



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #225

Adult Populations, Population & Inflationary Cost Increases, and Prison Contract Bed Funding (Corrections -- Adult Corrections)

[LFB 2013-15 Budget Summary: Page 129, #1, Page 130, #2 and #4]

CURRENT LAW

On April 12, 2013, Corrections had an institutional population of 21,948. Base funding amounts for population-related costs include: (a) food, \$20,964,700 GPR; (b) variable non-food (including clothing laundry, inmate wages, and other supplies), \$1,650,200 GPR; and (c) variable non-food health, \$62,831,700 GPR. Base funding for prison contract beds is \$16,892,400 GPR.

GOVERNOR

Average Daily Population

Estimate an average daily population in adult correctional facilities (correctional institutions and centers) and contract beds of 22,269 in 2013-14 and 22,459 in 2014-15, as follows:

	April 12, 2013 <u>Actual Population</u>	<u>Average Daily Population</u>	
		<u>2013-14</u>	<u>2014-15</u>
Males			
Institutions/Centers	18,608	20,546	20,546
Wisconsin Resource Center	325	344	344
Contract Beds - County Jails	10	50	170
Contract Beds - Federal	23	25	25
Females			
Women's Correctional System	1,173	1,220	1,220
Wisconsin Resource Center	34	42	42
Contract Beds	--	<u>42</u>	<u>112</u>
Total Population	21,948	22,269	22,459

Population and Inflationary Cost Increases

Provide \$30,063,700 GPR in 2013-14 and \$33,235,000 GPR in 2014-15 to reflect population-related cost adjustments for prisoners in facilities operated by the Division of Adult Institutions, as follows: (a) \$8,263,200 in 2013-14 and \$8,834,500 in 2014-15 for food; (b) \$19,119,800 annually for variable non-food costs (such as clothing, laundry, inmate wages, and other supplies); and (c) \$2,680,700 in 2013-14 and \$5,280,700 in 2014-15 for inmate health care (including pharmaceuticals, hospital contracts and limited-term employees).

DISCUSSION POINTS

1. For each biennial budget cycle, population-related costs for the prison system are budgeted based on the operating capacities of prisons to provide food service, medical care, and variable non-food costs. Next, the Department forecasts the estimated average daily population for the upcoming biennium. Based on the forecasted population, to the extent that the populations exceed operating capacities, contract bed funding is provided to support the excess population.

2. For the 2013-15 biennium, the prison operating capacities for food and inmate health care are 22,488 annually, with the prison operating capacity for variable non-food costs at 21,766 annually. The differences in the operating capacities are due to including 722 probation and parole holds (offenders admitted to prison for short terms as a result of a probation, parole, or extended supervision violation) for food and inmate health care.

3. Based on these operating capacities, the bill would provide the following population-related costs: (a) \$8,263,200 in 2013-14 and \$8,834,500 in 2014-15 for food; (b) \$19,119,800 annually for variable non-food costs (such as clothing, laundry, inmate wages, and other supplies); and (c) \$2,680,700 in 2013-14 and \$5,280,700 in 2014-15 for inmate health care (including pharmaceuticals, hospital contracts and limited-term employees). It should be noted that the significant increase in funding for variable non-food costs is the result of most of the funding being removed in the prior budget for a population management provision, which deleted funding associated with an anticipated decline in prison inmates. [The population did not decline as anticipated, and Corrections submitted s. 13.10 requests in March, 2012, and February, 2013, for supplemental funding and appropriation transfers to address the deficits.]

4. For the 2013-15 average daily population, the Department forecasted an average monthly growth rate of .05% for male inmates and .044% for female inmates. As a result, the bill assumes an estimated average daily population of 22,269 inmates in 2013-14 (20,965 males and 1,304 females) and 22,459 inmates in 2014-15 (21,085 males and 1,374 females). Corrections utilized population data through November, 2012, for its forecast. Five more months of population data, from December, 2012, through April, 2013, is now available to evaluate the forecast. Applying the average monthly growth rate to the more recent population data, the average daily population would be adjusted from AB 40 by -151 inmates in 2013-14 (-102 males and -49 females) and -148 inmates in 2014-15 (-96 males and -52 females), for an average daily population of 22,118 inmates in 2013-14 and 22,311 inmates in 2014-15.

5. With the revised average daily populations, contract bed funding in the bill would be modified by -\$1,728,000 GPR in 2013-14 and -\$2,779,900 GPR in 2014-15. The revised estimate for contract bed funding would be for 531 contract beds in 2013-14 and 665 contract beds in 2014-15. Included in these figures are approximately 500 beds each year utilized for extended supervision sanctions and temporary lockups in county jails.

6. It should be noted that the figures also include an estimated contract bed need for 60 female inmates in 2014-15 (the bill's original population forecast estimated a need for female contract beds in both years). Historically, the Department has had sufficient institutional capacity to place female inmates in its facilities, rather than contract bed placements. In November, 2011, the John C. Burke Correctional Center was converted from a female facility to a male facility, as a result of declining female populations. However, in mid-2012, female populations began to increase again. The Department indicates that it is monitoring female institutional population figures, and to the extent the number of female inmates begin to exceed available operating capacity, Corrections will evaluate the need to either utilize county jail beds or to convert the John C. Burke Correctional Center back to a female facility.

7. Unless revised population projections decrease to below the prison system's capacity, revised populations do not generally impact population-related costs for food, inmate health care, or variable non-food costs. However, it should be noted that the updated average daily population is slightly below the operating capacity in 2013-14. As such, funding for population-related costs could be modified in 2013-14 by: (a) -\$42,700 GPR for food; (b) -\$95,900 GPR for inmate health care; and (c) -\$32,400 GPR for variable non-food costs.

MODIFICATION

Decrease the estimated average daily population (ADP) in adult correctional facilities by 151 in 2013-14 and 148 in 2014-15. As a result of the reestimated ADP, modify funding by: (a) -\$1,728,000 GPR in 2013-14 and -\$2,779,900 GPR in 2014-15 associated with contract bed funding; and (b) -\$171,000 GPR in 2013-14 associated with population-related costs. As a result, populations would be distributed as follows:

	<u>Average Daily Population</u>	
	<u>2013-14</u>	<u>2014-15</u>
Males		
Institutions/Centers	20,494	20,546
Wisconsin Resource Center	344	344
Contract Beds - County Jails	0	74
Contract Beds	25	25
Females		
Women's Correctional System	1,213	1,220
Wisconsin Resource Center	42	42
Contract Beds	<u>0</u>	<u>60</u>
Total Population	22,118	22,311

Change to Bill Funding	
GPR	- \$4,678,900

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