



**Department of Public Safety and Correctional
Services Maryland Division of Correction**

Office of the Secretary

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TO: Governor Wes Moore

FROM: Carolyn J. Scruggs, Secretary Department of Public Safety & Correctional
Services

CC: Fagan Harris, Chief of Staff; Adam Flasch, Deputy Chief of Staff; Helene Grady,
Secretary DBM, Atif Chaudhry, Secretary DGS

Subject: Maryland Correctional Institute - Jessup (MCI-J) Closure Recommendation

The MCI-J closure plan is submitted in accordance with Maryland Code, State Government § 8-306 for your decision. This plan outlines the cost savings, detailed plan to execute this closure, and the needed notifications/public hearings required to implement this plan.

Executive Summary: The recommendation to close MCI-J no later than June 30th, 2026 aligns with the Governor's Modernization Plan retiring a facility that is well past its functional lifespan, has a foundation sinking into the earth due to substantial water penetration - with a potential capital improvement cost that will exceed \$200 million to modernize this facility. In addition to the savings from capital expenditures, the shutdown of MCI-J also improves the quality of life for our incarcerated population, reduces mandatory (draft) overtime, and enables the department to expand programming in education and re-entry services. This closure will also enable substantial operating cost savings (~\$21 million per year).

Reason for Closure: The principal reason for MCI-J closure is the continued degradation of the facilities foundation due to its location and the continued water penetration. Additionally, the facility is due for an electrical upgrade which is being delayed to save maintenance funding for other correctional facilities. In addition to the substantial capital costs to address the facility sinking and water penetration (approx \$200 million) the transition of incarcerated population and correctional staff further reduces operating costs by approximately \$21 million per year by improved economies of scale within the remaining correctional facilities, reduced



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mandatory overtime (drafting), and fill non-essential posts to enhance educational and re-entry programming.

Plan to Discontinue MCI-J Operations: The plan outlined in the Closure Coordination Planning Matrix below provides a detailed timeline to:

- Notify Internal and External Stakeholders
- Assess Internal/External Input and update the plan
- Policy Updates to stop further assignments of incarcerated individuals to MCI-J
- Identification of facility space requirements to intake the 717 incarcerated MCI-J population
- Timeline and checklists to initiate transfer of incarcerated individuals to alternate facilities
- Coordinated plan with AFSCME leadership to assign staff to alternate facilities and address any concerns or funding needed to address any over 50 mile assignments
- Once final personnel assignment plan is approved, establish a timeline and checklists to transfer correctional staff to alternate facilities
- Cost Analysis for initial cost increases, and tracking of cost reductions as facility closure process initiates and completes
- Plan to address facility status short-term (winterize, and minimize operating costs), and program for disposal, de-construction based on DGS engineering analysis and recommendation.

Budgetary Impacts: The Department's intent is to close MCI-J and transfer all existing staff to other institutions within the Jessup region. The Department believes we can fully staff MCI-W and DRCF while also providing a full contingent of Sgts. to JCI.

With the above-mentioned transfers, overtime will be eliminated at MCI-J (through the closure) and reduced to the minimum required overtime at MCI-W and DRCF. The Department has, for the purposes of this analysis, calculated the minimum required overtime at MCI-W and DRCF and multiplied it by 2 to conservatively estimate the projected overtime expenditures should be significantly mitigated at MCI-W and DRCF. The projected cost avoidance, based on FY25 actuals, in overtime alone through these transfers from MCI-J to MCI-W and DRCF is \$27.6m in FY27.



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Despite these savings, the Department is projecting an increase in overtime expenditure at JCI and PATX of \$9m. This projection was calculated by assuming a 25% increase in overtime expenditure at the two facilities. It is a reasonable expectation that, with the newfound availability of staff in the Jessup region willing to work overtime, that JCI and PATX will be able to eliminate overtime drafting as a necessity and instead replace those shifts with voluntary overtime. Given the current staffing levels at both facilities, the Department anticipates additional posts providing needed programming and support that are regularly closed to be filled with voluntary overtime seekers. The benefit of this is improved safety, security, and rehabilitation at JCI and PATX. This does limit the overall cost savings for the Department.

The overall estimated overtime savings in the Jessup region as a result of this transfer is \$19.2m (based on the assumptions stipulated above).

Operational Costs: Currently the Department's general fund FY26 allowance for OBJ 2-14 within MCI-J is \$19.4m. Closing MCI-J would reduce costs by an additional \$2.6m through reductions in the purchase of supplies, contractual services, and utilities. This estimate includes cost shifting for the majority of the contractual services provided at MCI-J (medical, food, substance abuse, and correctional education) to other facilities while simultaneously reducing the expenditure for utilities to the minimum required to maintain minimal operability until the facility can be either demolished or reopened post rehabilitation.

Year over Year Comparison: Given the timeline stipulated in State Government Article 8-306, the feasibility to gain substantial savings in FY26 is limited. At best, recognizing a 270 day timeline prior to the closing of any State facility coupled with a swift implantation of a closure, the Department would see only 15-20% of the FY27 projected savings in FY26. This would amount to savings of \$3.2m – \$4.3m in savings in FY26. There is the possibility that these savings could be further reduced if necessary life and safety repairs to the physical plant of MCI-J are necessary to remain operational prior to the closure of the facility.

Cost Avoidance: In consultation with DGS, DPSCS estimates \$200m in cost avoidance by shutting down MCI-J. This number is based on the estimated cost to rehabilitate the facility in a manner that allows for its continued operation over the next decade. This \$200m cost avoidance is largely materialized in the out years, but would



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be necessary to continue utilizing the facility long term. Table 1 provides the overall savings for the closure of MCI-J inclusive of MCI-J overtime savings alone.

Table 1:

Object	Object Category	FY25 Appropriation	Projected FY27 Savings	Comments
01	Salaries	\$39,975,254	-\$19,261,378*	Only reflects overtime savings as staff would be reassigned to other neighboring facilities
03	Communications	\$107,207	-\$57,000	Savings from landline telephones; all other costs would shift to other facilities
04	Travel	\$500	-	No savings as travel would shift to other facilities
06	Utilities	\$2,351,247	-\$1,811,375	Utilities decreased by 75% as the bare minimum would be needed unless the building was demolished. Excludes MES.
07	Motor Vehicles	\$106,843	-	No savings as fleet would shift to other facilities
08	Contractual Services	\$11,236,455	-\$499,200	Only maintenance and admin savings as CE, inmate medical, urinalysis, food, SUD treatment, ASL costs would be reallocated to other facilities
09	Supplies	\$1,083,500	-\$251,750	Non-food related supply costs decrease by 50%.
10	Replacement Equipment	\$54,000	-	No savings as office/cleaning/dietary/security equipment would be reallocated to other facilities
12	Grants & Subsidies	\$182,001	-\$45,000	There could be a minimal decrease in inmate wages due



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				to limited institutional jobs, possibly resulting in a 25% reduction
13	Fixed Cost	\$1,800	-	No savings
Total		\$55,098,807	-\$21,925,703	

Assistance for affected Correctional Staff: The Department will transfer staff to DRCF and MCIW according to the facility needs in the most recently promulgated DPSCS staffing plan. All remaining staff will be transferred to JCI. The Jessup facilities are all within the same footprint and within DPSCS policy for transfers. The Department intends to roll out staff transfer based on natural attrition of the facility and the closing of housing units throughout FY26. This will provide increased staffing where necessary to alternative facilities while also providing some cost savings in this fiscal year.

Assistance for affected incarcerated population: Transfers from MCI-J will be prioritized based on Table 2 below.

Table 2: Transfer Schedule & Priority Groups

Order	Group	Destination	Notes
1	Aging Lifers	Per capacity	Begin transfers ASAP with a preference for JCI for those that need more hands-on medical care
2	Hearing Impaired (approx. 23 inmates)	MCI-H	Must transfer with ADA equipment
3	Canine Partners for Life	RCI	Coordinate with program staff
4	Goucher Participants	Per capacity / Patuxent	Requires partner coordination
5	Final Group: MCE, Dietary, Maintenance Workers	Per capacity	Remaining operational until last phase
6	JCI Maximum Security General Population	NBCI	To make room for MCE workers from MCI-J



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Capacity Impacts related to MCI-J Closure: The Department manages capacity at multiple security levels, and continually reviews incarcerated individual placement for changes in classification and program assignment. DPSCS has full authority in statute and COMAR to move an incarcerated individual to a facility based upon operational suitability, and does so on a routine basis.

At full maintained capacity, MCI-J can house 788 men. Existing reductions in housing capacity within the facility due to necessary maintenance and infrastructure repairs has reduced the working capacity to 718 men. By July 1, 2026, the remaining population of MCI-J can be accommodated within the existing footprint of operational facilities within the Division of Correction with a less than 1% impact on the Department's overall bed availability. This would bring the Department's overall open bed space for men to 14.6% after all moves and potential reopenings, compared to its current 14.9% open capacity across general population and specialty beds. This consolidation of population and fixed costs will result in a cost savings of ~\$19 million annually, and the ~\$200 million in facility renovation costs avoidance, the 0.3% potential reduction in overall Departmental bed capacity is a worthwhile exchange.

Future plans for the facility: The near-term plan involves shuttering and winterizing the facility at an estimated initial cost of \$1.5 million. For the long-term plan, should the facility need to be reopened, the projected cost, assuming a 3-year shutdown and that the buildings remain structurally sound, would range from \$5 million to \$8 million. Furthermore, the analysis from the 10-Year Master Facilities Plan indicates that the MCI-J buildings are structurally failing, and as a result, demolition is currently planned for 2036 at an estimated cost of \$31 million.

Key Stakeholders: This plan will include coordination with Key Stakeholders:

- Internal Stakeholders:
 - MCI-J and DOC Staff
 - Division of Parole and Probation
 - Hearing Contractors
 - Maryland Parole Commission
 - Correctional Education
 - Office of Clinical Services
 - Reentry Services Unit



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- External Stakeholders:
 - Maryland General Assembly:
 - Senate Finance Committee
 - Senate Budget and Taxation Committee
 - House Health and Government Operations
 - House Appropriations Committee
 - House & Senate Elected Members District
 - American Federation of State, County, and Municipal Employees (AFSCME) MD Council 3 including:
 - AFT Healthcare-Maryland, AFT, AFL-CIO Local 5197
 - Maryland Professional Employees Council/AFT/AFL-CIO Local 6197

Table 3: Risks & Mitigation Strategies

Risk	Mitigation
Housing availability for special needs inmates	Prioritization of aging lifers and ADA guided housing (hearing impaired)
Program disruption (e.g., Goucher, Canine for Life)	Early partner engagement, advance site planning
Incomplete infrastructure	Maintain post-vacate decommissioning team with oversight plan

Conclusion: Closure of MCI-J will benefit the incarcerated population by allowing greater access to education, vocation, and re-entry programming through improvement of staffing levels across the Department of Corrections enterprise, with special emphasis on the Jessup Complex. Additionally, the short term cost saving ~21 million a year, along with the long-term capital improvement savings of ~\$200 million makes this decision a win-win for the department and the Moore/Miller Administration.