed for the influx of new staff for the new Pre-Release Center. Of course, personnel who may be hired from time to time do not benefit from such a formal approach; rather they are thoroughly indoctrinated to PRC through closely supervised on-the-job training and such outside programs as may be available through local colleges, universities, and specialized training programs.

In-service training is provided to Center staff by a clinical psychologist for two hours each week in which "here and now" issues are discussed and analyzed. According to the Center's Director, this staff seminar has resulted in many program changes over the years and is essential in continuing staff development.

4.2 Procedural Issues

The details of the Pre-Release Program's operations are already covered in Chapter 3. Thus, this section will focus on those features of particular value to potential replicators.

4.2.1 Standard Operating Procedures

The Center Director takes special care to see that all procedures, decisions, and amendments are written into the Program's book of Standard Operating Procedures (SOP), an operations and policy manual. The Suitability Selection Scale (Appendix D), performance ratings, behavioral classifications (Appendix F), and disciplinary code (Appendix H) are examples of the rigor with which procedures are thought out, reduced to writing, and incorporated into the SOPs.

The "staff manual" is of immeasurable value to the Pre-Release Program. It eliminates arbitrary decision making. The manual is shown to residents who question the Center's regulations or decisions pertaining to them personally. Above all, it defuses any potential divisive conflict that may arise among staff over treatment of particular clients since methods of handling most, typical problems have been worked out in advance.

A PRC resident was found in possession of a small amount of drugs when he returned from furlough. A debate developed over the appropriate discipline for this violation. Some of the staff felt that this person had been generally cooperative on the program and that his needs would be better served at PRC than in the Detention Center. Other staff disagreed, pointing out that the individual had been committed for a drug offense in the first place, and that at times his behavior had led them to suspect drug-related activities since his arrival at PRC. The Center Director suggested a look at the SOP on disciplinary action which stipulates that possession of drugs is automatic grounds for revocation from the Program. The offender was returned to the County Detention Center.

The SOPs serve as a staff "tool" to manage and implement the program. They are not seen as a static set of directives. SOPs may be amended or rewritten by vote of the entire staff at team meetings.

When the Pre-Release Center decided to accept female applicants, the SOP simply said that interaction between male and female residents was "up to their discretion." After numerous incidents in which it became clear that many residents defined "discretion" differently than staff the SOP was changed to disallow physical contact between residents.

4.2.2 Expectations of Residents

The Pre-Release Center ensures that its residents are fully aware of their obligations under the Program, the privileges that may be awarded, and the sanctions that may be imposed. The Guidebook (Appendix A) is given to clients and staff alike upon their arrival at PRC. This document describes all Center rules and procedures in language that is easily understood. It also contains the Pre-Release Agreement and the County law governing PRC's operations. Residents also have a copy of their contract which contains a more individualized set of expectations.

Thus, acts of irresponsible behavior committed by a resident can be sanctioned either as a violation of PRC rules as described in the Guidebook or of the individual's own contract. Likewise, a resident's progress on the Program is measured by the fulfillment of the terms of his or her contract and compliance with the Center's rules, both of which result in increased privileges and eventual release.

4.2.3 Supervision of Residents

Close supervision of program clients both within and outside the Pre-Release Center is crucial to the program's success, especially in terms of winning and retaining community acceptance and support. Supervision does not require a secure facility; PRC residents are allowed on the grounds during all daylight hours, and of course they are not "escorted" during their hours at work. Rather, PRC residents are continually monitored--through random room checks, drug and alcohol testing, employer verifications, and sponsor checks while on furlough. This level of supervision reassures the community that PRC residents are closely watched at all times.

4.2.4 Administration

To a certain extent, the success of any innovative program--whether criminal justice or otherwise--relies heavily on the competence of its administration. It is important that a pre-release program director:

- Have considerable experience in management techniques;
- Be fully cognizant of the interactions and relationships within the criminal justice system;
- Have an awareness of the political context in which a new or existing pre-release program must operate; and
- Be familiar with the community in which the center is located, and the various needs of clients who hope to "make it" in that community.

One outstanding feature of PRC's approach to management is its specialization of staff responsibilities. In particular, one full-time staff member is solely responsible for the work release function. Thus, he can devote his time to developing job opportunities, vocational testing and counseling, and attempting to provide the most auspicious match between each individual and a prospective job. The very success of the Pre-Release Program hinges on the full employment of its clients.

Similarly, the community services coordinator is solely responsible for arranging the enrollment and participation of PRC clients in appropriate community service agencies. Counselors are available full-time to chart and monitor each resident's reentry plan, and to assist them in developing communication and helping skills.

The point is that no one staff member's responsibilities are diluted by other functions of the program. Rather, each is encouraged to develop his particular skill to the greatest extent possible. This style of management reaps a double benefit:

- To the staff member, in terms of personal enrichment; and
- To the PRC client, in terms of outstanding services.

Weekly team meetings allow staff to share their perceptions of various clients and proposed treatment strategies. Most objective and workable decisions are finalized through the team decision making process.

4.3 Project Costs and Budgeting

When the Work Release Unit opened in 1969 under mandate of County law, it was entirely County-funded as a program of the Montgomery County Detention Center. In April 1972, the program received about \$120,000 in LEAA funding to assist the move to its own facility, which it occupied until 1978. The County contributed \$75,000 toward renovation of the building. Table 4.1 indicates the various funding sources throughout the three-year LEAA grant period.

Table 4.1
PRC FUNDING SOURCES
APRIL 1, 1972 to JUNE 30, 1975

Dates	4/1/72 to 5/1/73	6/1/73 to 6/30/74	7/1/74 to 6/30/75
Federal	\$121,188.38	\$150,970.06	\$175,068.00
State	14,434.97	17,634.59	6,153.00
Local	8,391.38	79,252.08	118,995.31
County in Kind	-	-	4,933.40
TOTAL	\$144,014.73	\$247,856.73	\$304,149.71
GRANT PERIOD TOTAL			\$696,021.17

During this period, the Pre-Release Program operated under a combination of LEAA grant monies and State and local funding. Local funds comprised an increasingly greater proportion over the three years and when the LEAA grant terminated, the County assumed total funding (with the exception of one CETA-funded position). The program remained County-funded until staffing arrangements for the new building got under way. At that time, another LEAA grant was awarded (\$147,000) to cover the salaries of nine new personnel.

4.3.1 Cost Considerations

The annual budget for the Montgomery County Pre-Release Center for FY 1977 is shown in Table 4.2. Since pre-release centers vary in size from 15 to more than one hundred residents, and since monthly rent and staff salaries will vary from center to center there will be significant differences in net operating costs among pre-release centers.

Table 4.2
MONTGOMERY COUNTY PRE-RELEASE BUDGET FOR FY 1977

Salaries*	\$245,966.00
Fringes (at 28%)	68,870.00
Operational	
Administrative:	
Communications	3,500.00
Printing and Reproduction	2,400.00
Office Supplies	2,000.00
Treatment:	
Professional and Technical Services**	23,920.00
Purchased Services for Residents	350.00
Operational Services:	
Motor Pool	7,090.00
Travel, local mileage	600.00
Household, Janitorial	1,850.00
Library and Recreational Supplies	160.00
Food	35,000.00
Equipment Maintenance	1,500.00
Rent	36,000.00
Miscellaneous	380.00
Medical***	---
TOTAL	\$429,586.00
Minus: Room and Board Payments by Residents, and Federal and State Offsetting Payments for Residents from Federal and State Prisons	41,241.00 80,000.00
Net Operating Cost	\$308,345.00

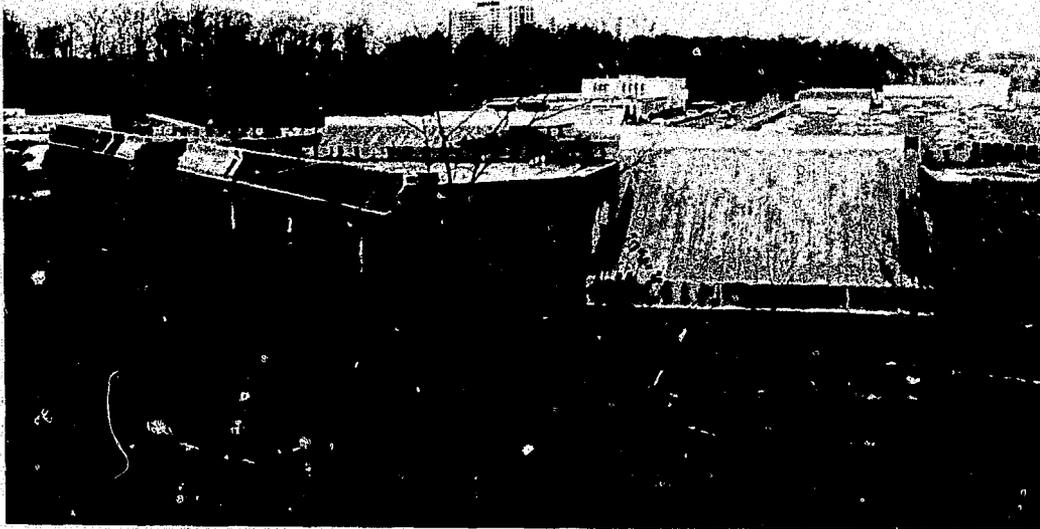
* Starting salary of a Correctional Officer in Montgomery County, Maryland was approximately \$13,000. The CETA funded position of Community Release Coordinator is included, but the parole/probation officer assigned to the Pre-Release Center is not included.

** Includes (1) diagnostic testing and evaluation, treatment planning, and crisis intervention by consultant psychologist as necessary; (2) staff training consultants; and (3) urinalysis testing services.

*** The Pre-Release Center has a \$30,000 medical budget in the new building. Formerly, residents typically arranged and paid for their own medical needs, although they had the option of using the Detention Center medical facilities.

Besides these obvious causes of cost variation other factors can affect the yearly operating cost of a pre-release center. These include:

- The cost of housing the Center. Several options may be available to replicators. The Montgomery County Pre-Release Center began operations out of the Montgomery County Detention Center in 1969. In 1972 it leased an independent facility. The monthly rent increased substantially over the next five years. The rental cost might be avoided or greatly reduced if a center were operated out of an unused portion of a building being paid for by another agency. Alternatively, buildings such as unused schools, former boarding houses, apartment buildings, and large private residences may be purchased (and then renovated) at a relatively low cost. Thalheimer, in his Cost Analysis of Correctional Standards: Halfway Houses, Vol. II, (1975), notes that "in the long run, it is typically more economical to buy



The new 92-bed Pre-Release Center opened in February 1978.

than to rent for all types of buildings since some rate of return is always included in the rental rate."* The Montgomery County PRC built a new facility solely with County and State funds. However, this approach is not typical particularly for a new, unproven program.

- Salaries. The largest cost factor is salaries. However, according to the PRC Director, Montgomery County personnel salaries across the board are among the highest in the country. If the national average salary scale for correctional officers were applied to PRC, salary costs would be reduced by \$73,850. Furthermore, some fluctuation in the resident/staff ratio may reduce salary costs without jeopardizing the quality of the project. The resident/staff ratio at PRC is 2.4 to 1. The Manual of Standards for Adult Community Residential Services** presents no optimal or conventional ratio but suggests the staffing pattern of the facility concentrate staff when most residents are at the facility in late afternoon and evening.
- Medical Costs. PRC incurred no medical expense in its former facility because residents were given the option of either using the County Detention Center's medical facilities or paying for their own physician. However, in its new facility PRC has a \$30,000 medical budget and part-time medical personnel.
- Services. Thalheimer's survey of halfway houses found that houses serving exclusively or primarily work releasees typically provide the "basic" services of shelter, group counseling and placement. Some also provide or make accessible such services as education and vocational counseling and training. Houses serving primarily pre-releasees, probationers, parolees and clients sentenced directly to the house generally provide or make arrangements for the delivery of individual psychological counseling, financial management, vocational counseling

* "Average annual facility cost for facilities that are rented is \$455/bed as compared to \$332/bed for facilities which have been purchased." Thalheimer, Vol. II, p. 23.

** Published by the Commission on Accreditation for Corrections, April 1977, p. 21.

and training, and education in addition to the basic services described above. Montgomery County's program more closely resembles the latter. The extent and mix of these services may vary among work release/pre-release programs.* However, eliminating the availability of any service element in the interest of cost savings may have an effect on the program's results.

An important decision for cost considerations may be whether to provide services in-house or on referral to community agencies. For example, some programs may find it more cost effective to contract out for meals or provide meal vouchers than to have a full-scale dining room and kitchen staff. According to Thalheimer, however, the "variation in provision of services in-house impacts operating costs primarily through personnel costs, the major single component of operating costs."**

4.3.2 Pre-Release Costs Compared to County Detention Center Costs

Because of variations in cost among states and counties, it may be difficult for replicators to translate the actual Montgomery County PRC costs into a projected cost of operating a pre-release center in their own community. Since county detention centers or their equivalent are common in counties across the country, a comparison of costs between the Montgomery County Pre-Release Center and County Detention Center may help in assessing the relative costs of pre-release.

This comparison of costs, however, is not intended to serve as a comparison of the relative value of the two forms of corrections. Pre-release is not a substitute for either secure confinement or probation but rather is a third alternative in the correctional system. The Detention Center costs are used as a frame of reference against which the Montgomery County Pre-Release Center costs can be viewed. The costs per bed per day for each institution are shown in Table 4.3.

* "Among metropolitan areas, the food price differentials amounted to ten percent." Thalheimer, Vol. I, p. 7.

** Thalheimer, Vol. II, p. 40.

Table 4.3
MONTGOMERY COUNTY CORRECTIONAL FACILITIES
OPERATING COSTS FOR FY 77

	Pre-Release Center	Detention Center
Salaries	\$245,966.00	\$1,004,750.00
Fringes (28%)	68,870.00	281,330.00
Operational	78,750.00	385,550.00
Medical	0	237,000.00
Rent	<u>36,000.00</u>	<u>0</u>
TOTAL	429,586.00	1,908,630.00
Minus: (a) Room & Board Payments by Residents and (b) Federal & State Reimbursement Payments	<u>41,241.00</u> <u>80,000.00</u>	<u>0</u> <u>0</u>
Net Operating Cost	\$308,345.00	\$1,908,630.00
Rated Capacity (FY 77)	40	160
Cost per Bed per Year	\$7,708.62	\$11,928.93
Cost per Bed per Day	\$21.11	\$32.68

While these figures are helpful in comparing overall costs between secure detention and community based corrections, they are limited by three important factors concerning capacity. First, costs per bed per year do not take into account occupancy figures or the number of days per year that beds go unused. Thus, a county detention center may operate over capacity more consistently than PRC and thereby incur a lower average cost per resident per year than the pre-release center. In other words, the cost per bed per year as computed in Table 4.3 is an artificial measure and not the only measure on which to base a cost comparison.

Secondly, Table 4.3 considers only the average costs of detention and not the marginal costs. Thus, in order to fairly assess the cost of placing an individual in a pre-release center, one must

know what the cost of placing that individual in secure detention would be. The marginal cost will depend on how close to capacity the detention center is operating and whether any additional staff or service facilities need to be purchased to accommodate the additional resident without decreasing the quality of care. Thus, increasing the number of inmates in a county facility may result in no increase in detention costs other than food costs, whereas increases in the pre-release population may require major capital expenditures and/or increases in staff and services. Of course, the opposite may also be true if PRC is operating under capacity and the detention center is well over capacity.

Finally, a comprehensive comparative cost analysis of PRC and detention would be incomplete without including an assessment of the effect of PRC on helping currently overcrowded detention centers to reduce their population so as to conform to contemporary standards of adequacy. However, to date, the extent to which PRC has served this end has not been determined. Furthermore, since the savings resulting from reduction in overcrowded jails are purely qualitative, measurement in terms of cost savings would be difficult.

In sum, the comparison in Table 4.3 is limited to general costs of providing bed space in detention and pre-release centers in Montgomery County. Analysis of the relative costs of each institution needs additional data on costs per resident and marginal costs of detention, as well as some measurement of the increased quality of corrections resulting from pre-release.

4.3.3 Benefits

As noted in the PRC budget, the program took in \$41,241.00 in room and board payments from its residents in FY 1977. Other monetary benefits resulting from PRC include:

- Taxes. In the period between October 1969 and August 1977, PRC residents paid a total of \$184,186.34 in taxes resulting from gross earnings of \$1,093,309.84.
- Family support payments. In the same time period, family support payments made by PRC residents totaled \$234,828.36.

- Reduced sentences. Judges have adopted the practice of split sentencing in order to reduce sentences so that offenders may be sentenced locally and participate in PRC. Over the past fiscal year 58 individuals fell into this category. Estimates of actual cost savings resulting from reduced sentences must await further research to determine the impact that pre-release programs have on length of sentences and decisions affecting parole dates.

In sum, there are few who question the cost effectiveness of the pre-release concept. Moreover, in view of the services provided and the potential impact on reduced recidivism, the social benefits of pre-release may well exceed the economic benefits. *In any event, the need for each type of correctional alternative--security confinement, community residential treatment facility, and probation/parole services--is generally acknowledged. The issue now is which individuals belong in which facility and how do we ensure that they are placed there.*

CHAPTER 5 RESULTS AND EVALUATION

"When I first entered the PRC I had only 11 cents. When I was released in November I had approximately \$250 which enabled me to get a new start in life. Prior to that I had been in jail three or four times." Roscoe Lockart, ex-resident.

Measuring achievement has been a primary concern of the Montgomery County Work Release/Pre-Release Program since it became independent of the County Detention Center in 1972. Under an LEAA grant, the project in 1972 began collecting a broad range of program data which were compiled, analyzed, and published by the Montgomery County Department of Correction and Rehabilitation in March 1977. The following data are based on that document (covering the period August 1972 through August 1975) as well as additional data prepared by the project to update the analysis through December 1976.

5.1 The Residents of PRC

From August 1972 through December 1976, 636 individuals passed through the Pre-Release Program. These persons represent a diverse clientele. In the most recent year of analysis (September 1975 through December 1976), 12 percent of the 229 residents were female. The racial breakdown in that same period was 43 percent black and 57 percent white. All adult age groups were represented; however, nearly 60 percent of the residents were under age 25. More than half had not finished high school.

Seventy-five percent were residents of Montgomery County; another 20 percent came from neighboring Prince Georges County and the District of Columbia. (The Suitability Selection Scale, Appendix D,

gives preference to applicants from Montgomery County.) Similarly, 89 percent were under County jurisdiction, nine percent under State, and two percent were under Federal authority.

As Figure 5.1 shows, the distribution of felons and misdemeanants is approaching 50/50. Figure 5.2 reveals the diversity of offenses committed by Center residents.

PRC has recognized that the community based corrections approach should not be simply an alternative to secure detention for low risk offenders. On the contrary, it has become increasingly clear that the opportunities available at PRC, including establishing and maintaining ties with the community, social awareness, vocational training, job placement, and encouraging responsible behavior, may be more effective when applied to offenders who might be considered to present a high risk of failure. Although incomplete, the initial data suggest that the recidivism rate of felons having completed the Pre-Release Program is lower than that of misdemeanants having completed the Program.

The most common charges are larceny, assault, breaking and entering, traffic offenses (typically repeated instances of driving without a license or while intoxicated) and crimes involving drugs. Nearly one quarter of the residents committed violent crimes. The length of the sentences imposed on applicants accepted by PRC has gradually increased as the Pre-Release Program has expanded and proven its value. This is primarily due to the greater number of "split sentences" being delivered, as discussed in Chapter 2. While 82 percent of the residents had sentences shorter than six months in the first year of analysis, that figure had decreased to 48 percent in the third year, and in the final 16 months of analysis (September 1975 to December 1976), the number of residents serving short sentences dropped to 36 percent.

Figure 5.1
FELONY - MISDEMEANOR COMPOSITION OF CRIMES
AUGUST 1972 - DECEMBER 1976

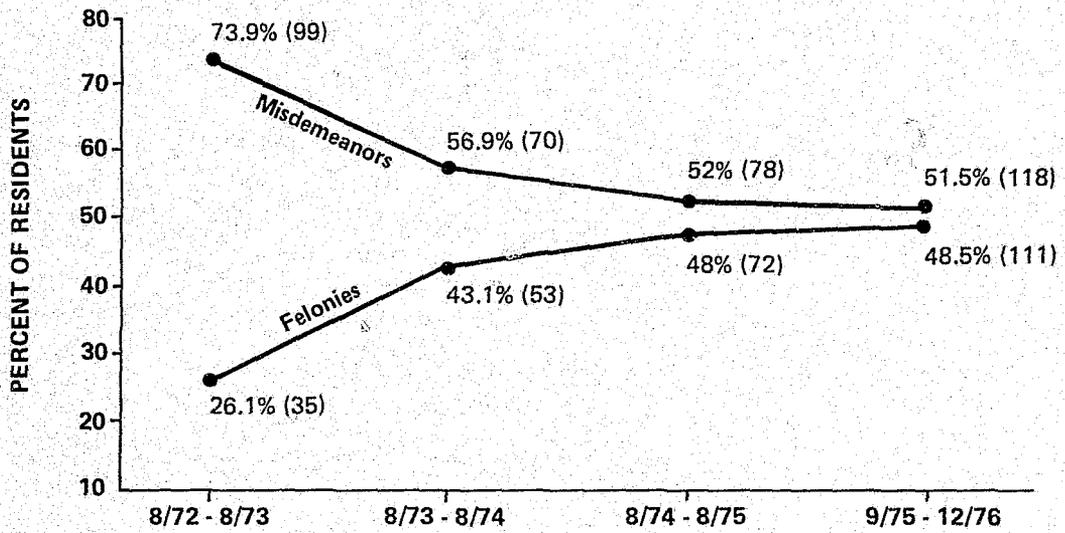
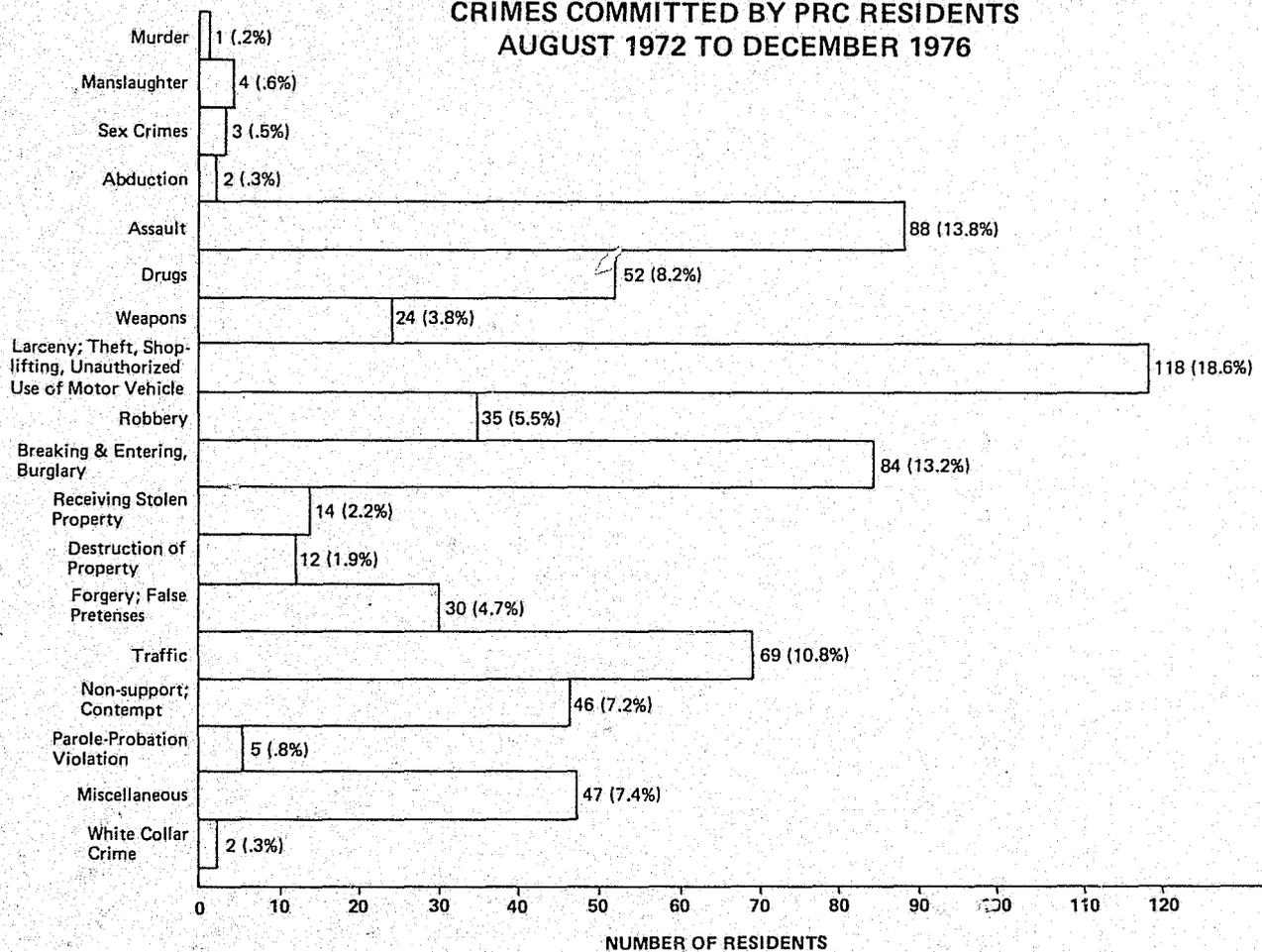


Figure 5.2
CRIMES COMMITTED BY PRC RESIDENTS
AUGUST 1972 TO DECEMBER 1976



5.2 Program Data

The day-to-day operation of PRC provides a structured control over the residents while they participate in program activities designed to enhance their successful reentry into society upon release from custody. Specific objectives for the program can be summarized as: to provide employment to residents; to release residents with suitable housing and cash savings; to protect the community by monitoring and controlling residents' behavior; and to reduce resident recidivism.

5.2.1 Providing Employment

About 35 percent of PRC's enrollees are already employed (and keep their jobs despite their conviction and incarceration).* Program policy mandates that residents obtain employment within three weeks of their arrival at the Center (unless they intend to enroll in an academic program or vocational training).

In the period from December 1974 through July 1977, 399 clients were enrolled as Comprehensive Employment and Training Act (CETA) clients in the Pre-Release Program.** Nearly half (170) received vocational aptitude testing and 243 participated in the weekly job clinics conducted by the Work Release Coordinator. Ninety-three percent (371) were placed on jobs. One percent were released in a training status and six percent were released unemployed shortly after arriving at the Center (i.e., unanticipated court releases).

* Preserving an individual's job is a primary concern in processing PRC applicants. For example, if an individual is sentenced on a Friday afternoon and brought directly to the County Detention Center, PRC can expedite the application, screening and contracting process so that the individual would be brought to the Center Monday morning and not risk losing his job.

** As discussed above in Chapter 3, p. 31, because the Work Release Coordinator is funded by CETA, his PRC clients automatically become CETA clients. The data in this section were compiled under the Act's reporting requirements.

Ninety-day follow-ups were conducted on 253 of the Center's CETA clients between December 1974 and July 1977. About two-thirds (171) were still employed, seven percent (18) were unemployed, 17 percent (44) could not be located, and eight percent (20) were reincarcerated.

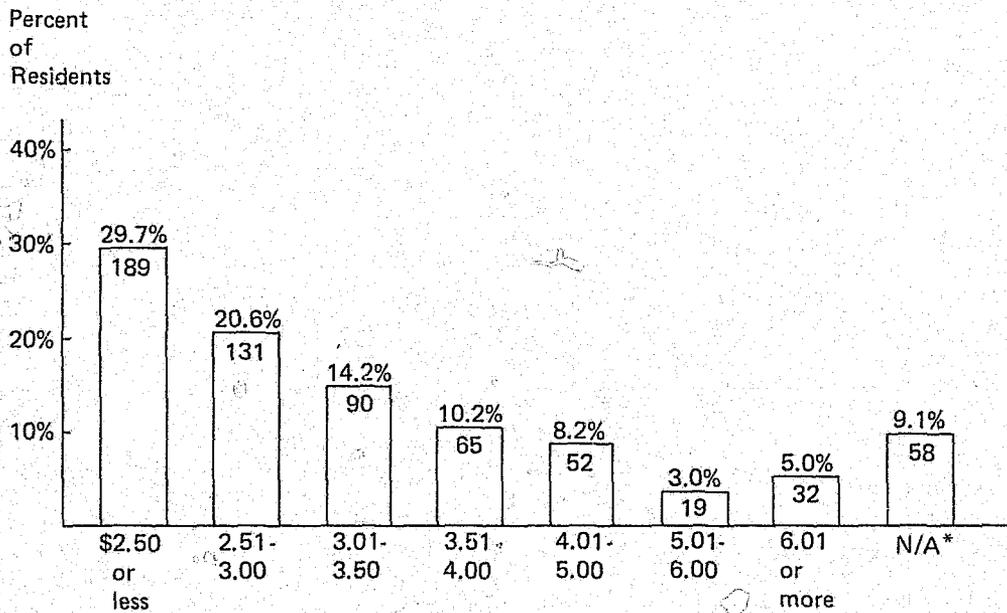
The hourly wage distribution of all residents in the four-year study period (August 1972 to December 1976) is displayed in Figure 5.3. Over 60 percent earned more than \$2.50 an hour.

5.2.2 Assuring Suitable Housing and Cash Savings Upon Release

All but one of the individuals successfully released between August 1972 and August 1975 had housing at the time of discharge. The project evaluation notes that "the one who did not (have housing) refused to obtain housing, although strong encouragement was provided by staff prior to discharge." Data are not available on the quality of the housing or client satisfaction with it.

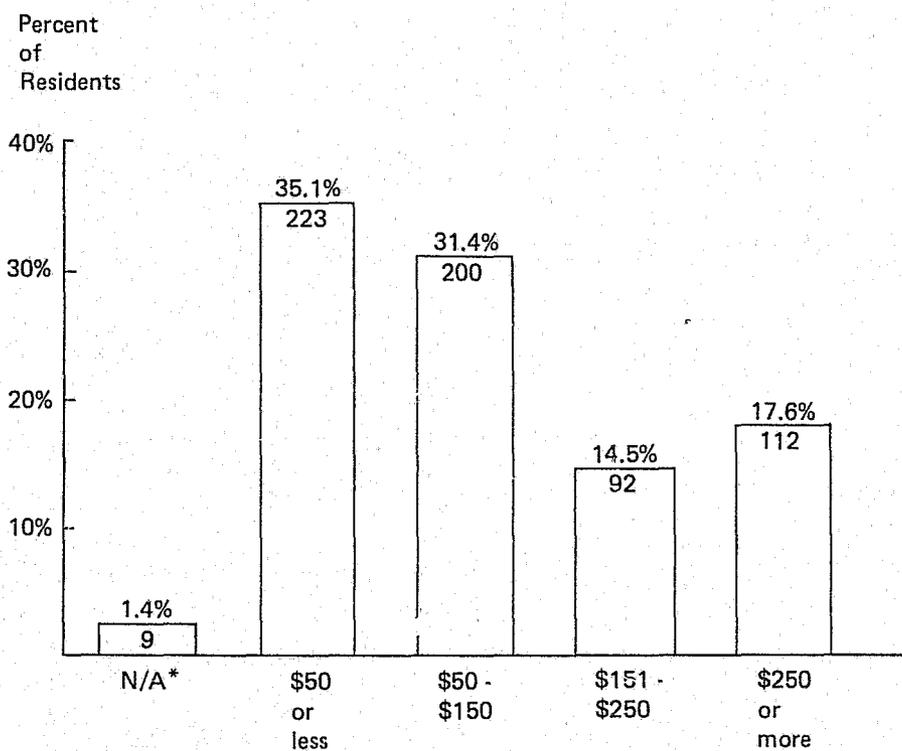
Of the 636 residents released between August 1972 and December 1976, 65 percent had at least \$50 in cash at the time of release. Indeed, half of those left PRC with more than \$150. It should be noted that prior to leaving the Center many residents rent apartments, which requires in addition to the first month's rent a substantial down payment, typically equal to one month's rent. Such rental deposits tend to lower considerably the amount "saved" at discharge. Figure 5.4 illustrates the distribution of savings at discharge among residents released from PRC in the four-year study period.

Figure 5.3
HOURLY WAGE DISTRIBUTION
(August 1972 - December 1976)



*N/A refers to residents whose wages varied, who were paid on a commission basis, who were unemployed or in training, or who were self-employed.

Figure 5.4
SAVINGS AT DISCHARGE
(August 1972 - December 1976)



* Not available.

5.2.3 Protecting the Community

PRC is sensitive to the need for maintaining the security of the community in which it operates. The cataloguing of rules and the extensive efforts to check for infractions are described in Chapter 3. The Program's adjustment procedures (Appendix H) stipulate the relative seriousness of each violation and the appropriate corrective action. All rules are strictly enforced: In the four-year study period, one-fourth of all PRC enrollees were revoked for program violation. Table 5.1 indicates the frequency of each type of violation resulting in revocation.

The walkoff or absconding rate was less than 5 percent during the four-year study period, and the revocation rate was 25.7 percent.



Residents committing certain serious infractions of PRC rules are immediately returned to security confinement.

Table 5.1
CAUSES OF REVOCATION
1972 to 1976

<u>Revocation</u>	<u>Number</u>	<u>Percent of all Residents</u>
Revoked: Drugs	51	8.1
Revoked: Alcohol	33	5.2
Revoked: Walkoff	30	4.7
Revoked: Other	49	7.7
<hr/>		
TOTAL REVOKED	163	25.7
Administrative Removals*	15	
<hr/>		
TOTAL	178	

* Administrative Removals are typically clients who are found to have detainers in other jurisdictions, pending charges without bond, or some other legal reason for disqualification from the program.

5.2.4 Reducing Recidivism

PRC clients are followed up for approximately one year after their departure from the Center. This "follow-up" consists primarily of a thorough search of court records in Montgomery County Circuit and District Courts, local police arrest records and F.B.I. "rap sheets." Table 5.2 displays the findings of the record checks over a four-year period from August 1972 to December 1976.

Because no comparative data are available, it is not presently possible to determine how the rates of rearrest of PRC releasees differ from those of similar offenders not admitted to PRC. However, the table indicates that 77.8 percent of project participants who were successfully released from PRC were not rearrested during the follow-up period. As would be expected, individuals who were revoked from the program show considerably higher recidivism rates-- 46.1 percent were rearrested compared to only 22.2 percent of PRC releasees.

Table 5.2 also indicates court action subsequent to arrest, the proportion of cases resulting in conviction, and the sentences delivered for both released and revoked PRC participants. Generally, revokees are incarcerated more often than releasees following conviction (73.3 percent and 47.8 percent, respectively).

Table 5.2
MEASURES OF RECIDIVISM
AUGUST 1972 to DECEMBER 1976

	<u>Released</u>		<u>Revoked</u>		<u>Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Totals	397	100.0	141	100.0	538	100.0
Not Rearrested	309	77.8	76	53.9	385	71.6
Rearrested	88	22.2	65	46.1	153	28.4
Guilty	46	11.6	30	21.3	76	14.1
Reincarcerated	22	5.5	22	15.6	44	8.2
Rearrested	88	100.0	65	100.0	153	100.0
Nolle Pros.	15	17.0	9	13.8	24	15.7
Prob. without Verdict	1	1.1	1	1.5	2	1.3
Stet Docket*	1	1.1	7	10.8	8	5.2
Dismissed	0	0	1	1.5	1	.7
Not Guilty	2	2.3	2	3.1	4	2.6
No Disposition						
Available	23	26.1	15	23.1	38	24.8
Guilty	46	52.3	30	46.2	76	49.7
Guilty	46	100.0	30	100.0	76	100.0
Incarcerated	22	47.8	22	73.3	44	57.9
Sentence Suspended	1	2.2	0	0	1	1.3
Sentence Suspended with Probation	10	21.7	5	16.7	15	19.7
Sentence Suspended with Fine	3	6.5	0	0	3	3.9
Probation	1	2.2	1	3.3	2	2.6
Fine	9	19.6	2	6.7	11	14.5

* Stet Docket is a means of disposing of the charge without prosecuting, and allows the prosecutor to reinstate the charge within a specified time period.

5.3 Evaluation

The goals and activities within a pre-release center vary in scope and purpose. Evaluation of each of these types of goals and activities is critical, for without such an evaluation effort it would be impossible to determine the effects of pre-release generally or the effectiveness of the particular program components. Further, detailed record keeping and data analysis are invaluable in efforts at program development directed either at the local community or relevant legislative bodies.

Most pre-release goals are measurable by conducting comprehensive and ongoing monitoring procedures. Project success in reducing participant recidivism, however, can only be assessed by implementation of a true experimental design. A discussion of alternative designs for measuring program impact on recidivism rates will be followed by a discussion of monitoring and data gathering for pre-release centers.

5.3.1 Recidivism

While programs vary widely in their definition of a repeat offender (recidivist), the most common criteria are convictions and rearrests. Generally, rearrest is the more acceptable definition since the conviction data may relate more to the behavior of the system than to individual behavior.

The most preferred research design for assessing impact on recidivism rates would be a true experimental design in which members of a pool of eligible PRC residents were randomly assigned to experimental and control groups. Experimental group members would receive the treatment and services of the PRC program and a follow-up assessment would be made of their level of criminal activity. Control group members would not participate in PRC and comparable measures of their criminal activity after release from custody would be made. If recidivism rates were significantly lower for the experimental (PRC) group than for the control group, the experiment would allow one to be relatively confident in attributing the reduction to participation in PRC. In implementing such a design it is clearly important that data on both successful and unsuccessful participants

be used in the aggregate for any comparisons with controls. Since the revocation process serves as an in-program device to separate program successes and failures, those who successfully complete a pre-release program would be expected to perform consistently better than the control group which contained individuals who might have been revoked had revocation been available. Thus, no valid comparisons between experimentals and controls can be made unless the experimental group contains all participants initially assigned to the program.

This design could be further refined to test for the influence of parole supervision experienced by PRC participants after their release. Recidivism data for a 4-way matrix would permit an assessment of the significance of variations in the recidivism rates between pre-release clients who experience parole supervision upon release and those who do not receive such parole supervision:

	PRC	Security Confinement
Parole Supervision		
No Parole		

The design described above assumes that individuals assigned to pre-release centers would, in the absence of such centers, be assigned to security confinement or be released on parole. If, however, other alternatives are available to the pre-release population, for example probation, a control group of pre-release eligibles receiving that intervention should also be analyzed. In such a situation recidivism data for a 6-way matrix would permit an assessment of the significance of variations in the recidivism rates between pre-release clients, security confinement clients and probationers.

Additionally, by establishing relatively broad eligibility criteria, the pool of eligibles is likely to consist of individuals with identifiably distinct characteristics. Examination of outcomes or recidivism rates by participant characteristics might provide the project with interesting profiles of those clients who remained trouble free and those who recidivated within the experimental period. It is important to remember, however, that the population of PRC participants is unlikely ever to be large enough to permit implementation of an experimental design to test the relationship between PRC client characteristics and recidivism.

Where random assignment to treatment/no treatment groups is unfeasible an experimental design to test the impact of a pre-release center may still be implemented in communities with more than one geographically proximate pre-release facility. Differentiating treatment and services between facilities and randomly assigning eligible PRC candidates to the two facilities would permit an analysis of the impact of varying treatment and service modalities.

Finally, in the absence of a dual facility arrangement, a planned variation model in a single facility could serve to test the effects of selected treatment services provided by a pre-release center. For instance, one question of interest might be the difference between a group with the same supervision and control of PRC residents but no counseling or job-finding assistance. By randomly assigning participants to different treatments within the same facility, a range of experimental questions can be tested.

Some programs, unable to adopt an experimental approach, may attempt to assess their impact on recidivism rates with a quasi-experimental design. An example of such a design would be a comparison between recidivism rates of non-randomly assigned pre-release releasees and releasees from the County Detention Center. This design attempts to control for selection biases through the use of analysis of covariance.* While such an analysis can adjust for measurable differences between the two groups, in view of the difficulty of detecting or measuring all potential selection biases, such a design falls far short of the power of controlled experimentation.

* A Preliminary Report entitled "Evaluating the Effectiveness of Federal Community Treatment Centers" describes this method as used by James L. Beck, Director, Community Treatment Center Field, United States Bureau of Prisons, Washington, D.C., August 24, 1977.

5.3.2 Monitoring and Data Collection

Extensive monitoring of PRC activities as well as detailed record keeping and data collection are essential for assessing the success of participants in meeting program goals. Thus, an ongoing monitoring and data collection system is necessary for measuring client employment, cash savings, housing upon release and recidivism rates, and enhancement of client adjustment and PRC control over clients.

Several measures of client employment should be considered. For example, data should be collected on wages as a measure of employment quality, duration as a measure of job security and client satisfaction, and opportunity for advancement as a measure of appropriateness of job placement. This data would enable the program to analyze the effectiveness of its job placement activities and make periodic changes in policy and emphasis as necessary.

Data concerning cash savings might include total savings accrued at the time of release as well as amounts saved after regular intervals of time at PRC. Housing can be measured in terms of cost, location, and quality as determined by an index of such factors as space and facilities.

A follow-up assessment of residents' employment, cash savings and post-release housing might provide meaningful information regarding the appropriateness of certain job placements, the effectiveness of PRC job training efforts, and whether varying amounts of cash were sufficient upon release. Since the period shortly after release is generally considered the most critical in terms of readjustment, follow-up at one month, six months, one year and two years may be most appropriate. Besides reflecting on the effectiveness of the Program's job placements, these data viewed together with personal histories may be useful in determining when various types of releasees may need additional post-release support regarding employment, housing or available cash. A method of predicting when such help might be needed and the ability to provide that help might have significant effects on keeping these individuals out of further trouble with the law.

Similarly, recidivism data should be gathered over the course of at least one year after release for all pre-release clients. This data

collection effort will not enable the project to assess its impact on the recidivism rate (see previous section, 5.3.1) but it will provide useful information for monitoring trends and evaluating variations in project policies, treatment and services.

The goal of enhancing client adjustment overlaps with several of the goals already discussed and is responsible for the design of much of the day-to-day program at PRC involving activities and services which facilitate personal change, encourage individual responsibility and increase one's social problem solving skills. Thus, the achievement of the goals discussed above (reduced recidivism, employment, cash savings) will in large part be a measure of the Program's success in evaluating client adjustment. Additionally, PRC monitors client behavior in the form of case summaries (Appendix J). Included in these summaries are the personal history of the enrollee, and monthly performance ratings made at the Team Meetings as described in Chapter 3 above. Also included on the resident's case summary are such data as job placements, wages, other release activities, any adjustment or disciplinary actions taken, furloughs, etc.

Finally, PRC's control over clients can be measured in terms of the absconding rate. The absconding rate is easy to monitor and if considered to be too high, a variety of steps such as increased supervision, monitoring of resident furlough privileges, increasing counts, etc., can be taken to reduce the rate.

The continual monitoring of client characteristics and behavior patterns enable the administrator to make programmatic adjustments necessary for more effective control. The Montgomery County PRC has developed, for example, behavioral classifications which describe each resident's problem area and necessary type of treatment or services to overcome those problems (see Chapter 3 for further discussion of this "primary classification" approach). By computing rates of failure and success for each classification the project is able to determine if its emphasis on certain treatments needs to be revised. For example, during 1976 in-program failure of clients in the "inadequate/immature" classification was relatively high compared to other behavioral patterns. In response to this tendency, PRC staff implemented a specialized group counseling program for these residents. Recent evaluation has shown that inadequate/immatures now enjoy a success rate second only to residents classified as situational incidents.

The following are examples of how monitoring of client behavior and characteristics provides data which can lead to increased effectiveness of a pre-release center.

- A. *It was found that increased numbers of Center residents had committed felonies, and that misdemeanants were less frequently placed in the program because of their short sentences and a waiting list for spaces in the program. As a result of this knowledge, a seven-man dormitory was set aside solely for short-term misdemeanor cases.*
- B. *It was found that many residents were released with only nominal savings. Thus, a mandatory 10 percent savings program was instituted and further reinforcements were provided for residents saving at higher rates.*
- C. *The number of residents utilizing community counseling services was very low when participation was optional. The contracting procedure was subsequently changed so that applicants specify the type of program they would participate in prior to transfer to PRC.*
- D. *It was found that work skill level was related to both in-program success and arrest-free performance in the community. Thus, more emphasis was placed on developing employment opportunities where residents could obtain a skill through on-the-job training. In addition, those applicants for the program who had a skill were given increased points on the PRC suitability selection scale.*

The importance of continuing evaluation to the success of a pre-release program cannot be over-emphasized. Problems can be detected early and alternative remedies can be tested. PRC staff are alert to possibilities for improvement and are not reluctant to innovate. The team approach to management, carefully spelled out procedural guidelines, and ongoing program assessments all ensure that the Montgomery County Work Release/Pre-Release Program will correct problems as they become apparent and adapt to changes in client populations or sentencing practices should they occur.

"It is not a static program. It is not a program that is already defined in a way that will define it perhaps in a year from now. The design is a consummate review of successes and failures from day to day, week to week over a period of months." Dr. Ben Prieto, Consulting Clinical Psychologist, Pre-Release Center.



A PRC resident leaves with his family to resume life in the community.

CONTINUED

1 OF 3

"It is not a static program. It is not a program that is already defined in a way that will define it perhaps in a year from now. The design is a consummate review of successes and failures from day to day, week to week over a period of months." Dr. Ben Prieto, Consulting Clinical Psychologist, Pre-Release Center.



A PRC resident leaves with his family to resume life in the community.

Appendix A
*Guidebook for the Montgomery County
Pre-Release Center*

Guidebook

For The
Montgomery County Pre-Release Center

Department of Correction
and Rehabilitation

'Freedom through Responsibility'

July 1976

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GENERAL INFORMATION

A. USING THIS GUIDEBOOK

This guidebook is written for both residents and staff. The purpose is to define how the Pre-Release Center works. The guidebook is set up like a catalog, giving the reader the option of simply referring to the specific matter he or she is interested in at any time.

1. Applicants: For individuals who are considering voluntarily applying for the program, Sections I through IV are most important to read.
2. Residents: For Center residents who need to know all about the Center operations, regulations, release opportunities, etc., Sections V through VII are most important to read.

B. THE CENTER AND ITS ORGANIZATIONAL RELATIONSHIPS

The Center is a *structured community treatment program* for offenders, operated by Montgomery County, Maryland. The program is financially supported by tax payers of Montgomery County and is operated in accordance with the Work Release/Pre-Release laws of the County and State. The program is operated by the Montgomery County Department of Correction and Rehabilitation and is administered by the Department's Deputy Director, Pre-Release.

C. PURPOSE OF THE PRE-RELEASE CENTER

The overall purpose of the program can be summarized as follows:

1. This structured community release program is an alternative in the criminal justice system to incarceration (jail or prison) for selected individuals.
2. The Pre-Release Center is a place for a confined individual to resolve those issues that brought him or her into conflict with the law in the first place.
3. The Pre-Release Center offers various opportunities to the individual that would not otherwise be available in confinement. For example, work release, educational release, individual and group counseling, involvement in community programs, daily visiting and recreation and a phased release furlough program.
4. The Pre-Release Center provides a stable foundation from which an individual may leave the system prepared to handle his responsibilities in the community. For example, he or she can obtain and work at a good job, locate appropriate housing and accrue savings.

D. THE FACILITY

The County Pre-Release facility is a one story brick building with a center hallway. Off the center hallway are eleven three-man rooms and one seven man dorm (for short term offenders) making a facility capacity of forty (40). Each room has its own bathroom and each man has his own separate locker with keys. At least one room is set aside for female offenders. The Center has a kitchen and dining facilities. Adjacent to the main Center is the activities building which contains one group meeting room, a large multipurpose classroom, a combination TV lounge and visiting area, and a staff office. At the front entrance of the main Center is the "front desk" for the Resident Supervisor, who provides 24 hour a day, 7 days a week supervision of the Center. The parking is located in front of the facility for resident and staff vehicles. Also there are two large grassy areas with lawn furniture for residents visiting with their families and friends. The facility is located one block off of a major thoroughfare providing easy access to public transportation.

E. HISTORY

In 1968 the State legislature passed a law authorizing the County to establish a Work Release Program through the County's Detention Center. That same year the County passed a law specifically defining the nature of and general regulations to be utilized in implementing the Work Release Program. In January, 1969, the "Work Release Dorm" handling up to 16 carefully selected inmates was opened. Only minor offenders participated (i.e. non-support cases). The inmates worked in the community during the day and returned to detention for the remainder of the day. Since that time the program has been modified and improved. It was determined that the Detention Center was not a suitable atmosphere to operate the program, and, just as important, it was concluded that offenders had many other problems they needed to deal with besides employment. Thus, in August, 1972 a separate facility was established which employed counselors, community release coordinators, etc. so a more conducive atmosphere could be created and the resources of the community could be utilized. In 1973 the program became co-educational and the very limiting restrictions on eligibility were removed and the number of participants in the program continued to grow from 16 to 30, then to 40. The courts began utilizing this residential treatment program as an alternative to security incarceration for selected offenders. By 1976 over 800 offenders had participated in the program. The treatment opportunities available to Center residents have increased greatly and include vocational training, social awareness training, individual and group counseling, drug therapy, alcohol therapy, academic education, etc.

F. FUTURE

Currently the Pre-Release Center cannot meet the County's needs for services because of limited space. There is a constant waiting list of eligible individuals at the County's Detention Center who need to be placed in the program. The State and Federal institutions want to place inmates who are going to be released to Montgomery County communities, into the Pre-Release Center Program prior to final discharge. Also State law has been changed to allow carefully screened pre-trial individuals to participate in the program (as approved by the court). The net result is a need for a Center capable of effectively handling 80 individuals. Thus, a new Pre-Release Center is being planned for construction in 1976 and operational by 1978. It will actually be composed of three separate units: two 36 bed capacity male units and a 12 bed female unit. Each unit will have its own treatment and supervision staff but will be augmented by a central services area composed of educational training spaces, food services, recreation area and administrative office.

ELIGIBILITY AND ADMISSION

There are four groups of people who are eligible to *VOLUNTEER* and apply for the program:

- (1) Those who are sentenced to the Montgomery County Department of Correction and Rehabilitation for eighteen months or less.
- (2) Those who are in the State system who were County residents *prior* to their incarceration.
- (3) Those who are in Federal institutions who were residents of the County prior to their incarceration, or Federal probation when the County Work Release program is a condition of probation.
- (4) Selected pre-trial individuals as determined by the court.

County incarcerates: Any offender, male or female, sentenced to the Montgomery County Department of Correction and Rehabilitation for eighteen months or less is eligible to apply for the Pre-Release Program. After reading this brochure you should determine whether or not you desire to *volunteer* for and participate in the program. If you do, you should complete an application on the understanding that you will adhere to the Pre-Release Agreement (attachment #2). When you submit the application this indicates that you are volunteering to participate in the program. Then a Center staff member, typically the Supervisor Operations, will interview you and determine if you are legally eligible for the program. Ineligible individuals are those who have serious pending charges, detainers, a recent history of failure in such a program, or a recent escape or serious psychological or medical problems. When you are initially screened you will be evaluated and placed on the suitability/priority list. A Pre-Release Center counselor will administer psychological tests to all eligible applicants, the results of which are then reviewed by a psychologist. A Pre-Release Center counselor also works with the individuals to develop a tentative "program contract" as described in Section III.

When bed space is available, information concerning the top person on the list is forwarded to the Director of the Pre-Release Center, who reviews the case and must make a recommendation to the court in order for the individual to be placed on the program. Once a positive recommendation is made, the judge must agree and sign a court order approving the transfer to the Center. The availability of beds does affect when or if you will be placed on the program.

State and Federal inmates: State and Federal inmates who are incarcerated in larger institutions and who were, prior to their incarceration, residents of Montgomery County and who intend to return to this County may be transferred to the Pre-Release Center if they are screened and approved by their

institutional classification committee and the contractual services coordinator for this State or Federal area. Federal or State inmates who desire to become involved in the program must also sign and agree to the conditions of the Pre-Release Agreement. When a State or Federal inmate has volunteered to come to the Pre-Release Center it is with the understanding they will adhere to County rules and procedures. In the case of such participants, entry into the program is on a probationary status until a "program contract" or "M. A. P. Contract" is finalized (see Section VI, B). In both State and Federal cases the participants must be within five months of a release date.

Pre-Trial: Pre-trial individuals are screened extremely carefully and must be approved by the Director of the Detention Center, the Director of the Montgomery County Pre-Release Center, the State's Attorney, as well as the court. Priority of bed space, however, is given to the sentenced offenders. If you are a pre-trial individual and interested, contact the Community Release Coordinator of the Detention Center.

FIRST STEP: DEFINING NEEDS, ESTABLISHING GOALS, AND "PROGRAM CONTRACTS"

The program contracting process is a means of involving each resident in decisions concerning his activities while at the Center. It gives each resident more responsibility and control over his release since release is based on his performance and adherence to the program contract and to the Pre-Release Agreement. Each new resident entering the Pre-Release Program is considered on a probationary status until he has finalized a mutual agreement contract between himself and the Center describing his goals and activities that he plans to participate in. This mutual agreement is called a "Program Contract".

A. IDENTIFYING ISSUES

The first step in forming a Program Contract is for each resident to identify those issues that brought him or her into conflict with the law in the first place. Each person must take time to honestly look at himself, particularly when confronted with a problem (i.e. being locked up), and ask himself, "How did I get myself into this position? What changes must I personally make to insure this doesn't happen again?" Looking at oneself honestly, not denying the realities of an incident, not making excuses for what happened, or saying it is someone else's responsibility, is very difficult. However, any mature adult, being successful and being satisfied with himself and life must do this.

B. TENTATIVE CONTRACTS

The contract process starts at the Detention Center where a tentative program contract is developed prior to the resident being transferred. As a resident becomes more specific about his needs, goals and activities, he or she can draft a better contract. The Center counselor acts as a mediator in the contracting process and assists the resident in developing his program contract. The contract must be realistic if it is to have any meaning and when all parties agree (the resident, the counselor, and the staff team) that a realistic contract has been developed, it is signed by the resident and the staff. It is important to emphasize that it is the resident's contract and the resident is primarily responsible for developing and adhering to it.

C. CONTRACT FINALIZATION

Program Contracts should be finalized within fourteen (14) days after arrival at the Center. Acceptance of the contract is made when the staff team reviews the resident's refined Program Contract and

accepts it. If the contract is not accepted it is sent back to the resident for redrafting and a counselor communicates to the resident what the staff's concerns are. Normally, residents complete their contracts without much difficulty within the first week on the program.

D. CONTRACT ADVANTAGES

What is the advantage of the resident involvement in the Program Contract process? Actually the advantages are many:

1. It provides the resident the opportunity to formulate the direction of his or her activities on the program.
2. The Program Contract can lead to a M. A. P. Contract with the Parole Board and the Center with a guaranteed Parole date.
3. It improves communication with staff and, by staff knowing what the resident's specific needs and goals are, more productive action can be taken by staff to assist each resident.
4. Completion of a program contract item is necessary for the resident to move to Phase II where greater privileges are earned.
5. If the resident prepares a realistic contract and does well in reaching the goals established by the contract then the staff can take a strong position in recommending the resident for parole or sentence reduction.

E. CONTRACT SUSPENSION AND RENEGOTIATION

A Program Contract can be suspended or renegotiated. Suspension of a contract could occur if information, not previously known, is brought to the attention of the staff, or new events occur which affect the status of the individual. For example, a warrant for the resident becomes known to the Pre-Release Center, or the resident comes in from a pass intoxicated. On both occasions the resident's contract would be declared null and void or suspended. The Program Contract could be renegotiated if the primary counselor of the resident advises of the need to do so when the resident is failing to meet the criteria of his own contract or some other important unforeseen or unknown circumstance warrants it.

F. CONTRACT MONITORING

Each resident's primary counselor will monitor the resident's performance as it compares with the Program Contract. Also, at the resident's monthly meeting with the staff, the resident will discuss his performance in terms of his Program Contract.

G. NON-ACCEPTANCE OF CONTRACT

What happens if the resident and the staff cannot agree on a Program Contract? If, after fourteen (14) days a satisfactory Program Contract cannot be worked out between the resident and staff, then the resident meets with the Center Director to discuss whether continuation on the program can be meaningful and productive. A determination is made if the resident is permanently accepted on the program or not. If the resident's last Program Contract is accepted by the Director, then the resident remains at the Center. If it is rejected, the resident may be terminated from the program.

PROBATIONARY PERIOD

During the first thirty days of a resident's participation in the Work Release/Pre-Release program, he or she is in a "probationary status". Almost all residents readily adapt to the Pre-Release Center program, take advantage of the opportunity and behave responsibly. However, if, during the first thirty day "probationary period" a resident fails to take advantage of the opportunities available, fails to become involved in specific program activities, or fails to act responsibly and is unable to adjust to the Pre-Release Center environment, the Program Administrator may remove the resident from the program (return to the Detention Center).

PROGRAM ACTIVITIES AND SERVICES

Each resident becomes involved in work release (or educational or vocational release); counseling activities; and social awareness.

A. WORK RELEASE

Most residents go to work in the community each day. This activity is coordinated by the Work Release Coordinator. Vocational testing and guidance is available to residents who desire to explore new careers or who like to know their vocational aptitudes so that they may make better choices as to a vocation.

1. Job-Seeking Assistance

Staff will provide assistance to residents in their efforts to locate employment. However, in the end it is the resident who must put forth his best at the interview with the employers to obtain the job. Most of the time staff can get employers to open their doors to ex-offenders and give them a fair job interview, but then residents must impress the employer at the interview. There is a video-tape job interview skills seminar for unemployed residents each week at the Center to increase interview skills.

2. Arranging Employment Interviews

Residents are expected to be up each day during the work week by 8:30 a.m. to explore job openings and call prospective employers for interviews. Prospective employers are located by looking through the newspaper want ads, the phone book, job banks, staff contacts with employers or previous resident contacts with employers. All employers' interviews are to be scheduled and coordinated with staff. All unemployed residents are engaged in job-seeking activities from 8:30 a.m. to 4:00 p.m. Monday through Friday unless otherwise released from this activity by The Work Release Coordinator. When residents have spare time on their hands (waiting for results of interviews, etc.) they are expected to work around the Center.

3. Job Information/Transportation

When a resident obtains a job he should immediately contact the Center staff and inform them of all pertinent information. The resident and work release coordinator then discuss transportation time required to and from work and an agreement is reached as to when the resident will leave for work and the time he is required to be back at the facility at the end of the work day.

Residents may work no more than six days in one week and no more than one job (unless in Phase III).

4. Overtime/Paychecks/Employment Performance Reports

The staff will contact your employer to make him aware of the conditions of the Work Release Program. If the employer wants you to work overtime, he must call the Pre-Release Center so that we will know you will be coming in late. The employer is also required to mail your paycheck to the Pre-Release Center during your initial phase in the Pre-Release Program. The staff periodically discuss with the employers the resident's job performance.

B. EDUCATIONAL RELEASE

Full time educational programs may be undertaken by residents if they desire. Usually this takes one of two forms:

1. Full time vocational education, such as an Auto Mechanic's Training Program.
2. Full time college through the Montgomery Community College or the University of Maryland. Residents are required to pay their own expenses for these training programs, however, many of the programs are provided at limited cost to their students and work scholarships are often available. An individual in a full time academic or vocational program may obtain part time employment.

C. COUNSELING ACTIVITIES

Each resident of the Pre-Release Center becomes involved in "primary counseling" with a staff member and each resident attends some form of counseling in the community.

1. Primary Counselor:

Each resident is assigned a primary counselor whom they meet with at least weekly to discuss their individual needs and goals and current progress within the program. The primary counselor gives the resident a direct link with the staff and with the decision making process which might affect him. The relationship that the resident and the counselor are able to establish is very important and requires involvement, confidence and trust on the part of both individuals. Residents, along with staff members, are responsible for arranging a mutually agreeable time for primary counseling.

2. Counseling Within the Community:

Residents leave the Center once a week during the evening to participate in any of the following counseling activities:

- a. *Mental Health* — The County Department of Health provides a variety of counseling services which are oriented toward understanding one's self and learning new methods of dealing with one's environment. There are also a number of private organizations that provide counseling.
- b. *Drug Counseling* — There are organizations which provide drug counseling. Individuals who have had problems with drugs come together once a week to discuss other alternatives to their current situation. Residents with drug problems, of course, are encouraged to participate in these counseling services actively.
- c. *Alcohol Counseling* — In the community there are groups which deal with alcohol problems such as AA, Montgomery County Alcohol Clinic and others. Residents, of course, are encouraged to attend these counseling activities if they are experiencing problems with alcohol.
- d. *Family Counseling* — Residents who experience domestic problems are encouraged to participate in family counseling with a staff member or outside agency. A third neutral party can be very effective in helping to clarify the situation and assist in the development of a more positive and fulfilling relationship between members of one's family.

e. The Center also provides group counseling for residents in the community. These groups are very much oriented towards discussing human growth issues and exploring and learning productive ways of dealing with one's environment. They are run by an outside consultant psychologist and a counselor.

f. *Pastoral Counseling* — Counseling by trained clergy counselors is also available.

D. SOCIAL AWARENESS

This program is general in nature and covers a wide spectrum of topics which residents have indicated are important to them. A major emphasis is given to the world of work. Through seminars residents discuss with the instructor vocational planning and compensation for the various career fields. They explore things such as where to look for a job, using the phone directory, reading the classified ads, the job bank resources of the employment services, etc. With the use of video tape, residents role play job interviews and then watch themselves on the TV screen, then analyze how they handled themselves in the interview and where they can make improvements. Residents, as a group, review job applications and discuss such things as how do you complete the section concerning arrests, etc. Also, employers are invited into Social Awareness classes and discuss their hiring and firing practices, what they expect of their employees and what employees should expect of them.

The Social Awareness Program is much broader than simply employment. People from the community who have something tangible to offer come into the Pre-Release Center and discuss with residents, at the two hour seminars, such topics as personal money management, decision making, value clarification, drug and alcohol abuse, use of leisure time, communication skills, interpersonal relations, family planning, mental health, transactional analysis, sanctions for criminality (a judge), housing/consumer affairs, community involvement, etc. Very interesting and informative discussions evolve from these seminars which are held two or three times a week during the evenings for the first seven weeks of the resident's stay at the Center.

Residents must arrange their work schedules (i.e. no overtime) so they do not interfere with required evening activities such as Social Awareness or counseling activities.

CENTER STANDARDS, OPERATIONS AND REGULATIONS

A. PROGRAM STANDARDS

The Pre-Release Center, as previously stated, is a structured correctional program. The basic structure is found in the Pre-Release Agreement, program rules and the phase and rating system.

1. Pre-Release Agreement:

The Pre-Release Agreement consists of rules which are established by County Law. Read it carefully because violating part of this agreement means that you can be immediately removed from the program and placed in security confinement and that you will be subject to the penalties provided by law.

2. Phase System:

Each resident, in conjunction with the staff, reviews his own situation and establishes personal goals or things he would like to accomplish while at the Pre-Release Center. When the individual adheres to the general program rules, participates in required activities, and starts accomplishing his personal goals he moves through the phases and earns more privileges. On the following pages you will find a summary of the Phase System. An individual must be in Phase I at least six weeks before being eligible to move to Phase II. If in Phase II the person is doing exceptionally well, it is possible to move to Phase III after a minimum of six weeks in Phase II. However, it must be emphasized that this is based on the individual's performance. Some individuals move through the program very rapidly, and others never get out of Phase I, or are moved back in phase because of adjustment problems. Again, *those who demonstrate responsibility gain more freedom.*

PHASE I

When you have been accepted and transferred to the Center you will automatically be placed in Phase I. (exception: Long term State or Federal pre-releases within 15 days of a definite release date and no serious adjustment problem, may go into Phase II.)

In Phase I you will be expected to participate in the following:

- A. Define your needs and preliminary goals, then finalize your "Program Contract" within two weeks after arriving, and begin to accomplish contracted items.
- B. Select and locate within three weeks either:
 - 1. A job
 - 2. Vocational training
 - 3. Educational program
- C. Participate regularly in the Social Awareness program.
- D. Begin at least weekly contact with your primary counselor.
- E. Become involved in either individual and/or group counseling services in the community.
- F. Follow the rules set out by the Pre-Release agreement and these guidelines.

In return for your responsible performance in the above areas you will be able to earn:

- A. Grounds privileges and phone calls.
- B. Weekend visiting plus evening visiting when possible during the work week.
- C. Supervised Center recreational events.
- D. Two (2) day passes per calendar month.
(NOTE: To be eligible to apply for your first pass you must have been in the program for three weeks and working — or involved in a job or training/educational program — (see page 20 for more pass information.)
- E. Two (2) shopping passes per calendar month as approved by primary counselor.

PHASE III

Phase III is the Phase for those residents who have been at the Pre-Release Center for at least twelve weeks and have Performed At An Exceptional Level. Movement into this Phase is definitely not automatic and, in fact, many residents will not move into this Phase, since the standards are high. To enter this Phase the following criteria must first be achieved:

- A. "Good" job performance report.
- B. Positive bank balance of at least \$40.00.
- C. Earned and accumulated savings of two week's take home pay.
- D. No adjustment report (where action was more than counseling) in the past six (6) weeks.
- E. Recommended by primary counselor (i.e. resident demonstrates commitment to making personal changes).
- F. Positive feedback from community services (i.e. group counseling — regular attendance and involvement in the group process).
- G. While in Phase II obtain staff team ratings of 4 and above in all categories (including individualized program contract goal categories) except two which can be a rating of 3.
- H. Must be seen as trustworthy by the staff.

In Phase III you are expected to participate in the following activities:

- A. Continued activities and program as defined in Phase II.
- B. Continued good performance toward personal and program contract goals.
- C. Plans personal/group activities during spare time (voluntary).
- D. Finalize release plans.
- E. Meet with Center Director monthly to discuss Center issues.

During Phase III you may earn these privileges:

- A. Grounds privileges and phone calls.
- B. Day and evening visits seven days a week.
- C. Center Recreational trips.
- D. Bring in own check.
- E. Own savings/checking account (voluntary).
- F. Participate in athletic league activities.
- G. Structured part-time job as approved by staff.
- H. Planned six hour recreational pass once a week (planned with and approved by primary counselor).
- I. Passes per calendar month (you may request only one pass per week):
 - Two (2) weekend passes
 - Two (2) overnight passes
- J. Within two weeks of definite release date, 11:00 curfew. (Resident must still attend counseling sessions and house meetings.)

3. Rating Standards for Performance:

Each resident is rated on his or her performance by the staff team and is given feedback by his/her primary counselor and periodically by the team, on how he or she is doing. This feedback must be specific in nature, requiring staff to focus on and state specifically problem areas, based on specific behaviors, and through the primary counselor relationship assist the resident in modifying his or her behavior. This feedback is intended to be constructive and helpful to the resident so

that he or she can gain greater understanding of his or her own behavior and others' reactions to it so that the opportunity for change is possible. Each of the following items are considered:

- a. Identifies/acts on major problem(s)
- b. Daily problem solving skills
- c. Job/training performance
- d. Punctuality/accountability
- e. In-house responsibilities
- f. Participation in Social Awareness
- g. Interpersonal functioning/authority
- h. Interpersonal functioning/peers
- i. Interpersonal functioning/intimates
- j. Accepts responsibility for own actions
- k. Primary counseling involvement
- l. Use of community services
- m. Educational participation
- n. Responsible use of money
- o. Drug/alcohol free
- p. Suitable living conditions
- q. Other (Leisure activities)
- r. Other

The above items are rated from 1 to 5. The ratings generally mean the following:

5 = Outstanding performance, excellent, very reliable, far exceeds adequate functional level.

4 = Very good performance, well above average, generally reliable, definitely beyond adequate functional level.

3 = Acceptable performance, average, usually reliable, meets adequate functional level.

2 = Poor performance, below average, only occasionally reliable, not up to adequate functional level.

1 = Extremely poor performance, unacceptable, rarely reliable, far below adequate functional level.

More specific definitions of each of the criteria items listed above are available. Should you be interested in reviewing them, see your primary counselor.

B. OTHER PROGRAM OPERATIONS

1. Team Meetings:

Each resident meets with the entire staff the first Tuesday after he or she enters the program. This is an opportunity for the staff to get to know each new resident as a person. It is at this point that the staff and the resident discuss in detail the goals the resident wants to work towards while at the Pre-Release Center. Jointly, the staff and the resident agree on realistic goals that the resident will be striving towards during his stay at the Center, and the resident's "program contract" is finalized. Every month the resident meets with the staff to jointly review his progress and discuss his accomplishments as well as specific problems he or she may be experiencing. It is also at team meetings that Phase movement is recommended and considered by the staff. These meetings give the residents a chance to ask questions of the staff and clarify issues that are important to the resident.

2. Authorization to Leave the Center and Accountability:

The Pre-Release Center is a highly structured correctional program operated in a residential setting in the community. As such, residents are "accountable" at all times for their whereabouts to the Center staff. A Center staff member (excluding secretaries) must authorize any resident's absence from the Center. You must provide information concerning time, place and purpose of your trip.

The information you give us will be verified by a staff member (i.e. an interview or doctor's appointment). Special release time is not to be used for visiting friends, but should be used for job interviews, legal appointments, church services, community service activities and similar pre-arranged trips. The Supervisor of Operations has the primary responsibility for these special releases.

3. Finances (Work Release Account):

(a) *Legal Responsibility for Financial Control*

The Center has responsibility for controlling your earnings as provided in State and County law, which states the following:

"The Director or designee is authorized to receive, deposit and disburse the funds and earnings of each releasee in accordance with regulations established by the Director.

The Director or designee may deduct from the earnings of the releasee:

- (1) A charge determined by the Director as a contribution to the cost to the County of providing food and lodging.
- (2) Actual and necessary food, travel and other expenses incidental to his/her participation in the program.
- (3) Any amount which the releasee may be legally obligated to or desirous of paying for the support of his dependents.
- (4) Any such reasonable amount as is necessary for the repayment to the State or the County for assigned counsel in the event the work releasee was represented by a court-appointed attorney.

The Director or designee shall credit remaining balance to the work releasee's account, to be disposed of as requested by the releasee and approved by the Director or designee.

Accountability for releasee funds shall be in the manner prescribed or approved by the Director of the Department of Finance. A yearly audit of work releasee funds shall be made by the Finance Department."

(b) *Cash Advances for New Residents*

When a resident enters the program any money in his possession is deposited in a work release account at the Pre-Release Center. New residents entering the program are given \$5 in cash the day they arrive, whether they have the money or not. If an individual is broke when he arrives, the money is "advanced" out of his account to him, thus he is starting off with a negative balance. Each week an unemployed resident who has no money is given \$4 for phone calls, and health and welfare needs. Of course, this money is added to the negative balance on the new resident's account and must be paid back immediately after becoming employed and receiving paychecks. No large cash advances can be made to residents since new residents are actually borrowing money, for short periods of time, from residents who have been in the Center longer and have a positive bank balance.

(c) *Earnings: Advances from Employer/Receipts*

All monies earned while on the program must be turned over to the Center. That means all your earnings, less standard deductions such as taxes, FICA, group medical insurance, and retirement. You may not obtain an advance on your pay from your employer, nor may you borrow money from your employer without clearance from the Center staff. While in Phase I your employer mails your paycheck to the Pre-Release Center where it will be shown to you for review (insure it is the right amount). You then sign it and are given a receipt and it is credited to your work release account. When you move to Phase II you may bring in your own paycheck, endorse it and obtain a receipt, and we stamp it for deposit only and place it in the Work Release Account. Under no circumstances are you to cash a paycheck.

(d) *Program Costs*

Twenty percent (20%) of your gross income earned while at the Center is deducted for partial

payment of program costs (room, board, utilities, etc.). Residents' payments towards the program amounts to only 1/8 of the actual operational costs. For those residents with high income the maximum calendar month charge is \$200. These deductions are made for all residents no matter whether they were transferred to the Pre-Release Center from the County, the State, or Federal facility. For individuals who are self-employed, the staff cannot determine and verify with any degree of accuracy the actual income, thus self-employed individuals will be charged a flat rate of \$4.00 per day. Those individuals who are in a full time educational program but have a supplemental income will be charged 20% of any income over \$50 per week. The 20% deduction is made automatically each week after your pay check is received.

(e) Mandatory Savings

One purpose of the program is to provide residents an opportunity to prepare for their release and save money. There is a mandatory 10% savings program for all residents, in which 10% of your net earnings will be transferred into a "savings category". All savings is released to you at time of final discharge from the Center. The 10% transfer to savings from net earnings is automatically transferred from your account each week.

(f) Petty Cash

A mutually agreed upon sum will be deducted from your account and given to you for "Petty Cash" each Monday evening after 4 p.m. for spending money for the following week. When you receive this money you will receive also two receipts, a pink one and a white one. You will sign the white one and return it to the Resident Supervisor for our records, and you keep the pink one. All money should be checked to insure the amount you receive is the amount indicated on the receipt.

(g) Family Support Payments

Support payments may be made to your family. There are essentially two ways: (a) A regular support plan can be worked out with the Supervisor Operations when you first enter the program so that a predetermined amount of your money is mailed out to your family, or (b) money may be requested to be sent to your family on an occasional basis as needed by them. In all cases support payments are sent out on Tuesday afternoon. Court ordered payments (support, court costs, etc.) are also made Tuesday and because they are required by the court order, priority must be given to them first for payment.

(h) Account Minimums/Advance Notice for Money Requests

For those individuals who are employed any money in excess of \$40 (which will remain in your account to cover one week's room and board) in your account may be used for special purchases, payment of bills, home visitation passes, etc. as approved by the Center Director or the Supervisor, Operations. It is expected that residents use judgment in spending their money in that requests will be only for legitimate and reasonable purchases. Two days advance notice is needed for requests to be reviewed and approved and to withdraw the money from the account and make it available to you.

(i) Pass Money

It must be emphasized that your paycheck or earnings must already be deposited in the bank and credited to your account at the Center *before* we can deduct any money from your account and give it to you. Also, you may request monies through your pass application (\$10 for a day pass, \$15 for an overnight pass, \$25 for a 48 hour pass) as long as the total does not exceed \$50 per month for home visitations. The money you requested (in excess of the standard \$40 balance you must maintain) must be in your account the Wednesday before your pass is to be taken, for the money to be approved.

(j) Checking Your Account

Any resident at any time may check his account by merely requesting it from the Resident Supervisor, or other staff member to review it. You may also request that a copy be made for

you. If you have any questions concerning your account or any deductions, these can be made clear to you either through your primary counselor, the Supervisor Operations, or Office Assistant. Since accounting procedures are rather complicated to the novice, be sure to ask questions if you don't understand.

(k) Receiving Money at Release

When you are ready to be released from the Pre-Release Center you will receive the balance of your savings account and regular account, less the deduction made for program costs which is computed at a cost of \$4.00 per day since your last pay period ended.

(l) Accounting Audits

The last thing the Center wants to do is make a mistake in the handling of resident income. Thus, after the Office Assistant completes the accounting work each week, an accountant from another agency comes to the Center each week to check (audit) each resident's account to insure accuracy. Another audit is made yearly by a third agency to insure proper handling of the monies.

(m) Restitution Program

Residents are strongly encouraged to pay restitution to the extent possible. Restitution is, many times, the best and most direct way to make a "previous wrong — right" and demonstrates the resident's responsibility in the matter. Those who pay restitution will obtain the Center's help in obtaining early release either through court reduction of sentence or through early parole.

4. **Medical Services:**

(a) Private/Public Health Services

Medical services are available to the residents either through their private physician or through the Montgomery County Department of Correction and Rehabilitation medical program which is located at the Detention Center. If an individual desires to obtain his own medical services in the community he or she is responsible for paying for those services. If you choose to use your own doctor you will be given a consultation form which the doctor is asked to complete so that this Department's Medical Section may be notified that you have been diagnosed as having a specific medical problem and are under specific medical treatment. If a prescription is obtained from your private doctor, it first must be reviewed by the Department's Medical Director before being filled. Even if you are seeing a private doctor, the Department Medical Director is responsible for the overall health of the residents at the Pre-Release Center, and has final authority over medical treatment.

(b) Departmental Health Services

The Montgomery County Department of Correction and Rehabilitation does operate a medical program (now located at the Detention Center). Once a day, residents may go to the Detention Center for sick call and see the doctor. This means entering a security facility. Thus, residents must wait in the detention holding area and they will be searched upon entering the security portion of that facility. If the resident has a serious medical problem and cannot be handled by the Department's consultant doctor, then he will be sent to a specialist for services, or to a hospital. (For Federal or State offenders, major medical problems, like hospitalization, are referred back to the original agency.)

(c) Disbursing of Prescribed Medication

Of course, the Pre-Release Center is a drug free program. Thus, the Pre-Release Center controls all medication that residents are taking. When a doctor prescribes medication, the Medical Section nurse makes up a packet of medications for a 24 hour period with instructions on the packet for when and how you are to take the medication. It is your responsibility to obtain a new packet as needed from the Resident Supervisor. After consuming the medication as directed on the packet, return the packet to the Resident Supervisor. It is your responsibility to follow the doctor's orders carefully. If there are any

questions concerning medication or treatment, a call should be made to the Community Services Coordinator or to the Medical Section.

(d) Dental Care

Limited dental services are also available through the Medical Section. These services are confined to the emergency dental care which eliminates pain. Root canals, bridges, caps, dental plates, etc. must be done at your own expense by your own private dentist.

5. Part-Time Educational Programs

Residents are provided the opportunity to pursue educational goals on a part-time basis — during non-working hours.

Those wishing to increase skills in arithmetic, reading and language usage, may work at the Center using self-instructional materials. Volunteer tutors will be provided at least one evening a week to assist individual students. As an alternative, basic academic education and/or the high school equivalency diploma (GED) may be obtained by enrolling in adult basic education classes at a local community high school.

Residents may also pursue interests and hobbies through courses offered by Montgomery College, Montgomery County Department of Recreation and Montgomery County Department of Adult Education. Catalogues and class schedules are available with a wide range of subjects to choose from; e.g. typing, photography, leather crafts, golf instruction, etc.

6. House Meetings Every Other Week

Every other Tuesday the residents of the Pre-Release Center meet for approximately 45 minutes with the staff to discuss operational problems of the Center itself. The agenda for the meeting is very simple. New residents are introduced to the group, announcements are made and then the meeting is open for discussion. Residents may suggest changes in Center operations, a recreational event or a trip, complain about whatever they feel is important to complain about, etc. The object is to give residents ample opportunity to communicate their complaints about the overall program or problems they may be experiencing at the Center which involve the entire group (individual problems should not be brought up at the house meeting but rather at team meetings). Hopefully, through these meetings most of the house problems can be ironed out. For best communication only one person may talk at a time, as recognized by the group leader. Complaints should be presented in a respectful manner so logical problem solving discussions can take place.

Once a month on a Tuesday when there is no house meeting the Center Director meets with Phase III residents to discuss Center issues.

7. Activities Within the Community

(a) PRC Recreational Trips

If you would like to leave the Center during the evenings or on weekends to participate in various community recreational events, this can be done when (1) there is a group of at least four residents who would like to attend an activity, and (2) a staff member or volunteer can be made available for transportation, etc. The group should notify the Community Services Coordinator three days in advance so that scheduling may be accomplished. The group is required to pay any admission fees for the volunteer or staff member accompanying them. The activities that residents may attend in the community are generally up to the group itself, based on their interests, but are subject to approval by Center staff. Events may include movies, concerts, basketball games, swimming, auto races, hiking, etc. Recreational outings to places where there are known problems (e.g. drugs at Capital Center or pool hall) are not permitted. All recreational events are limited to the Washington metropolitan area. Residents many times like to physically participate in the events and many events include playing basketball, baseball, bowling, roller skating, etc. (It should be noted that these trips are "Center recreation group trips" and not for dates or shopping or going

to McDonald's, etc.) Residents are expected to stay together in a group on these recreational trips. If you are interested in participating in these types of activities, get to know other residents who would like to do the same and plan your group activities through the Community Services Coordinator.

(b) Community Recreational Activities

Residents may leave the Center to participate in approved and supervised activities in the community. Such activities must be held at a specific location and overseen by a staff member of the organization conducting the activity so that verification is possible. Examples of activities are participation in a local athletic league, self-improvement courses, through either the Department of Adult Education or Montgomery College (a high school degree is not necessary for admission) or the Department of Recreation. Also, volunteering your time to a local service agency (i.e. Jay Ceas) is a possibility. Such release activities must be coordinated with the Community Service Coordinator and approved by the Center Director.

C. PROGRAM "RULES AND REGULATIONS" STIPULATED IN THE MONTGOMERY COUNTY CODE

The basic rules of the Work Release/Pre-Release program are established in County law (the Montgomery County Code, Chapter 13, Section 16, titled Rules and Regulations). Each participant is fully briefed on these rules, signs a copy of the "Montgomery County Pre-Release Agreement" which lists these rules, and receives a copy. To insure each resident has immediate access to these legal requirements the exact language of County Code is provided below.

(NOTE: The Center Director is the Program Administrator):

Sec 13-16. Rules and Regulations.

"Participation in the Work Release/Pre-Release Program is conditioned on compliance with the following rules and regulations. The releasee shall agree in writing to:

- (a) Comply with all terms, conditions, and guidelines as stipulated in the Center "Guidebook" of the Work Release/Pre-Release Program.
- (b) Work industriously at his or her employment, training or educational program. The releasee shall go to and from its location by a direct route in the least amount of time. After each day's approved activities, the releasee will return to the Pre-Release Center. If any situation occurs that prevents the releasee from returning to the Pre-Release Center at the prescribed time, he/she will immediately call the Center for instructions. The releasee will not be absent from the approved day's activities without the approval of a Center staff member.
- (c) Obtain the approval of the Center staff prior to attempting to change employment.
- (d) Provide the necessary materials, clothing and equipment, other than those supplied by the employer, essential to his/her employment.
- (e) Provide his or her own transportation to or from work in a manner approved by the Program Administrator. Prior to operating a motor vehicle, the releasee must have a valid driver's license, automobile registration, proper insurance coverage as required by State law, and obtain approval of the Program Administrator.
- (f) Deposit with the Program Administrator all his or her earnings less payroll deductions required by law.
- (g) Be prohibited from entering into any contract, or engage in business, borrow money, purchase property, incur debts or open banking or charge accounts unless he or she has obtained the prior approval of the Program Administrator.
- (h) Leave the Pre-Release Center premises only with prior authorization from Center staff.
- (i) Conduct himself/herself with propriety during release from confinement, obeying all laws and regulations.

- (j) Respond helpfully and courteously when questioned by law enforcement officers or other public authorities; provided, that nothing herein shall deprive any person of his constitutional rights. All such instances of questioning shall be promptly reported by the releasee to the Program Administrator.
- (k) Not use, possess or introduce into the Pre-Release Center weapons, alcoholic beverages, narcotics or drugs except pursuant to doctor's orders.
- (l) Resolve the problems a releasee confronts in nonviolent, respectful ways and will not verbally or physically abuse another person.
- (m) Submit to urinalysis and alcohol tests when requested by Center staff.
- (n) Participate in the Center's Social Awareness Program, in counseling activities, in prescribed treatment services and in other activities he or she agrees to in writing.
- (o) Spend approved home visits at pre-arranged activities with family or friends as approved by the Program Administrator and conduct himself/herself properly, obeying all laws as well as rules of the program during release to the community.
- (p) His/her understanding that his/her failure to comply with the terms of this authorization for release under this law shall subject him/her to the penalties provided by law."

D. CENTER PROCEDURES AND REGULATIONS

1. Orientation

Orientation will be held on the first Friday after coming to the Center, from 7 p.m. to 9:30 p.m. All residents must attend.

2. Alcolysers

Breath tests for alcohol will be given to all residents randomly. They are also given after every pass or at a staff member's discretion. Residents are prohibited from taking any substance that contains alcohol unless it is under doctor's orders. Failure to submit to an alcolyser test is considered a positive result.

3. Adjustment Reports and Hearings

When you break the rules or any part of your Pre-Release Agreement or program contract an Adjustment Report is written describing the infraction. You will be notified in writing that the report has been written and for what violation and asked to sign a form stating that you have been so notified. You will also be notified that there will be an administrative hearing to discuss the report within a relatively short period of time, normally within 72 hours, when possible. If there is anyone whom you feel can provide pertinent information at this hearing you can note this on the informational form and that individual will be told when the administrative hearing is to be held. If this individual cannot attend he will be asked questions over the phone so that pertinent information is obtained. The resident may ask that another person speak in his behalf at the administrative hearing, such as his primary counselor, another staff member or a resident. The form that you will sign is *not* an admission of guilt, but is to insure you are aware a hearing will soon follow and for what, so you will be prepared.

The resident will meet with a board made up of no less than two members who will review the facts in the case. The Adjustment Report will be read to you and you will be given a full opportunity to explain your part in or relationship to the events that occurred. During the hearing, residents may ask questions and make their points in their own behalf concerning information made available to members of the adjustment board. You may hear and question statements of others concerning your involvement in the incident. It is the responsibility of the board to obtain as much information as possible within reasonable time limits and evaluate its accuracy to establish the facts surrounding the event. Then, based on this information, the adjustment board determines the resident's responsibility in the incident. Based on the results of the board, the incident itself, the progress or lack of progress of the resident in the program, and the resident's own comments and suggestions, the board makes a recommendation for action. This action may take the form of

disagreement with the report itself (and thus no action), or, if guilty of a program violation, counseling, restriction, extra duties, loss of Good Conduct Time, reduction in Phase, suspension for a period of time from the program, or revocation from the program, etc. After the adjustment board makes its determination, it is communicated to the resident in writing. The action of the adjustment board may be appealed to the Director. The appeal must be made in writing stating reasons, within 24 hours. The Center Director has final authority in all adjustment matters.

The philosophy of discipline at the Pre-Release Center, like all Center activities, is that responsibility is the key to freedom and success in the community. Each person is accountable for his or her own actions. Each resident signs and has a copy of the Pre-Release Agreement and program contract. In effect, when a resident violates his agreements and behaves irresponsibly, he is in the process of discharging or revoking himself from the program.

4. Alarm Clocks

Being punctual is very important. It is strongly suggested that all residents have alarm clocks after they have been at the Center for one week. If you cannot get your own alarm clock, \$3.00 can be drawn from your account and an electric alarm clock will be given to you.

5. Dress

The Pre-Release Center is a "public facility". Proper attire in a public area should include at a minimum shoes, pants, shirt, etc. Robes or bathing attire are not allowed in public areas.

6. Emergency Leave

On a case by case basis emergency leave up to 48 hours may be granted by the Center Director. Imminent death (communicated by a doctor) or death of an immediate family member (husband, wife, father, mother, son, daughter, brother or sister) is cause for requesting emergency leave. Any emergency leave outside the Maryland - Virginia area requires confirmed round trip fare for transportation prior to leaving as well as a court authorization.

7. Entering and Leaving the Facility

Residents leaving the facility for work or school should make sure that a staff person has punched his time card. For all other authorized absences please use the sign out sheet. All residents should use the front door across from the reception desk for entering or leaving the building. Fire doors are for emergency use only.

8. Gambling

Gambling is not permitted in any form at the Pre-Release Center.

9. Grounds

During daylight hours residents may be outside on the grounds of the Center. Individuals should sign out if they are going beyond the porch. All residents will be inside the building or on the porch by dark. The porch may be used day or night and it is not necessary to sign out. However, during visiting hours the porch is off limits to residents, to allow for visitors to come and go without a problem of access.

10. House Cleanup

Housekeeping is the responsibility of the Center residents. Each resident will be assigned one evening each week on which they are responsible for cleaning a particular public area of the Center. If you are outside the Center during normal cleanup hours (9 p.m. to 10 p.m.) you will be expected to participate upon your return. A roster indicating on which days you are assigned to cleanup will be posted on the bulletin board.

11. Illness

If you are unable to work because of illness, it is expected that you will call and notify your employer. You must also notify the Work Release Coordinator. You may go either to morning or evening sick call at the Medical Section of the Detention Center, or you may go out to see your own doctor. Otherwise you will not be able to leave the building or receive visitors until such time as you return to work.

12. Job Checks

It is necessary for your employer to know of your involvement in the Center program. He will be contacted by the Center staff once every two weeks and asked about your attendance and on-job performance. You will receive feedback concerning these checks.

13. Laundry Facilities

Residents may wash their clothes in the washing machines provided at the Center. There are two small laundry rooms, each containing one washer and one dryer. Be sure the filters are clean before starting the machines. Residents purchase their own detergents. Please do your washing during the day when possible, and do not use the machines after 11 p.m. since other residents are sleeping.

14. Quiet Hours

Noise in the house must be kept at an absolute minimum between 11 p.m. and 7 a.m. so that other residents may sleep. Consideration of others is asked at all times. For example, after quiet hours headphones should be used when listening to stereo, washing machines should not be used, and telephone calls should be kept to a minimum.

15. Meals

Three meals are served at the Pre-Release Center each day.

Breakfast is from 5 a.m. until 7:30 a.m. — (Saturday until 9:00 a.m.)

Lunch is from 12 noon until 1 p.m.

Dinner is from 5 p.m. until 7:00 p.m.

On Sunday there is a brunch from 10:30 a.m. to 12:30 p.m. instead of the regular breakfast and lunch.

If you desire, on work days you may take a bag lunch to work if you sign the lunch list each Friday. This list is posted in the dining room. After you finish eating at the Center you are asked to take your dishes to the kitchen and rinse them off and place them on the sink. At all other times residents are not allowed in the kitchen so that the food service can prepare the meals and clean the area properly. Meals are provided for residents and staff only. Visitors may bring in meals for you during visiting hours, if you so desire. Meals for those working late will be served up to 10:00 p.m., however, no meals will be served after that hour. If a resident returns from "pass" after 5:30 p.m. it is expected that he ate at home and will not be served a meal.

16. Petty Cash

Petty Cash is money which is deducted from your account and given to you each week for "health and welfare" items for yourself. You receive on Mondays after 4 p.m. (not before). If you are not employed and have no money a \$4.00 per week loan will be advanced to you to make phone calls, buy health and welfare items etc. If you are working, \$5.00 of your Petty Cash is in dimes so you will have change for the week. The exact amount of your Petty Cash will be dependent on your particular needs (i.e. gas for commuting to work) and will be mutually arrived at by you and the Supervisor, Operations.

17. Person and Property Searches (no drugs, alcohol or weapons)

You will be subject to searches of your person and property (including vehicles) while a resident of the Center. One of the staff's responsibilities is to insure the Center is drug free as required by law, as well as expected by the community. Experience has demonstrated that the only way to insure drugs and alcohol are not brought into the Center is to randomly search residents as well as their personal property and cars. Anyone found in possession of drugs and/or alcohol in the Center will be returned to security detention and revoked from the program. Charges will be brought in all cases of hard drugs or a substantial amount of marijuana. Narcotics "works", marijuana pipes, screens, cigarette rolling papers and clips are also contraband and not allowed in the facility.

No weapons (i.e. knife) of any type are allowed on your person or in your property.

18. Purchase of Vehicle

Automobiles may be purchased by residents at the Pre-Release Center, but only under specific conditions. The process should entail a thorough review of an individual's transportation needs, his financial assets, comparison of many vehicles, shopping around for the best deal, etc. It should not be a snap decision based upon running across a "good deal", but one in which proper care has been taken to assess one's needs and insure one's money is wisely spent. Residents may use monies from their accounts to purchase automobiles, however, savings will not be used as this money is set aside for your use upon release. The Supervisor, Operations coordinates all purchases of motor vehicles while the Director has final approval on all such purchases.

19. Residents' Vehicles.

In order to drive any vehicle while on the Pre-Release program, it must be cleared first by the Supervisor, Operations. To drive you must provide the Center with: (1) proper registration, (2) papers demonstrating proper insurance coverage, (3) valid driver's license. Individuals may not keep a vehicle at the Center if they do not have a valid license. Inoperative vehicles or vehicles without tags cannot be parked on Center property or in the area. Obtain permission prior to bringing your vehicle to the Center and parking it for any extended period of time.

20. Responsibility for Destruction of Property:

The Montgomery County Code provides, in Sec. 13-10 entitled "Destruction of Property of County Correction Facility or Property of Another", the following:

"Any person or inmate who shall willfully and maliciously destroy, injure, deface or molest any real or personal property of the County shall be charged with an institutional offense, and upon being found guilty through adjustment procedures established by the Director, shall be responsible for reimbursement, at a pro-rated cost, for destroyed, injured, defaced or molested real or personal property of the County."

If you are found responsible for destroying Center property, the amount required to repair or replace the property will be deducted from your account.

21. Rooms

You will be responsible for your keys to your room and locker. The fee for lost keys is \$1.00. You are allowed to decorate your room to your own liking, however, please use non-adhesive picture hangers. Playboy and Playgirl type pictures, if desired, should be hung in the individual's locker not on the walls. You are financially responsible for any damage caused in your room. All rooms should be kept clean and orderly.

Room inspections are made daily and these checks are considered when approving passes. Those who continue to keep dirty, messy rooms can expect to lose passes to give them time to get their area in shape. Snacks such as fruit, cookies, crackers, cheese spread, etc. should not be kept in the rooms because of sanitation problems and the attraction of insects.

Due to fire regulations hot plates, candles and incense are not allowed in rooms. Room heaters are allowed by special exemption. However, when bringing one into the Center, show it to the Supervisor, Operations, who will inspect and tag it.

Visitors are not allowed in the rooms.

Male residents are not permitted to loiter around or enter female rooms. This also applies to females in respect to male rooms.

Each resident should insure his or her room is free of contraband, and, if you find that contraband (drugs, alcohol) is being brought or used in your room, you must take immediate steps to solve this problem to avoid your involvement. Your room is your "turf" and you are responsible for anything in your room, including the bathroom area. A number of alternatives are available to you. For example, if you can't personally handle it by getting the other person to immediately remove the contraband and discontinue the practice or you can't or don't want to change rooms, you can discuss the matter immediately with your primary counselor, or another staff member,

with whom you feel comfortable, to assist you in resolving the problem. If drugs or alcohol are found in a room and the responsible party cannot be identified then all occupants of the room suffer the consequences.

22. Staff Areas

You are not allowed to wander in and out of staff office areas including the "front desk". Since counseling or meetings are ongoing in these areas, you should always knock and obtain permission before entering a staff office.

23. Telephone Courtesy

There are four (4) public phones for 40 residents plus visitors at the Center. In the evenings these phones are in constant use and many residents need to make important phone calls. Thus, each resident is asked not to "monopolize" a phone and to limit his conversation to a reasonable period of time (no more than 20 minutes). If another resident needs to make a phone call and asks you for the phone, you are expected to hang up within 10 minutes. Each resident must be considerate of other residents needs.

24. Transportation

Public transportation is available within two blocks of the Center. Plans should be made to take the bus or arrangements should be made with family, friends or employer to provide transportation to and from work. Many times staff members are available for transportation to job interviews, community services and court hearings, but not to and from work.

25. Trailer

Trailer lounge hours are: — Sunday, Monday, Wednesday, Thursday — 8 a.m. to 11 p.m.
Tuesday — 8 a.m. to 2 p.m.

Friday and Saturday — 8 a.m. to 12:00 midnight.

The trailer lounge is for viewing TV, playing table games, visiting, etc. The partition is not to be opened and not to be used as a doorway into the Social Awareness classroom. The classroom, education room and office are not to be used except for designated activity. Since other activities are ongoing throughout the day and evening in the trailer those residents using the lounge must keep the noise to a minimum (i.e. TV at low volume). Cleanup is accomplished between 9 p.m. and 10 p.m. each day. Thus, those using the trailer should clean up after themselves, so the lounge remains in a presentable condition for anyone using it later.

26. Unemployed Residents Work Around the Center

Unemployed residents, when not actually seeking employment, will be expected to work at the Pre-Release Center and do general cleaning which includes stripping and waxing floors, washing windows, cleaning visitors' bathroom, cleaning machines, etc. Unemployed residents are expected to be out of bed in the dining area by 8:30 a.m. each day to review the plan of action, job seeking activities and cleaning assignments for that day.

27. Urinalysis

Urine samples for drug testing are required from all residents. All residents will be tested randomly except those whose contract states they will be on regular urinalysis testing. These individuals will be tested at least three times a week, Tuesday, Thursdays and Sundays. It is the resident's responsibility to give a sample and he must give a sample in the presence of a staff member within three hours after being notified. Not giving a urine sample within three hours is considered the same as a positive urine result. Residents are not to consume any medication without staff knowledge. Also, residents should not consume anything containing quinine, as any urine sample containing quinine will be considered a positive (quinine is used to cut heroin).

28. Valuables

The Center cannot and will not be responsible for valuable possessions such as televisions, stereos, rings, watches and the like. You are welcome to have them here, but they are your responsibility. You are asked to register such items. Under no circumstances should residents have large sums of

money in the Center — again anything you bring in is your responsibility.

29. Visiting

Visiting is from 1 p.m. to 4 p.m. daily and from 7 to 9 p.m. Sunday through Thursday, 7 to 11 p.m. Friday and Saturday nights. Visiting takes place in the trailer lounge, Center dining area, and Center grounds. We encourage residents to visit with their families and friends. Visiting on Center grounds is over at sundown. Visitors are not allowed at the Center or on the grounds if they are intoxicated. Also, visiting is not allowed in cars, campers, etc. Unemployed residents are not permitted afternoon weekday visits, as this time is to be used for job seeking or Center cleanup.

E. SPONSORS AND HOME VISITATION PASSES

1. Earning Passes and Sponsors

Home visitations provide an opportunity for residents to continue their relationships with their spouses, children, and friends. They are *earned* by responsible behavior; they are an earned privilege approved by the Director, not something you can automatically expect. Before a resident is permitted a home visitation pass, a staff member (usually your primary counselor) must visit your sponsor. Your sponsor is the individual with whom you have a close relationship and with whom you will be spending the majority of your pass. This will usually be a parent or spouse. The sponsor, to the extent practical, accounts for your whereabouts while you are on pass. It will be the sponsor's responsibility to be aware of your activities and whereabouts at all times while you are on pass.

2. Pass Applications and Activities

Pass applications must be turned in directly to a staff member no later than 9 a.m. the Monday before you wish to go on pass. Your pass activities must be *pre-planned and specific*. Activities are limited to the Washington metropolitan area. It is required that you give complete and verifiable details for all activities (to include names, addresses and phone numbers). Home visitation application not fully completed will not be accepted. One activity per day may be to an unverified location (a football game or a picnic in a park), but otherwise the Center must be able to get you by phone at all other times throughout the day and night. All passes are reviewed by the staff and approved by the Center Director.

Applications are filled out in three copies. One copy is to be mailed to your sponsors so they will be aware of your plans, one copy given to you when you "punch out" on pass, and the original is kept by the Center. On the Thursday before your pass, a staff member will contact your sponsor to determine if the proposed activities are agreed upon by the sponsor. Telephone contact will also be made with you, on a random basis, while you are on pass to determine your presence at scheduled activities. A list of approved passes will be posted on the dining room bulletin board on Thursday evenings.

You are expected to be where you said you would be while on pass. If it becomes necessary to change your plans, you must *first* call the Pre-Release Center for approval.

3. Pass Types and Times

Only one home visitation pass will be approved per weekend or seven day period. Depending on your phase, there are specific types of passes available to you. These are:

Day Pass (16 hours) only from 7 a.m. to 11 p.m., sponsor required.

Overnight Pass (24 hours) 6 p.m. to 6 p.m. unless otherwise specified. Sponsor required.

Weekend Pass (48 hours) 6 p.m. Friday to 6 p.m. Sunday, unless otherwise specified.

Sponsor required.

On overnight and weekend passes 9 p.m. is the latest that you may leave on pass. All day passes are from 7 a.m. to 11 p.m. and may not be taken after work.

Shopping Pass — a two hour period on a Saturday between 10 a.m. and 5 p.m. It is approved

through your primary counselor and no sponsor is needed. It is for going to a nearby store to purchase necessities — health and welfare items.

Holiday Pass — a special six hour pass may be requested by anyone on Easter, the 4th of July, Thanksgiving and Christmas. This is in addition to and does not affect your other passes, however they cannot be taken consecutively. The holiday pass cannot extend beyond 11 p.m. This pass does not require a "sponsor".

Special Pass (six hours) — can only be used on evenings where a conflict with already programmed activities does not exist. The six hour pass cannot extend beyond 11 p.m.

4. Pass Money

You may use money from your account, if available, for pass activities. In order to draw money for passes you must have the specified amount over \$40 in your account as of the Wednesday preceding the pass (the \$40 is to cover next week's program costs and your spending money). Any money over \$40 may be used with these maximums:

Day pass, \$10.00 maximum

Overnight pass, \$15.00 maximum

Weekend pass, \$25.00 maximum

There is a \$50 per month maximum amount of money used for passes. Any money you may need over these maximums must be approved separately. Pass money may not be obtained for special or holiday passes.

Each resident may earn only the total of passes permitted in the new phase if he moves into a new phase in the middle of the month. For example, if a resident is in Phase I and has already used two day passes, and then he moves into Phase II for the rest of the calendar month he is permitted only one more pass, because a total of three passes is all that is permitted in Phase II.

5. Passes and Your Work Schedule

If you request a pass on a day you are scheduled to work at your place of employment, you are to go to work (with no exceptions). When possible, you should arrange your passes around your work schedule.

6. Returning from Passes

Each resident is expected to be back at the specified time from pass without exception, so be early in returning. If a resident does not return on time, he is in an unauthorized absence status. Each resident will take an alcosensor test and give a urine sample after returning from pass.

RELEASE OPPORTUNITIES

Generally there are four means by which a resident can be released or discharged from the Pre-Release Center. They are:

A. Reduction of Sentence

A resident may ask his lawyer to apply for a reduction hearing with the court, Center staff will forward a report to the court and make a recommendation. The sentencing judge may suspend the remainder of the sentence and release the resident if the judge determines this action is warranted.

B. Parole

1. *Regular Parole Procedure:* Once a month the Parole Board visits the Center and sees each resident after he has served a quarter of his sentence. The Center staff will make a report concerning the resident's performance and make a recommendation for or against parole. At the hearing the resident is informed of the Board's decision. If the resident is to be paroled, his discharge date will, typically, be two to four weeks after the hearing (eight weeks or more if transferring to another jurisdiction).

2. *M. A. P. (Mutual Agreement Program):* A resident may negotiate a contract with the Parole Board and the Center which states he/she will be released on a specific date if he/she adheres to specific criteria and attains specific objectives (i.e. work at suitable employment 3 months, attend group counseling sessions, remain drug and alcohol free, commit no major infraction of the Pre-Release Agreement, etc.). For further information see a staff member and obtain a summary of the "M. A. P." program.

3. *Short Term Contract:* Same in concept as M. A. P. except for shorter periods of time (90 days or less). Short term M.A.P.'S. are used in all County cases.

C. EXPIRATION (COMPUTATION) OF SENTENCE, GOOD CONDUCT TIME, etc.

Residents who are working or in education programs and who are meeting their responsibilities at the Center may earn up to five days Good Conduct Time, five days Industrial Time, and five days Special Program Time per calendar month. At the end of each month, the time you earned during the month is calculated and noted on your Time Card by a staff member and you are notified of your current release date (it changes each month after crediting you for time earned). The method of calculation is

very specific and somewhat complicated so if you don't understand, ask your counselor. After subtracting earned Good Conduct Time, earned Industrial Time and earned Special Program Time, residents may be released after they have served the designated portion of their sentence. Residents released in this way are still under the supervision of the Division of Parole and Probation, and under the provisions of the mandatory release act and are subject to the conditions of parole.

THE BASIC DO'S AND DON'TS

You've read a lot here, but what are the *basic Do's and Don'ts*?

DO'S:

1. Be "straight" with yourself and others, and cut out the "games".
2. Use good problem solving methods to deal with daily frustrations.
3. Develop realistic goals for employment, housing, finances, leisure time, etc., and work conscientiously towards these goals.
4. Demonstrate responsibility through your actions thus gaining freedom and control of your own life.

DON'TS:

1. No unauthorized absences.
2. No drugs, alcohol or weapons.
3. No violence or threat of violence.
4. No crime!

Residents who behave consistently with the basic Do's and Don'ts are successful on the Work/Release Program.

AN OPPORTUNITY FOR SUCCESS

For many people the Pre-Release Center can be a crossroad in their life. Some residents take every opportunity: get a good job, make a bundle of cash for release, get a good place to live, become seriously involved in the counseling opportunities and really "get it together". These residents tend to demonstrate the same kind of characteristics. They tend to be dissatisfied with themselves for getting involved in the criminal justice process, in the life of crime, and incarceration. They seem to be committed to becoming involved and doing something with themselves. They look seriously and honestly at their own problems and needs. They establish realistic goals and then look at different ways to reach their goals and select a reasonable way. To these individuals, adhering to the program rules is a small part of the program. They are really interested in making it in the community and in life and here lies the real challenge.

Some residents do not perform well and in effect discharge themselves from the program. Approximately 3% of the residents walk off. These are often the very immature residents who simply can't handle the program. They give up. They get disgusted with themselves. They hit a problem they don't know how to handle and they end up leaving, only to return in a matter of days or months to face escape charges and spending a much longer time in confinement.

Approximately one (1) out of four (4) are revoked from the program. These residents are typically still "playing games". Such residents have the attitude "I'll get away with what I can" or "I don't care". Eventually they get caught drinking or using drugs. The staff talks to them about it but nothing happens. They get caught again and finally they have to be removed from the program.

Then there are some residents who simply have a chip on their shoulder. They feel the world is out against them. Opportunities are available to them, but they won't take them. They feel their problems aren't their problems, but everyone else's problems: It's the society; it's the staff; it's the system. Such residents are reluctant to participate in the counseling opportunities, never identify why they are having problems, and eventually press the program and its rules to the point that they have to be removed.

Success or failure in the program or in the community is really your choice. Which crossroad will you take? Three out of every four residents make it through the program and are released to the community with a good job, money in a savings account, a place to live and increased problem solving skills. That 75%, to one degree or another, "make it". It's up to you and it's your future. It is freedom through responsibility.

STAFF ROLES

Knowing the different staff members and their roles is very important. By going to the right person with the right question you will get the best answer in the quickest way. Thus, the roles of the various staff members are generally outlined below:

A. Director

He is responsible for directing the total operation of the County's Pre-Release Program. He is responsible for policy, procedures, overall operations, supervising employees, budget, personnel, discipline, research and public relations. Residents usually see the Director at the house meeting and at the team meetings. Otherwise, he is involved in the above activities.

B. Supervisor, Operations

This staff member is responsible for screening candidates for the program, for the release aspects of the Pre-Release Program, as well as many of the daily activities (food, maintenance) of the Center. Questions concerning release from the Center for any reason should be directed towards him. He oversees the receipt and expenditure of resident income (the Work Release Account) and any special financial problems of residents. He also supervises the Resident Supervisors.

C. Correctional Counselors

These staff members work during the evening hours and are available to discuss anything that might concern you. You may be assigned to one of the Correctional Counselors. You should seek them out any time you find a situation which you want to discuss or which you don't understand. Soon after you first arrive, you will have an opportunity to sit down with your counselor and regularly discuss where you've been and where you are going, etc., with confidentiality. Correctional Counselors complete program contracts with residents and are responsible for psychological testing at intake. They take care of your Time Cards and provide orientation.

D. Work Release Coordinator

The Work Release Coordinator develops jobs in the community, speaks with residents about their vocational goals, counsels with and tests residents to help them decide what jobs (or vocational education program) would be best for them, and sets up interviews for residents with employers. The Work Release Coordinator will assist you and hopefully open the proper doors for you so you can get a "good job". After you obtain a job, he will also follow up with your employer to see how you are doing. You should seek him out if you are experiencing difficulties at work.

E. Community Services Coordinator

This staff member is responsible for arranging services provided by the community. He can get you involved in various education or training programs; drug and alcohol counseling; family counseling; individual therapy, social services, etc. The Community Services Coordinator can also provide you with information concerning early release procedures; i.e. sentence reduction, or parole. This staff member also coordinates Center recreational trips or events, medical services and volunteer activities.

F. Social Awareness Instructor/Counselor

This staff member runs the Social Awareness Program described earlier. The Social Awareness Instructor not only instructs the classes, but coordinates with outside individuals to come in and discuss important issues with residents. Do not hesitate to bring up questions that come up in the Social Awareness Program and ask the instructor to provide information that you desire, if possible. This staff member also coordinates the Basic Academic Education Program for the Center and arranges for S. A. L. tutors to work with residents.

G. Consultant Psychologists

The Pre-Release Center employs, on a contractual basis, several psychologists who work with Pre-Release Center staff and residents approximately 12 hours per week. Psychologists sit in on the team meetings, help in assessing your needs, recommend treatment alternatives, and participate in the Center's group counseling program. A psychologist is available to you if you would like a personal interview to discuss some issues.

H. Parole and Probation Agent

This staff member is employed by the State Division of Parole and Probation and works with the Pre-Release Center in preparing residents for release to the community. The Parole and Probation agents will be your supervisors (or agent) when you are released on parole or probation in Montgomery County. Thus, most of this staff member's time is spent with ex-residents in the community. The Parole and Probation agent also coordinates the M. A. P. program and Parole Board activities.

I. Resident Supervisors

Both men and women Resident Supervisors work at the Pre-Release Center. They provide 24 hour, 7 days a week supervision of the Center activities. Any time during the evening or on the weekends two Resident Supervisors will be on duty at the Center. They will be available to you on an as need basis to answer any questions you may have or help you resolve any problems that come up. You should understand that the Resident Supervisors do have a responsibility to insure the Center is being operated within these guidelines. They insure that residents are accounted for properly, that alcoholysers are given and urine samples are taken, that the Center is cleaned up properly, that medication is made available to residents, etc.

J. Kitchen Supervisors

Two staff members work in the kitchen to provide three meals a day, seven days a week to all residents. They order the food, prepare it, serve it, keep the kitchen in a clean and orderly manner, etc. These Supervisors also perform duties of the Resident Supervisor when their kitchen responsibilities are completed.

K. Administrative Aide/Office Assistant

An Administrative Aide and an Office Assistant work at the Center to help staff accomplish the many administrative duties necessary to operate the Center. These duties include typing, taking dictation, filing paper work, handling the Work Release Account, etc. Indirectly, these individuals do a lot for you. If the staff member is not immediately available, you may communicate a concern you have through the Aides and they will insure the proper staff member gets the message.

L. Counselor Assistants

Two full-time employees, usually from local universities, perform a variety of tasks assigned and listed above, depending upon their schedule. Typically, they are in the internship phase of their professional training.

MONTGOMERY COUNTY PRE-RELEASE AGREEMENT

PRC-54

As a voluntary participant in the Pre-Release Program, I agree to follow the program's rules as stated below:

1. I agree to industriously work at my employment, training or educational program. I will go to and from its location by the most direct route in the least amount of time. After each day's approved activities I will immediately return to the Pre-Release Center. If any situation occurs which prevents me from returning at the prescribed time, I will immediately call the Pre-Release Center for instructions. I will not be absent from the approved day's activities without approval of a Center staff member.
2. I will not act as a strike breaker, or participate in any strikes, demonstrations, or similar activities and I will report any similar situations to the Pre-Release Center staff.
3. I agree to buy the necessary materials, clothing and/or equipment essential to my employment.
4. Prior to making any move to change my employment I will inform the staff of the Pre-Release Program and obtain their approval.
5. I agree to deposit with the Work Release Supervisor my earnings less payroll deductions and I further agree to pay the County 20% of my income for room/board, etc. while working and at the Pre-Release Center. I also agree to pay my valid debts. Prior to borrowing money, incurring debts, opening bank or charge accounts, etc., I will obtain approval from Center staff.
6. I will arrange my own transportation to and from work. I understand that before operating a motor vehicle I must have a valid driver's license, automobile registration, and proper insurance coverage as required by Maryland law.
7. I agree not to leave the Pre-Release Center premises without prior authorization from Center staff.
8. It is, of course, understood that I will obey all laws of the State of Maryland. Should I have any contact with the police I will immediately notify a Center staff member.
9. I agree not to use, possess or introduce into the Pre-Release Center any weapons, alcoholic beverages, narcotics or drugs (unless under doctor's orders).
10. I agree to resolve the problems I confront in non-violent ways and I will not verbally or physically abuse another person.
11. I agree to submit to urinalysis or alcolyser tests when requested by Pre-Release Center staff.
12. I agree to participate in the Center's Social Awareness Program, in the group counseling program and (or) other community programs (i.e. alcohol or drug groups) dependent upon my problems, needs and goals.
13. If I earn home visitation privileges while in this program, I agree to spend my time at pre-arranged activities with my family or friends as approved by the Center staff, and I will conduct myself properly, obeying all laws as well as the rules of the program during my release into the community.
14. I have read the Pre-Release Center Guidebook and agree to follow the program activities and procedures of the Pre-Release Center.

I am committed to making those personal changes necessary for me to remain crime free. Thus, I am ready to become meaningfully involved in this program and the treatment opportunities made available to me. I am prepared to honestly accept responsibility for my own behavior and will demonstrate responsibility through my actions.

I realize that if I violate my part of this agreement I can be immediately removed from the program and placed in security confinement, and I will be subject to the penalties provided by law.

Resident's Signature _____

Date _____

Signature of Staff Member _____

Date _____

Appendix B
Maryland Law Pertaining to PRC

Article 27 - Crimes and Punishments

Section 645T. Montgomery County Work Release/Pre-Release Program

(a) In Montgomery County, whenever a person is detained or sentenced to the Montgomery County Department of Correction and Rehabilitation by any court in the County, the judge ordering the confinement or, if he is unable to act, then any other judge of the committing court, at any time during the period of confinement, after a recommendation of the Deputy Director for Pre-Release, and in accordance with the selection requirements and programs which have been or will be enacted by the County Council of Montgomery County, may approve the transfer of the person to the Work Release/Pre-Release Center to participate in the correctional program. After the prisoner enters his correctional program, the judge ordering the confinement or, if he is unable to act, then any other judge of the committing court, may order the release of the prisoner from custody based upon the Deputy Director for Pre-Release's recommendation and his report of the prisoner's performance in this correctional program. However, if a program participant violates the conditions or terms of the Work Release/Pre-Release Program and is revoked by the Deputy Director for Pre-Release, the judge of the committing court may re-designate the Maryland Division of Corrections as the agency of custody for the remaining term of the inmate's confinement.

(b) The Montgomery County Council is authorized and directed to establish "work release" and "pre-release" programs under which persons detained or sentenced to the Montgomery County Department of Correction and Rehabilitation by a judge, upon approval of the Director of the Department of Correction and Rehabilitation may be granted the privilege of leaving confinement during necessary and reasonable hours for the purpose of seeking or working at gainful employment and may participate in other rehabilitative activities including but not limited to intensive counseling, academic education, home visitation, transitional phased release programs, as well as maximum use of other community resources or other similar rehabilitative activities. Whenever the prisoner is not employed, or otherwise participating in his work release program, he shall be confined in the Pre-Release Center unless the committing court shall direct otherwise.

(c) The earnings of the prisoner, less payroll deductions required by law, shall be collected by, or surrendered to, the Director of the Department of Correction and Rehabilitation (or his authorized representative). From these earnings, the Director of the Department of Correction and Rehabilitation may deduct: the amount determined to be the cost to the County of providing food, lodging and clothing for such prisoner; actual and necessary food, travel and other expenses incidental to his participation in the program; any amount the prisoner may be legally obligated to, or desirous of paying for the support of his dependents; and such reasonable amount as is necessary for the repayment to the State or the County for assigned counsel, in the event the prisoner was represented by a court-appointed attorney; and credit any remaining balance to the prisoner's account to be disposed of as requested by the prisoner and approved by the Director of the Department of Correction and Rehabilitation.

(d) In the event of any violation of trust or conditions prescribed by the Council, for conduct and employment, a prisoner may be removed from the program and any earned diminution may be cancelled. Failure of a prisoner to comply with the terms of his authorization for leave shall be considered as a violation of the provision of Section 139 of this article.

(e) The Montgomery County Department of Correction and Rehabilitation shall provide all work release, pre-release, and similar services to Montgomery County residents who are sentenced to the custody of the Maryland Division of Corrections. Only those eligible individuals who are screened and recommended for approval for work release or pre-release programs, or both, by both correctional agencies mentioned above will be transferred by the Commissioner of Corrections to the Montgomery County Department of Correction and Rehabilitation. The County facilities shall operate in accordance with general operational standards approved by the Commissioner of Corrections. The Montgomery County Department of Correction and Rehabilitation and the Maryland Division of Corrections shall negotiate a contract each year providing for State reimbursement on a per diem basis for operational costs to Montgomery County for providing the community correctional services, as described in this section, to offenders sentenced to the State Division of Corrections and incarcerated in the Montgomery County Department of Correction and Rehabilitation.

Appendix C
Pre-Release Intake Form

PRE-RELEASE INTAKE

I. CASE STATUS

- Court Recommended
- Approved Candidate for Rating
- Continued Screening/Questionable Areas
- Ineligible/Disapproved: _____

II. CLEARANCES:

- Medical Yes No
- Psychological Yes No

(Candidate will not be rated until clearances are obtained by Dept. medical doctor and the PRC psychologist.)

III. GENERAL INFORMATION:

Name _____ Rec'd by Dept. _____

Address _____

City: _____ County: _____ State: _____

Phone: _____ Date of Birth _____

Place of Birth _____ Sex _____ Age _____

Height: _____ Weight: _____ Race: _____ Med. Prob. _____

Social Security # _____ Institutional # _____

Driver's Permit # _____

In Case of Emergency: _____

Phone: _____ Address: _____

IV. LEGAL/CRIMINAL INFORMATION:

Court: _____ Judge: _____ Lawyer: _____

<u>Charge</u>	<u>Case #</u>	<u>Sentence</u>	<u>Begins</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Court Ordered Payments: _____ Attorney's Fees: _____

Special Conditions: _____

Estimated Expiration/Parole Date: _____

Detainers: _____

Other Charges: _____

<u>Prior Adult Criminal Activity:</u>	<u>Disposition:</u>	<u>Year:</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____

Previous W/R or P/P Revocations: _____

Number of Previous Felonies: _____ Misdemeanors: _____

Number of Prior Incarcerations (post trial) over 30 Days: _____

Juvenile Record: _____

CRIMINAL RECORDS CHECK

Identification Unit (279-1517) _____

NCIC (279-1528) _____

Parole and Probation (948-1227) _____

FBI (393-7100) _____ FBI # _____

_____ Detainers _____ Warrants _____ Escapes

Would you please explain your present charge(s) and the circumstances that surround them?

What other arrests or convictions have you had?

Is there a pattern?

V. VOCATIONAL:

Presently Employed: _____ Yes _____ No

Company Name: _____ Phone: _____

Address: _____

Skills: _____

Do you presently have a job or do you wish to find another job?

What types of jobs have you done before?

What kind of work would you enjoy?

How would you handle transportation to and from work?

What is your current financial situation?

Do you have any medical problems that would affect you in working?

Have you ever had any serious illness?

VI. EDUCATIONAL:

Highest Grade Completed: _____ H.S. Graduate: _____

G.E.D.: _____ Vocational Ed.: _____ College: _____

Literate: Yes No Suspended Expelled

Where did you go to school and for how long?

What kinds of grades did you make?

What things about school did you like most?

What did you like the least about school?

Overall, what kind of experience was school for you?

What are your future educational plans?

VII. RELIGIOUS:

Religious Involvement: Yes No Preference: _____

Comments: _____

VIII. MILITARY:

No _____ Yes _____ Branch _____ Years _____

Discharge: _____ VA Benefits: _____

How were you treated in the service?

What kind of experience was it for you?

IX. SOCIAL HISTORY:

Marital Status: Single ___ Married ___ Div. ___ Sep. ___ G.F. ___ Wid. ___

Previously Married: _____ # Dependents _____

Currently Married: _____ # Dependents _____

Support: Voluntary: _____ Court Ordered: _____ \$ _____

Presently Living With: _____

Family:

<u>Name</u>	<u>Age</u>	<u>Occupation</u>	<u>Other</u>
-------------	------------	-------------------	--------------

Mother: _____

Father: _____

Adopted: _____ Foster Care: _____

How would you describe your relationship with your wife/
girlfriend?

How would you describe your parents' relationship with each
other?

How were you treated by your parents?

How do you get along with them?

How does your family feel about you now?

With whom in the family do you feel the closest?

With whom outside the family do you feel the closest?

Who will be your sponsor for home visitations?

X. LEISURE TIME ACTIVITIES:

Spare Time Activities: _____

How do you use your spare or leisure time?

Who do you run around with/spend time with? Where?

XI. ALCOHOL AND DRUGS:

Alcohol: Beer ___ Wine ___ Liquor ___ How Often ___ None ___

Drugs: Heroin ___ Cocaine ___ Halluc. ___ Ups ___ Downs ___

Grass ___ How Often ___ Addiction: No ___

Yes ___ Yrs ___

Have booze or drugs ever gotten you into trouble?

Do you feel that booze or drugs have contributed to your being here?

Do you need assistance in dealing with booze or drugs?

XII. PREVIOUS SERVICES/TREATMENT:

Alcohol Treatment Program Drug Treatment Program

Soc. Ser. Voc. Reh. Employment Co. Health Ser.

Psych. Care Mental Hospital Suicide Attempt

Escape

Comments: _____

XIII. SUMMARY:

Looking back, how do you feel you ended up in this position?

What do you feel you need to do to stay out of here?

Is there anything we haven't discussed yet that you feel is important?

XIV. CONTRACT:

Employment

Skill Training

Release Plans

Treatment

Behavior

Other

Education

Financial Plans

Appendix D
Suitability Selection Scale

GUIDELINES FOR RATING ITEMS

ON SUITABILITY SELECTION SCALE

Purpose: A structured rating scale of weighted selection items to establish a priority list for review of cases by the Department Deputy Director (Pre-Release) and for assisting him to evaluate and recommend to the court that the individual be transferred to the Pre-Release Center.

1. Court/Parole Board - An applicant receives seven (7) points if he is recommended by the sentencing judge. An applicant will receive seven (7) points if recommended by the Parole Board.
2. Time in Confinement - An applicant receives two points for each month in confinement (whether pre-trial or post-trial) up to a maximum of twenty (20) points.
3. Instant Offense - This category is broken down into groups (e.g. seriousness of charge, violence factor, etc.) and points are awarded or subtracted accordingly. See attachment.
4. Past Criminal History - This category is based on the applicant's past involvement with the criminal justice system. Items considered are arrests, convictions, crime free period of time, and a pattern of violent behavior. Points are awarded or subtracted accordingly. See attachment.
5. Prior Incarcerations - The more post trial incarcerations (over 30 days) an applicant has, the less time period between incarcerations, etc., the less the points awarded and more subtracted. See attachment.
6. Place of Residency - An applicant receives 20 points if his home of record is Montgomery County, seven (7) if he lives elsewhere in the State of Maryland, and three (3) if he is from the Washington Metropolitan area (including Washington, D.C. and northern Virginia).
7. Employment Factors - Points are awarded for past work history (more than 6 months steady), current availability of employment, employment skill level, availability of transportation, and employer needs. See attachment.

8. Family Responsibilities - This category awards points to the applicant with family and financial needs. Points are awarded as follows:

- A. Ten points are awarded for married persons living with spouse and children. Up to 10 additional points are awarded for family support requirements and numerous bills that need his/her attention.
- B. 0 to 10 points are awarded single persons, those living in a common-law relationship or those divorced or separated. Financial responsibilities and dependents are considered in that the greater the responsibility, the greater the points awarded.

9. Treatment Need Factor - This category gives points to the applicant who typically does not receive points elsewhere. Three items are considered: needs a job or skills; or needs personal adjustments +7 points; no previous residential treatment +7 points. Total equals +14 points.

10. Previous Revocation/Recidivist - Self explanatory. Those having previous correctional opportunities and fails receive less points.

Work Release - 20

Parole - 10

Probation - 5

Recidivist after Work Release - 20

(a. within 30 months; b. not applicable to support/
contempt cases)

11. Lack of Failure Indicators - Applicant receives -5 points for each failure indicator identified. If no failure indicators are identified, the 15 points are awarded. Points are subtracted or added as follows:

No failure indicator identified	+15
Drug abuse identified	- 5
Chronic alcohol problems identified	- 5
Mental hospitalization	- 5
21 years old or younger	- 5
Past escape	- 5

12. No Identification of Specific Factors - +15 points are awarded if multiple problems - (drugs, alcohol, or socialized deviance in combination with immaturity are not identified; however, if a combination is identified no points are awarded. Also no points are awarded if Emotional Dysfunction or Unsócialized Aggressive pattern is identified.

13. Personality Characteristics - 0 to +30 points. The consulting Clinical Psychologist evaluates the psychological tests of each applicant, then assigns points based on the scale scores and profile pattern (interviews applicant if required). The areas evaluated are:

Maturity Level	0 to +10
Motivational Level	0 to +10
Trust Level	0 to +10

14. Institutional Performance - From -15 to +15 points are awarded or subtracted by the Detention Center Counselors/staff. See attachment.

ATTACHMENT

#3. Instant Offense*

<u>-25 to -20</u> <u>Group I</u>	<u>-15 to -10</u> <u>Group II</u>	<u>-5 to 0</u> <u>Group III</u>	<u>0 to +5</u> <u>Group IV</u>
Murder	ASB (more serious cases)	ASB (least serious cases)	Non-support
All violent sex crimes	Unauth. use of M/V	Shoplifting	Contempt
Sex assault	Distribution or Poss of CDS	RSJ	Traffic cases
Child	Larceny over \$500	Larceny under \$500	Trespassing
Armed robbery	Extortion	Perjury	Disorderly conduct
Arson	Blackmail	Larc. after trust	Prostitution
Kidnapping	Child abuse	Welfare fraud	Rogue and vagabond
Escape*	C.O. weapon	Indecent exposure	Destruction of property
	Forgery		
	False Pretense		
	Nighttime HB		
	Burglary		
	STHB		
	BSE		
	Manslaughter		
	Sex offenses (no violence)		
	Robbery (strong arm)		

*Plea bargaining may affect ratings; each case will be individually analyzed.
*Escape cases are ineligible if it occurred within last two years.
*Violation of Probation or Parole will vary depending on original charge.

ATTACHMENT

#4. Past Criminal History*

<u>-20 to -15</u>	<u>-15 to -10</u>	<u>-5 to 0</u>	<u>0 to +5</u>
1. Five or more convictions	1. Two to four convictions, numerous arrests indicating pattern	1. One or two convictions and few arrests	1. First conviction for crime which is not of a violent nature
2. Three or more convictions of violent nature	2. Two convictions of violent nature	2. One conviction of violent nature	2. No lengthy pattern of arrests
3. Recent period between conviction is less than 6 mos.	3. Recent period between convictions is less than 1 year	3. Period between convictions is at least 2 years	
4. Arrest/convic. pattern (over 12) indicates a professional or career criminal.			

*Juvenile record should be taken into consideration

#5. Prior Incarcerations

<u>-20 to -15</u>	<u>-10 to -5</u>	<u>0 to +5</u>	<u>+5 to +10</u>
1. Incarcerated 4 previous times over 30 days each	1. Incarcerated 2 or 3 previous times over 30 days each	1. Incarcerated at least one other time over 30 days	1. No previous incarcerations

ATTACHMENT

#5. (Continued)

<u>-20 to -15</u>	<u>-10 to -5</u>	<u>0 to +5</u>	<u>+5 to +10</u>
2. Recent time between incarcerations is less than 6 months	2. Recent time between incarcerations is over 6 months	2. Time between incarceration is over 2 years	2. Incarcerated on one other occasion for under 30 days
3. Age of first incarceration is 15 or less	3. Age of first incarceration is over 15	3. Age of first incarceration is over 19	3. Age of first incarceration is over 24 years.

#7. Employment Factors

<u>0</u>	<u>+5 to +10</u>	<u>+10 to +15</u>	<u>+20 to +25</u>
1. Poor work history (less than 6 months)	1. Fair work history (continuous for 6 months)	1. Good work history (continuous for 1 year)	1. Excellent work history (continuous for 5 yrs)
2. No skill	2. No skill	2. Semi-skilled	2. Quality job at high level
3. No job	3. No job	3. Job but not of high quality	3. Employer needs him/her
4. No transportation	4. Transportation is questionable	4. Transportation is satisfactory	4. Transportation is good

ATTACHMENT

#14. Institutional Performance

<u>-15 to -10</u>	<u>-10 to 0</u>	<u>0 to +10</u>	<u>+10 to +15</u>
1. Four or more serious disciplinary problems	1. 1 to 3 disciplinary problems	1. 1 disciplinary problem	1. No disciplinary problems
2. Poor work/school performance	2. Fair work/school performance or not participating in either	2. Good work or school performance	2. Excellent work or school performance
3. Poor overall adjustment	3. Fair overall adjustment	3. Good overall adjustment and attitude	3. Excellent overall adjustment and attitude
4. Extremely serious infraction			

GENERAL PRC APPLICANT PRIORITY GROUPS
BASED ON SUITABILITY SELECTION SCALE SCORES
FOR ELIGIBLE CANDIDATES

Eligible applicants (those meeting legal screening criteria) are individually rated on a structured 14 item "Suitability Selection Scale." The individual scores are placed in rank order to establish a priority list for case review by the Department Deputy Director (Pre-Release). The Suitability Selection Scale and resulting priority list provide an objective method of evaluating individual cases and is used (along with other appropriate information) when determining which cases the Program Administrator should recommend to the court for transfer to the Pre-Release Center. (Cases of a violent/sexual nature may be screened out and given no priority by the Center Director.)

Below is a summary of PRC applicant priority groups based on Suitability Selection Scale scores for eligible applicants. The scale range is -100 to +200 with almost all applicants falling between +10 to +110:

- 80 or higher scores - High Priority Applicants - PRC Applicant Screener initiates processes for transfer unless there is a questionable factor such as a serious violent crime, poor psychological screening results or past history of in-program failure - then evaluate on a case by case basis with the Center Director to determine action.

- 60 to 79 scores - Moderate Priority Applicants - Close individual case evaluation by the PRC Applicant Screener followed by review/evaluation with the Center Director to determine possible transfer, other alternatives or subsequent priority.

- 40 to 59 scores - Low Priority Applicants - Delay action on case: possible later review for Parole contracting or possible transfer during last 60/90 days prior to release if Montgomery County resident and if no more suitable applicant is on the priority list.

39 or lower scores - Unsuitable Applicants - Inform applicant he/she will not be transferred to the Pre-Release Center unless some exceptional circumstances exist as determined by the Center Director.

Note: County law states "Applicant who is a resident of Montgomery County may be given priority over non-residents." The Suitability Selection Scale is weighted in favor of County residents.

Appendix E
Criteria for Pre-Release
Program Contracts

CRITERIA FOR PRE-RELEASE PROGRAM CONTRACTS

The criteria listed below comprise the program that has been mutually agreed upon by _____ and the Pre-Release Center on _____, 19__.

I. Employment

I will be employed at _____.

I will be up by 8:30 A.M. each morning and will check with the Work Release Coordinator about employment. I will work around the PRC until I find employment. I will find a job within 3 weeks.

I will take vocational tests and evaluate my employment goals with the Work Release Coordinator.

II. Treatment

*I will see my primary counselor at least once a week.

*I will regularly participate in a counseling program within the community.

I will attend money management counseling sessions (all non-support cases).

I am willing to enter counseling with _____ (an intimate).

III. Education

*I will attend all Social Awareness classes.

I will attend GED, SAL, Basic Ed, college (schedules coordinated with staff).

I will attend literacy classes. (Mandatory for young illiterates.)

IV. Skill Training

I will discuss with the Work Release Coordinator obtaining job training _____ (O.J.T., GM School, OIC, Voc. Rehab., etc.)

V. Behavior

*I will be alcohol and drug free.

*I will be punctual and will be accountable to the Center for my whereabouts at all times.

* Required of all PRC residents.

- *I will not verbally or physically abuse another person.
- *I will follow staff instructions.
- I will be on regular urinalysis. Failure to give a urine or quinine in my urine will be considered as a positive sample.

VI. Finances

- *I will turn in to the Pre-Release Center all my earnings plus pay stubs.
- *I will pay 20% of my gross earnings for room and board (\$4.00 daily if self-employed).
- I will save a minimum of _____% per week. My savings goal is _____ dollars.
- I will pay restitution or fines, etc. of _____ per _____.
- I will pay _____ per _____ for family support to _____.
- I desire to make payments on the following bills. _____

VII. Release Plans

- I desire to locate a suitable living environment prior to release.
- *I will coordinate my efforts with the Community Release Coordinator to obtain suitable housing.
- I desire to live with _____ upon release.
- I will contact the Parole and Probation Officer at the Center to coordinate my release plans.

VIII. Other

- I would like to participate in a community volunteer work project.
- I will establish new (positive) peer associations, either through my job, family or through planned social outlets (i.e. when on pass).
- I will obtain a driver's license.
- I will attend church at _____ on Sundays.
- I would like to participate in Jaycees, golf lessons, or another structured activity in the community, if possible.

I understand and agree that if I violate any of the terms of this contract I will have terminated myself from the Pre-Release Center Program.

Appendix F
Behavioral Classification Categories

MONTGOMERY COUNTY

DEPARTMENT OF CORRECTION AND REHABILITATION

Pre-Release Center

CLASSIFICATION CATEGORIES

- I. Purpose: To establish a standardized way of identifying the nature and patterns of problems the individual was experiencing which underlay and contributed to the deviate behavior (that resulted in the current incarceration).
- II. Procedures: Primary (and secondary if identified) classifications will be assigned by the staff team for each resident during the initial team meeting. These classifications provide a general description of the problems underlying the deviant behavior which resulted in incarceration.
 - A. Information Base: The staff treatment team of each unit of the Pre-Release Center assesses each incoming resident and identifies the primary and secondary patterns of behavior which directly contribute to the individual's criminal behavior. The assessment is based upon:
 - (1) a standardized intake interview by the PRC Screener,
 - (2) the personality profiles established after administering and scoring psychological tests (typically the California Personality Inventory and the Tennessee Self Concept Scale),
 - (3) the Pre-Sentence Investigation,
 - (4) the Program Contracting session with a PRC Counselor, and
 - (5) an hour initial team meeting (which involves a standardized interview with the resident) by a majority of the Pre-Release Center staff.
 - B. Identification of Primary and Secondary Patterns:
 1. After reviewing all the information and interviewing the newly arrived resident, the appropriate primary and secondary offender classification patterns are selected and written on the case summary form in pencil (it may be changed at a later date after further observation of the individual's behavior).

2. Patterns not Mutually Exclusive:

The Offender Classification Patterns are not mutually exclusive, they each do significantly differ from one another and are well enough defined that with proper information (which is typically available) assessment and identification of the predominant patterns are fairly easy. This is not to say that traits of other patterns are not also identified in any particular case, but these traits are not part of the predominant pattern.

3. An example:

A case may be assessed as a primary of "Drug Pattern" (the individual was stealing while under the influence of drugs and needed money to buy more drugs) and a secondary of "Socialized Deviance" (adherence to the peer group and its code). In this case these two patterns appear predominant although aspects of the individual's behavior may also fit into the "inadequate/immature pattern." The individual may also have destroyed some brain cells as a result of the drug use, but the "organic dysfunction" is not that significant. This is an example of a fairly complex case that would cause staff discussion as to which pattern really predominates.

4. Consensus of unit treatment team:

After review of all the information, interview of the resident, and staff discussion and assessment of the basic patterns involved, a staff consensus is found (typically aided by the Clinical Psychologist in the most difficult cases) and the Unit Supervisor notes the patterns on the PRC Case Summary Card.

C. Definition of Patterns:

1. Inadequate/Immature Pattern:

These individuals demonstrate a pattern of behavior reflecting little self-direction, limited self-control, and/or very poor judgment which, many times, results in their deviant behaviors. The individuals feel they have limited control over things that happen "to them" and it is "others" or the "situation" that is responsible. They fail to

appreciate their own role and responsibility for their problems. Despite difficulties and conflicts in their past they may face the future with high hopes, but without realistic plans. Rather than age-appropriate, goal-directed, problem-solving behavior they act very impulsively without thinking about the consequences of their actions. They frequently over-react, insisting their way is fine, and wanting immediate gratification. Their behavior often appears shortsighted, self-defeating, based upon judgment that has not developed past an early adolescent level.

2. Socialized Deviant Pattern:

Individuals demonstrating this behavioral pattern have a deviant value system that is a result of growing up and learning activities through their family and/or peer groups which accept behaviors against the law as a way of life. These individuals adhere to the "code" of their own group, and will typically maintain this identification when interacting with authorities. Their behavior, many times, exhibits a failure to abide by mainstream social values but the individual is not particularly anxious about it and appears "well adjusted" within the deviant value system. The family or peer group provides the approval, belongingness, attention, status, and self-identity to maintain the deviant values and behaviors.

3. Alcohol Pattern:

Individuals demonstrating this pattern use, abuse or are dependent upon alcohol, and their condition resulting from alcohol consumption directly contributes to lawbreaking behavior.

4. Drug Pattern:

Individuals demonstrating this pattern use, abuse or are dependent upon drugs, and their condition resulting from drug use directly contributes to lawbreaking behavior.

5. Emotional Dysfunction Pattern:

The deviant behavior of individuals demonstrating this pattern is directly attributable to significant emotional instability (overriding other possible

factors such as inadequate/immaturity, etc.). Such individuals have a mental disorder (e.g. significant neurosis or psychosis) which directly contributes to their criminal behavior as assessed by a clinical psychologist.

7. Unsocialized Aggressive Pattern:

Individuals demonstrating this pattern have little or no identification, attachment, or loyalty to others, and, as such, they are loners who are out for themselves. They have little allegiance to an outside value system, however they are very independent, self-reliant and self-directed. Their life style has the qualities of aggressiveness, manipulation and excitement. They, typically, are defiant against authority figures, are very calculating in how to get their way, and pay little attention to social mores or legal limits. They demonstrate little anxiety or guilt when they lie, or about their criminal or deviant behavior.

8. Situational Incident Case:

Generally well-integrated, organized individuals who basically follow established social values, confront a "unique" situation under "stressful" circumstances where their reaction becomes atypical of their normal behavior. This behavioral reaction results in criminal conviction but continued criminal behavior is highly unlikely, as are the circumstances which contributed to it.

9. Organic Dysfunction Pattern:

The criminal activities of these individuals within this pattern are attributed directly to their organic limitation or impairment as assessed by the Clinical Psychologist. Examples of these cases are the mentally retarded and significantly brain damaged alcohol and drug abusers.

Appendix G
Job Performance Form

JOB PERFORMANCE FORM

Rating

- _____ A. How would you describe _____'s technical competency?
a. High (4)
b. Average (3)
c. Low (2)
- _____ B. What is the quality of _____'s work?
a. Excellent (5)
b. Very good (above average) (4)
c. Average (acceptable) (3)
d. Poor (below average) (2)
e. Extremely poor (1)
- _____ C. What is the quantity of work performed?
a. Extremely high (5)
b. Above average (4)
c. Average (acceptable) (3)
d. Below average (2)
e. Extremely low (1)
- _____ D. How is _____'s punctuality and attendance?
a. Rarely late; rarely misses work (4)
b. Sometimes late but not often enough to consider a problem (3)
c. Often late to work; often misses work; one is considered a problem (2)
- _____ E. How well does _____ carry out instructions?
a. Needs no instruction and always follows through with the job (dependable) (5)
b. Needs a little instruction and follows through (4)
c. Needs moderate amount of instruction and then is able to follow through (3)
d. Needs a great deal of instruction, but does follow through (2)
e. Needs a great deal of instruction and usually is unable to follow through on job (undependable) (1)
- _____ F. How does _____ handle supervision?
a. Very easy and pleasant to work with (4)
b. Satisfactory working relationship, no significant problem (3)
c. Frequently is difficult to work with (2)
- _____ G. How does _____ get along with co-workers?
a. Always gets along with everyone (4)
b. Gets along with most co-workers with few exceptions (3)
c. Experiencing significant problems with co-workers (2)
- _____ H. When _____ is confronted with a problem how does he/she handle it? (frustration and tolerance)
a. Generally sticks to job in face of obstacles or setbacks (4)
b. Generally sticks to job but may show some distress and frustration (3)
c. Has considerable difficulty in sticking to job when faced with obstacles and often becomes very frustrated (2)
- _____ I. How would you describe _____ motivation or attitude toward work: Industrious and hardworking (4) or unmotivated and lazy (2), or somewhere in between (3)

_____ J. Is there anything we haven't touched on that you consider important?

Total _____

Average _____

Appendix H
Benchmarks for Disciplinary Action

A GUIDE:

BENCH MARKS FOR DISCIPLINARY ACTION

- I. The purpose of the following bench marks for disciplinary action is to serve as a guide to the staff in evaluating program violations and in recommending disciplinary action. Consistency within a correctional organization is extremely important and, although we do not want a rigid set of disciplinary actions tied into certain program violations, we do want general consistency in dealing with the behavioral problems of residents in this Center. The bench marks will serve as general guidelines to staff, but each case must be evaluated on its own merits. There is ample flexibility within these guidelines so that adjustment teams can recommend actions most appropriate for the specific case.

- II. The decision of an Adjustment Team concerning disciplinary action shall be based on the weighing of the following factors, depending on the individual case:
 - A. By far the most important factor in evaluating the case is the actual demonstrated behavior of the individual and the seriousness of the program violation.
 - B. Environmental, interpersonal, and motivational factors influencing the situation at the time of the infraction (avoid rationalizations).
 - C. Past pattern of behavior of the individual both positive and negative while at the Pre-Release Center. Motivation of the individual to deal with the problems that brought him/her to the criminal justice system.
 - D. Consideration of program standards and behavioral limits which must be maintained within the Pre-Release Center.

- III. Automatic revocation action will be taken in the following cases:
 - A. Physical violence to any person.

- B. Unauthorized absence beyond a 24 hour period.
- C. Possession of alcohol, drugs, narcotic works or a weapon at the Pre-Release Center.
- D. Threat of violence to any staff member or member of the community.
- E. Commission of a crime while on the program.
- F. A violation of a specifically contracted item, which was required of the resident for him to remain in the program (i.e., the written understanding with the resident that any indication of alcohol consumption would mean automatic revocation from the program).

IV. Major program violations requiring mandatory completion of an adjustment report (PRC-71) and an adjustment board hearing:

- A. Definition of major program violations are as follows:
 1. Dirty urine or obvious intoxication (6 points).
 2. Unauthorized absence from the Center or any approved activity (less than 24 hours, but more than 2 hours). (6 points)
 3. Positive alcosensor (5).
 4. A threat of violence to a resident or serious verbal abuse of another person (5).
 5. Fired from one's job or quitting without staff approval (4).
 6. Refusal to comply with specific and reasonable instructions from a staff member (4).
 7. Not depositing one's earnings with the Pre-Release Center (4).
 8. Not attending Social Awareness or other community services when contracted (3).

9. Operating a vehicle without proper authorization (3).
10. Incurring a large debt without approval from the Center staff (3).
11. Lateness of more than 30 minutes up to 2 hours:
30 minutes to 60 minutes = 3 points
60 minutes to 2 hours = 4 points

Note: Point assessment will be made by the adjustment team. If the resident is found both guilty of the infraction and responsible for the action, points will be assessed.

B. Bench marks (guidelines) for action by the adjustment board for major violations:

0 - 4 program violation points: counseling to restriction

5 - 8 program violation points: counseling to suspension

9 - 12 program violation points: extra duty to revocation

17 - 20 program violation points: suspension to revocation

21 or more program violation points: revocation

Note: Those cases which involve greater point totals should result in greater loss of privileges and freedoms.

V. Minor Program Violations

- A. A minor program violation is any infraction other than those considered major infractions and described above. For example, a violation of the Center Guidelines concerning visiting privileges. A minor program violation equals two (2) points when it is considered an adjustment report (a 71).

- B. A staff member observing a minor program violation has the option of writing a 71 or a 72, depending upon their evaluation of the nature and seriousness of the infraction and the circumstances involved.
- C. Bench marks for action by adjustment team for minor violations that are classified as adjustment reports (71):

First minor guideline violation when a 71 (2 points):
Counseling.

Second minor guideline violation when a 71 with no major violations (4 points): Confrontive counseling.

Second minor guideline violation when a 71 with a major violation (more than 4 points): Counseling, extra duty or loss of a pass.

Third minor program violation when a 71 (6 points) is considered the same as one major violation, however, a resident may not be revoked or suspended for a minor violation.

VI. Movement forward and back in phase:

When there is a serious adjustment violation, or a regular pattern of adjustment problems, the adjustment board should evaluate the appropriateness of phase movement (not moving forward or moving backward in phase). Phase movement backwards can be made for either minor (when the resident has five or more points) or major violations.

VII. Good Conduct Time and Industrial Time:

Residents will not earn good conduct time when the adjustment board finds that the resident is guilty of a major program violation. Under such circumstances the Adjustment Team will recommend that the resident not earn a portion or all of his good conduct time based on the evaluation of each individual case. When a minor program violation is involved, not earning good time is optional and at the discretion of the board, depending on the individual case.

Residents will not earn a portion of Industrial Time when the adjustment board finds that the resident is guilty of a major program violation involving work.

Appendix I
Montgomery County Code:
Chapter 13, Article II

ARTICLE II. WORK RELEASE/PRE-RELEASE PROGRAMS

Sec. 13-11. Established

There is hereby established by the County Council pursuant to Article 27, Section 645T of the Annotated Code of Maryland (1971 Rep. Vol.; 1973 Cum. Supp.), Laws of Maryland, a Work Release/Pre-Release Program under which selected individuals detained or sentenced to the Montgomery County Department of Correction and Rehabilitation may be granted the privilege to leave the Pre-Release facility during necessary and reasonable hours for the purpose of seeking or working at gainful employment, attending a training program, and may participate in other rehabilitation activities including, but not limited to, intensive counseling, academic education, home visitation, transitional phased release programs, as well as maximum use of other community resources or other similar rehabilitative activities as approved by the Director. Whenever the prisoner is not employed or otherwise participating in the Work Release/Pre-Release Program, he or she shall be confined in the Pre-Release Center.

Sec. 13-12. Purpose.

The purpose of the Work Release/Pre-Release Program is to provide opportunity to inmates for:

- (a) Continuing employment, education or training.
- (b) Continuing contribution to family support.
- (c) Accumulating savings for use upon release, making restitution or payment of legitimate debts.
- (d) Participating in the Program's counseling services, Social Awareness and educational programs.
- (e) Participating in other community services and

activities such as specialized alcohol treatment services, drug rehabilitation programs, private psychotherapy, community adult education programs, college courses, and supervised community recreational events.

(f) Continuing and acquiring self-respect that flows from self-support and personal accomplishment.

(g) Participating in a transitional phased release experience leading to increased personal responsibility.

(h) Giving the authorities the means of determining suitability for parole.

(i) Reducing the risks and fears of the prisoner and society during the difficult period of adjustment immediately after confinement.

(j) Obtaining suitable housing prior to release.

(k) Providing services to offenders which will decrease the probability of continued crime after discharge to the community.

(l) Remaining or becoming a contributing member of society.

Sec. 13-13. Definitions.

For the purpose of this Article the following words and phrases shall have the meanings respectively ascribed to them by this Section:

Director. The Director of the Department of Correction and Rehabilitation.

Program Administrator. The Deputy Director (Pre-Release) of the Department of Correction and Rehabilitation.

Work Release/Pre-Release Program. The Work Release/Pre-Release Program is a program for treatment for selected prisoners designed to equip them to function successfully upon

their return to the community. This program enables participants to leave confinement daily for employment, training, and rehabilitation activities including, but not limited to, intensive counseling, academic education, home visitation, transitional phased release programs, use of other community resources and rehabilitative activities as approved by the Director.

Pre-Release Center. A facility operated through the Montgomery County government for the purpose of implementing the Work Release/Pre-Release Program.

Releasee. A prisoner in the custody of the Montgomery County Department of Correction and Rehabilitation participating in the Work Release/Pre-Release Program.

Sec. 13-14. Eligibility.

Eligibility for participation in the Work Release/Pre-Release Program will be based upon the standards listed below as evaluated by the Program Administrator.

(a) The applicant must voluntarily submit a written application on forms provided by the Department of Correction and Rehabilitation.

(b) The applicant must be within six months or less from release or a parole hearing.

(c) The applicant must be physically capable of performing the proposed assignments. Candidates will receive a physical examination by the Department's physician who will make a recommendation for limitations of employment or involvement in the program when medical problems exist.

(d) The applicant must be psychologically capable of performing in the Work Release/Pre-Release Program. Applicants will receive psychological screening by the Department psychologist who will make recommendations for limitations of employment

or involvement in the program when psychological problems exist.

(e) An applicant who is found to be or becomes an elopement or escape risk will be excluded from the program.

(f) An applicant who has pending serious court charges (without personal bond) or a detainer for serious charges from another jurisdiction will be excluded from the program.

(g) An applicant who has, within the past two years, had another Work Release/Pre-Release program revoked will be excluded from the program; however, the Program Administrator may waive this standard for eligibility in those cases where the purpose and effective operation of the program will not be jeopardized and where the best interest of the applicant, the family (if any) and the community will be served.

(h) When the indicated employment involves handling alcoholic beverages, drugs, narcotics, firearms, ammunition, or explosives which, in the opinion of the Program Administrator would jeopardize the applicant's safety or the safety of others, the applicant may be excluded from the program.

Sec. 13-15. Selection and assignment procedure.

(a) Upon receipt of the application, the Program Administrator or designee shall investigate and evaluate the applicant, and, based on a structured selection process, determine whether the applicant meets the standards of eligibility as defined in Sec. 13-14.

(b) An applicant demonstrating a family or financial need or other circumstances warranting participation in the program may be given priority in selection and assignment.

(c) An applicant who is a resident of Montgomery County may be given priority over non-residents.

(d) The Program Administrator will develop a standardized method of screening individuals for the Work Release/Pre-Release Program. A suitability selection procedure shall include such items as intent of court, time in confinement, instant offense, past criminal and institutional history, availability of work and transportation, needs of others in the community (family, employers, etc.), history of alcohol or drug abuse, current institutional performance and adjustment (if applicable), need for treatment factors, an evaluation of the individual's maturity, attitude, trust and the motivation to become involved in the program opportunities, as well as other items deemed appropriate by the Program Administrator.

(e) Based on this standardized selection process and standards of eligibility, the Program Administrator will make recommendations to the appropriate court for placement of prisoners into the Work Release/Pre-Release Program.

(f) Upon receipt of a report from the Program Administrator, the court may approve or disapprove the Program Administrator's recommendations. The decision of the court shall be stated in writing and returned to the Program Administrator within 15 working days, and the applicant shall be notified of the court's decision.

(g) An applicant will not be placed in the program unless the Program Administrator has determined that:

(1) The applicant meets the eligibility standards of the program and is suitable for the program.

(2) There is adequate staff and facilities available to manage the program and supervise the applicant.

(h) Disapproval of an application shall not prevent a prisoner from submitting a new application, but such application

her earnings less payroll deductions required by law.

(g) Be prohibited from entering into any contract, or engage in business, borrow money, purchase property, incur debts or open banking or charge accounts unless he or she has obtained the prior approval of the Program Administrator.

(h) Leave the Pre-Release Center premises only with prior authorization from Center staff and to comply with instructions of the Center staff.

(i) Conduct himself/herself with propriety during release from confinement, obeying all laws and regulations.

(j) Respond helpfully and courteously when questioned by law enforcement officers or other public authorities; provided, that nothing herein shall deprive any person of his constitutional rights. All such instances of questioning shall be promptly reported by the releasee to the Program Administrator.

(k) Not use, possess or introduce into the Pre-Release Center weapons, alcoholic beverages, narcotics or drugs except pursuant to doctor's orders.

(l) Resolve the problems a releasee confronts in non-violent, respectful ways and will not verbally or physically abuse another person.

(m) Submit to urinalysis and alcohol tests when requested by Center staff.

(n) Participate in the Center's Social Awareness Program, in counseling activities, in prescribed treatment services and in other activities he or she agrees to in writing.

(o) Spend approved home visits at pre-arranged activities with family or friends as approved by the Program Administrator and conduct himself/herself properly, obeying all laws as well as rules of the program during release to the community.

(p) His/her understanding that his/her failure to

comply with the terms of this authorization for release under this law shall subject him/her to the penalties provided by law.

Sec. 13-17. Probationary period.

The first thirty (30) days of a releasee's participation in the program is considered to be a "probationary period." If, during this period a releasee fails to take advantage of the opportunities available, fails to become involved in specific program activities, or fails to act responsibly and is unable to adjust to the Pre-Release Center environment, the Program Administrator may remove the releasee from the program. An informational report will be forwarded to the court detailing the circumstances causing the removal action. The prisoner may re-apply after 60 days under a new plan in accordance with Sections 13-14 and 13-15.

Sec. 13-18. Disciplinary and revocation measures.

(a) The Center staff may use counseling when appropriate for improper conduct.

(b) The Program Administrator may restrict or remove privileges of the Pre-Release Center for not more than 30 days for any breach of discipline, infraction of the Center rules and regulations, violation of trust or any other breach of conduct of the program.

(c) The Program Administrator may suspend the releasee from the Pre-Release Center for not more than 14 successive days for any breach of discipline, infraction of the rules and regulations, violation of trust or any breach of the standards of conduct of the program.

(d) The Program Administrator may, for a serious violation of a rule or regulation (as provided in Sec. 13-16 herein) or for unsatisfactory performance on the program,

immediately remove a releasee from the Pre-Release Center, return the individual to the appropriate security facility, and revoke the releasee from the Work Release/Pre-Release Program. The Program Administrator shall forward a full report to the court stating the circumstances and reasons for revocation. The judge of the committing court may, on the basis of the revocation action, redesignate the Maryland Division of Correction as the Agency of Custody for the remaining term of the inmate's confinement as provided in Article 27, Section 645T(a), 1976 Supplement, Annotated Code of Maryland, as amended.

(e) Shall any intake information or statement by the releasee, upon which the releasee's original application, screening, and selection for the program was based, be subsequently proved to be false, the releasee's participation in the program may be revoked by the Program Administrator. In case of revocation, the releasee is removed from the program and may reapply after 60 days in accordance with Section 13-14 and 13-15 unless the place of custody has been redesignated to the Maryland Division of Correction.

Sec. 13-19. Disposition of releasee funds and earnings.

(a) The Director or designee is authorized to establish and maintain inmate personnel and financial records and to require written reports from the releasee as necessary to administer the program.

(b) The Director or designee is authorized to receive, deposit and disburse the funds and earnings of each releasee in accordance with regulations established by the Director.

(c) The Director or designee may deduct from the earnings of the releasee:

(1) A charge determined by the Director as a contribution to the cost to the County of providing food and lodging.

(2) Actual and necessary food, travel and other expenses incidental to his/her participation in the program.

(3) Any amount which the releasee may be legally obligated to or desirous of paying for the support of his dependents.

(4) Any such reasonable amount as is necessary for the repayment to the State or the County for assigned counsel in the event the work releasee was represented by a court-appointed attorney.

(d) The Director or designee shall credit remaining balance to the work releasee's account, to be disposed of as requested by the releasee and approved by the Director or designee.

(e) Accountability for releasee funds shall be in the manner prescribed or approved by the Director of the Department of Finance. A yearly audit of work releasee funds shall be made by the Finance Department and a written report shall be made to the Director of the Department of Correction and Rehabilitation.

Sec. 13-20. Graduated release.

The Director is authorized and directed to cooperate with the Federal, State or other County correctional officials to develop a system of graduated release for County residents who are within six months of release or a parole hearing date and who are returning to Montgomery County after having served a period of their confinement in a correctional institution. After approval by an appropriate court, the Director may

place such prisoners on the work Release/Pre-Release Program; however, prisoners transferred from other correctional agencies to Montgomery County Department of Correction and Rehabilitation must meet the eligibility standards specified in Section 13-14 and will be subject to all rules, regulations and guidelines of the County Work Release/Pre-Release Program as specified herein. Pursuant to Article 27, Section 645T of the Annotated Code of Maryland as amended, the Director of the Montgomery County Department of Correction and Rehabilitation is authorized to negotiate with the Maryland Division of Corrections a contract each year providing for State reimbursement on a per diem basis for operational costs to Montgomery County for providing community correctional services to those State inmates described above. The County is authorized to negotiate a contract with Federal or other County correctional officials each year providing for reimbursement on a per diem basis for the operational costs to Montgomery County for providing community correctional services to those Federal or other County inmates described above.

Sec. 13-21. Court directed early release.

Pursuant to Article 27, Section 645T of the Annotated Code of Maryland, as amended, after the prisoner enters the correctional program, the judge ordering the confinement or, if he/she is unable to act, then any other judge of the committing Court, may order the release of the prisoner from custody based upon the Program Administrator's recommendation and report of the individual's performance in this correctional program.

Sec. 13-22. Conditional parole/probation cases.

(a) In lieu of parole violation, the State or Federal parole authorities may desire to make, as a condition of continued parole, the stipulation that the parolee participate in the County's Work Release Program for the purpose of residential treatment. The Program Administrator is authorized to screen and accept parolees from parole authorities for the purpose of providing residential treatment services to their parolees who meet the criteria for the Montgomery County Work Release/Pre-Release Program.

(b) In specific cases, the Federal court may desire to make, as a condition of probation, the stipulation that the probationer participate in the County's Work Release Program for the purpose of residential treatment. The Program Administrator is authorized to screen and accept probationers from appropriate Federal authorities for providing residential treatment services to their probationers.

(c) The Program Administrator will insure that the parolee and/or probationer meets the eligibility criteria as defined in Sec. 13-14 of this Chapter and insure that the parolee and/or probationer is a resident of Montgomery County. The length of the parolee's or probationer's participation in the program will not exceed six months. The parolee or probationer will be subject to the rules, regulations and guidelines of the Pre-Release Center. If the Program Administrator determines that the parolee or probationer should be withdrawn from the Pre-Release Center because of his or her improper conduct or other appropriate reasons, the Program Administrator will release the parolee or probationer to the parole or probation agent and provide the agent a report of the individual's performance and conduct while at the Center.

(d) The County is authorized to negotiate a contract each year with Federal and State adult parole and probation authorities providing for reimbursement on a per diem basis for operational costs to Montgomery County for providing community correctional services to those parolees and probationers described above.

Sec. 13-23. Confidentiality

The Program Administrator may release personal information on a releasee as may be required on a "need to know basis" to essential community resources and volunteer staff for the purposes of obtaining employment, training, education, and treatment services for the releasee and to individuals agreeing to sponsor the releasee in the individual's home for authorized furloughs. Releasee will agree in writing to waive the right of confidentiality for the purpose indicated.

Sec. 2. Severability.

The provisions of this Act are severable, and if any provision, sentence, clause, section or part thereof is held illegal, invalid or unconstitutional or inapplicable to any person or circumstances, such illegality, invalidity, unconstitutionality, or inapplicability shall not affect or impair any of the remaining provisions, sentences, clauses, sections or parts of the Act or their application to other persons or circumstances. It is hereby declared to be the legislative intent that this Act would have been adopted if such illegal, invalid or unconstitutional provision, sentence, clause, section or part had not been included therein, and if the person or circumstances to which the Act or any part thereof is inapplicable had been specifically exempted therefrom.

Appendix J
Case Summary Chart

CONTINUED

2 OF 3

CASE SUMMARY — MONTGOMERY COUNTY PRE-RELEASE CENTER

PRC-50

Name:		Address:		Phone:	SS No:	Received From:									
Goes by:					FBI No:	State <input type="checkbox"/>	MCDC <input type="checkbox"/>								
					Other:	Federal <input type="checkbox"/>	Prob. <input type="checkbox"/>								
Current Charge(s):		Sentence:		Begins:	Received PRC:		Judge:								
1.		1.				Court:									
2.		2.		Conditions:		Atty:									
3.		3.													
Court Reconsidered:		Parole Hearing:		Release Date:		Other Charges:									
Center Room:	Age:	Education:	yrs.	Med. Disabilities	Occupation:	Fines:	Support Payment:								
	DOB	Illiterate:	<input type="checkbox"/> No <input type="checkbox"/> Yes		Skills:	Restitution:	Other Debts:								
Job Placement:		Address:		Phone:	Supervisor:	Working Hours/Days:	Wages:								
							Petty Cash:								
P & P Agent:		Other Release Activities:		Leisure Interests:		Transportation:									
						Driver's License: _____									
						#									
Referral to Agencies:		Drugs <input type="checkbox"/>		Prior Incarceration <input type="checkbox"/>		Family Relationships: Sin. Mar. Sep. Div. G F. #Dep. _____									
1.		Alcohol <input type="checkbox"/>		Psychiatric Care <input type="checkbox"/>											
2.		Homosexual <input type="checkbox"/>		Mental Hospital <input type="checkbox"/>											
3.		Suicide Attempt <input type="checkbox"/>		Escaped <input type="checkbox"/>											
4.		VA <input type="checkbox"/>													
Home Visitation With:															
Primary Counselor:		Emergency Call:		Adjustment Actions		Sponsor Check <input type="checkbox"/> Yes									
						Home Visitation Passes									
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General Assessment:															
Primary: _____		Secondary: _____													
Comments: _____															
Associates:				Phase Progress		Team Meetings									
				I.											
				II.											
				III.											

Appendix K
Montgomery County Pre-Release Center
Statement of Principles and Goals

THE MONTGOMERY COUNTY PRE-RELEASE CENTER
Statement of Principles and Goals

Basic Principles

- All offenders will be released at some point in time back into our community and the citizens should expect that offenders be prepared for the responsibility of community life prior to release.
- Each individual is accountable for his or her own behavior; responsible behavior is required for freedom.
- Offenders generally need the opportunity to learn new workable strategies of handling their life roles (work, family, leisure) prior to release.
- Programs don't change people, rather programs provide appropriate "opportunities" for individuals to change themselves and their life situation.

Primary Goals

- Operate a highly structured correctional center which provides residential treatment services to selected offenders who are nearing release to our communities.
- Increase the "opportunities" for offenders to change themselves and those conditions that brought them into the criminal justice system (e.g., problems of immaturity, alcohol, employment, leisure time).
- Develop a social climate and program which facilitates personal change, encourages individual responsibility and increases one's social problem solving skills.
- Encourage and guide participants toward development of positive interpersonal relationships with family members and appropriate significant others.
- Operate a correctional center in such a manner that the community feels comfortable with the center's presence.
- Provide the Parole Commission or Court, whichever is appropriate, an assessment of the offender's preparedness for release.
- Release participants to the community with appropriate employment, cash savings, and suitable housing.
- Implement a correctional program that provides economic and social advantages to the community (e.g., residents pay 20% of income toward room and board at PRC, pay family support, restitution, taxes, etc.).
- Through providing "opportunities" to offenders to prepare themselves for the responsibilities of freedom, decrease the need and probability of continued crime after release to the community.

EXEMPLARY PROJECTS REVIEW BOARD

Members of the Exemplary Projects Review Board in August 1977, when the Montgomery County Work Release/Pre-Release Program was selected were the following:

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Office of Criminal Justice Programs
Columbia, South Carolina

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EXEMPLARY PROJECT: Montgomery County Work Release/Pre-Release Program

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Administering ongoing projects	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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| <input type="checkbox"/> College, University | <input type="checkbox"/> Legislative Agency* |
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