



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #330

Adult Correctional Facilities Increased Staffing for Population Management (DOC -- Adult Correctional Facilities)

[LFB 2001-03 Budget Summary: Page 213, #14]

CURRENT LAW

No provision.

GOVERNOR

Provide \$2,295,100 GPR in 2001-02 and \$2,504,700 GPR in 2002-03 and 56.08 GPR positions annually in the adult correctional system to provide staff and funding associated with the return of inmates from out-of-state contract prison facilities.

DISCUSSION POINTS

1. The executive budget book indicates the funding and staffing at the Dodge and Racine Correctional Institutions is provided to "facilitate the return of inmates from out-of-state contract beds..." Specifically, the bill provides the following positions: (a) Dodge Correctional Institution, 27.17 positions annually (18.17 correctional officers for property/mail, internal escort and transportation, 2.0 offender records positions, 1.0 financial specialist, 1.0 social worker, 3.0 nurse clinicians, 1.0 dental hygienist and 1.0 health information technician); (b) Racine Correctional Institution, 23.91 positions annually (14.91 correctional officers for property/mail, internal escort and transportation, 2.0 offender records positions, 1.0 financial specialist, 1.0 social worker, 3.0 nurse clinicians, 1.0 dental hygienist and 1.0 health information technician); (c) medical services at the Dodge and Racine Correctional Institutions, 1.0 physician annually; and (d) offender classification, 4.0 positions annually (2.0 offender classification specialists and 2.0 program assistants). Under the bill, the 18.17 officer positions at the Dodge Correctional Institution and the

14.91 officer positions at the Racine Correctional Institution are created as two-year project positions. The bill includes \$239,100 in 2001-02 for correctional officer training and \$22,800 in 2001-02 for a 12-passenger van for Racine Correctional Institution.

2. According to DOA, Dodge and Racine were chosen for the reception sites for returning inmates because of their current experience as intake centers: Dodge is the state's assessment and evaluation center for all inmates admitted to the correctional system and deals with approximately 2,300 inmates coming to and leaving the facility on a monthly basis; Racine has been used to hold probation and parole violators on a short-term basis and currently deals with approximately 500 inmates coming to and leaving the facility on a monthly basis. By using the two correctional institutions, Corrections would be able to regionalize the return of inmates and limit the amount of necessary transportation.

3. Under the budget assumptions, approximately 3,800 inmates would be returned to Wisconsin over the 2001-03 biennium. Assuming that inmates are returned beginning in October, 2001, an average of approximately 180 offenders would be returned per month. Since the housing capacities of Dodge and Racine are not being increased to accommodate the return of inmates from out of state, an equivalent number of inmates will need to be placed at other facilities in the system. As a result, at least 360 inmates a month would be moved within the correctional system due to the return of inmates from out-of-state facilities.

4. In order to process returning inmates, the bill provides positions for the following purposes:

- *Property and Mail Processing.* At each of the facilities, 3.5 correctional officer positions would be utilized for increased inmate property and mail processing. These positions would be used to handle check-in, storage and issuance of property for returning inmates. The officer positions would also assist with the packing up and preparing of property for inmates being sent to other state facilities.

- *Internal Escort.* During the intake process inmates at these facilities are not allowed to move freely throughout the institution and, therefore, require escort. The additional 4.89 positions at each of the facilities would assist with escorting prisoners during the intake and exiting processes.

- *Transportation.* The bill would provide 9.78 correctional officer positions at the Dodge Correctional Institution and 6.52 correctional officer positions at the Racine Correctional Institution to assist with inmate transportation. Staffing would allow for three officers on the morning and evening shifts at Dodge and two officers on the morning and evening shifts at Racine to transport inmates to other correctional institutions. Dodge is provided with additional positions because it is assumed that some transportation routes from Racine will require that inmates be sent to Dodge for further transportation to other facilities.

- *Health Services.* Both Dodge and Racine are provided with 5.0 additional health

services staff (3.0 nurse clinicians, 1.0 dental hygienist and 1.0 health information technician) to process returning inmates. Corrections indicates that all returning inmates will have a full medical file review and a face-to-face medical evaluation. In addition, 1.0 physician position is provided associated with the return of the inmates from out-of-state.

- *Other Institutional Staff.* The bill provides 1.0 social worker, 1.0 financial specialist and 2.0 offender records assistants at both Dodge and Racine to provide assistance with inmate processing. The social worker position would conduct an intake assessment on each inmate to assist in determining the appropriate institutional placement for the inmate and would review the inmate's classification and programming needs. The financial specialist would establish inmate accounts for each returning inmate and distribute funds appropriately. Finally, the offender records assistants would process all records related to the inmates entering and leaving the institutions.

- *Offender Classification.* The bill provides 4.0 GPR positions annually for offender classification and program review for inmates returned from out-of-state.

5. Calculation modifications associated with the computation of overtime costs, turnover reductions and preservice training costs can be made to the staffing at the Dodge and Racine Correctional Institutions in a manner consistent with staffing calculations in other correctional institution funding proposals in SB 55. As a result, funding could be reduced by \$16,500 GPR in 2001-02 and \$13,100 GPR in 2002-03.

6. The correctional officer positions provided in the bill are two-year project positions. It is indicated that project correctional officer positions are being requested to address only the return of inmates from out-of-state contract beds. The health and other institutional staff are provided on a permanent basis. After 2002-03, DOA indicates these positions would be reallocated to other correctional institutions "where needs exist." Given that increased staff are being provided to address the return of inmates to Wisconsin, it can be argued that all recommended staff, not just the correctional officers, should be created on a project basis. Any future need for correctional health and other institution staff could be addressed in the 2003-05 biennium.

7. The number of inmates returned to Wisconsin is dependent on the new correctional facilities opened. In SB 55, the proposed opening of the following correctional institutions will provide increased in-state prison bed space for male offenders: (a) Stanley, 1,500 beds; (b) New Lisbon, 750 beds; (c) Highview Geriatric, 300 beds; (d) the Winnebago inmate workhouse, 150 beds; and (e) the Sturtevant inmate workhouse, 150 beds. The construction of the New Lisbon Correctional Institution is substantially underway, and anticipated to open as scheduled. Staffing is also provided for the Oshkosh segregation facility and the Sturtevant Probation and Parole Hold Facility; however, these beds do not add to the operating capacity of the prison system.

8. If the Committee chooses not to open the Stanley Correctional Institution, the number of inmates returned to Wisconsin would be reduced to 2,300 during the 2001-03 biennium, or approximately 110 per month. Not opening the Highview Facility and the inmate workhouses, by contrast, would reduce the number of returning inmates to approximately 150 per month.

9. The Department indicates that the contractor transporting inmates from out-of-state facilities generally does not provide transportation until a full motor coach (approximately 40 inmates) can be used. As a result, if fewer inmates are returned to Wisconsin, fewer trips would be made but with the same number of inmates at any one time. Processing, evaluation and classification time would, therefore, be the same for each motor coach but would occur less often. When not processing returning inmates, the additional staff would be available to assist Dodge or Racine with other duties. The Department believes that staffing the positions, even with fewer returns, would be less expensive than funding the positions using overtime.

10. Neither DOA or Corrections is able to indicate at what point staffing could be reduced if certain correctional facilities were not opened. While increased staffing may be necessary to process returning inmates, it would seem that if fewer inmates are returned, fewer staff would be necessary. Under this assumption, the following table indicates reductions which could be made if Stanley, Highview, the inmate workhouses or all of these facilities are not opened. While delaying the opening date of an institution will affect that institution's cost in the 2001-03 biennium, only not opening an institution will lessen then total number of inmates eventually returned to Wisconsin. It should be noted that the reduction related to all of the institutions not being opened is less than the sum of the institutions combined because position amounts were rounded to whole or half positions. As indicated earlier, use of two correctional facilities to process returning inmates would allow Corrections to regionalize returns. Under any of the reduced funding and position alternatives, Corrections could utilize two institutions, but with reduced staffing.

Institution	2001-02		2002-03	
	Amount	Positions	Amount	Positions
Stanley	-\$892,400	-22.00	-\$982,800	-22.00
Highview	-210,700	-5.25	-227,600	-5.25
Inmate Workhouses	-210,700	-5.25	-227,600	-5.25
All Institutions	-1,231,800	-30.50	-1,350,900	-30.50

ALTERNATIVES TO BILL

1. Approve the Governor's recommendation to provide \$2,295,100 GPR in 2001-02 and \$2,504,700 GPR in 2002-03 and 56.08 GPR positions annually in the adult correctional system to provide staff and funding associated with the return of inmates from out-of-state contract prison facilities.

2. Modify the Governor's recommendation related to calculation modifications associated with the computation of overtime costs, turnover reductions and preservice training costs. Reduce funding by \$16,500 GPR in 2001-02 and \$13,100 GPR in 2002-03.

Alternative 2	GPR
2001-03 FUNDING (Change to Bill)	- \$29,600

3. Adopt one or more of the following alternatives based on the Committee’s decision related to the opening of the Stanley Correctional Facility, the Highview Geriatric Facility and the inmate workhouses. [Note that Alternative 3d may not be selected with any of the other alternatives.]

a. If the Committee does not open the Stanley Correctional Facility, reduce staff and funding associated with the return of inmates from out-of-state contract prison facilities by \$892,400 GPR in 2001-02 and \$982,800 GPR in 2002-03 and 22.00 GPR positions annually.

Alternative 4a	GPR
2001-03 FUNDING (Change to Bill)	- \$1,875,200
2002-03 POSITIONS (Change to Bill)	- 22.00

b. If the Committee does not open the Highview Geriatric Facility, reduce staff and funding associated with the return of inmates from out-of-state contract prison facilities by \$210,700 GPR in 2001-02 and \$227,600 GPR in 2002-03 and 5.25 GPR positions annually.

Alternative 4b	GPR
2001-03 FUNDING (Change to Bill)	- \$438,300
2002-03 POSITIONS (Change to Bill)	- 5.25

c. If the Committee does not open the inmate workhouses, reduce staff and funding associated with the return of inmates from out-of-state contract prison facilities by \$210,700 GPR in 2001-02 and \$227,600 GPR in 2002-03 and 5.25 GPR positions annually.

Alternative 4c	GPR
2001-03 FUNDING (Change to Bill)	- \$438,300
2002-03 POSITIONS (Change to Bill)	- 5.25

d. If the Committee does not open the Stanley Correctional Facility, the Highview Geriatric Facility and the inmate workhouses, reduce staff and funding associated with the return of inmates from out-of-state contract prison facilities by \$1,231,800 GPR in 2001-02 and \$1,350,900 GPR in 2002-03 and 30.50 GPR positions annually.

Alternative 4d	GPR
2001-03 FUNDING (Change to Bill)	- \$2,582,700
2002-03 POSITIONS (Change to Bill)	- 30.50

4. In addition to any of the above alternatives, create all positions, not just correctional

officer positions, as two-year project positions.

5. Maintain current law.

Alternative 5	GPR
2001-03 FUNDING (Change to Bill)	- \$4,799,800
2002-03 POSITIONS (Change to Bill)	- 56.08

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