

**(Base) Agency:** Building Program & DOC  
Inmate Work Centers

27t2

**Recommendations:**

Gardner

**Paper No. 248:** Alternative 3

**Comments:** Paragraphs 13 & 14 in the FB memo essentially say this plan is only half-baked right now and some more detail is needed before the Committee lets go of \$4.3 million GPR. Let's put the money in the Committee's appropriation and make the administration come back later with more details. This option (i.e. Alternative 3) also approves bonding immediately for construction of 2 work centers. It's the smart way to go.

prepared by: Barry



## Legislative Fiscal Bureau

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June 3, 1999

Joint Committee on Finance

Paper #248

### **Inmate Work Centers (Building Program and DOC -- Adult Correctional Facilities)**

[LFB 1999-01 Budget Summary: Page 122-1, #1(part) and Page 169, #9]

#### **CURRENT LAW**

Most of the minimum-security correctional centers currently provide work release for inmates housed in those facilities.

#### **GOVERNOR/BUILDING COMMISSION**

Provide \$1,304,000 GPR in 1999-00 and \$3,085,800 GPR in 2000-01 and 40.0 GPR positions annually to establish and staff two, 150-bed inmate work centers ("inmate work houses") for male inmates. In addition, enumerate the construction of inmate work houses at two sites and provide \$5,120,000 in general fund supported borrowing to construct the two work centers.

#### **DISCUSSION POINTS**

1. Of the 15 minimum-security correctional centers for males, all have work release programs, except the St Croix Correctional Center ("boot camp"). Under current law and administrative rules, the purposes of work and study release privileges for inmates are the following: (a) "to 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) "to complement institution education, training, and work programs with community resources not available in an institution;" (c) "to provide inmates with a program activity in which they may demonstrate, through responsible behavior, their readiness for parole;" (d) "to provide an opportunity for inmates to accumulate funds to meet financial obligations that might otherwise inhibit adjustment following release or parole;" and (e) "to fulfill the correctional goals of public

protection and reintegration of the inmate into society."

2. The Governor has recommended providing \$1,304,000 in 1999-00 and \$3,085,800 in 2000-01 and 40.0 positions to establish and staff two, 150-bed inmate work centers for male inmates. The bill assumes that the work centers will begin operating in July, 2000. According to the executive budget book, the work centers will be secured facilities. Inmates in the facilities would work in market-wage jobs and be expected to reimburse Corrections for the cost of housing and other expenses.

3. In the 1999-01 capital budget, the Building Commission recommends the enumeration of inmate work houses at two sites and the provision of \$5,120,000 in general fund supported borrowing for construction. Of the total, \$4.0 million is for construction, \$300,000 for moveable equipment, \$60,000 for telecommunications, \$280,000 for contingency funds, and \$480,000 for design and supervision fees. According to testimony before the Building Commission, the work centers would be similar to the dormitory units constructed in 1996 at six correctional institutions. The inmate work centers would be surrounded by a security fence and sited in areas with high job potentials for inmates. According to Corrections and DOA, no decision has been made as to where these facilities would be placed. Likewise, it has not been determined whether the work centers will be co-located with existing correctional facilities or constructed as stand-alone units.

4. In 1996, the Building Commission approved \$8.5 million for the construction of seven, 150-bed dormitory units, at an average cost of \$1.2 million per unit. These units are generally one and a half stories tall, rectangular buildings, divided into two 75-bed living sections. Program offices, shower and toilet facilities, and food service areas separate the two living areas of the dormitory. Little or no general support space (program, staff, maintenance or visiting space) is provided in the units. Since the current dormitories are part of larger institutions, general support space is available in other sections of the institutions.

5. The inmate work centers enumerated in the 1999-01 capital budget were not included in Corrections' initial 1999-01 capital budget request and were not identified by the Department as a priority enumeration.

6. Assuming that construction costs of the two inmate work centers is equally divided, each work center would cost \$2.5 million to construct or approximately two times the cost of the previously constructed dormitory units. The design of the facilities has not yet been determined, but the new units will include some improvements to the previous dormitory units such as larger water heaters, better sound reduction, an electronic security fence and additional office, program and storage space. DOA indicates that depending on where the facilities are located, land acquisition costs may also be involved.

7. The dormitory units constructed in 1996 cost approximately \$96 per square foot to construct. Based on the Building Commission's recommendation, construction of the proposed inmate work centers would cost \$197 per square foot. Excluding moveable equipment and

telecommunications costs, the units would cost \$183 per square foot. According to DOA, increased costs of the proposed facilities are attributable to design enhancements to the previously constructed dormitory facilities. In addition, if stand-alone facilities are constructed, DOA indicates that the aesthetics of the current dormitory models would be improved and that land acquisition costs may be necessary.

8. Each work center would have the following staff: 1.0 center superintendent, 1.0 social worker, 1.0 program assistant, 1.0 financial specialist, 4.0 food production assistants, 2.0 employment coordinators and 10.0 correctional officers. The recommendation includes \$961,500 in 2000-01 for a food service contract.

9. Security staffing for each facility would include two correctional officers on duty for three shifts per day, 24 hours per day, seven days per week. Two employment coordinators would also be provided at each facility to focus on employment services. The Governor assumes that inmates would work in "market rate" jobs.

10. The Division of Community Corrections currently has an average of 500 inmates per month in work release placements. In connection with these placements, inmates' wages are controlled by the correctional facility. The business manager at each facility is required to disburse wages in the following order: (a) board, including food and clothing for the inmate, plus work-related expenses (\$2.52 per day); (b) necessary travel expenses to and from the placement and other incidental expenses of the inmate (charged on a sliding scale from \$4.50 per day to \$6.50 per day based on an inmate's wages); (c) payment of the crime victim and witness assistance surcharge; (d) payment of the deoxyribonucleic acid analysis surcharge; (e) support of the inmate's dependents, if any; (f) a reasonable room charge as determined by Corrections (\$3.30 per day); (g) payment for public defender representation; (h) payment, either in full or proportionately, of the inmate's obligations that were acknowledged by the inmate in writing or that have been reduced to judgment; and (i) wages to the inmates on work or study release until the current canteen limit (\$130 per month) is reached. Earnings in excess of the amounts needed above are placed in the inmate's general account for use upon release as directed by a probation and parole agent.

11. Funding in AB 133 for prison contracts assumes that 300 inmates are placed in the inmate work centers in 2000-01 and, therefore, additional contract beds are not necessary. Placement of 300 inmates in contract beds would cost \$4,927,500.

12. The location and operational aspects of the work centers have not yet been determined. Placing 300 inmates on work release would increase the program by 60% over its current level of participation. Such a large program expansion could prove difficult depending on where the facility is located, the local/regional job market and the actual opening date of the facilities. Further, it is not clear whether the creation of the work centers will result in an additional 300 inmates being placed in work release jobs or simply in the creation of an additional 300 minimum-security beds. If the work centers result in transferring inmates in existing work release jobs to the new work centers, it could be argued that creating additional beds will allow more inmates to prepare for work release and may eventually result in more inmates being placed on

work release.

13. In addition to general programmatic questions regarding the work centers, a number of operational issues can be raised.

- Since it is not known whether the inmate work centers would be constructed at a currently operating maximum-, medium- or minimum-security facility, at one of the new correctional facilities or as stand-alone facilities, and whether the addition of the work centers will exceed any "host" institution's food service capabilities or require separate food service, the bill provides \$961,500 for a food service contract in 2000-01. To the extent that food service can be accommodated at the "host" facility, costs could be less. Without knowing the location of the work centers, food costs cannot be properly budgeted.

- To the extent that additional inmates are placed on work release beyond those currently in the program, Corrections will receive additional program revenue from room and board charges to offset the costs of operations. Based on actual fees collected by Corrections in 1997-98 (\$534,300 PR), each inmate on work release contributes approximately \$1,100 per year to program support. If all inmates in the work centers are additional work release inmates, \$330,000 in program revenue would be generated and GPR costs could be reduced by an equivalent amount. However, given that additional 300 inmates would represent a significant program expansion and that the number of additional work release inmates is unknown, a PR offset cannot be calculated.

- If the facilities are constructed as stand-alone structures, the staffing provided may not be adequate to support an independent facility. Since stand-alone facilities will not necessarily have a "host" institution to provide security support and maintenance, a security director and maintenance position may be necessary. Without knowing the location of the facility, however, it is not known if additional support is necessary.

- In order to staff one officer post 24 hours per day seven days per week, more than three positions are necessary to account for vacation, sick leave and weekends. In creating correctional officer positions in AB 133, whole and half position amounts were generally used. If positions are adjusted to properly reflect officer staffing, the inmate work centers could be reduced by \$4,400 GPR in 1999-00 and \$18,800 GPR in 2000-01 and 0.45 GPR positions annually. As a result, costs of the inmate work centers under AB 133 could be reduced to \$1,299,600 in 1999-00 and \$3,067,000 in 2000-01 and 39.55 positions.

14. While additional institutional bed space would be provided under the 1999-01 capital budget, it could be argued that operational funding should not be provided for the work centers until specific locations have been determined and the programmatic and operational aspects of the facilities more fully defined. As a result, the Committee may wish to: (a) approve the enumeration of the work centers; and (b) place operational funding (\$1,299,600 in 1999-00 and \$3,067,000 in 2000-01) in the Committee's appropriation for release after the facilities have been sited and Corrections has identified how these facilities will operate. Under this alternative, position authorization would be deleted from AB 133 and could be provided when funding is released by the

Committee. If construction of the centers is delayed, funding in the Committee's appropriation could be used for contract beds if necessary.

15. Given that AB 133 assumes that 300 inmates are placed in the work centers in 2000-01, if the enumeration of the inmate work centers is deleted, additional funding of \$4,927,500 in 2000-01 for contract beds would be necessary.

### ALTERNATIVES TO BASE

1. Approve the Governor's recommendation to provide \$1,304,000 GPR in 1999-00 and \$3,085,800 GPR in 2000-01 and 40.0 GPR positions to establish and staff two 150-bed inmate work centers for male inmates. In addition, enumerate the construction of inmate work houses at two sites in connection with the 1999-01 capital budget and provide \$5,120,000 in general fund supported borrowing to construct the two work centers.

<u>Alternative 1</u>	<u>GPR</u>	<u>BR</u>
1999-01 FUNDING (Change to Base)	\$4,389,800	\$5,120,000
[Change to Bill]	\$0	\$5,120,000]
2000-01 POSITIONS (Change to Base)	40.00	
[Change to Bill]	0.00]	

2. Modify the Governor's recommendation and provide \$1,299,600 GPR in 1999-00 and \$3,067,000 GPR in 2000-01 and 39.55 GPR positions to establish and staff two 150-bed inmate work centers for male inmates. In addition, enumerate the construction of inmate work houses at two sites in connection with the 1999-01 capital budget and provide \$5,120,000 in general fund supported borrowing to construct the two work centers.

<u>Alternative 2</u>	<u>GPR</u>	<u>BR</u>
1999-01 FUNDING (Change to Base)	\$4,366,600	\$5,120,000
[Change to Bill]	- \$23,200	\$5,120,000]
2000-01 POSITIONS (Change to Base)	39.55	
[Change to Bill]	- 0.45]	

3. Place \$1,299,600 GPR in 1999-00 and \$3,067,000 GPR in 2000-01 in the Joint Committee on Finance's supplemental appropriation for the possible establishment of two 150-bed inmate work centers for male inmates. In addition, enumerate the construction of inmate work houses at two sites in connection with the 1999-01 capital budget and provide \$5,120,000 in general fund supported borrowing to construct the two work centers.

<u>Alternative 3</u>	<u>GPR</u>	<u>BR</u>
1999-01 FUNDING (Change to Base)	\$4,366,600	\$5,120,000
[Change to Bill]	- \$23,300	\$5,120,000]
2000-01 POSITIONS (Change to Base)	0.00	
[Change to Bill]	- 40.00]	

4. Maintain current law. Provide \$4,927,500 GPR in 2000-01 for an additional 300 prison contract beds to replace the 300-bed inmate work centers which would not be constructed.

<u>Alternative 4</u>	<u>GPR</u>
1999-01 FUNDING (Change to Base)	\$4,927,500
[Change to Bill]	\$537,700]
2000-01 POSITIONS (Change to Base)	0.00
[Change to Bill]	- 40.00]

MO# Alt 3

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