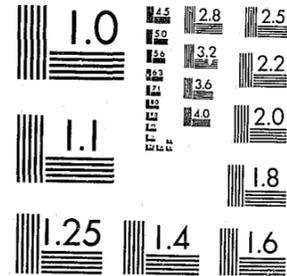


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National Institute of Justice  
United States Department of Justice  
Washington, D. C. 20531

6-17-82

Montgomery County Government

# FISCAL YEAR 1980 ANNUAL REPORT

Department of  
Correction and Rehabilitation

U.S. Department of Justice 76861  
National Institute of Justice

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76861

October 1980 • Rockville, Maryland

# FISCAL YEAR 1980 ANNUAL REPORT

Department of  
Correction and Rehabilitation

Gary R. Blake  
Director

Montgomery County Government  
Department of Correction and Rehabilitation  
Office of the Director  
6110 Executive Boulevard  
Rockville, Maryland 20852  
468-4150

October 1980

NCJRS

APR 8 1981

ACQUISITIONS

*"The degree of civilization in a society can be judged  
by entering its prisons."*

DOSTOYEVSKY

October 7, 1980

Mr. Charles W. Gilchrist  
County Executive  
County Office Building  
Rockville, Maryland 20850

Dear Mr. Gilchrist:

Through the sustained support of the County Government, the County Correctional System has emerged as a national model. This has been accomplished through the hard work of a dedicated and competent staff.

In the department's capacity as an Area Resource Center for the National Institute of Corrections and the Pre-Release Center's designation as a National Exemplary Project, the department is providing national leadership through the provision of technical assistance to local correctional systems throughout the country. This role enhances staff motivation, professional development, and esprit de corps.

A significant milestone is the recent implementation of the Career Development Plan. Key middle management promotions have been made.

The growth of the department in program and staff will stabilize. The major project remaining is to construct the indoor gymnasium at the Detention Center which will impact favorably on staff and inmate morale and behavior.

The department's task in the future is to maintain and improve the level of services required to meet its objectives.

I am pleased to report that the department accomplished its mission in FY 80.

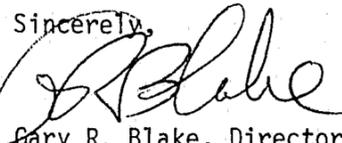
Sincerely,  
  
Gary R. Blake, Director  
Department of Correction and Rehabilitation

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DEPARTMENT OF CORRECTION AND REHABILITATION

FY 80 Budget: \$3,566,700/159 Positions

ANNUAL REPORT

July 1, 1979 - June 30, 1980

INTRODUCTION

The County correctional system is one of the few throughout the country organized as a department in 1972 independent of the sheriff and police, and under the leadership of a professional in corrections directly accountable to the County Executive. This type of organization has become the model and is being adopted more and more by other local jurisdictions. Montgomery County has demonstrated that the department concept is most effective.

A major construction program of two new correctional centers - Detention Center and Pre-Release Center - at a cost of \$7.45 million dollars was completed in March 1978. The State of Maryland paid 50% of the costs of this construction for both facilities.

Through the implementation of a variety of outstanding correctional programs over a seven year period and the excellent design of the correctional centers, the department became recognized on a national basis and inherited a national leadership role.

Continued progress has been made during this fiscal year. The growth of the department in program and staff has stopped momentarily. There are no plans for expansion. Essentially, the department's task in the future is to maintain and improve the current level of services required to meet its objectives. There is always the possibility in the years ahead that the Detention Center will have to be expanded to accommodate a drastic increase in the inmate population caused by a rise in the incidence of crime.

A significant change has occurred this past year in the utilization of the Pre-Release Center. The resident population has increased from a daily average of 60 at the beginning of the year to over 90 as the fiscal year ended. This is an indication that the courts rely heavily on this program as a viable alternative to incarceration resulting in the reduction of individuals being sentenced to the State correctional system.

Maintenance of the current level of services should assure the retention of the status of the department as a National Area Resource Center and the Pre-Release Center as a National Exemplary Project which will enable Montgomery County to continue its national leadership in corrections.

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### SPECIAL RECOGNITION

Community organizations and groups have indicated an interest in the County correctional system and have actively assisted the department to achieve its goals.

Special appreciation for past and current support is extended to these county organizations:

- Alcoholics Anonymous
- American Association of University Women
- Baptist Women
- Bar Association
- Bethesda Rotary Club
- Cedar Lane Unitarian Church
- Christian Businessmen
- County Volunteer Coordinator and Bureau
- Glen Garden Club
- Good News Mission
- League of Women Voters
- Montgomery College
- Olney Rotary Club
- Rockville Jaycees
- Rockville Kiwanis Club
- Rockville Lion's Club
- St. Raphael's Catholic Church
- Toastmaster's International
- Radio Station WINX

### DEPARTMENT OF CORRECTION AND REHABILITATION

Since it was organized in 1972, the department has received considerable recognition for its many outstanding programs and the excellent design of its two correctional centers. The department has attained the status of a national model for corrections at the local level and is vigorously pursuing a national leadership role.

- 1975 Maryland Governor's Commission Report recognized the department as a model local correctional system in the State.
- National Institute of Corrections designated the department as one of six National Resource Centers.
- Law Enforcement Assistance Administration selected the Pre-Release Center as a National Exemplary Project.
- American Medical Association awarded accreditation to the Medical Program for its high quality of medical care to the inmates.
- National Association of Counties (NACo) has presented achievement awards to eight programs for being innovative and outstanding.\*
- Maryland Senate has cited the Model Learning Center as outstanding.
- National Capital Association for Cooperative Education presented the Employee Recognition Award recognizing the department's Paid College Intern Program.

\*NACo will be used as abbreviation for National Association of Counties throughout this report.

## GOALS

The goals of the department are:

- To protect the citizens of Montgomery County through effective and realistic correctional services.
- To insure the safekeeping, care, treatment, and custody of inmates lawfully committed to the Detention Center.
- To provide an alternative to either probation supervision or maximum security incarceration by operating a highly structured, treatment oriented Pre-Release Center for offenders.
- To provide opportunities for selected offenders to be diverted from the criminal justice system by engaging in voluntary public service work through the Alternative Community Services Program.
- To satisfy the full range of human physical and psychological needs through medical, education, training, counseling, recreational, religious, and work release programs.
- To continue to be a national model for local corrections and to maintain a national leadership role as an Area Resource Center of the National Institute of Corrections.
- To provide technical assistance to local correctional systems in a nine-state area and as requested by other jurisdictions throughout the country in developing constitutional jails.
- To obtain and maintain accreditation for the correctional centers from the American Correctional Association Commission on Accreditation for Corrections.
- To maintain the status of an Area Resource Center for the National Institute of Corrections.

## MAJOR ACHIEVEMENTS DURING FY 80

- Approval and implementation of Career Development Plan.
- Continued recognition of the department as a national correctional model and national leader in local corrections.
- Reimbursement from the State of Maryland retroactively from FY 76 through January 16, 1979 for holding State sentenced inmates at the Detention Center at a \$24 per diem for a total amount of \$525,249.
- Over \$50,000 worth of staff training at no cost to County through the auspices of the National Institute of Corrections (NIC).
- Thorough self-evaluation of the Detention Center in preparation for undergoing the process to receive formal accreditation from the American Correctional Association Commission on Accreditation for Corrections.
- Key staff members played an active and successful role in a joint cooperative effort between the Maryland Community Correctional Administrators Association and the staff of the Maryland Secretary of Public Safety and Correctional Services in preparing two major legislative bills having substantial impact on the total correctional system and which became law effective July 1, 1980.

DIRECTOR'S OFFICE  
6110 Executive Boulevard  
Room 440  
Rockville, Maryland 20852  
Telephone: 468-4150

#### FUNCTIONS

The Director has a small staff which is involved in the following functions: planning, program development and evaluation, budget preparation, personnel, logistics, legislation, research, public relations, staff studies, and special projects.

The Director's office has been actively engaged this fiscal year in close coordination with the two correctional centers in the following projects:

#### CAREER DEVELOPMENT PLAN

A supplemental appropriation of \$47,400 was approved to implement the Career Plan effective February 3, 1980. The plan provides for increased opportunity for lateral and upward mobility of the correctional staff. It is an essential response to the significant growth of the department in staff, inmates, programs, and space resulting from the construction of two new correctional centers completed in 1978. Duties and responsibilities for custody and treatment positions have significantly increased requiring recognition by an increase in pay grades.

Seven Correctional Officers have been promoted on a competitive basis to Correctional Team Leaders which should improve the twenty-four hour a day operation at the Detention Center.

The Career Plan is designed to improve staff morale and retention and to reduce the incidence of burn-out.

The Career Plan was cost-effective as departmental personnel prepared it thereby resulting in saving considerable consultant fees.

#### CAPITAL IMPROVEMENT PROGRAM

##### Gymnasium

Construction of a gymnasium at the Detention Center will begin in the summer of 1980 and should be completed within one year. Gym will provide exercise, recreation, and program space for inmates twelve months a year and a secure area to hold inmates in emergencies. Gym will serve as a vital outlet to reduce inmate tension and to lessen the likelihood of a serious disturbance or riot.

The original cost estimate in 1977 was \$530,000. Through a bond bill approved by the 1978 Maryland General Assembly, the State will provide \$265,000.

Because of severe escalation in construction costs, the current cost estimate is \$822,000 which is a cost overrun of \$292,000 from the original estimate.

A bond bill will be introduced in the 1981 Maryland General Assembly requesting the State to provide \$146,000 or 50% of this cost overrun. Article 27 of the Annotated Code of Maryland stipulates that the State shall make provision for paying one-half of the cost of new construction improvements of a County Detention Center.

##### Acoustical Improvements

Reduction of the intolerable noise level existing in certain areas of the Detention Center is absolutely essential for the mental well-being of both inmates and correctional staff.

Acoustical improvements will be made during the summer of 1980 at a cost of approximately \$53,000.

Reduction of the noise level will impact favorably on staff and inmate morale.

#### CONFINEMENT OF STATE-SENTENCED INMATES AT THE DETENTION CENTER

A serious problem of overcrowding continued in the State Correctional System for the fifth consecutive year which has in turn caused a large back-up of State-sentenced inmates in local detention facilities.

As high as 70 State-sentenced inmates per day were held in the County Detention Center during FY 80 which created overcrowding. Many of these inmates were serious offenders and were very difficult to manage. This situation produced an increase in the tension level of both staff and inmates making the condition ripe for disorder.

Considerable effort has been made without appreciable success to persuade the State to receive its sentenced offenders and to obtain State per diem reimbursement equivalent to the actual cost of caring for an inmate.

State had been reimbursing County at an unrealistically low and unfair rate of \$7 per day per inmate from FY 76 through FY 79.

Through intensive and sustained negotiation, the State formally agreed to reimburse County retroactively from FY 76 through January 16, 1979 at a per diem rate of \$24. State has provided County this fiscal year the per diem difference between \$7 and \$24 for this period for a total amount of \$525,249.

For reasons unexplainable, State has subsequently reimbursed County \$10 per diem for the period January 17, 1979 through June 30, 1979. County con-

tested this reimbursement and State has now reimbursed at the rate of \$24 per diem for this period. Over \$118,000 has been received for this period.

From July 1, 1979 to the present, State has reverted to the \$10 per diem reimbursement.

Unfortunately, the State has been unresponsive again and again to the individual and collective requests of local jurisdictions to resolve this highly critical and volatile matter which could have explosive and grave consequences until resolved.

The department is more than willing to help out the State Correctional System by holding State-sentenced inmates provided the total inmate population at the Detention Center does not exceed the operational capacity of 272. A population in excess of this amount produces a local overcrowding problem and presents a potentially dangerous situation. Ideally, there should be a contract between the State and County wherein both parties agree that the Detention Center will hold that number of State-sentenced inmates at a cost per inmate per day equal to the cost for a county inmate and which will assure that the population does not exceed 272. Negotiations are in progress with the State to formalize a contract.

#### MAJOR STATE CORRECTIONAL LEGISLATION

In May 1979 for the first time in the history of Maryland, local and State correctional officials embarked on an intensive joint enterprise to establish common correctional goals and to improve the overall correctional system in the State. The Maryland Community Correctional Administrators Association (MCCAA) has developed a renewed sense of purpose and has identified concerns and issues and strategies to resolve them. Key departmental staff members have played an active and successful role in this cooperative effort between the MCCAA and the Secretary of the Maryland Public Safety and Correctional Services in preparing two major legislative proposals on corrections for the 1980 Maryland General Assembly having substantial impact on the total correctional system - State and local - in Maryland. The association and local correctional officials delivered effective testimony before the appropriate committees of the General Assembly in Annapolis. As a result the proposals became law effective July 1, 1980. One improves the law on Community Adult Rehabilitation Centers and now requires the State to pay 100% of the construction costs of a center instead of 75%. This law should result in the implementation of community-based corrections in local jurisdictions throughout the State. The second law provides the means to improve the system through the development and enforcement of minimum standards for both State and local correctional facilities. This will be accomplished through a Commission on Standards.

The MCCAA plans to introduce legislation in the 1981 General Assembly which will require the State to take prisoners within a reasonable period of sentencing to the State system unless there is a contract between the State and a local jurisdiction where by the local jurisdiction agrees to hold State prisoners at a specified per diem reimbursement. The association will provide testimony on this issue to the Senate Budget and Taxation Committee this summer.

#### MEDICAL ASSISTANCE

A State law became effective on July 1, 1980 which will require the County to reimburse the State only for the non-Federal cost of medical care furnished to an inmate in the month the inmate was committed to the Detention Center provided the inmate is otherwise eligible for Federally funded medical benefits. This could save the County up to \$12,000 annually.

This department played an active and major role in convincing the Department of Health, Education and Welfare to reverse its policy which denied inmates medical assistance even though they were otherwise eligible. The department's position was that a pre-trial person whether in detention or not is presumed to be innocent until proven guilty and therefore, it would be unconstitutional to deny that person in detention medical assistance if otherwise eligible.

The State Medical Assistance Administration in cooperation with the local correctional systems is currently in the process of developing a system of reimbursement.

#### PROBLEMS

Two recurring problems plague the criminal justice system and more specifically the County correctional system and must be addressed. Discussion follows:

##### Mentally Ill And Retarded Offender

An estimated 10% of the offenders committed to the department are either mentally ill or retarded. Adequate treatment resources are not available to meet the crises situations which are presented by this type of individual. At best, this is a holding action only and far too disruptive to the correctional centers. Incarceration of the mentally ill or retarded in a correctional facility is inappropriate, inhumane, and ineffective. These individuals often fall prey to other inmates. Far too often, the mentally ill or retarded find themselves incarcerated because there are too few other resources to treat them. During the third quarter of FY 80 alone, 40 individuals from the Detention Center were sent to the State mental hospitals on a very temporary basis only to be returned to the department. Where can these people be sent? To local correctional facilities because the correctional administrators have no choice but to follow court orders.

A County Criminal Justice Task Force has been organized to find solutions to this problem and work on this project will begin in the Fall of 1981.

The Maryland Community Correctional Administrators Association has recently assigned top priority to the resolution of this State-wide and National problem.

##### Handicapped Individuals

On rare and very infrequent occasions, a deaf, blind, or otherwise seriously handicapped person is committed to the department. This past fiscal year, this department made progress in improving communications for and with

deaf inmates in an effort to make the person's incarceration less frustrating and more humane. An inmate orientation will be prepared to facilitate communication for the blind. Interpreters have been made available for the deaf and the County's Handicap Compliance Coordinator is planning to procure a TTY which will enable deaf inmates to communicate with family, friends, and attorney on the outside.

#### RESEARCH

During this past fiscal year, research activities have continued in several areas.

The computerized information system for inmates, their confinements with the department, and their cases was maintained and improved. Weekly status reports were produced and sent to other criminal justice agencies. Weekly additions to, and corrections of, the master file were made. Monthly reports to the Jail Inspector, to the Maryland State Criminal Records Central Repository System, and to the Director's Office were produced.

General planning proceeded for the new PROMIS computer system to replace the current inmate records system. All of the data currently available should be available with PROMIS, but planning for the capture of additional information pertinent to the Department is necessary. PROMIS is expected to be implemented January 1, 1981.

Research regarding the Department's Pre-Release Program covered two general subjects. During the first half of the fiscal year, the final data were analyzed for a National Institute of Correction funded study of the screening process for the Pre-Release Program. As a consequence of the study, the Suitability Selection Scale was completely redeveloped in January 1980. Research on the results of the new Scale may proceed in 1981 or 1982.

In the fall of 1979, development began of a series of interviews with residents about various subjects such as drug/alcohol use, use of leisure time, employment, financial management, peers, family, etc. Pre-Release residents are to be interviewed at the time of entry into the program, exit from the program, and six months following the exit. Analysis of this data is expected to help in dealing with future residents by providing more information about the Pre-Release classification system and to help in modifying the Pre-Release Program.

NATIONAL INSTITUTE OF CORRECTIONS (NIC) AREA RESOURCE CENTER  
Public Service Training Academy  
10025 Darnestown Road  
Rockville, Maryland 20850  
Telephone: 279-1029

The department is one of six Area Resource Centers in the country. The Center has been 100% Federally funded by the National Institute of Corrections for the second year.

The Center provides technical assistance and program information to local correctional systems in a nine-state area and has responded to requests for assistance from anywhere in the country. During the past year, 28 local correctional systems have visited the Detention Center and Pre-Release Center for program assistance and staff members have traveled to twenty correctional systems to provide assistance. Fifty-three jurisdictions have requested specific program information. The correctional staff is developing professionally through this experience.

The County correctional staff receives top priority from NIC in attending relevant correctional training scheduled throughout the country at no cost to the County. These outside training opportunities have made it possible to conduct in-service training in certain areas. To date, in excess of \$50,000 of free training has been received. Training has been received in such areas as management, burn-out/stress, correctional libraries, defensive training, group facilitation, and reality therapy.

The Resource Center trained 37 staff and State correctional personnel in reality therapy.

The Resource Center has provided invaluable assistance to seven Maryland counties by conducting two day seminars on jail planning in each County. This was followed up by conducting a five day workshop for five counties and a representative of the Maryland Division of Corrections in Chestertown, Maryland. Three department staff members participated as trainers.

One staff member is involved on a regular basis on the Frederick County, Maryland Jail Planning Committee.

The Resource Center is playing an active role in attempting to raise the standards of those jails asking for assistance. Most jails in the country are in disgraceful condition.

This involvement as a Resource Center stimulates the staff to maintain a high level of performance to retain the Department's national leadership role.

DETENTION CENTER  
1307 Seven Locks Road  
Rockville, Maryland 20854  
Telephone: 279-1084

FY 80 Budget: \$2,199,700/97 Positions

The expanded center complex includes inmate housing areas for a maximum capacity of 308 male inmates and 24 female inmates providing a net capacity increase of 148 inmates over the old center. The average daily inmate population was 120 in FY 74 compared to 270 in FY 80. The number of offenders entering the center has doubled since 1972 - from 2,000 to 4,000 this past year. The center detains pre-trial and sentenced male and female adults eighteen years of age and older. The maximum sentence is eighteen months.

A variety of programs seldom found in most jails across the country are being conducted at the center. Program space includes a modern infirmary to include a dental clinic, a learning center, a library, a counseling center, a chaplain's office, an inmate canteen, an outdoor recreation area, staff locker and shower rooms, a staff assembly room, a visiting area, and a courtroom for bond hearings.

#### ACCREDITATION

The Detention Center has established the goal of meeting the correctional standards developed by the Commission on Accreditation for Corrections sponsored by the American Correctional Association and of receiving formal accreditation in late 1980. The Detention Center will be the first local correctional facility in Maryland and one of the few in the country to be nationally accredited.

As a national leader in local corrections and as an Area Resource Center for the National Institute of Corrections (NIC) the Detention Center should have such accreditation. NIC has provided \$5,100 to the department to enter and complete the accreditation process.

The Detention Center is in the final phase of its internal self-evaluation to insure that the correctional standards are being met. New procedures are being developed in writing and existing procedures are being revised.

In the late fall of 1980, a team of consultants from the Commission on Accreditation will conduct an on-site audit to verify standard compliance and to determine whether accreditation should be awarded.

The benefits of accreditation are many. Staff performance, esprit de corps, and operational effectiveness will improve. Greater accountability to the public and to the inmates will be assured. Budget justification for necessary improvements based on national standards will be facilitated. Adherence to the constitutional rights of inmates will protect the County from civil liability involving inmate litigation which has become a popular trend.

A staff person from the Director's Office has been designated as the Accreditation Manager.

The functions of the branches of operation within the center are as follows:

#### ADMINISTRATIVE SERVICES BRANCH

The day-to-day operation of the Detention Center is complex and dependent upon the services provided by this branch. The branch is responsible for the procurement and inventory of supplies and equipment, food service, maintenance of the facility, and the provision of clerical and administrative support for most of the activities within the Detention Center.

The branch chief maintains liaison with the courts, county, state and federal agencies, and the State Division of Corrections. He also assists the Director in the preparation and administration of the Detention Center budget.

The accountant administers and operates the inmate canteen, maintains five different money accounts, and handles all money transactions within the center.

Improvements in two activities are enumerated below:

#### Canteen

A well-stocked canteen is available to the inmates. The canteen carries those items and brands requested by the majority of the inmate population, usually recommended by the Inmate Advisory Committee.

Inmates without funds for one week are eligible to receive \$3.00 weekly for canteen purchases. This advance of funds is reimbursed by the inmates if they receive money into their accounts. The inmate welfare program cost \$5,700 to fund during FY 80.

Canteen sales for FY 80 were \$144,000 with a net income of approximately \$22,000. In addition to the inmate welfare program another \$13,000 was spent to purchase 17 daily subscriptions to the Washington Post newspaper, 12 movie rentals, replacement TV's and repairs, \$2,000 in Library books and magazines and \$6,500 in other equipment and supplies.

#### Food Service

Several cost saving measures were taken this fiscal year. Turkey based products replaced beef at less expense. More poultry and fish were included on the standard menu, providing high quality protein at reduced costs. Plastic eating utensils and styrofoam cups have replaced the more expensive stainless steel items.

The standard menu has been modified to include government surplus foods. An equivalent of \$35,000 in surplus foods has been received from the U.S. Department of Agriculture during the last eighteen months.

Through these procedures, the cost per meal has remained constant in spite of the escalating costs of food.

#### CUSTODY AND SECURITY BRANCH

This branch provides a safe, orderly, and secure environment, maintains healthful and sanitary conditions, supervises inmate movements to and from program areas, and participates in the classification program. It is operational around the clock seven days a week.

Correctional officers' principal responsibilities are the security and safekeeping of the inmates. However, they also are in a counseling role and work with the inmates on problem solving and daily living skills.

#### INMATE SERVICES BRANCH

A wide variety of programs are available to inmates on a voluntary basis. These activities are extremely important to maintaining a safe and positive environment inside the facility and to keep the participating inmates productively involved. Residents who sincerely seek help or desire to make changes to prepare themselves for return to the community will find resources available. There are counseling, psychological, educational, religious, recreational, and leisure time activities available for those who wish to participate. County agencies - Health, Library, and Recreation Departments and the Board of Education provide worthwhile and meaningful services to the inmates. In addition, many community civic, religious, and private organizations as well as individual volunteers contribute their services and resources to make this endeavor comprehensive.

A brief summary covering the highlights of each program is provided:

#### Chaplain's Activities

A full-time Chaplain from the Good News Mission has an office at the center to meet the religious needs of the inmates. The Good News Mission conducts a fund raising drive from churches in Montgomery County annually to support the program.

A Priest from St. Raphael's Catholic Church is available on a weekly basis to say Mass and to provide spiritual counseling. A Minister from other faiths will be contacted by the Chaplain if requested by the inmate.

If a member of an inmate's family has a need or is in the hospital, a Chaplain will be available for family visiting.

On Sunday, Protestant Services are conducted in the morning and Bible studies are held in the afternoon.

Throughout the week, screened volunteer religious workers conduct fellowship meetings, worship services, prayer groups, and individual discipleship courses for developing Christian maturity. Attendance at all services is voluntary.

Correspondence Bible courses are offered on books of the Bible and certificates are awarded for successful completion of the lessons. Film may be provided by religious organizations. A free loan library is maintained by the Chaplain.

The Chaplain has an inmate assistant who is carefully selected and has Christian convictions.

#### Community Release Program - Received NACo Achievement Award

Two Community Release Coordinators assist the inmate in the transition from the Detention Center to the community by job development and placement, locating housing, and making appropriate social service referrals to community agencies. (Example: Veterans are identified and assisted in obtaining VA benefits to include medical care as may be required.) This program is designed to provide services to the individuals departing directly from the Detention Center to the community and not scheduled to participate in the Pre-Release Center.

#### Counseling Services

- Intake - Received NACo Achievement Award. An obvious and compelling need is to assess the inmate's assets, liabilities, and problems within hours of commitment to the center. Inmates often need immediate assistance to resolve urgent problems existing in the community. A prolonged jail experience often can have a devastating and negative impact on an individual and may even influence the individual to pursue further criminal activity. The sooner a pre-trial offender can leave the Detention Center the better--for the person, the family, the community, and the Detention Center. The person can continue employment, dependents will not have to resort to welfare, and the County can save the costs for incarceration.

To meet this high priority need, a counselor makes an assessment of the new inmate's needs, problems, employment and family status, home ownership, other assets and liabilities. The counselor so informs the judge at the preliminary hearing held in the courtroom at the center to assist the judge in deciding whether the person should be released early and the amount of the bond.

- Classification. The classification process is one of the critical operations within the center and is carried out in accordance with the written Standard Operating Procedure. New inmates are housed separately from the general population until they receive an orientation and a medical examination and their behavior has been evaluated. Residents are then assigned to living areas according to their past and present behavior to maximize protection of the individual and to maintain order among the inmates.
- Counseling. Counselors and volunteers provide counseling services. The County Health Department offers drug and alcohol counseling.

- Diagnostic Unit - Received NACo Achievement Award. A Psychologist, assisted by a paid college intern and volunteer college interns pursuing a major in psychology, provides individual and group therapy, psychological testing, diagnostic evaluations when appropriate, and group psychodrama.

#### LIBRARY ANNEX

A library operated by the County Library Department is located at the center and offers a wide selection of books. Inmates serve as assistant librarians. A collection of law books to meet the recommendations of the American Correctional Association is available.

A copy machine purchased from the Canteen Fund enables inmates to reproduce legal material. Films are shown in the library. Each inmate may visit the library one hour a week. Interested inmates with legal problems meet in the library twice a week to learn how to locate material in the law books.

#### MODEL LEARNING CENTER - Received NACo Achievement Award

The Senate of the 1980 Maryland General Assembly passed, for the fourth consecutive year, a Senate Resolution in recognition of the Model Learning Center's nation-wide leadership. This coeducational center offers to the inmates:

- Remedial Instruction.
- Preparatory GED Instruction, for high school equivalency exam.
- Montgomery College Credit Courses, 2 simultaneously, 3 sessions per year "inside" Model Learning Center classrooms.
- APL (Adult Performance Level) Program, to be made available to all inmates. This program "keys in" on social education weaknesses in five content and skill areas and supports our emphasis on vocational readiness and the establishing of a Vocational Information Center.
- Extra-Curricular Activities including:
  - "Street Law", a course coordinated by the Montgomery County Bar Association, with its President and local judges presenting certificates to students at "graduation" ceremonies held after each session is completed. Volunteer lawyers serve as weekly lecturers. (The County Bar Association's President last year demonstrated the appreciation and support of the Bar for our cooperative working relationship and for our program, by presenting a \$5,500 check to the County Executive, earmarked - for the Model Learning Center and for the overall welfare of the inmates.)

- Seven-Locks Jaycee Chapter, an "inside" Chapter, first of its kind in a detention center, meeting twice a month and supporting several ongoing projects built around its Creed... "Service to Humanity is the Best Work in Life", e.g., a cash gift to Gallaudet College, to the Boy's Ranch, Ride-a-Bike, etc.
- Toastmaster's Club (Seven-Locks Gavel Club), meeting each Tuesday; striving to develop confident public speakers and productive future job interviews; and to encourage poised and self-assured individuals.
- Volunteer-Staffed Courses, e.g., fundamentals of bookkeeping, salesmanship, typing, blueprint reading, basic computer science, etc., as given by volunteers in the community from time-to-time, who offer their valuable services.
- Outside Speaker's Program, weekly - exposing studies to diversified, outstanding members in the community and the Nation's Capital; leaders representative of the business, government and cultural segments of society.
- WINX Radio Broadcast, aired Sunday a.m., 1600 on the dial, to create knowledgeable support in the community through weekly tapings of "Keyhole Observations" and special guest contributors for the Model Learning Center and a clearer understanding of our ongoing programs.
- Annual Inmate Art Show, under the auspices of the Seven-Locks Jaycee Chapter, bringing together inmates in an artistic and therapeutic endeavor benefiting them personally and the community in general. The art work is sold and the artist receives the money.
- Presidential Physical Fitness Program, under the auspices of the Seven-Locks Jaycee Chapter, promoting the physical welfare of the inmates through achievement of awards for mastery of specific physical skills. Presented by a White House representative periodically.
- The Insider, publication produced by MLC College students and other inmates, distributed to correctional institutions across the United States.
- MLC/Alumni Correspondence Program, entitled "Success Stories in the Making", an ongoing, mutually beneficial correspondence and telephone effort to support the reintegration of our former students in society and maintaining a "clearinghouse" for their adjustment experiences so all can share in this common goal.

The above highlights some of the reasons why this Learning Center is known as "The Model Learning Center".

## RECREATION PROGRAM

Recreation can help immeasurably to relieve inmate anxiety and tension which are two inevitable by-products of incarceration. The nonviolent release of aggression into positive outlets through physical exercise and other recreational activities is essential to the peace and well-being of the inmate population.

A splendid outdoor recreation area offers an asphalt 220 yard track, two basketball courts, an all purpose court for tennis, volleyball, badminton, and paddleball, and several benches. Inmates have the opportunity to use the area for one and one half hours daily. Weightlifting, flag football, and frisbee are available.

Special outdoor events highlight the program such as the superstars competition, participation in the Presidential Fitness Awards Program, personal appearances by local professional and college athletes and entertainers, rock concerts, inmate athletic competition with staff and community organizations, and an annual bike marathon to raise funds by the inmates for the retarded.

Each day room area has a television and ping pong tables are available.

Construction of an indoor gymnasium will be completed in 1981. This will provide the inmates the opportunity to exercise twelve months a year.

## MEDICAL BRANCH - Received NACo Achievement Award FY 80 Budget \$291,870/10 Positions

The Medical Program continues to be one of the few in jails across the country which has been awarded the American Medical Association Accreditation. This recognizes the high quality of medical care provided to inmates.

The Montgomery County Code mandates the standard of medical care to be provided to inmates. Medical coverage by medical staff is assured twenty-four hours a day seven days a week. Service is provided at the Detention Center and the Pre-Release Center.

Upon entering the center every inmate is seen by a Paramedic or Nurse and a medical history is taken.

A medical examination is given to every inmate within 48 hours after admission. A tuberculin test is taken of each inmate and laboratory tests may be ordered at the discretion of the contract physician. Sick call is held daily. Services include the following: emergency dental care, immediate response to medical emergencies, emergency evacuation to a hospital for outpatient emergency room treatment or inpatient hospitalization, consultations with specialist in the community, methadone detoxification as necessary, treatment of diseases through community health agencies, and psychiatric evaluation as needed. Hepatitis, tuberculosis, venereal diseases, skin diseases, and other communicable diseases are identified and treated. Inmates receive an education program on tooth care and venereal disease during their initial orientation. There was an average of

twelve emergency evacuations to the hospital and one inpatient hospitalization per month. During the third quarter, forty inmates were committed to State mental hospitals.

Effective July 27, 1979, the County Code was changed to authorize a Nurse Practitioner and licensed Physician's Assistant in addition to the physician to administer examinations to inmates. This procedure was implemented this past fiscal year and will save the department \$16,000 annually as the physician's contract has been reduced accordingly.

PRE-RELEASE CENTER  
11651 Nebel Street  
Rockville, Maryland 20852  
Telephone: 468-4200

Received NACo Achievement Award

*"What is noteworthy about the Montgomery County 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."*

ABT Associates, Inc.  
(LEAA Program Evaluator)

The Pre-Release Center is one of six correctional programs in the country which has earned the national "Exemplary" label. Of these programs, it is the only one that is the national model for Work Release/Pre-Release programs. Criminal justice experts recognize that pre-release is an essential element of the correctional system which provides a "middle ground" between incarceration and probation or parole. The lack of preparation for reentry into the community from jails and prison explains in part the high recidivism rates of ex-offenders across the country.

The County's first Pre-Release Center was opened in 1972 and closed in 1978 when the new Center construction was completed. In the first Center, which handled 40 residents, the program was carefully developed into an extremely effective and efficient process for preparing inmates for release. The current coeducational facility is brick and of modern design. It has an operational capacity of 84 residents and a maximum overload capacity of 100 residents. On June 30, 1980, over 90 residents were participating in the program. Although the majority of the Center residents are male, female participation has increased dramatically from under a half dozen a day in the first year of operation to over twenty-four on some days in FY 80. Currently, all women who need this opportunity and should be transferred from the jail or State facilities to put their life in order and prepare for the responsibilities of community living, do participate in the program.

The Pre-Release Center is actually a complex made up of three separate correctional units (one 18 bed Women's Unit and two 36 bed Male Units). Each of the three units has a treatment team and contains bedrooms, a game/television room, visiting area, laundry room, telephone and vending machine area, control desk, staff offices, supply room and records room. The central services area includes lobby, dining room, kitchen, infirmary, library, classrooms, audio-visual room, and administrative office space. A patio area, a basketball court, and a parking lot are outside the building. The Center is located in the heart of the County in a commercial area and is close to public transportation (Nicholson Lane Metro Station).

Essentially this is a work and educational release program which provides a variety of services to the resident participant--individual assessment and behavioral contracting, job development and placement, Life Skills training, Reality Therapy counseling, family guidance, money management, tutoring and education through community resources, and assistance in locating suitable housing upon release. Maximum use of community resources is made. Heavy reliance is placed on Reality Therapy and the central theme is "Freedom Through Responsibility".

#### NEED FOR WORK RELEASE/PRE-RELEASE PROGRAM

The local jail is the intake point for the criminal justice system where most offenders have their first experience with imprisonment. Rarely are the problems underlying the deviant behavior in the community resolved in jail, rather, the individual's negative self-concepts are reinforced in a confinement setting as are the expectations of failures. This is not to say that jails are not needed for they serve constructive purposes; however, eventually the vast majority of offenders will be released into communities without a decent job, a suitable place to live, enough money to support themselves - much less the necessary skills vocationally or socially to make it. This increases the likelihood that the ex-offenders will revert to their previous life-style, continue to commit crimes, and return again to confinement. This is the "revolving door" that occurs at high levels (60% plus) of recidivism in most jurisdictions. Montgomery County chose not to continue to program failure and took the approach of implementing a Pre-Release program which encourages and reinforces responsible behavior and legitimate lifestyles. The Pre-Release Center provides County offender residents, who are nearing release, with appropriate opportunities to change themselves and their life situation.

Another important need is to assess the offenders preparedness for release. In many correctional systems offenders are simply dumped (on parole) into the community from prison after doing a period of "time". In Montgomery County, offenders have to "earn" a parole release by demonstrating responsibility through their job performance, accountability to the Center, problem solving behaviors, drug and alcohol freeness, etc. Those offenders who demonstrate responsibility while functioning on the program earn their final parole release; however, those who behave irresponsibly (one out of four) are revoked from the program, lose their parole and are not released. This process increases community protection.

The Pre-Release Center (PRC) solves numerous local correctional system problems. They can be summarized as follows:

- Jails and probation are extremes that often cannot respond to the control and treatment needs of the offender in the community.
- Jails and prisons do not prepare individuals for release into the community.
- PRC reduces jail overcrowding.
- PRC provides a method of assessing the offenders preparedness for release.

- PRC reduces costs of incarceration by at least one-third (facilities and operations).
- PRC reduces the need and probability of offenders continuing crime after release.

PRINCIPLES OF WORK RELEASE/PRE-RELEASE PROGRAM

- All offenders, at some point in time, will be released back into our community and citizens expect that offenders be prepared for the responsibility of community life prior to release.
- Offenders generally need the opportunity to learn the workable strategies of handling their life roles (work, family, leisure) prior to release.
- Each individual is accountable for his or her own behavior and responsible behavior is required for freedom; learning experiences reinforcing this value are needed prior to release.
- Offenders should pay for a portion of the cost of their confinement.
- The court or parole commission, whichever is appropriate, needs an accurate behavioral assessment of the offender's preparedness for release prior to the final decision concerning release into the community.
- County resident offenders must be returned to the community with appropriate employment, cash savings and suitable housing at the time of release.

KEY FEATURES OF THE PROGRAM

The program provides a sentencing alternative to offenders whose crimes are deemed too serious for probation alone, but do not warrant long-term incarceration in a large State correctional institution. Offenders entering the program must be within six months of release. The type of offenders entering the program cannot be stereotyped since they come from all walks of life and have committed all types of crimes. Some come from affluent backgrounds and some from poverty environments.

Residents assigned to the program spend their days either working on the job (work release), or in an academic or vocational training program (educational release) in the community. Resident evening activities include twice weekly Life Skills seminars, at least weekly meetings with their Center counselor, involvement in either group or family therapy or drug or alcohol programs, individual tutoring, and supervised recreational pursuits. Additionally, residents save money and locate appropriate housing for release.

The staff/residents efforts are focused primarily on the following:

- Developing functional life roles:
  - Work role.
  - Family role.
  - Leisure time roles.
- Developing problem solving skills.
- Learning the concept of "responsibility" and "choosing" to act responsibly (rather than irresponsibly).
- Accepting oneself as capable of succeeding - as a person able to master one's own life.

The residents' participation in the program is very closely monitored and there is a high level of "time structuring" and supervision of residents. As a resident progresses through the program and demonstrates responsibility (an evaluation on 18 performance scales such as job, punctuality, daily problem solving, etc.), the resident becomes eligible for furloughs with family. Through a "phasing out process" the individual earns more furloughs and eventually parole or court release, which normally occurs between two to five months after entering the program. After release ex-residents are under intensive parole supervision by an agent assigned to the Center.

The Pre-Release program helps direct the focus of correctional efforts from temporary imprisonment to a carefully devised combination of control and treatment. Residents are released to our communities with appropriate employment, cash saving, suitable housing and increased social problem solving skills.

COST BENEFITS

The program generates revenues which in effect substantially reduce the cost to the County for incarcerating offenders. Residents are required to pay the County 20% of their gross earnings for room and board up to \$300 per month. Revenues to the County from this source alone is over \$100,000 a year. Income generated by the new Pre-Release Center in the last 6 months (March through August, 1980) is as follows:

Resident room and board payments. . . . .	\$ 52,952.24
State reimbursement for services. . . . .	44,170.53
Federal reimbursement for services. . . . .	24,088.80
CETA contract for work release coordinators . . . . .	30,858.00
LEAA Federal grant. . . . .	<u>92,796.00</u>
Revenues for last 6 months: \$244,865.57	

Additional economic advantages to the County accrue. Offenders become taxpayers, support their families (avoiding welfare), pay fines, restitution, and debts.

A financial summary for the program is provided:

Financial Summary:	June, '80	FY 1980	Since 10/69
A. Releasee's gross earnings	53,294.66	425,550.30	2,099,071.49
B. Taxes (Federal, State, FICA)	9,836.43	82,769.71	398,450.18
C. Other (Union dues, etc.)	954.16	6,116.49	43,980.79
D. Distribution of earnings:			
1. Room and board	7,074.00	89,979.50	404,870.83
2. Travel and incidentals	6,956.82	43,007.92	254,844.35
3. Fine payments	446.50	3,350.30	11,042.94
4. Restitution and attorney	1,379.80	6,481.22	20,401.27
5. Support: Family, home, etc.	9,829.25	101,009.88	492,203.25
6. Miscellaneous	1,827.85	16,827.99	128,776.12
7. Savings	4,250.41	33,716.38	321,650.01
E. Minimum hourly wage earned this month:	\$3.10		
Maximum hourly wage earned this month:	\$14.13		
F. State payment to Montgomery County for Pre-Release services	\$9,776.64	\$82,566.40	
Federal payment to Montgomery County for Pre-Release services	\$3,788.80	\$36,787.62	

#### CLIENTS SERVED

The program primarily serves offenders who are County residents. Individuals sentenced to the County, the State or the Federal correctional system may participate. Individuals must meet established criteria to participate, may be direct commitments from the courts, or are in the process of being released to Montgomery County after a long-term incarceration from institutions in Maryland or elsewhere. Appropriate pre-trial offenders being detained may participate. The responsiveness of the program to the variety of offender populations increases the flexibility and effectiveness of corrections and provides the offender the opportunity for a successful reintegration into the community.

#### PROGRAM DESIGN AND IMPLEMENTATION

Over three hundred residents a year go through the process of behavioral contracting at the Detention Center, which involves stating specifically what residents will do and accomplish in the program prior to being transferred to the Pre-Release Center.

Thorough individual assessment is carried out by a staff treatment team which provides the service delivery system.

In the area of employment; vocational aptitude testing, intensive employment counseling and job placement services are provided. Residents are usually employed within three weeks, mostly in jobs at semi-skilled or skilled levels with upward mobility potential. Vocational training is provided in appropriate cases.

Illiterate residents participate in individual tutoring provided by community volunteers. GED opportunity is provided. College level education is available through the Montgomery Community College.

In the area of developing more adequate personal adjustment, a variety of strategies are used. Each resident is assigned a staff primary counselor who provides intensive individual counseling. The residents meet with their staff counselor one to three times a week to discuss, on a personal level, needs and frustrations the resident is having in coping with community life. Using the Reality Therapy process, the staff assist the residents in defining more clearly their needs, values and goals, and assist them in developing effective strategies for reaching their goals. Throughout the process, the staff teach residents and reinforce the concept that it is up to them to choose responsible problem-solving behaviors which leads to goal attainment and freedom in the community.

The Life Skills program includes 18 seminars designed to improve the residents' skills in preparation for successful, independent living upon final release to the community. The two-hour seminars are held two evenings each week. They include experiential activities such as role-plays, group go-rounds, small "task oriented" problem-solving groups, etc. and, as such, group participation plays a major role in the facilitation of the Life Skills program. Community resource persons are also utilized to assist in presentations about community services and to share their expertise. The two-hour seminars include topics such as work adjustment, value clarification, decision-making, communication skills, leisure time, drug/alcohol, family involvement, money management, etc. Although each seminar has its own specific goals and strategies, the seminars also serve to improve the residents' self-image and self-confidence through group support and participation. Through this process residents develop an increased sense of responsibility as well as improved problem-solving and coping skills.

Residents also can become involved in community "special focus" treatment services (e.g. drug, alcohol and family counseling) as their needs many dictate. Responsible behavior is reinforced and irresponsible behavior is punished. The staff utilizes a behavioral rating scale and each resident is accountable for his/her actions. Those demonstrating responsibility receive increased

freedom, furloughs, and eventual release. Those who demonstrate irresponsible behavior experience decreased freedom and eventual reincarceration. The staff works closely with the resident's family resolving problems that may be confronted by the family unit.

Financial guidance is provided as well as housing relocation services, which is often needed.

The Center assesses residents' preparedness for release and presents this information to the Parole Commission or the court. Services do not necessarily stop upon release. Post-release follow-up is provided through intensive parole and probation supervision by an agent assigned to the Pre-Release Center. As necessary, the Center assists the releasees.

#### PROGRAM REFINEMENT

Staff evaluation followed up by improvement of the program is made on an on-going basis. To stimulate program improvement, heavy emphasis is placed on data collection and research to determine where the Center is being most or least successful and to modify the program where weaknesses are indicated.

#### PROGRAM IMPACT ON THE COMMUNITY AND THE LOCAL CRIMINAL JUSTICE SYSTEM

- It Works - All offenders will be released at some point in time back into our community. The majority of the PRC residents (all of whom are within 6 months of release) take the opportunity to change their life situation and prepare for release. Participants are released to the community with appropriate employment, cash savings, suitable housing and increased social problem solving skills. This reduces the need and probability of offenders continuing crime after release.
- It's Community Protection - Responsible behavior is required for freedom. Offenders are assessed as to their preparedness for release (risk taking as compared to responsible behavior) and those who cannot handle the responsibility of community life are reconfined. Those who behave responsibly are released to the community with a high probability of responsible community adjustment.

Study after study shows that most re-arrests occur within the first year after discharge, including the studies of PRC releasees. The PRC participants generally are not arrested during the first year after discharge, and, in fact, better than nine out of ten (92%) of the releasees are not reincarcerated (2½ year average follow-up period).

- It's Good Community Mental Health - Offenders are members of family systems and, as such, affect parents, wives, children, etc. As offenders mature, resolve personal problems, and develop more effective life skills, family and community health also improves.

- It's Cost Effective - Since participants pay room and board (20% of their gross income up to \$300 per month), the cost per day of confinement is reduced. Because PRC services tend to increase the flow of offenders through the system, the number of offenders' mandays is reduced, thus decreasing the system cost per case. Additionally, participants pay restitution, fines, taxes and family support.
- It Reduces Jail/Prison Overcrowding - Pre-Release Center helps ease overcrowding in other correctional facilities. The Montgomery County Pre-Release Center annually handles approximately 300 offenders who could have otherwise been in a confinement facility until release.
- It's Constructive - Over 2,000 participants have earned close to \$2,000,000 and, at the same time, they have resolved many personal and social adjustment problems.
- Acceptance by the Community - Neighborhood complaints have been essentially nonexistent. Of the last 1000+ participants 5, or ½ of 1%, were arrested while on the program (none for a serious crime). There has never been a fight in the Pre-Release Center. A great number of Montgomery County families have sincerely expressed their gratitude for the impact the experience had on a family member.

The program has the support of the Bar Association, Chamber of Commerce, League of Women Voters, the local Rotary Club, the Jaycees, and numerous other civic and church groups. In addition, the program has been strongly supported over 10 years by the Circuit and District Court judges, County Council members, as well as the executive branch of government.

#### DATA HIGHLIGHTS

The following statements are highlights of the results of statistical analyses of the Pre-Release program.

- Residence - Seventy-six percent of the Pre-Release Center participants are residents of Montgomery County. The remainder are mostly residents of surrounding jurisdictions who committed crimes in Montgomery County and are sentenced to the custody of the Montgomery County Department of Correction and Rehabilitation.
- Race - 2/3 of the Center residents are white, 1/3 are black.
- Sex - Two out of ten residents are female.
- Age - About 3/4 of the residents are younger than 30. About 1/3 are between 18 and 21. It is a young adult population.
- Education - Over half of the residents have 11 years or less of education (i.e. high school drop outs).

- Charges - Residents have been sentenced for most types of crimes. Charges range from non-support and petty larceny to armed robbery and murder, but no one category accounts for more than 15% of the charges. The most frequent crime category is storehouse breaking.
- Classification of Crimes - Property crimes (42.9%) and drug crimes (11.1%) account for over half of the crimes committed by the offenders, while crimes against persons were involved in approximately 20% of the cases.
- Felonies/Misdemeanors - The ratio of residents committed for felonies relative to those committed for misdemeanors changed from a ratio of one to three to a ratio of one to one over the first six years, indicating a substantial increase in the number of felony cases handled by the program.
- Court of Origin - Over this six year period, the number of Circuit Court commitments has increased considerably, relative to District Court commitments. Currently over 60% of the cases are from Circuit Court.
- Length of Sentence - Over this six year period sentences of residents in the program became longer with about half of the residents having sentences of one year or more.
- Correctional Jurisdiction - Approximately eight out of ten residents come from the Montgomery County system; two out of ten residents come from the State and Federal systems (anyone coming from the State or Federal system is a Montgomery County resident).
- Days in Program - All residents entering the PRC program are within six months of release to the community. The average length of stay is about eleven weeks.
- Behavioral Classification Patterns - Residents are classified into behavioral classification patterns (the pattern of behavior underlying the lawbreaking actions). The primary behavioral patterns were distributed as follows: Inadequate/Immature (21.8%); Socialized Deviance (16.4%); Alcohol (22.0%); Drug (20.9%); Emotional Dysfunction (8.1%); Unsocialized Aggressive (2.0%); Situational (8.6%); Organic Dysfunction (0.2%).
- Summary of services delivery during FY 79 (for 266 residents entering the program that year):

\*SERVICES DURING A YEAR'S PERIOD

	<u>FY79</u>	<u>FY80</u>
Behavioral Contracts with Residents. . . . .	266	290
Treatment Team Meetings. . . . .	156	156
Job Placements . . . . .	264	305
Average Wage (hourly). . . . .	4.01	4.05
Number of Job Checks . . . . .	425	542
Community Resource Placements. . . . .	236	295
Community Placement Follow-Ups . . . . .	472	1,106
Primary Counseling Sessions. . . . .	2,300	2,600
Life Skills Classes. . . . .	204	204
Residents in Education Program . . . . .	96	102
Group Counseling Sessions. . . . .	102	122
Psychological testings . . . . .	460	502
Consultant Psychologist Services - (hours/week). . . . .	28	28
#Program Review/Planning of Residents by Staff . . . . .	3,400	3,900
*Examples of resident supervision activities during FY 80:		
#Resident Counts . . . . .	9,060	
#Facility Walk Throughs. . . . .	12,300	
#Alcohol Tests . . . . .	5,601	
#Alcohol Problems. . . . .	58	
#Urinalysis Tests (for drugs). . . . .	7,969	
#Drug Problems . . . . .	46	
#Home Visitations. . . . .	1,150	
#Home Visitation Verifications by Staff. . . . .	1,632	
#Arrests of Residents on Pass. . . . .	0	

- Seventy-five percent of the residents (over the six year period) acted responsibly and were released to the community.
- Status at Time of Successful Release - Of the 702 successfully released, 660 were employed with the majority of the remaining 42 in training programs; over 60% left with over \$50 and, of that, approximately half had over \$150.
- Revocation - About 25% of the residents were revoked from the program (including 3.5% walk-offs) and returned to security confinement for irresponsible behavior and rule violations, most frequently for abusing drugs or alcohol or being in unauthorized absence from a program activity.
- In-Program Arrests - Five out of 979 residents were arrested for new crimes-four larceny cases and one minor assault and battery case-while on the program.
- Skill Level by Release/Recidivism - Successfully released, arrest-free individuals tended to be more skilled and have better jobs. Revoked groups are over-represented in the unskilled category.
- Characteristics by Release/Recidivism -
  - Age-Younger residents are more likely to be revoked and re-arrested.
  - Race-There is no significant difference between race and release or re-arrest status.
  - Residency-Residents from the District of Columbia tend to be revoked more frequently, but residency is not significantly related to recidivism.
  - Education-The amount of education a resident has is not significantly related to release or re-arrest.
  - Marital Status and Dependents-Single residents are more likely to be revoked while married residents are more likely to be successfully released from the program. Ex-residents with dependents were least likely to be re-arrested.
  - Wage Level-There is no apparent pattern between wage level and release or re-arrest.
  - "Recidivism" based on a minimum of one year follow-up of those successfully released: arrest-free rate (70%), reconviction rate (12%), and reincarceration rate (8%) 2½ year average follow-up period.
  - "Recidivism" based on a minimum of one year follow-up of those revoked from the program: arrest-free rate (51%), reconviction rate (35%) and reincarceration rate (18%).

- Perspective: Crime has been one of the top three priority concerns of the citizenry for years. The cost of providing this reintegration program is less than 1/600 of the County's budget without considering any offsetting revenues (over 30%) or other economic benefits. The average taxpayer in Montgomery County pays less than \$2.00 per year to support the program. In terms of reducing the risks and fears of the participants and the community during the difficult period of adjustment immediately after confinement and all the other advantages, the cost of the program is minimal (especially when one considers the cost would still be incurred at a security facility if the Pre-Release Center didn't exist).

ALTERNATIVE COMMUNITY SERVICES PROGRAM  
6400 Democracy Boulevard  
Bethesda, Maryland 20034  
Telephone: 468-4455

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This program provides a voluntary alternative for selected adult and juvenile offenders to the traditional processes of the criminal justice system that will have a positive impact on the elements of that system, the offender and the community. The program makes a substantial impact on the District Court docket flow--handling 12 percent of that court's cases.

This pre-trial diversionary program for first-offender adults and selected juvenile offenders is currently meeting program and department goals by: providing a means whereby offenders can choose to make a personal, productive contribution to the community through a voluntary work experience with a public or nonprofit agency; providing the criminal justice system with a meaningful alternative to fines, probation and/or incarceration; providing an opportunity for first offenders to erase their criminal arrest record; and providing needed volunteer assistance to public and nonprofit agencies which exist to promote and maintain the general health and welfare of the community.

The Alternative Community Services Program has been cited by the Maryland Public Service Corps for its innovative use of offenders in community service activities and was the recipient of the 1979 National Association of Counties Achievement Award for its unique contribution to the improved quality of County services. The program also received outstanding merit awards from the National Kidney Foundation and the American Heart Association.

Funding for the program during FY 80 emanated from the Law Enforcement Assistance Administration, as C.E.T.A. funding for the project terminated on September 30, 1979. LEAA funding (which is in the third year of three-year cycle funding) will also terminate on September 30, 1980. One obstacle that the program effectively overcame when applying for funding was the inclusion of juveniles in an adult correctional program. The department made a convincing justification to the Governor's Commission why the juvenile component of the program should be retained. Overwhelming support for the inclusion of juveniles came from various community organizations, criminal justice agencies and the Alternative Community Services Advisory Board, a group of lay citizens appointed by the County Executive to oversee program operations.

The program anticipates that future funding will come from the corrections budget, as the program is included in the overall Career Development Plan.

The Alternative Community Services Program continued to add and refine placement sites, with available placement sites now numbering over seventy-five (75) organizations and agencies.

The program is no longer contemplating the addition of a restitution component for juveniles. The more logical locus for this program would rest with the Juvenile Services Administration.

Regarding future program planning, the Alternative Community Services Program is compiling data variables to be included in the new PROMIS (Criminal Justice Information System) terminal that will be assigned to the department.

The program is continuing to expand its outreach and collaborative efforts with other agencies committed to diversion alternatives, particularly in the juvenile area. Recent initiatives include drug awareness programming through the Health Department and CPR training through the International Red Cross.

During FY 80, 1,237 clients (juvenile and adult) were referred to the Alternative Community Services Program. Thirty-six thousand, one hundred seven hours of community service were performed with an estimated wage valuation of \$144,428. The State's Attorney's Office reported that 907 adult clients applied for expungement of the record.

The program is one of 22 community service diversion programs that was selected for study by the University of Minnesota School of Social Science. The study cited the program as a model for replication in adult correctional agencies.

The Alternative Community Services Advisory Board continues to meet on a periodic basis to review program developments.

CORRECTIONAL TRAINING ACADEMY  
Public Service Training Academy  
10025 Darnestown Road  
Rockville, Maryland 20850  
Telephone: 279-1482

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During fiscal year 1980, the Training Academy continued established training programs and initiated new training programs. Training is a high priority need and is essential to the smooth and orderly operation of the correctional centers. It provides some insurance against inmate unrest and disorder.

Fifteen employees attended the Maryland State Correctional Training Academy and became certified by the State of Maryland as Correctional Officers. Twenty-seven officers attended one of five, one-week entrance level courses offered by the Correctional Training Academy. Fifty-two departmental employees attended courses offered by the County Personnel Office of Organization, Development and Training in budget preparation, contract preparation and administration, basic supervisory, time management, etc.

There were several new programs initiated in FY 80. The first of these is a positive utilization of the 15 minutes in pre-shift assembly by using lesson plans designed for the time frame covering topics such as daily operations, legal issues, dealing with the mentally ill or those under the influence of drugs, etc.

A CPR training program was started for Detention Center staff resulting in approximately 90% of Detention Center personnel being certified in CPR. A similar program including CPR, first-aid and fire control procedures was started in May by the Pre-Release Division which resulted in certification of approximately 50% of the PRC staff with the remaining staff to be trained in October 1980.

A structured 10 day on-the-job training program was started in the Detention Division for new Correctional Officers, to assure new personnel a gradual orientation to their role in Detention Center operations. Beginning in January 1980, the Rockville City Police send their new officers to the Detention Center for a three day structured orientation on Detention Center operations, the role of the Correctional Officer, the rights of inmates, etc.

A series of one-hour pre-shift training sessions have been started featuring outside speakers from other criminal justice agencies which inter-relate with the Detention Center operations. It is hoped that this program will give employees a broader view of the criminal justice system, how it operates, and the role each element plays.

In June 1980, the Montgomery County Police conducted a two-day session on hostage negotiations and Montgomery County Police capabilities for 23 Detention Center supervisory and counseling personnel. This has led to further cooperation between the two departments in the development of a hostage plan and possible simulation training in the future on-site at the Detention Center involving Detention Center staff and police negotiations teams.

The Pre-Release Division also conducted ongoing training for new staff members covering a multitude of subjects including transactional analysis, counseling strategies, communication skills, legal issues, program evaluation, etc. Each new employee receives over eighty hours of training.

STAFF EDUCATIONAL PROFILE

As Of July 1, 1980

37% of staff have a High School Diploma

3% of staff have an A.A. Degree

46% of staff have a Bachelor's Degree

13% of staff have a Master's Degree

1% of staff has a Doctorate

60% of those with a High School Diploma are pursuing a college degree.

18% of those with a Bachelor's Degree are pursuing a Master's Degree.

12% of those with a Master's are pursuing a Ph.D. Degree.

These percentages do not include clerical and medical staff.

A P P E N D I X

MONTGOMERY COUNTY  
DEPARTMENT OF CORRECTION AND REHABILITATION  
ROCKVILLE, MARYLAND

-A NATIONAL CORRECTIONAL MODEL-

COLLEGE STUDENT INTERNS NEEDED

INTERN OPPORTUNITIES: Experience may be gained at any one of three places -

Detention Center - Detains adult male and female pre-trial sentenced persons.  
Pre-Release Center - Residential treatment work release program. Co-educational.  
Alternative Community Services (ACS) Program - Opportunity for adults and juveniles charged with minor offense to perform voluntary work for the community as an alternative to a trial or formal hearing.

DUTIES:

May include counseling, administration, psychological testing, supervision of recreational activities, job coordination, and court liaison.

APPLICATION PROCEDURE:

Contact at any time:

Detention Center - Herb Hunter - 279-1084  
Pre-Release Center - John Flynn - 468-4150  
ACS - Maury Ward - 468-4455  
Director's Office - Bob Tansey - 468-4150

COMMITMENT:

- Minimum of 16 hours per week - preferably 24 hours.
- Minimum of 4 months.
- Non-paid.
- Individual agreement negotiated concerning time period, schedule, and responsibilities.

ACADEMIC CREDIT:

Colleges/universities usually give academic credit for field experience in an agency. Student must work this out with school.

QUALIFICATION REQUIREMENTS:

- Must have completed one year of college in criminal justice or a behavioral science (Psychology, Sociology, Social Work, etc.).
- Interested in a career in a human services field, and possibly corrections.
- Must have a valid driver's license.
- Selection based on personal interview.

Note: Many interns have subsequently been hired by the correctional centers (starting minimum salary is \$14,500 as of July 1980).

"The degree of civilization in a society can be judged by entering its prisons."

A-2

Dostoyevsky

AN EQUAL OPPORTUNITY EMPLOYER

NATIONAL RESIDENTIAL TREATMENT MODEL  
MONTGOMERY COUNTY PRE-RELEASE CENTER  
11651 Nebel Street  
Rockville, Maryland 20852  
Phone 468-4200

## COLLEGE "LIVE IN" INTERN PROGRAM

- Room and Board Provided (attractive Private Room with Bath).
- Outstanding training provided - 10 hours per week.
- Twenty hours a week work experience.
- Interns can earn up to 8 college credit hours.
- Excellent experience for job interviews and obtaining employment.

Outstanding live-in work/training experience is provided at the modern Montgomery County Pre-Release Center - the nationally recognized correctional model for community residential treatment. This live-in work/training program is specifically designed to meet the trainees needs and the correctional unit's needs for residential treatment programming. The pleasant living arrangements include a private room which is well furnished and has a private bath. Close to good public transportation.

WORK/TRAINING EXPERIENCE:

The work experience includes such activities as counseling and supervision of residents, administration of psychological tests, employment coordination, assisting in applicant screening, supervision of recreational activities, life skills training, case work duties and supervising parolees. Training includes case management team meetings, staff training sessions, and meetings with supervisor.

COMMITMENT:

A commitment is required for 30 hours weekly (20 hours of evening work and 10 hours of training) for a period of four (4) months' minimum to one (1) year maximum. Individual agreements negotiated concerning time period, hours and responsibilities.

QUALIFICATION REQUIREMENTS:

- Must have completed one year in criminal justice or a behavioral science (Psychology, Sociology, Social Work, etc.), course work at either the undergraduate or graduate level.
- Interested in a career in a human services field, and possibly corrections.
- Must have a valid driver's license.
- Selection based on personal interview with PRC staff.

IF INTERESTED:

Contact: Kent Mason, Director, Pre-Release Center, 468-4200  
(If he is not available, ask for John Flynn, John Farrell or Walt Sizemore)

AN EQUAL OPPORTUNITY EMPLOYER

APPLICATIONS ACCEPTED AT ANY TIME

Note: Many interns have subsequently been hired by the Pre-Release Center (starting minimum salary is \$14,500 as of July 1980).

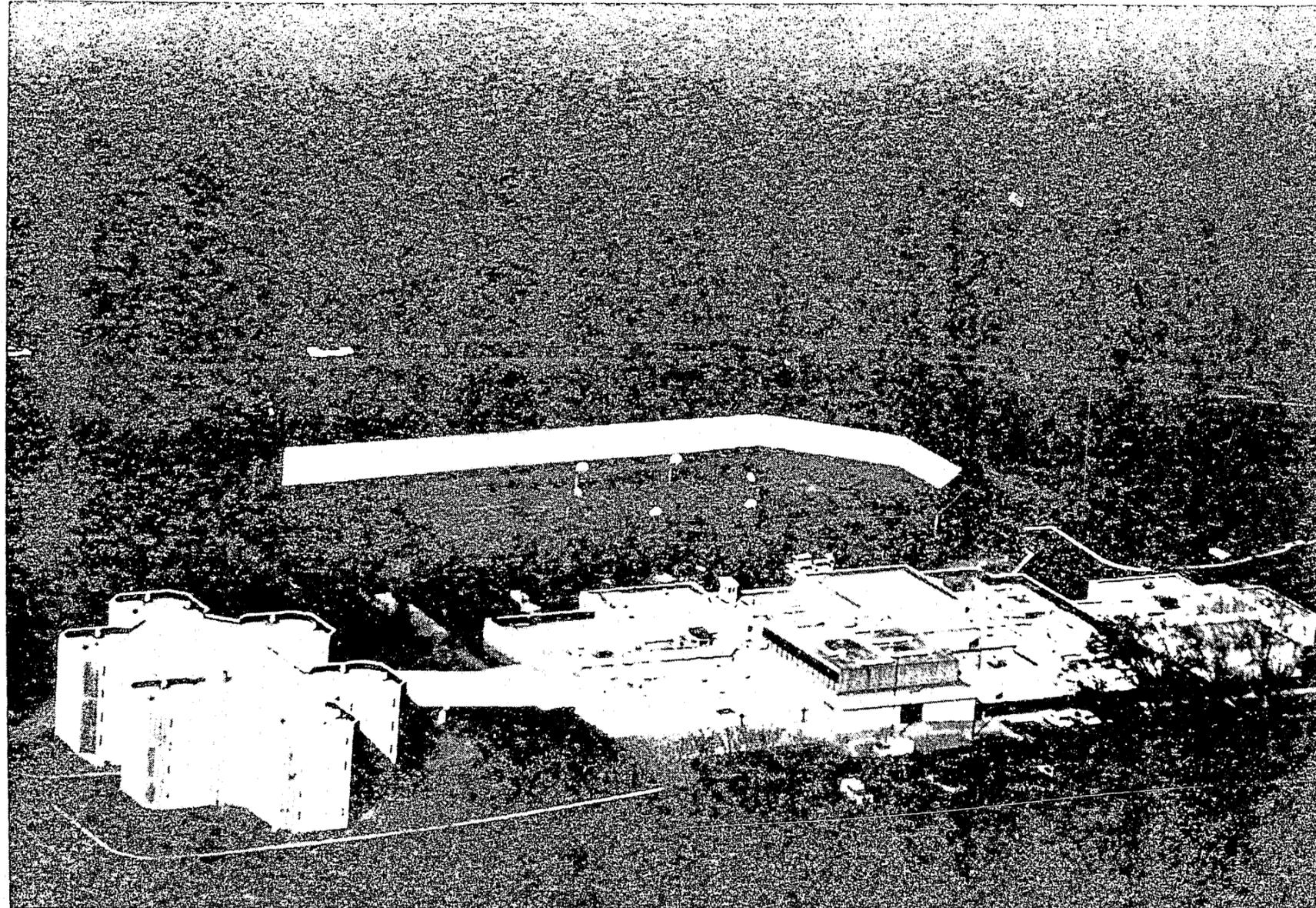
"The degree of civilization in a society can be judged by entering its prisons."

A-3

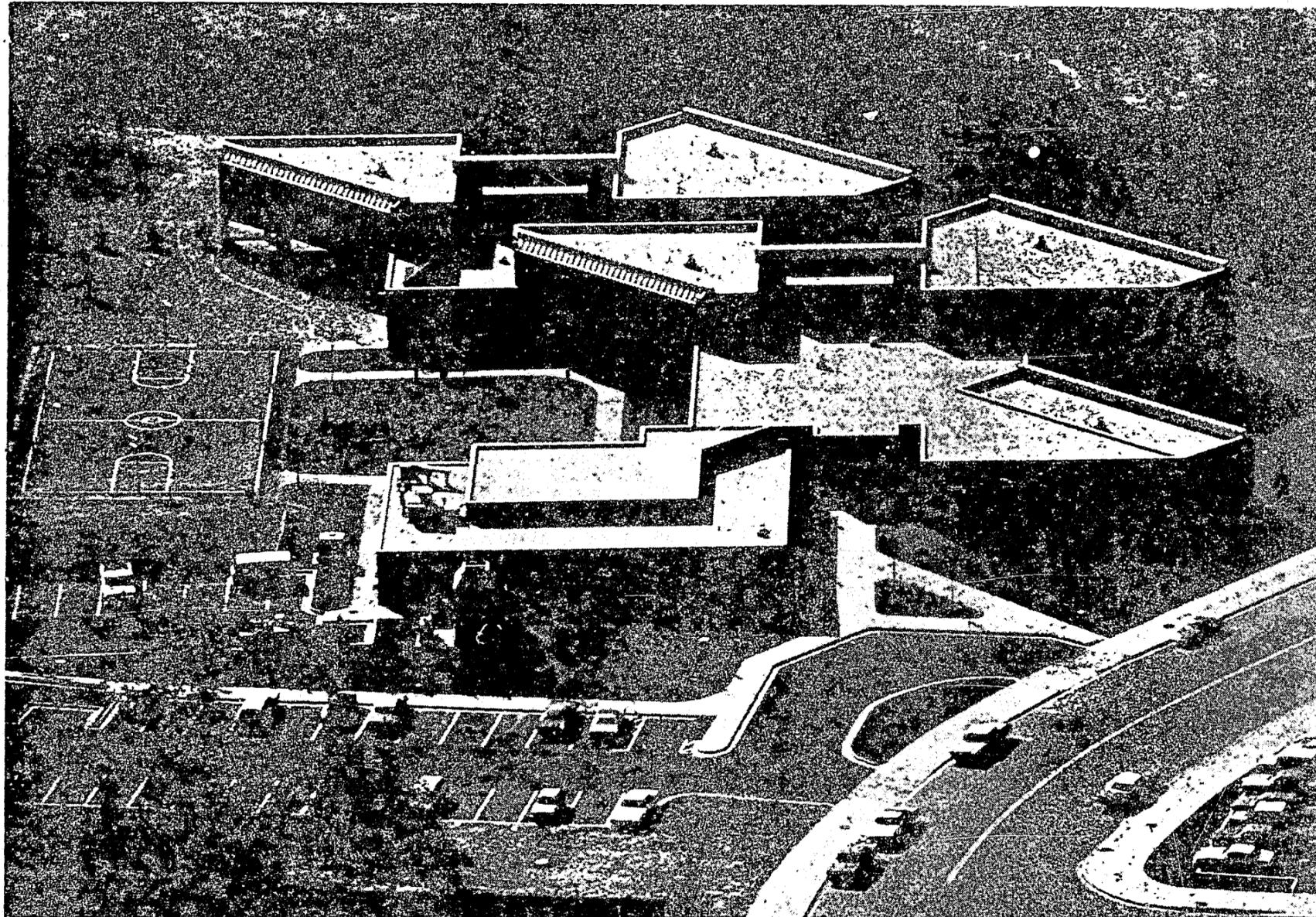
Dostoyevsky

STAFF DIRECTORY

<u>FUNCTION</u>	<u>Telephone Number</u>
<u>DIRECTOR'S OFFICE</u> . . . . . 6110 Executive Boulevard Rockville, Maryland 20852	468-4150
Director. . . . .	Gary R. Blake
Program Development . . . . .	Robert F. Tansey
	Neil E. Dorsey
Research. . . . .	Jean Hansman
Supporting Services . . . . .	Dorothy K. Butt
<u>NATIONAL INSTITUTE OF CORRECTIONS AREA RESOURCE CENTER.</u> . . . . .	279-1029
Public Services Training Academy 10025 Darnestown Road Rockville, Maryland 20850	
Project Director. . . . .	Claire E. Gunster
<u>DETENTION CENTER</u> . . . . .	279-1084
1307 Seven Locks Road Rockville, Maryland 20854	424-0940
Director. . . . .	Samuel F. Saxton
Administrative Services . . . . .	Robert R. Crawford
Security and Custody. . . . .	Charles E. Hessling
	Jeffrey R. Paskow
Chief, Inmate Services. . . . .	Herbert G. Hunter
Chaplain. . . . .	Dennis Hayslett
Library . . . . .	Joyce A. Alibrando
Medical Services. . . . .	Joan E. Kautz
Model Learning Center . . . . .	Dr. Wilbur N. Baughman
<u>PRE-RELEASE CENTER</u> . . . . .	468-4200
11651 Nebel Street Rockville, Maryland 20852	4201 4202
Director. . . . .	Kent W. Mason
Unit Supervisors. . . . .	John F. Farrell
	John A. Flynn
	Walter B. Sizemore
<u>ALTERNATIVE COMMUNITY SERVICES PROGRAM</u> . . . . .	468-4455
6400 Democracy Boulevard Bethesda, Maryland 20034	
Director. . . . .	Maurice S. Ward
<u>CORRECTIONAL TRAINING ACADEMY</u> . . . . .	279-1482
Public Services Training Academy 10025 Darnestown Road Rockville, Maryland 20850	
Training Officer. . . . .	Richard L. Tegethoff



MONTGOMERY COUNTY DETENTION CENTER



MONTGOMERY COUNTY PRE-RELEASE CENTER

SPEAKER'S BUREAU

To arrange for a talk on the County Correctional System, telephone 468-4150.

Interested in Corrections as a Career?  
Salary and Benefits are Excellent.  
Call the Montgomery County Personnel  
Office at 279-1271 to inquire about  
employment opportunities.

VOLUNTEERS ARE NEEDED

*"The mood and temper of the public with regard to the treatment of  
crime and criminals is one of the unfailing tests of the civiliza-  
tion of any country."*

*Winston Churchill*