



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #351

Community Corrections Purchase of Services Funding (DOC -- Community Corrections)

[LFB 2001-03 Budget Summary: Page 222, #2]

CURRENT LAW

Base funding for probation, extended supervision, parole and intensive sanctions purchase of services for offenders is \$16,589,600 GPR.

GOVERNOR

Provide \$4,831,900 GPR in 2001-02 and \$5,027,300 GPR in 2002-03 for increased purchase of services funding in the Division of Community Corrections. Transfer \$1,595,000 GPR annually from the intensive sanctions program purchase of services to probation and parole purchase of services.

DISCUSSION POINTS

1. Purchase of services funding for probation, extended supervision and parole supports assessment and treatment services, employment services, day reporting centers, emergency housing, halfway houses, sex offender treatment, polygraph tests, temporary living placements, urinalysis testing and miscellaneous offender services. Base funding for these services (including purchase of service funding from the intensive sanctions program) is \$16,589,600 GPR. Of the total, \$1,600,000 supports increased purchase of services funding (\$2,000 annually per offender) in two enhanced supervision projects created in 1997 Act 27, and \$360,000 is used to support transitional living placements associated with one of the projects. The remaining \$14,629,600 is used for purchase of services for all other offenders in the community.

2. For 2000-01, budgeted purchase of services per offender is approximately \$231.

However, because the current probation, extended supervision and parole population is less than initially budgeted for 2000-01, purchase of services in 2000-01 are funded at approximately \$267 per offender.

3. Under the bill, purchase of services funding would increase from \$14,629,600 to \$19,461,500 in 2001-02 and \$19,656,900 in 2002-03. Corrections indicates that funding for purchase of services would be similar in 2001-02 and 2002-03 on a proportional basis to the funding distribution in 2000-01. As a result, funding would be provided as identified below.

<u>Item</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>
Halfwayhouse/Temporary Living Placements	\$11,095,200	\$14,759,900	\$14,908,000
Alcohol and Other Drug Abuse	886,000	1,178,600	1,190,500
Day Reporting/Treatment Centers	732,400	974,300	984,100
Sex Offender Treatment	476,600	634,000	640,400
Statewide Urinalysis Testing	412,200	548,300	553,800
Other Programs	219,000	291,300	294,300
Operation Fresh Start	150,000	199,500	201,500
Domestic Violence/Abuse	124,400	165,500	167,100
Miscellaneous	<u>533,800</u>	<u>710,100</u>	<u>717,200</u>
Total	\$14,629,600	\$19,461,500	\$19,656,900

4. In the table, other programs include cognitive intervention programs (teaching offenders specific skills to identify, control and change their personal thinking processes and beliefs that lead to criminal behavior), anger management programs and community service projects. Miscellaneous includes sundry purchases, emergency housing, meals and medications. It should be noted that while Corrections indicates that purchase of service funds would be distributed in a manner similar to current distributions, actual funding provided would be based on individual offender service needs.

5. The Criminal Penalties Study Committee (CPSC), created in 1997 Act 283 (the "truth-in-sentencing" act), was charged with making recommendations concerning a uniform classification system for all felonies and Class A misdemeanors for use under the bifurcated sentencing (truth-in-sentencing) structure that became effective December 31, 1999. Although not a part of its charge, in its August 31, 1999, final report the Committee identified probation supervision as an issue that needed further study. The report states that "[t]he issue of prison overcrowding is intertwined with ... lack of confidence in probation supervision, especially in Milwaukee." The Committee concluded that "Wisconsin must strengthen its probation system and develop credible alternatives to prison. The strength of probation supervision affects whether a judge will sentence an offender to prison or place that offender on probation."

6. As a result of the CPSC's recommendation, the Governor created a Task Force to Enhance Probation to study the effectiveness of probation supervision and to recommend

improvements. As part of its charge, the Task Force surveyed judges to determine the judiciary's attitudes towards probation. In the survey judges expressed the need to: (a) increase the intensity of supervision; (b) ensure prompt sanctions for violations; (c) decrease agents' caseloads; and (d) enhance substance abuse treatment and other program options. While the Task Force final report has not been published, the Task Force indicated that purchase of service funding generally, and purchase of service funding allocated for alcohol and other drug abuse services in particular, need to be increased.

7. The funding increase in the bill for purchase of services is based on providing an average of \$350 per offender. The bill assumes that there will be a probation, extended supervision and parole population of 56,040 in 2001-02 and 56,941 in 2002-03 (this excludes 800 offenders in the enhanced supervision programs). Increasing funding to \$350 per offender would provide a 31% increase in purchase of services over current funding.

8. In Corrections' 2001-03 budget request, the Department requested that \$350 per offender for purchase of services. Corrections indicates that the \$350 per offender funding level was requested because it would provide needed additional resources for purchase of services and appeared to be an appropriate level given general budget concerns. The Committee should note that in 1999 AB 722, related to providing additional probation and parole resources for Milwaukee County, Corrections would have been provided purchase of services funding at \$425 per offender. Assembly Bill 722 was recommended for passage by the Assembly Corrections and the Court Committee by an 8-1 vote. The bill failed to pass pursuant to Senate Joint Resolution 1.

9. As a result of a calculation error in the bill, funding provided under the bill would provide purchase of service support at \$347 per offender in 2001-02 and \$345 in 2002-03. These amounts represent a 30% increase in 2001-02 and a 29% increase in 2002-03.

10. If the Committee wishes to fund purchase of services at \$350 per offender per year an additional \$152,500 GPR in 2001-02 and \$272,500 GPR in 2002-03 could be provided.

11. Given that it is indicated that the amount of funding provided under the bill was not based on providing specific services, but rather increasing overall purchase of services funding, the amount of funding provided could be modified as identified in the table below.

<u>Funding Level Per Offender</u>	<u>2001-02 Reduction</u>	<u>2002-03 Reduction</u>	<u>2001-02 Total Funding</u>	<u>2002-03 Total Funding</u>
\$275	-\$4,050,500	-\$3,998,100	\$15,411,000	\$15,658,800
\$300	-2,649,500	-2,574,600	16,812,000	17,082,300
\$325	-1,248,500	-1,151,100	18,213,000	18,505,800

12. If no additional funding is provided, purchase of services for probation, extended supervision and parole would be supported at approximately \$261 in 2001-02 and \$257 in 2002-03.

ALTERNATIVES TO BILL

1. Approve the Governor's recommendation to provide \$4,831,900 GPR in 2001-02 and \$5,027,300 GPR in 2002-03 and transfer \$1,595,000 GPR annually from the intensive sanctions program purchase of services to probation and parole purchase of services for increased purchase of services funding in the Division of Community Corrections. This alternative would provide purchase of service funding at an estimated \$347 per offender in probation, extended supervision and parole in 2001-02 and \$345 per offender in 2002-03.

2. Modify the Governor's recommendation to provide an additional \$152,500 in 2001-02 and \$272,500 in 2002-03. This alternative would provide purchase of service funding at an estimated \$350 per offender in probation, extended supervision and parole during the 2001-03 biennium as intended in the bill.

Alternative 2	GPR
2001-03 FUNDING (Change to Bill)	\$425,000

3. Modify the Governor's recommendation by reducing funding by \$1,248,500 in 2001-02 and \$1,151,100 in 2002-03. This alternative would provide purchase of service funding at an estimated \$325 per offender in probation, extended supervision and parole during the 2001-03 biennium.

Alternative 3	GPR
2001-03 FUNDING (Change to Bill)	- \$2,399,600

4. Modify the Governor's recommendation by reducing funding by \$2,649,500 in 2001-02 and \$2,574,600 in 2002-03. This alternative would provide purchase of service funding at an estimated \$300 per offender in probation, extended supervision and parole during the 2001-03 biennium.

Alternative 4	GPR
2001-03 FUNDING (Change to Bill)	- \$5,224,100

5. Modify the Governor's recommendation by reducing funding by \$4,050,500 in 2001-02 and \$3,998,100 in 2002-03. This alternative would provide purchase of service funding at an estimated \$275 per offender in probation, extended supervision and parole during the 2001-03 biennium.

Alternative 5	GPR
2001-03 FUNDING (Change to Bill)	- \$8,048,600

6. Delete the Governor's recommendation to provide \$4,831,900 in 2001-02 and \$5,027,300 in 2002-03. This alternative would provide purchase of service funding at an estimated \$261 per offender in probation, extended supervision and parole in 2001-02 and \$257 per offender in 2002-03.

Alternative 6	GPR
2001-03 FUNDING (Change to Bill)	- \$9,859,200

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