



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

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Joint Committee on Finance

Paper #238

Prison Staffing -- Sturtevant Probation and Parole Hold Facility and Inmate Workhouses (DOC -- Adult Corrections)

[LFB 2003-05 Budget Summary: Page 114, #6, Page 115, #7 and Page 116, #8]

CURRENT LAW

Under current law, the inmate workhouses (in Sturtevant and Winnebago) and the Sturtevant Probation and Parole Hold Facility are scheduled to open in May, 2004.

GOVERNOR

Provide \$4,017,700 GPR in 2003-04 and \$3,718,800 GPR and in 2004-05 and 121.35 GPR positions annually as follows:

<u>Institution</u>	<u>2003-04 (All Funds)</u>		<u>2004-05 (All Funds)</u>	
	<u>Operating Costs</u>	<u>Positions</u>	<u>Operating Costs</u>	<u>Positions</u>
Sturtevant P&P Hold	\$2,255,400	62.35	\$4,189,800	62.35
Sturtevant Workhouse Operating Costs	\$2,411,000	30.50	\$2,618,000	30.50
Sturtevant Workhouse Contract Bed Offset	<u>-1,463,200</u>	<u>0.00</u>	<u>-2,778,300</u>	<u>0.00</u>
Total Sturtevant Workhouse	\$947,800	30.50	-\$160,300	30.50
Winnebago Workhouse Operating Costs	\$2,277,700	28.50	\$2,467,600	28.50
Winnebago Workhouse Contract Bed Offset	<u>-1,463,200</u>	<u>0.00</u>	<u>-2,778,300</u>	<u>0.00</u>
Total Winnebago Workhouse	\$814,500	28.50	-\$310,700	28.50
Total	\$4,017,700	121.35	\$3,718,800	121.35

Under the bill, the 150-bed Sturtevant Probation and Parole Hold Facility is scheduled to open in May, 2004. The additional beds in the hold facility will not result in increased prison capacity since probation and parole holds are offenders being held pending revocation. The 150-bed inmate workhouses would open in December, 2003, and operating costs would be offset by a reduction in contract bed funding.

DISCUSSION POINTS

Sturtevant Probation and Parole Hold Facility

1. On December 20, 2000, the Building Commission approved \$12,345,500 in general fund-supported borrowing for the construction of a 150-bed probation and parole hold (P&P) facility in Sturtevant, adjacent to the Racine Correctional Institution. The project will be built concurrently with, and attached to, the Sturtevant inmate workhouse (described below), and will share food service, maintenance and support areas. The P&P hold facility will contain two, 75-bed housing units. Each of the units will have televisiting, attorney interview rooms and common areas. Food service will be provided from a kitchen at the facility, staffed by inmates from the Sturtevant workhouse and placed on trays for offenders in the P&P facility. The facility will also have administrative and support areas, and the central control center. The facility is estimated to be completed in August, 2003.

2. The P&P Hold Facility would be used to detain individuals who have violated conditions of their probation, parole or extended supervision, and to place offenders as an alternative to revocation. The facility would be designed and function in a manner similar to a local jail. According to Corrections, this population may include offenders with mental health problems, a history of absconding from supervision and/or a history of violent and assaultive behavior. Offenders placed at the facility would either be returned to their home community upon release or transferred to another facility subsequent to revocation proceedings. Corrections indicates that "average length of stay in secured detention is estimated to be approximately 30 days but individual stays can be much shorter or longer depending on the reason for the stay and the investigative process."

3. In 2001 Act 16, \$3,079,400 GPR and 50.0 GPR positions were provided to operate the Sturtevant P&P facility in 2002-03 with an opening date of January, 2003. In 2001 Act 109, funding was reduced \$3,170,600 GPR and 50.0 GPR positions and the opening was delayed until May, 2004.

4. In SB 44, the Governor would provide \$2,255,400 GPR in 2003-04 and \$4,189,800 GPR in 2004-05 and 62.35 GPR positions annually to staff the P&P facility. The facility will be attached to the Sturtevant Workhouse. The Executive Budget Book indicates that the facility will be used to provide an alternative to revocation placement for offenders at risk of being sent to prison because they have violated the conditions of their probation, parole, or extended supervision.

5. Under the bill, staffing of the P&P facility would include the following 62.35 GPR

positions: 14.0 correctional officers for the housing unit, 10.5 correctional officers for inmate intake, 10.5 correctional officers for inmate transportation, 9.5 correctional officers for other institutional security duties, 5.25 supervising officers, 1.75 positions for psychological services, 1.0 maintenance position, 1.5 food service positions, 1.0 records assistant, 1.0 program assistant for administration, and 6.35 positions for health services (0.25 physician, 1.0 nursing supervisor, 1.0 program assistant, 0.5 physician assistant, 2.5 nurse clinicians, 0.25 dentist, 0.25 dental assistant, 0.5 dental hygienist, and 0.1 psychiatrist). The health services unit would also provide medical and dental services to inmates in the Sturtevant Workhouse. Funding includes \$66,400 GPR in 2003-04 and \$613,000 GPR in 2004-05 for food and health costs, \$422,800 GPR in 2003-04 for correctional officer training, \$402,500 GPR in 2003-04 for institutional start-up costs, \$233,700 GPR in 2003-04 for vehicle purchases, and \$8,300 GPR in 2003-04 and \$50,000 GPR in 2004-05 to purchase interpretive and religious services.

6. Given the design and programmatic aspects of the facility, staffing generally seems appropriate. However, the following modifications could be made: (a) turnover reduction adjustments (based on DOA budget instructions); (b) adjustments associated with reduced correctional officer preservice training costs (based on a standardized assumption of training completion); (c) adjustments associated with the staffing of officer posts; and (d) application of food and health care costs based on revised estimates. In total, the modifications would result in an adjustment to the bill of -\$56,800 GPR in 2003-04 and -\$137,000 GPR in 2004-05 and -0.92 GPR positions annually. Total funding under the bill would be \$2,198,000 GPR in 2003-04 and \$4,052,800 GPR in 2004-05 and 61.43 GPR positions annually.

7. If funding and staffing are not provided, the facility would not be able to open as scheduled in the 2003-05 biennium.

Inmate Workhouses

8. On September 13, 2000, the Building Commission approved \$5,036,600 in general fund-supported borrowing for the construction of a 150-bed inmate workhouse and an expansion of the kitchen and dining space at the Winnebago Correctional Center. On December, 2000, the Building Commission approved \$3,199,000 in general fund-supported borrowing for the construction of a 150-bed inmate workhouse in Sturtevant. The workhouses also have recreation areas, classrooms, laundry, office space, maintenance facilities, electrical and mechanical areas, a canteen, and storage space.

9. Under current law and administrative rules, work and study releases are designed to:
- a. Provide an opportunity for inmates to assume responsibility in employment or educational settings to prepare them for a productive life in free society after release.
 - b. Complement institution education, training, and work programs with community resources not available in an institution.
 - c. Provide inmates with a program activity in which they may demonstrate, through

responsible behavior, their readiness for parole.

d. Provide an opportunity for inmates to accumulate funds to meet financial obligations that might otherwise inhibit adjustment following release or parole.

e. Fulfill the correctional goals of public protection and reintegration of the inmate into society.

10. Inmates placed at the workhouses will be screened for community-based assignments, given pre-employment counseling and placed on a work release job in the community or on an inmate work crew to perform community service work. Work crews will work both on and off the facility grounds under the supervision of a correctional officer. Corrections indicates that work crew projects could include work for other state agencies or providing services such as maintenance of roadside parks or refinishing picnic tables. Inmates would also be placed at work sites in the area of the facility. The Department states: "Work experience may include production and service jobs at private industry sites in the surrounding areas." While awaiting program assignment, inmates will work at jobs at the centers.

11. In 2001 Act 16, \$1,174,900 GPR and 25.0 GPR positions in 2001-02 and \$3,833,300 GPR in 2002-03 and 50.0 GPR positions were provided to staff and operate the inmate workhouses. The Winnebago facility was scheduled to open in May, 2002 and the Sturtevant facility was scheduled to open in January, 2003. In 2001 Act 109, funding of \$937,300 GPR and 25.0 positions in 2001-02 and \$541,500 GPR and 50.0 GPR positions in 2002-03 was deleted to delay opening the facilities until May, 2004.

12. Senate Bill 44 provides \$1,762,300 GPR in 2003-04 and -\$471,000 GPR in 2004-05 and 59.0 positions annually to staff and operate the inmate workhouses, as follows: (a) Winnebago Workhouse, \$814,500 GPR in 2003-04 and -\$310,700 GPR in 2004-05 and 28.5 GPR positions annually; and (b) Sturtevant Workhouse, \$947,800 GPR in 2003-04 and -\$160,300 GPR in 2004-05 and 30.5 GPR positions annually. Costs of operating the facilities (\$4,688,700 GPR in 2003-04 and \$5,085,600 GPR in 2004-05) are offset by a reduction in contract bed funding (-\$2,926,400 GPR in 2003-04 and -\$5,556,600 in 2004-05). Each facility is estimated to have an average daily population of 81 inmates in 2003-04 and 150 inmates in 2004-05.

13. Under the bill, staffing for the Winnebago facility includes the following 28.5 positions: 13.75 correctional officers for housing unit security, 1.5 correctional officers for mailroom, property and transportation, 2.5 supervising officers, 2.5 correctional officers for work release coordination, 2.5 correctional officers for work crew supervision, 1.0 social worker, 1.0 maintenance position, 1.0 food service position, 2.0 program assistants for administration, 0.25 physician, 0.25 dentist, and 0.25 dental assistant. For the Sturtevant facility, staffing includes the following 30.5 positions: 1.0 correctional center superintendent, 2.0 program assistants for administration, 13.75 correctional officers for housing unit security, 1.5 correctional officers for mailroom, property and transportation, 2.5 supervising officers, 2.5 correctional officers for work release coordination, 2.5 correctional officers for work crew supervision, 1.0 social worker, 1.0

maintenance position, 1.0 food service position, 0.25 physician, 1.0 nurse clinician, 0.25 dentist, and 0.25 dental assistant. Staffing at the Sturtevant facility would also provide administrative and support services for the Sturtevant probation and parole hold facility, and would share a health services unit with the probation and parole hold facility. Funding includes \$751,600 GPR in 2003-04 and \$1,512,200 GPR in 2004-05 for inmate food, health and inmate variable costs, \$386,800 GPR in 2003-04 for correctional officer training, \$471,400 GPR in 2003-04 for startup costs, \$468,800 in 2003-04 for vehicles, and \$144,200 GPR in 2003-04 and \$247,200 GPR in 2004-05 for purchase of services for inmates.

14. On an annualized basis, operational costs of the two minimum-security inmate workhouses housing 300 inmates is estimated to be \$4.9 million. By comparison, housing 300 inmates in medium-security contract beds would cost \$5.5 million annually.

15. Given the design and programming aspects of the facility, staffing generally seems appropriate. However, if the Committee wishes, the following modifications could be made: (a) turnover reduction adjustments (based on DOA budget instructions); (b) adjustments associated with reduced correctional officer preservice training costs (based on a standardized assumption of training completion); (c) adjustments associated with the staffing of officer posts; and (d) application of food and health care costs based on revised estimates. In total, the modifications would result in an adjustment to the bill of -\$95,800 GPR in 2003-04 and -\$197,700 GPR in 2004-05 and -0.32 GPR positions annually, divided as follows: (a) Winnebago Workhouse, \$766,700 GPR in 2003-04 and -\$409,600 GPR in 2004-05 and 28.34 GPR positions annually; and (b) Sturtevant Workhouse, \$899,800 GPR in 2003-04 and -\$259,100 GPR in 2004-05 and 30.34 GPR positions annually (the offset in reduced contract bed funding would remain the same). Total funding under the bill would be \$1,666,500 GPR in 2003-04 and -\$668,700 GPR in 2004-05 and 59.68 GPR positions annually.

16. If funding and staff are not provided, the facilities would not be able to open as scheduled in the 2003-05 biennium.

ALTERNATIVES

A. Sturtevant Probation and Parole Hold Facility

1. Approve the Governor's recommendation to provide \$2,255,400 GPR in 2003-04 and \$4,189,800 GPR in 2004-05 and 62.35 GPR positions annually to staff the Sturtevant Probation and Parole Hold Facility with an opening date of May, 2004.

2. Modify the Governor's recommendation by deleting \$56,800 GPR in 2003-04 and \$137,000 GPR in 2004-05 and 0.94 GPR positions annually. Total funding would be \$2,198,600 GPR in 2003-04 and \$4,052,800 GPR in 2004-05 and 61.43 GPR positions annually. This alternative makes the following modifications: (a) turnover reduction adjustments; (b) adjustments associated with reduced correctional officer preservice training costs; (c) adjustments associated with the staffing of correctional officer posts; and (d) reduces inmate-related costs.

<u>Alternative A2</u>	<u>GPR</u>
2003-05 FUNDING (Change to Bill)	- \$193,800
2004-05 POSITIONS (Change to Bill)	- 0.94

3. Delete provision.

<u>Alternative A3</u>	<u>GPR</u>
2003-05 FUNDING (Change to Bill)	- \$6,445,200
2004-05 POSITIONS (Change to Bill)	- 62.35

B. Inmate Workhouses

1. Approve the Governor's recommendation to provide \$1,762,300 GPR in 2003-04 and -\$471,000 GPR and 59.0 positions annually to staff and operate the Winnebago and Sturtevant inmate workhouses.

2. Modify the Governor's recommendation by deleting \$95,800 GPR in 2003-04 and \$197,700 GPR in 2004-05 and 0.32 GPR positions annually. Total funding would be \$1,666,500 GPR in 2003-04 and -\$668,700 GPR in 2004-05 and 58.68 GPR positions annually. This alternative makes the following modifications: (a) turnover reduction adjustments; (b) adjustments associated with reduced correctional officer preservice training costs; (c) adjustments associated with the staffing of correctional officer posts; and (d) reduces inmate-related costs.

<u>Alternative B2</u>	<u>GPR</u>
2003-05 FUNDING (Change to Bill)	- \$293,500
2004-05 POSITIONS (Change to Bill)	- 0.32

3. Delete provision.

<u>Alternative B3</u>	<u>GPR</u>
2003-05 FUNDING (Change to Bill)	- \$1,291,300
2004-05 POSITIONS (Change to Bill)	- 59.00

Prepared by: Chris Carmichael