



# Annual Report

MARYLAND COMMISSION

RECTIONAL STANDARDS

1, 1987 to JUNE 30, 198:

ment of Public Safety and Correctional Services



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WILLIAM DONALD SCHAEFER  
GOVERNOR

MELVIN A. STEINBERG  
LT GOVERNOR



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

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BISHOP L. ROBINSON  
SECRETARY

PAUL S. HASTMANN  
EXECUTIVE DIRECTOR

Marie C. Henderson  
Chairperson

March 1, 1989

The Honorable William Donald Schaefer  
Governor of the State of Maryland

and

Members of the General Assembly

and

Bishop L. Robinson, Secretary, Department of  
Public Safety and Correctional Services

NCJRS

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ACQUISITIONS

I am pleased to report to you that the Maryland Commission on Correctional Standards has completed its eighth year of operation, has finalized its third full cycle of audits of all State, local and private adult correctional facilities and has initiated an assessment of the existing standards, audit process and reporting procedures for possible revision.

Initially, the Commission's task, with the assistance of the legislatively mandated Advisory Boards, was to develop regulations addressing basic life, health, safety and constitutionally mandated issues. Using those standards as the basis for our audits, we have verified total compliance by 18 correctional facilities during this fiscal year. All other agencies are working toward full compliance with the Commission providing technical assistance toward that end.

The Commission and its motivated staff, in an attempt to evaluate the "state of the Commission", held a Public Meeting on October 7, 1987 to provide guidance in our efforts to improve the quality of correctional operations in the future and thereby enhance public safety, staff well being and inmate welfare through a regular, formal and structured system of audits. In addition, a planning document, The Future Direction of the Commission, was submitted to the Secretary in June 1988 to address the needs of this regulatory agency into the 1990's.

The Honorable William Donald Schaefer

and

Members of the General Assembly

and

Secretary Bishop L. Robinson

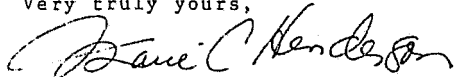
March 1, 1989

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We are pleased with the progress of the Commission and look forward to the challenges ahead. We feel confident that we are providing the proper leadership by pursuing standards that will ensure that Maryland's adult correctional facilities are being operated effectively and efficiently. The number of agencies which have achieved full compliance speaks to this fact.

Thank you for your support as we faithfully dedicate ourselves to carrying out this important mission.

Very truly yours,

A handwritten signature in dark ink, appearing to read "Marie C. Henderson", with a stylized flourish at the end.

Marie C. Henderson  
Chairperson

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## COMMISSION ACTIVITIES

### PURPOSE FOR THE COMMISSION

The Maryland Commission on Correctional Standards (Commission) was created by acts of the 1980 General Assembly. The Commission has the authority to develop and enforce standards for Maryland's adult prisons, detention centers and community correctional facilities.

The Commission had its origin at a conference of State and local correctional administrators in May 1979. Those administrators saw the need to revise the existing jail inspection program and to develop a mechanism to audit State facilities. The principal driving force was the fact that several correctional administrators were involved in civil litigation brought by inmates or special interest groups on their behalf charging alleged unconstitutional facility conditions and/or management practices. In the absence of realistic, attainable and comprehensive State standards and a viable auditing process, administrators were often unable to show "good faith" efforts to address these issues, which reflected real or imagined violations of statutory provisions, case law and/or generally accepted correctional management principles.

Concurrently, Maryland's State correctional system was engaged in the voluntary national accreditation process. There was some concern, however, by several members of the General Assembly that this involvement would require a great outlay of public funds before accreditation could be achieved. Recognizing the obvious rationale of meeting professional standards, it was decided instead that Maryland should develop regulations which reflect realities in this State while being consistent and compatible with those developed by national organizations and by other jurisdictions/entities.

The resulting eleven member Commission includes eight persons appointed by the Governor with the advice and consent of the Senate who serve terms of three years. The statute requires members to be appointed as follows: two citizens; two State correctional officials; two local correctional officials; an elected official from a local governing body; and, an official of a national standards setting and accrediting body. There are also three ex-officio members including the Attorney General, the Secretary of State Planning, and the Secretary of General Services.

The Commission was appointed in October 1980 and elected Marie G. Henderson, a citizen member, as its first and only Chairperson to date. The Commission immediately began the staff selection process and appointed long time State correctional employees as the Executive Director and Assistant Executive Director. The Jail Programming and Inspection Office within the Division of Correction was abolished and its employees were assigned to the Commission.

As of June 1988, the Commission met 74 times, nearly one meeting per month. It meets in various locations throughout the State, often at a correctional facility so that a tour can familiarize the members with current programs and conditions.

### OBJECTIVES

The Commission's Statement of Purpose, approved in February 1981, states:

The General Assembly hereby finds and declares the need to improve the method of establishing standards for correctional facilities and programs and ensuring compliance with such standards in order to better protect the health, safety, and welfare of Maryland's citizens by reducing incidents of crime.

The Commission is established at a time when Maryland's correctional system is in a most dynamic stage. Internally there is a massive construction program of State and local facilities and an expansion of programs and services. There are also external forces such as the involvement of the courts in establishing correctional practices as well as the development of national standards for both facilities and operations. In addition, there are day to day problems of managing this system in a time of shrinking revenues and increased public accountability. Finally, there are the expectations and concerns of all those who have an interest in public safety and the correctional process.

These forces bring the need for the Commission into focus. In recommending standards which address problems in Maryland and ensuring compliance, the Commission will seek advice and assistance from the community and local, State and national groups, and

will adopt procedures which will ensure their attainment by providing technical assistance either directly through staff resources or through a network of professionals both within and outside of corrections.

In addition, the Commission has established objectives for each year of its operation. In 1982, they were to: continue inspecting jails under the existing 1972 minimum standards; develop policies and procedures to accomplish the Commission's legislative mandate; and, recommend to the Secretary of Public Safety and Correctional Services basic standards which address life, health, safety, and constitutionally mandated issues.

Its 1983 objectives were to: begin auditing correctional facilities and monitoring compliance plans to ensure adherence to established standards; coordinate with other State and local agencies concerned with correctional practices; and, provide technical assistance to assist agencies in meeting these minimum, mandatory regulations.

In 1984, the Commission's objectives were to: complete the first round of audits of all State and local correctional facilities which began in June 1982; continue to monitor compliance plans and provide technical assistance as needed; update the Standards Manual developed in 1982; conduct a thorough revision of the standards; begin the second cycle of audits; and, conduct a Public Hearing to assist it in determining future directions.

Its 1985 objectives were to: continue the second audit cycle which began in January 1984; monitor compliance plans and provide or sponsor training and technical assistance to ensure compliance with same; establish meaningful relationships with State and local agencies, organizations and associations concerned with standards; propose to the Secretary of Public Safety and Correctional Services the need for additional mandatory regulations dealing with life, health, safety, and constitutional issues; consider another revision of the existing standards; and, initiate a concerted public relations and awareness program about the successes of the Commission.

In 1986, the Commission's objectives were to: complete the second audit cycle started in January 1984 and initiate the third round of audits in January 1986; monitor compliance plans more thoroughly and directly through the provision of on-site visits; maintain positive relationships with State, local and professional agencies and organizations concerned with corrections; complete the revision of existing and development of new

regulations and recommend that the Secretary promulgate them on or about January 1986; update the Standards Manual and hold training sessions throughout the State to familiarize correctional administrators with changes in the standards, audit process and reporting procedures; and, continue the public relations and information program initiated in 1985, to include the planning of another Public Hearing in 1987.

Its 1987 objectives were to: continue the third cycle of audits initiated in January 1986; monitor compliance plans by site visitations on a more regular basis; provide technical assistance and training with regard to standards interpretations and audit preparation as requested; continue the public relations efforts to inform the media, community and elected officials of the significant impact of Commission activities; obtain additional personnel resources to better meet the mission of the agency; and, initiate a complete and thorough review of the current standards, audit procedures and reporting system as well as an assessment of the need for more regulations in the administrative, programmatic and physical plant areas of correctional institutional management.

In 1988 the objectives were to: complete the third cycle of audits started in January 1986; continue to assess the levels of compliance by ongoing site visitation including the use of a mini-audit system to periodically review "action" standards; develop and distribute the schedule of audits for the fourth cycle to begin in July 1988; provide formal training to all interested parties in June 1988 to assist in audit preparation and facility compliance efforts; involve a Graduate Student Intern in the development of informational materials to aid public education and relations efforts; seek to supplement existing personnel, resources to better meet the intended legislative mandate; schedule a Public Meeting in late 1987 to gather input from interested persons and organizations about the Commission's activities to date as well as the planning of future programs, etc; complete a survey of managing officials and other correctional practitioners about the need for standards development/revisions, modifications of the audit/reporting process, etc; and, develop a long range plan for the future direction of the Commission to be presented to the Secretary.

#### STANDARDS DEVELOPMENT/REVISION

The Commission decided to address basic issues during its first thrust at standards development because it determined that a sound foundation was needed. These life, health,

safety, and constitutional matters were primarily concerned with State law, court decisions relevant to Maryland, and appropriate fire, health and safety codes. Further, the minimum, mandatory regulations were to address management and operational functions, not facility design or programmatic functions.

In April 1981, the staff presented to the Commission a list of concepts from which the standards were eventually developed. These concepts were the result of considerable research of existing case law, national standards, local and State codes, and the standards of several other states. The intent was to ensure reasonable compatibility with national efforts, adherence to court decisions, and conformity with commonly accepted correctional management principles. The Commission approved the issues with suggestions and directed that they be presented to the legislatively mandated Advisory Boards for review and comment.

Over the next nine months the standards were finalized. The process included several meetings of the Commission and Advisory Boards, and many drafts of the standards based on the results of their deliberations and recommendations. The standards, which were finally approved by the Secretary of Public Safety and Correctional Services, became regulations on April 26, 1982, after being published in the Maryland Register and placed in the Code of Maryland Regulations (COMAR).

An ongoing objective of the Commission is to keep the standards current and attainable and the audit process realistic. Toward this end, in July 1983, the Commission directed the staff to update the regulations based upon new case law, problems identified during the first round of audits, and correctional trends in the State and at the national level. The revised standards were promulgated by the Secretary of Public Safety and Correctional Services on February 27, 1984, at which time, the second cycle of audits began. Before the standards became effective, they were reviewed by the Commission and Advisory Boards on several occasions.

Many of the changes came as a result of the Commission involving other agencies, organizations and associations in the correctional standards process. Historically, such agencies have not been directly or actively included in correctional matters; however, through a cooperative effort the Commission sought the advice, assistance and expertise of the following groups in the standards development and revision process:

Maryland Board of Pharmacy  
State Fire Marshal's Office  
Department of Health and Mental Hygiene  
Maryland Occupational Safety & Health Administration  
Maryland Emergency Management & Civil Defense Agency  
Maryland State Department of Education  
Maryland Correctional Training Commission  
Medical and Chirurgical Faculty of Maryland  
Governor's Office of Justice Assistance  
Maryland Criminal Justice Association  
Maryland Correctional Administrators Association  
Maryland State Sheriffs Association

On February 15, 1984, the Commission conducted a Public Hearing for the purpose of assisting it in the identification of future directions. Over 60 agencies and public interest groups were invited. The hearing was an outreach to those organizations interested in corrections policy as well as an effort to guide the Commission in considering the development of new standards and/or the revision of the audit process. The idea was to augment the basic life, health, safety, and constitutional standards presently in existence as well as to revise the current regulations to ensure consistency in format, structure and organization and to eliminate ambiguities, redundancies and problems with interpretation. These standards, which became effective on February 10, 1986, underwent a substantial number of reviews and revisions by the Advisory Boards and Commission between the presentation of the concepts and ideas by staff in January 1985 and the final approval at the May 29, 1985 Commission meeting. In the interim, pending their placement in the Maryland Register per the State Documents Law requirements for final action in January 1986, the proposed regulations were subject to a number of procedural processes to ensure proper consideration, comment and approval by the appropriate authorities. The possibility of developing standards to address institutional programs, administrative issues, and physical plant considerations, which by statute would be mandatory for State facilities and voluntary for local facilities, were postponed indefinitely, pending further political and correctional developments.

Preparatory to the consideration of the future direction of Commission activities in view of a new administration, a meeting of the Advisory Boards was held on May 7, 1987 to discuss the progress of the Commission, potential modifications to the standards and audit process from an operational perspective and possible development of additional regulations. Also, surveys

were distributed in May and August 1987 to all managing officials of adult correctional facilities in an effort to evaluate the basic auditing principles presently in place and the feasibility of the existing regulations. In addition, the Executive Director provided a two hour workshop at the Maryland Correctional Administrators Association Conference on June 15-17, 1987 on the topic of standards in corrections in order to determine the perspective of local corrections officials with regard to future standards development and current implementation. On October 7, 1987, the Commission conducted its second Public Meeting to assist in the assessment of the potential for future standards development as well as possible modifications to the system of inspecting and reporting. Again, a large number of agencies, organizations, associations and groups concerned with the state of correctional operations in Maryland were invited to attend and/or to present written testimony. The results of the meeting would supplement the input from the previously mentioned survey, and provide the basis for the development and presentation of a long range planning document to the Secretary. The final product was approved by the Commission at its meeting on May 25, 1988 and forwarded to the Secretary for his consideration in June 1988.

It should be noted that it has always been the policy of the Commission and the Secretary to promulgate the minimum, mandatory regulations in an incremental fashion to permit managing officials of Maryland's adult places of correctional confinement to adequately prepare for audits through the development of appropriate policies and procedures, modification of the physical plant and/or acquisition of additional personnel, equipment and other resources.

#### AUDITS

The result of the audits to date indicates that there is a great deal of interest and commitment on the part of local and State correctional administrators, support from local governing bodies, and an endorsement from the leadership of the Division of Correction and Office of the Secretary of Public Safety and Correctional Services.

Several facilities attained full compliance with the standards during this fiscal year and received the Commission's Recognition of Achievement award. It should be noted that while the Commission has no accrediting, licensing or certifying authority, it recognized the need to acknowledge the positive efforts of proactive facilities to attain 100% compliance. Those facilities are:

### LOCAL JURISDICTIONS

Baltimore City Jail  
Baltimore City Jail Fulton House Work Release Center  
Baltimore City Jail O'Brien House Work Release Center  
Cecil County Detention Center  
Frederick County Detention Center  
Howard County Detention Center  
Montgomery County Detention Center  
Montgomery County Pre-Release Center  
Prince George's County DWI Facility

### STATE INSTITUTIONS

Maryland Correctional Training Center  
Maryland Reception, Diagnostic & Classification Center  
Maryland Correctional Institution for Women  
Brockbridge Correctional Facility  
Roxbury Correctional Institution  
Jessup Pre-Release Unit  
Pre-Release Unit for Women  
Southern Maryland Pre-Release Unit  
Patuxent Halfway House

From any perspective, it is notable that several local facilities are in total compliance with mandatory State standards. Some of the reason lies in the fact that Maryland is a leader in new jail construction and renovation encouraged by a State subsidy of 50% or 100% in certain cases. However, success with standards is not only attributable to new construction. Because the standards concern issues relative to management practices rather than physical plant requirements, it is possible for old facilities as well as new to achieve full compliance. An equally important reason for the degree of success relates to the fact that the facility administrators are motivated to manage quality operations in concert with State regulations and sound correctional principles.

Those jurisdictions that were in substantial noncompliance with the standards during previous audits have generally made significant progress. Their compliance plans have been routinely monitored and compliance is gradually being realized.

The major problems these facilities face are insufficient personnel resources, overcrowding, lack of proper training, deteriorating physical plants, and inadequately written and/or inconsistently implemented policies and procedures. With regard

to staffing, the Commission has worked with administrators to analyze their needs and occasionally has discussed these matters with the governing body. Commission staff have also sponsored, provided or otherwise organized training of facility personnel in several matters related to the standards, especially the process of developing directives and documentation preparation. The problems with antiquated and obsolete facilities concern fire, safety, and health code violations which need to be addressed. Where these deficiencies exist, plans for renovation and/or major equipment purchases are proceeding. To address this issue and that of crowding, several State and local jurisdictions have recently opened new facilities, others are under construction, and even more are at one phase or another in planning.

### AUDIT PROCESS

The key to a successful standards program is a rigorous audit process. The Commission was intent on developing credibility through auditing and spent considerable time and effort before deciding on the system. Following is a description of the process as modified at the January 9, 1985 Commission meeting and subsequently refined in November 1985.

Prior to an audit, Commission staff contact the facility managing official to agree upon specific dates and times for the visit, to inform him/her of the team composition, to request that certain materials and information be made available, and to answer any questions regarding the audit process. Team members also collect and review other materials prior to the audit such as fire and health inspection reports, previous inspection/audit reports, studies and evaluations performed by other correctional authorities, inmate population statistics, etc.

Upon arrival at the facility, the audit team meets with the managing officials and other staff to introduce themselves, discuss the scope of the audit, set the agenda of activities, request certain information to update the descriptive narrative of the report, and answer any inquiries regarding the audit process. The entrance interview allows for an exchange of information and clarifies any outstanding issues prior to the actual assessment. Following this, the audit team makes a complete tour of the facility to observe the general conditions of confinement and the overall quality of

life. Personnel are usually interviewed individually during the tour in the course of their duties to determine morale and to ascertain an awareness of pertinent directives, while inmate volunteers are interviewed privately in a group setting to evaluate morale and gain their perspective in standards related matters.

After the tour and in private, the audit team members complete an audit form indicating for each standard either compliance, noncompliance, or nonapplicability based upon documentation supplied by the managing official. There are several methods of substantiating compliance: written documentation in the form of policies, procedures, records, logs, etc; interviews with staff, inmates and other persons; and, observation. Verbal verification alone is insufficient to support compliance. All areas of noncompliance and nonapplicability are reviewed and discussed by team members and a decision is made by the team chairman prior to concluding the on-site visit. A "Hold" is used in exigent circumstances when insufficient information is available to render a decision. Any request for variance (i.e. waiver) must be submitted in writing for consideration by the Commission.

At the conclusion of the audit, the team members meet with the managing official and other staff to discuss the results including findings, conclusions, observations, and recommendations. The managing official is given an opportunity to ask questions, request clarification, and inquire about reporting procedures. A copy of the audit form is given to the managing official for his/her information, reference and use prior to the team's exit from the facility.

The Executive Director or designee prepares a report which is in narrative form and includes: a subjective comments section summarizing the findings, observations, and general suggestions for improvement of facility operations not necessarily covered by the standards; a concise description of the physical plant and inmate programs; a statement on the inmate population characteristics and trends; an indication of the staffing pattern and organizational structure; a statement specifying significant changes since the last audit; and indication of those standards determined to be nonapplicable; a section reflecting the specific activities of

the Commission staff during the audit; and, a listing of all violations of the minimum standards with statements of deficiency, mutually agreed upon compliance plans and proposed completion dates.

The report is usually submitted to the managing official within 30 days of the on-site visit for review, comment and corrective action. In addition, the team forwards sample forms or policies and procedures, a listing of inmate remarks/comments, and specific recommendations and suggestions with regard to individual standards to enhance compliance over time.

The final report and compliance plan are then presented to the Commission for consideration and approval at a regularly scheduled and publically announced meeting. The managing official or designee may present any additional information (e.g. appeals) to the Commission orally or in writing at that time. The Commission then issues the final report to the managing official and other appropriate officials. The reports, which are public documents, are shared with the media, special interest groups, concerned citizens and others upon request and according to established procedures.

Commission staff then regularly monitor the progress of the compliance plan either on-site and/or by correspondence depending on the particular issue. The managing official may at any time request that the compliance plan be revised. The request is submitted to the Commission which retains the authority to grant extensions.

A primary goal of the Commission is to ensure substantial compliance with the minimum standards. Every effort is made to assist in this matter. When requested, the staff provides technical assistance personally or by referral to other sources. However, if substantial noncompliance continues beyond the completion date noted in the compliance plan, or if the managing official fails to make a "good faith" effort to achieve compliance, Commission staff will notify the Commission. The Commission may amend the compliance plan or convene a hearing in accordance with its General Hearing Regulations. The result of that hearing could be a recommendation to the Secretary of Public Safety and Correctional Services ordering closure of the facility or cessation of one or more correctional procedures or

functions conducted at the facility. Once full compliance has been accomplished, the Commission has voluntarily continued to issue the Recognition of Achievement award as a means of acknowledging excellence in the field of correctional management. It has proven to be a positive public relations move and a morale booster for all concerned.

#### ADVISORY BOARDS

The Standards Commission Act mandates that the Commission establish Advisory Boards to assist it in the development of standards. Each Board must be chaired by a Commission member. Board members are appointed by the Chairman with the approval of the Commission. In May 1981, three Boards were appointed. They are:

Advisory Board for Adult Detention Centers  
Advisory Board for Adult Correctional Institutions  
Advisory Board for Adult Community Correctional Facilities

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

Before the Commission appointed the Boards, it spent considerable time in defining their role which essentially is to provide information and advice on issues sent to them by the Commission. However, the Commission stressed that it will retain the authority in policy making, and in developing and recommending standards to the Secretary.

The Boards were convened several times during the standards development process and reviewed and commented on the proposed audit procedures, the Standards Manual, and other materials provided to assist agencies in understanding the intent of the standards. The Boards were convened in October 1985 at the Maryland Correctional Institution for Women to provide the members with a status update on Commission activities and to solicit remarks and comments regarding the proposed commentaries and changes in the audit process and reporting format. The Boards were most recently convened in May 1987 to provide the members with a status update on Commission activities, to discuss

the progress of the Commission in meeting its legislative mandate, to review possible changes to the audit process and reporting system, to identify potential problems with existing standards, and to determine the need and practicability of developing regulations in the areas of program, training, administration and physical plant. Periodic meetings of the Boards are held to keep them abreast of matters related to the Commission.

The original composition of the Boards has remained relatively constant. However, the Commission initiated a policy effective January 1, 1986 of reviewing the membership annually to ensure currency and address attendance and participation issues. The Board members, who are unpaid volunteers, have enthusiastically and unselfishly given of their time and energies. Their input has proven to be invaluable to the work of the Commission.

#### TECHNICAL ASSISTANCE

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

The Commission has been very active in working with other agencies having an interest in correctional facilities. The Commission staff assesses the need for technical assistance and coordinates with these organizations as well as the Maryland Correctional Training Commission to address problems relating to standards compliance. The National Academy of Corrections of the National Institute of Corrections (NIC) has also proven to be an excellent training resource.

In some instances, an agency may have a problem with a specific standard. In this case, a referral to another agency that is meeting same may be suggested as a form of networking. The staff has also established contacts for referrals using resources including but not limited to the: Technical Assistance Committee of the Maryland Correctional Administrators Association, Maryland State Sheriffs Association, Maryland Criminal Justice Association, Attorney General's Office, and the State Department of Health and Mental Hygiene.

The Commission is also a resource for technical assistance particularly in the area of policy and procedure development. The Commission office has sample policies, procedures and forms from other states and national associations, as well as those from State and local correctional facilities which are available to all agencies upon request. Further, the Commission staff has trained persons in the proper methods for the development of directives on several occasions.

The Commission has always taken its technical assistance mandate seriously. This can be seen in the sponsorship of training in June 1984 at the Montgomery County Training Academy for facility fire safety inspectors and in January 1985 at the Brockbridge Correctional Facility for staff involved in the record keeping of diminution of sentence. In addition, similar training was co-sponsored by the Maryland Correctional Training Commission in March 1987 to train correctional officers on changes in the statutes regarding diminution credits. Also, in February 1987, training for internal fire safety inspectors was repeated to accommodate the ongoing need to upgrade safety assessment capabilities.

The development and subsequent revision of the Standards Manual most assuredly is the foremost effort at providing a systematic approach to the application and implementation of standards. Training sessions regarding this document were held in May 1982 in nine locations, in December 1983 in five locations, and in December 1985 in five locations throughout the State for all correctional administrators and standards coordinators at the State and local levels in an effort to eliminate the pitfall of "mystery knowledge". In June 1988, a "refresher" course on the audit process and "problem" standards was held at the Howard and Caroline Counties Detention Centers for all interested parties. In addition, individual or small group training sessions are held as needed with new facility audit/standards coordinators to ensure an adequate awareness of the audit requirements.

### STANDARDS ACT

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

1. To advise the Secretary of Public Safety and Correctional Services regarding regulations for State and local correctional facilities which he is authorized to promulgate.
2. To periodically inspect facilities to determine compliance with standards and prepare reports of same.
3. To determine schedules for remedial action when jurisdictions are in noncompliance with certain standards.
4. To review and act on appeals of staff inspection reports.
5. To provide technical assistance to the extent possible to jurisdictions to aid in their efforts to meet standards.
6. To hold public hearings in regard to the possible closure of a correctional facility or cessation of one of its elements/functions for failure to meet standards determined to be life threatening or health endangering.
7. To consult and coordinate with national bodies promulgating correctional standards to ensure a reasonable compatibility between State regulations and nationally established standards.
8. To consult and cooperate with other State agencies and local jurisdictions concerning standards development and enforcement.

The Standards Act was amended during the 1982 Session of the General Assembly. The amendment allows ex-officio members to designate representatives.

### COMMISSION MEMBERS

Marie C. Henderson  
Chairperson  
Citizen Member

Constance Lieder  
Ex-Officio Member  
Secretary  
Department of State Planning

Hon. Sterling E. Bollinger, Sr.  
Vice-Chairperson  
Frederick County Commissioner

John Brown  
Warden  
Maryland Correctional  
Institution-Hagerstown

Hon. J. Joseph Curran, Jr.  
Ex-Officio Member  
Attorney General  
State of Maryland

Jeffrey Washington  
Administrator  
Correctional Standards  
American Correctional  
Association

Elmanus Herndon  
Deputy Commissioner  
Maryland Division of Correction

Earl F. Seboda  
Ex-Officio Member  
Secretary  
Department of General  
Services

Mark A. Levine  
Under Sheriff  
Baltimore County  
Sheriff's Department

Florence C. Welch  
Citizen Member

### STAFF

Paul S. Hastmann  
Executive Director

Ronald F. Drechsler  
Assistant Executive Director

David W. Gardei  
Corr. Program Specialist

Donald Jones  
Corr. Program Specialist

Regina A. Crawford  
Administrative Aide

### STAFF OFFICES

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### MEETINGS OF THE COMMISSION

The Commission met on eight occasions during this reporting period. All meetings are open to the public and are announced in the Maryland Register.

67TH MEETING	JULY 9, 1987	JESSUP
68TH MEETING	SEPTEMBER 3, 1987	SYKESVILLE
69TH MEETING	OCTOBER 8, 1987	BALTIMORE CITY
70TH MEETING	DECEMBER 9, 1987	BALTIMORE COUNTY
71ST MEETING	JANUARY 29, 1988	BALTIMORE CITY
72ND MEETING	FEBRUARY 25, 1988	JESSUP
73RD MEETING	APRIL 7, 1988	JESSUP
74TH MEETING	MAY 25, 1988	UPPER MARLBORO

## ADVISORY BOARDS

### DETENTION CENTERS Chairman - Vacant

Jerilyn Ayers  
Maryland League of Women Voters

Richard J. Baker  
Superintendent  
Anne Arundel County  
Detention Center

H. Allan Blizzard  
Sheriff, Kent County

Calvin A. Lightfoot, Director  
Montgomery County Department of  
Correction & Rehabilitation

W. Wayne McAllister  
Administrator, Washington  
County Detention Center

Dominick Mele  
Sheriff, Harford County

Samuel F. Saxton  
Director of Corrections  
Prince George's County  
Correctional Center

Grover N. Sensabaugh  
Sheriff, Carroll County

### CORRECTIONAL INSTITUTIONS

Richard Watkins, Chairman  
Department of State Planning

Robert Barnes, Maryland  
Human Relations Commission

Merry Coplin, Warden  
Reception, Diagnostic and  
Classification Center

Lawrence B. Coshnear  
Director  
Prisoners Assistance Project  
Legal Aid Bureau, Inc.

Richard W. Friedman  
Institute of Criminal  
Justice and Criminology  
University of Maryland

Jon P. Galley, Warden  
Roxbury Correctional  
Institution

Norma B. Gluckstern, Ed.D.  
Director, Patuxent Institution

Arnold J. Hopkins  
Commissioner  
Division of Correction

Marvin N. Robbins  
Executive Director  
Inmate Grievance Commission

James N. Rollins, Warden  
Maryland Correctional  
Institution-Jessup

## COMMUNITY CORRECTIONAL FACILITIES

Elmanus Herndon, Chairman  
Deputy Commissioner  
Division of Correction

Barbara A. Bostick  
President, Maryland  
Criminal Justice Association

Julian L. Morgan  
Executive Director  
Threshold, Inc.

Patrick R. Conroy  
Facility Administrator  
Jessup Pre-Release Unit

Bruce Orenstein  
Prince George's County  
Correctional Center

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

John P. Wilt, Warden  
Maryland Correctional  
Pre-Release System

## TECHNICAL ASSISTANCE COMMITTEE

Paul S. Hastmann  
Executive Director  
Commission on Correctional Standards

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

Jeanette Lyon  
Environmental Programs  
Health & Mental Hygiene

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

Edward Murray, Director  
Emergency Management and  
Civil Defense Agency

Donald G. Hopkins  
Assistant Executive Director  
Maryland Police & Correctional  
Training Commissions

Michael A. Murray  
Assistant Executive Director  
Medical and Chirurgical  
Faculty of Maryland

Ronald LeClair  
Maryland Occupational Safety  
and Health Administration

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

### STAFF ACTIVITIES

The staff has remained an integral part of the success of the Commission since its inception in 1980. The original Executive Director and Assistant Executive Director started work in January 1981 after long careers in the Department of Public Safety and Correctional Services. The staff members of the former Jail Programming and Inspection Office were transferred to the new agency on July 1, 1980 with no loss of pay or benefits. The former head of that section within the Division of Correction retired in June 1982 and the position was reassigned by the Secretary to another Departmental agency. No other turnover was experienced until June 1985 when the Executive Director resigned to pursue a career in private enterprise. The Assistant Executive Director was designated Acting Executive Director on July 1, 1985. Following a nationwide recruitment effort and an exhaustive interview process, the former Assistant Executive Director and long time Commission employee was recommended to the Secretary by the Commission to fill the vacancy. He was officially appointed in November 1985.

The search was then initiated to fill the vacancy for the Assistant Executive Director. Because the eligible list for that job classification had expired, the position had to be downgraded to accommodate recruitment and to expedite hiring. Initial interviews were held in January 1986 to screen the large number of candidates. Final interviews resulted in the selection of the former Correctional Program Specialist in February 1986. His replacement began work in April 1986 which coincided with the date that the recently hired Assistant Executive Director resigned to accept another position. Interviews were again held to fill that vacancy effective June 1986 with the selection of the Correctional Program Specialist initially hired two months before. The new Correctional Program Specialist started employment in July 1986, finally bringing the staff complement to full strength for the first time in over a year. However, the Correctional Program Specialist resigned in January 1988 to accept another position within the Department; therefore, interviews were held in February to fill the vacancy created as well as to identify a suitable candidate to fill the replacement position transferred from another agency in the Department under the authority of the Secretary. The new staff were hired in March and April 1988, respectively, thereby bringing the staff complement to its original allocation for the first time since June 1982. It should be noted that the Administrative Aide was on extended sick leave from December 1987 to February 1988, during

which time, a temporary employee was provided to perform clerical duties. In addition, effective August 1987, the Executive Director's position was reclassified to a higher administrative level, and in May 1988 the Assistant Executive Director was reclassified back to the pay scale at which it was originally allocated. The lack of stability with regard to personnel retention consistently caused delays in completing routine activities on schedule and special projects in a reasonable time period; consequently, the Executive Director continues to work with the Commission and Secretary of Public Safety and Correctional Services to address personnel resource needs by submitting requests for additional professional positions and clerical support.

The Commission staff continues to improve their skills and expertise through a number of career development and professional enhancement activities. These include but are not limited to: the frequent participation at the annual American Correctional Association (ACA) Congress of Correction, the annual conference of the Maryland Criminal Justice Association, and regular meetings of the Maryland Correctional Administrators Association, as well as occasional attendance of such professional association gatherings as the Middle Atlantic States Correctional Association, American Parole and Probation Association, etc. In addition, the Executive Director encourages staff to become involved in the yearly Maryland State Employees Conference and to join and actively participate in national, state and local correctional professional organizations. Attendance at specialized training opportunities is also supported, often by reimbursement, to keep abreast of the "state of the art" in corrections. Further, subscriptions to professional journals, newsletters, research briefs, law bulletins and other literature provide agency personnel with the most current informational materials related to the regulatory nature of the Commission. A program of tuition reimbursement is also available to encourage staff to pursue advanced degrees to benefit the agency on meeting its mission.

BUDGET

	1988 ACTUAL	1989 APPROPRIATION	1990 REQUEST
.01 Salaries and Wages	165,401	166,155	204,762
.02 Technical and Special Fees	-	-	-
.03 Communication	3,685	3,596	4,315
.04 Travel	3,878	4,156	4,176
.05 Food	-	-	-
.06 Fuel and Utilities	-	-	-
.07 Motor Vehicle Operation/Maintenance	1,124	7,344	720
.08 Contractual Services	615	1,536	1,915
.09 Supplies/Materials	386	742	635
.10 Equipment Replacement	-	-	-
.11 Equipment Additional	-	-	-
.12 Grants, Subsidies and Contributions	-	-	-
.13 Fixed Charges	9,735	10,829	10,871
TOTALS	184,824	194,158	227,395

WORKLOAD MEASURES

	1988 ACTUAL	1989 ESTIMATED	1990 ESTIMATED
STATE PRISONS:	12	13	13
Complete Audits <sup>1</sup>	5	8	6
Compliance Audits <sup>2</sup>	40	64	48
LOCAL JAILS:	24	24	24
Complete Audits	10	13	18
Compliance Audits	80	104	144
STATE PRE-RELEASE UNITS:	11	11	11
Complete Audits	2	10	9
Compliance Audits	16	80	72
LOCAL COMMUNITY CORRECTIONAL FACILITIES:	8	8	8
Complete Audits	1	7	4
Compliance Audits	8	56	32
TECHNICAL ASSISTANCE (Person days) <sup>3</sup>	184	175	175

<sup>1</sup>The referenced audits include on-site visits by the professional staff ranging from two to five days per facility.

<sup>2</sup>The referenced audits address on-site, correspondence and telephone contacts with all facilities, primarily to monitor the completion of the compliance plans for deficiencies noted during the complete audits.

<sup>3</sup>The referenced assistance reflects direct training, staffing analysis and performance evaluation as well as indirect referral and networking services to aid facilities to enhance compliance levels per legislative mandate.

## JAIL STATISTICS

The Commission staff compiles jail statistics and distributes them monthly and annually to a wide variety of interested parties. The information is used by State and local agencies to identify trends and to attempt to predict future jail populations.

The State and its subdivisions make effective use of these statistics. Statistics such as the number of persons awaiting trial, total time held awaiting adjudication, length of time in local confinement, number awaiting pre-sentence investigations and average daily population can assist the State in determining the number of persons that will be entering the Division of Correction. It also aids the Departments of State Planning, General Services, and Public Safety and Correctional Services in planning and identifying priorities in financing the construction, expansion or renovation of jails and prisons.

Local jurisdictions use this information as well to determine their future housing demands. Local subdivisions also need comparative information in order to analyze their current and future budgetary, staffing, and programmatic requirements. Further, the Commission itself utilizes this information to provide technical assistance to the local authorities as deemed appropriate.

It should be noted that effective July 1, 1986, the format was modified to address the passage of HB 474, thereby eliminating some categories and adding others more specific to the needs of local and State authorities for reimbursement and other purposes. In addition, the system of consolidating and distributing the monthly and annual statistics was automated in September 1986.

# JAIL STATISTICS FOR FISCAL YEAR 1988

JURISDICTION	POPULATION		INTAKE	AVERAGE DAILY STATUS				
	AVG. DAILY POP.	AVG. DAILY WR.	AVG. MONTH	AWAIT TRIAL	LOCAL SENT	DOC SEN	PSI	OTHER
ALLEGANY	63	7	80	23	26	9	6	<1
ANNE ARUNDEL	320	46	432	195	107	5	6	3
BALTO. CITY	2512	90	1711	1824	523	<1	56	75
BALTIMORE	527	108	496	239	247	3	36	3
CALVERT	91	12	113	25	42	2	4	17
CAROLINE	68	5	75	27	25	2	7	5
CARROLL	91	23	81	45	35	1	11	<1
CECIL	187	64	254	62	101	1	5	24
CHARLES	137	39	312	70	71	5	5	<1
DORCHESTER	57	3	82	24	30	2	2	0
FREDERICK	180	20	165	84	81	4	8	0
GARRETT	26	2	46	9	8	7	1	<1
HARFORD	142	25	162	57	73	2	3	2
HOWARD	146	13	219	96	49	2	1	0
KENT	27	5	47	16	13	2	<1	1
MONTGOMERY	670	113	554	370	282	11	0	8
PR. GEORGE'S	872	22	1407	767	102	27	16	0
QUEEN ANNE'S								
ST. MARY'S	86	16	173	46	35	1	4	1
SOMERSET	29	5	26	9	16	<1	<1	<1
TALBOT	46	9	54	22	23	2	1	0
WASHINGTON	199	13	236	78	72	3	42	2
WICOMICO	133	21	150	75	50	5	4	1
WORCESTER	134	6	146	76	38	2	12	0
TOTALS	6740	665	7021	4238	2047	96	231	142

1

Awaiting review by Commissioner, Federal prisoner, held for other jurisdictions, etc.

2

Average daily status computed on last day populations which may not add up to total average population.

3

Jail remains closed except for weekenders.

4

County totals may not add up to State totals and MCCS data may not be identical to other statistical reports produced by the DPSCS due to different rounding methods, etc.

OPERATING AND PROJECTED LOCAL JAIL CAPACITIES IN MARYLAND

AS OF JANUARY 1989

COUNTY <sup>1</sup>	OPERATING <sup>2</sup> CAPACITY			FUTURE CAPACITY <sup>3</sup> COMPLETION DATE			DIFFERENCE IN BEDS	COMMENTS
	TOTAL	M	F	1988	1989	1990-92		
ALLEGANY	72	60	12		96		+24	Current jail opened 1969. Renovation approved. New jail actively considered.
ANNE ARUNDEL	468	436	32			518	+50	Current facility-1967. New WRC* and infirmary completed in 1988. A female addition is planned.
BALTIMORE CITY	2697	2482	215			3197	+500	Present facility constructed in 1806-numerous additions over the years. Plans for future construction include a 500 bed annex to the Male Det. Cnt.
BALTIMORE COUNTY	535	490	45			808	+273	Current facility opened in 1982. Construction planned for a 228 bed addition and to convert old warden's residence to a 45 bed WRC.
CALVERT	92	80	12			180	+88	New jail opened 1979. Planned construction includes a 48 bed addition and a 40 bed DWI facility.

CAROLINE	64	60	4			130	+66	Current jail opened in 1982. Planned construction includes additional housing for male and female inmates.
CARROLL	124	112	12			190	+66	Current facility opened in 1985. Expansion planned to include work release section.
CECIL	204	180	24			252	+48	Current detention center and CARC opened in 1984. WRC under construction and in initial planning stages.
CHARLES	194	182	12					New jail opened in 1981. Expansion and renovation in planning stages.
DORCHESTER	59	51	8			103	+44	Current facility built in 1883. New structure to be completed about 1992.
FREDERICK	239	219	20		319		+80	New jail opened 1984. A WRC to be completed 1989.
GARRETT	44	36	8					New jail opened 1979.
HARFORD	272	252	20					Original facility opened 1973. Expansion/renovation completed and operational in 1988.

HOWARD	162	152	10			303	+141	New jail opened 1983. Funding approved for expansion.
KENT	44	38	6					New jail opened 1988.
MONTGOMERY	574	480	94		624		+50	Original construction in 1961-twice renovated. Construction planned for a pre-release center. Expansion via modular units being considered. Another building in discussion stages for possibly 800 beds in 1993.
PRINCE GEORGE'S	1210	1108	102		1310		+100	New jail opened 1987. DWI facility opened 1985. New WRC planned for 1989.
QUEEN ANNE'S	80	40	40					New jail opened 1988.
ST. MARY'S	70	67	3		202		+132	New jail opened 1/89.
SOMERSET	40	36	4		76		+36	New jail opened 1987. Double ceiling planned for 1989.
TALBOT	54	50	4			140	+86	Current jail built 1886. Construction of a new facility to begin 1989.

WASHINGTON	239	209	30			309	+70	New jail opened in 1984. Expansion/renovation planned. A three phase expansion project includes the addition of a 70 bed WRC/Drug and Alcohol unit with construction to begin in 7/89; addition of an administrative wing; and addition of a medium/maximum housing unit are in the planning stages.
WICOMICO	356	320	36					New jail opened in 1988.
WORCESTER	196	184	12			256	+60	New jail opened 1982. Expansion to be completed mid 1991.
TOTALS	8089	7324	765				1914	

\* Work Release Center

<sup>1</sup> Individual jurisdiction totals include all existing and future work release, Community Adult Rehabilitation Centers (CARC), Driving While Intoxicated (DWI), and satellite units.

<sup>2</sup> The operating capacity is defined as the number of beds in specific housing areas including nontraditional space.

<sup>3</sup> Actual future beds in some unstarted projects may differ from these totals.