

**Committee Name:**  
**Joint Committee – Finance**  
**(JC–Fi)**

**Appointments**

99hr\_JC–Fi\_Appt\_pt00

**Committee Hearings**

99hr\_JC–Fi\_CH\_pt00

**Committee Reports**

99hr\_JC–Fi\_CR\_pt00

**Clearinghouse Rules**

99hr\_JC–Fi\_CRule\_99–

**Executive Sessions**

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**Hearing Records**

99hr\_ab0000

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**Misc.**

99hr\_JC–Fi\_\_Misc\_\_s.13.10\_pt13b2

**Record of Committee Proceedings**

99hr\_JC–Fi\_RCP\_pt00

**13.10 Meeting**  
**September 14, 2000**  
**Agenda Item V**

**Issue:** Corrections: Food Service Positions at the Redgranite Correctional Institution

**Recommendation:** Alternative 4 and 5.

**Comments:**

**Alternative 4.** (*alternative 3 is 2<sup>nd</sup> choice*)

Deletes the 3.75 correctional officer positions because they are not needed, reduces the number of food production assistant positions to make the Redgranite institution comparable to similar institutions, and approves 4.0 additional positions (3 food production assistants and 1 storekeeper) since workload demands seem to support the request. However **deletes** the requested **dietician** position since this should be addressed in the 2001-03 biennial budget.

**Alternative 5.** Transfers an amount to the Committee's appropriation for future release for any salary shortfalls in DOC, as anticipated with the Milwaukee Secure Detention Facility in 2000-01.

**Prepared by:** Deb



## Legislative Fiscal Bureau

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

September 14, 2000

TO: Members  
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Corrections: Section 13.10 Request for Food Service Positions at the Redgranite Correctional Institution -- Agenda Item V

The Department of Corrections requests the creation of 11.25 GPR positions in 2000-01 to staff the food service operation at the Redgranite Correctional Institution (RGCI). In addition, the Department requests the transfer of \$281,200 GPR from the Joint Committee of Finance's appropriation under s. 20.865(4)(a) reserved for prison contract beds to the Department's appropriation under s. 20.410 (1)(a) [general program operations] in 2000-01 to fund the positions.

Subsequent to submission of its request, the Department has indicated that funding provided under Act 9 for a food service contract would be available to support the request for positions and, therefore, that transfer of funding from the Committee's appropriation is not needed. This paper addresses the revised request.

### BACKGROUND

On May 21, 1998, the Building Commission approved \$51.0 million in general fund supported borrowing for the construction of a 750-bed medium-security correctional institution in Redgranite. In 1999 Act 9, the biennial budget act, \$10,765,800 GPR and 276.34 GPR positions in 2000-01 were provided for the new institution, scheduled to open in January, 2001. The funding included \$980,400 GPR for a food service contract, along with funding for 5.0 food production assistant positions and 3.26 correctional officer positions to provide security associated with food service.

At the May, 2000, Building Commission meeting, the Commission approved \$1.6 million in general fund supported borrowing for the construction of a full service kitchen facility at RGCI. The Building Commission based its action on experience at other prisons, which indicated that an institutional kitchen could provide meals at a lower cost than a food service contract, while at the same time providing additional jobs for inmates. RGCI will open on schedule in January, 2001.

## ANALYSIS

### Positions Request

The Department's request for 11.25 GPR positions includes 5.50 food production assistants, 1.0 storekeeper and 3.75 correctional officers at RGCI, and 1.0 dietitian in Corrections' central office, all funded to begin December 1, 2000. According to the request, this would allow two shifts of food service with three food production assistants per shift, seven days a week. The additional correctional officers would allow for two correctional officers per food service shift, seven days a week. The request applies an updated post shift staffing formula to both the correctional officer and the food production assistant positions and uses current salaries for all of the requested positions.

In reviewing the request for positions, several points should be noted.

- In order to staff one officer post 24 hours per day seven days per week, more than three positions are necessary to account for weekends, vacations and holidays, sick leave and training. Corrections has recently revised its post shift analysis based on actual 1999 data and taking into account contractual changes that have occurred since the last post shift analysis was conducted in the early 1990s. In the RGCI request, Corrections has applied the new post shift analysis only to the previously-provided and newly-requested correctional officer positions for the food service post.
- Act 9 provided 3.26 correctional officers for food service, which represents one officer position on two shifts, seven days a week. The request for 3.75 positions would provide one more officer position on the two shifts, utilizing the updated post shift formula for both the previously-approved and newly-requested food service correctional officer positions. However, Act 9 also provided 2.36 correctional officers for dock loading/food service, necessitated by the delivery twice a day of food prepared by a vendor. With the conversion to a production kitchen, these officers would be available to staff the kitchen. Therefore, the additional correctional officers would not be needed.
- Act 9 provided 5.0 food production assistant positions to RGCI, whose duties were to be limited to serving and cleaning up the meals prepared by the vendor. With the establishment of a full production kitchen, it appears that additional food production assistants would be necessary. While the 5.0 existing positions were not calculated on a post shift basis, the request for 5.5 additional positions is based on the same updated post shift staffing formula used to calculate correctional officer positions. However, although production assistant staffing would occur on a shift basis similar to the correctional officers, it could be questioned whether the same formula should apply to these positions. Provisions in the correctional officer contract, such as training requirements, may not apply to food production assistants. Other medium correctional institutions of similar operating capacity have seven or eight food production assistants. Without a valid post shift analysis for food production assistants, an alternative may be to provide an additional 3.0 food production assistant positions, making RGCI comparable to similar institutions.

- In Act 9, 2.0 storekeeper positions were provided to RGCI. This request would bring the total number to 3.0 storekeepers. Storekeepers perform such tasks as estimating stock needs, establishing and maintaining stock levels based on use rate and shelf life, conducting inventories, updating price lists and maintaining records. In comparing storekeeper staffing at other correctional institutions, all seven of the institutions with an operational capacity at or above RGCI's capacity of 750 currently have 3.0 storekeeper positions. The additional position appears appropriate given the additional storekeeper responsibilities involved in operating a kitchen and in comparison to other correctional facilities. There are minor calculation errors in supplies and services and one-time funding for the storekeeper position.

- The additional dietician position would be an administrative position located in Corrections' central office. Corrections currently has 3.0 dietician positions, which are responsible for planning food service programs, analyzing menus for nutritional adequacy, developing bid specifications for food-related contracts, creating specialized menus, training kitchen staff in sanitation and auditing institutions' kitchens for compliance with standards and policies. The position is being requested because of the number of new correctional facilities being opened in the next few years, including New Lisbon and the Milwaukee Secure Detention Facility. However, the Department has known the increased demands on staff as additional or expanded institutions have opened. While workload demands may support the request for the additional position, an argument can be made that central office staff needs should be addressed in the 2001-03 biennial budget.

### **Funding Request**

Under the Department's s. 13.10 request, the cost of the 11.25 GPR positions would be \$281,200 GPR in 2000-01 for seven months. The annualized cost of the positions is \$415,600 GPR.

The decision to build a production kitchen at RGCI was in part based on an assessment that it would be less expensive to operate a kitchen than to contract for food services. Act 9 provided \$980,400 GPR in 2000-01 to RGCI for a food service contract. Using the 2000-01 budgeted food costs provided in Act 9 for institutions operating kitchens, food costs at RGCI in 2000-01 would be \$352,600. Combined with these food costs, if the Department's position request was approved, \$633,800 GPR would be needed. Therefore, it appears that not only would a supplement not be necessary to fund this request, but that \$346,600 GPR already appropriated in 2000-01 for food service at RGCI would not be needed for that purpose.

In Corrections' s.13.10 request for staffing the Milwaukee Secure Detention Facility currently before the Committee, the Department has indicated that a salary deficit will occur in 2000-01. The Committee may, therefore, wish to transfer the difference between the amount currently budgeted for a food service contract, and the funding necessary to support RGCI's food costs and the cost of any alternative selected by the Committee to the Committee's appropriation reserved for future release for any salary shortfalls in Corrections.

**ALTERNATIVES**

1. Approve the Department's request to provide 11.25 GPR positions in 2000-01 (5.5 food production assistants, 1.0 storekeeper and 3.75 correctional officers for the production kitchen at the Redgranite Correctional Facility and 1.0 dietitian for Corrections' central office).

2. Modify the Department's request by: (a) deleting 3.75 GPR correctional officer positions; and (b) modifying the post shift calculation for the food production assistants by using:

a. *New Post Shift Formula.* Provide 7.29 GPR positions (5.29 food production assistants and 1.0 storekeeper for the production kitchen at the Redgranite Correctional Facility and 1.0 dietitian for Corrections' central office).

b. *Existing Post Shift Formula.* Provide 6.78 GPR positions (4.78 food production assistants and 1.0 storekeeper for the production kitchen at the Redgranite Correctional Facility and 1.0 dietitian for Corrections' central office).

3. Modify the Department's request by: (a) deleting 3.75 GPR correctional officer positions; and (b) providing 3.0 GPR, rather than 5.5 GPR, food production assistant positions. The alternative would provide 5.0 GPR positions (3.0 food production assistants and 1.0 storekeeper for the production kitchen at the Redgranite Correctional Facility and 1.0 dietitian for Corrections' central office).

4. Modify the Department's request by: (a) deleting 1.0 central office dietitian position; (b) deleting 3.75 GPR correctional officer positions; and (c) providing 3.0 GPR, rather than 5.5 GPR, food production assistant positions. This alternative would provide 4.0 GPR positions (3.0 food production assistants and 1.0 storekeeper for the production kitchen at the Redgranite Correctional Facility).

5. In addition to any of the above alternatives, transfer the difference between the amount currently budgeted for a RCGI food service contract, and the amount needed for RCGI's food costs and the cost of the staffing alternative selected by the Committee (with correction of minor calculation errors in supplies and services and one-time funding) to the Committee's appropriation (s. 20.865 (4)(a)) for future release for any salary shortfalls in the Department of Corrections in 2000-01. [The following amounts would be transferred: (a) under Alternative 1, \$346,600 GPR; (b) under Alternative 2a, \$460,500 GPR; (c) under Alternative 2b, \$470,400 GPR; (d) under Alternative 3, \$505,400 GPR; and (e) under Alternative 4, \$545,700 GPR.]

6. Deny the request.

Prepared by: Debbie Salm

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**13.10 Meeting**  
**September 14, 2000**  
**Agenda Item VI**

**Issue:** Corrections: Division of Community Corrections Network Computer Connections

**Recommendation:** Alternative 1

**Comments:**

Approves Corrections' request for release of funding in JFC's supplemental appropriation for prison contract beds to fund information technology costs in DOC's Division of Community Corrections and for an information technology support position.

This funding is badly needed. While DOC has over 400 potential dial-in users, the system only accommodates 23 connections at a time, causing delays in accessing and inputting offender information, potentially jeopardizing public safety. Some field office computers are not even connected to DOC's main information databases.

**Prepared by:** Deb



## Legislative Fiscal Bureau

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

September 14, 2000

TO: Members  
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Corrections: Section 13.10 Request Related to Division of Community Corrections  
Network Computer Connections -- Agenda Item VI

The Department of Corrections requests the release of \$666,400 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to fund information technology costs in its Division of Community Corrections. Funding would be transferred as follows: (a) \$513,900 GPR in 2000-01 in one-time funding to the Department's general program operations appropriation (s. 20.410(1)(a)); and (b) \$152,500 GPR in 2000-01 on an on-going basis in the services for community corrections appropriation (s. 20.410(1)(b)). In addition, Corrections requests the release of \$51,800 GPR in 2000-01 (\$8,600 GPR in one-time costs) from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to the Department's general program operations appropriation (s. 20.410(1)(a)) for the creation of 1.0 GPR position to provide information technology support for the Division of Community Corrections. In total, \$718,200 GPR would be released under the request.

### **BACKGROUND**

The Department of Corrections' Division of Community Corrections (DCC) supervises offenders in the community who are either completing a sentence of imprisonment by being placed on parole, beginning the extended supervision portion of a bifurcated sentence or who have been placed on probation by the Court. The Division has 118 local (field) offices statewide. These local offices serve as a place for offenders to report and provide a point of contact for local law enforcement and the courts.

Probation and parole agents, program assistants and supervisors in the field offices utilize Corrections' computer systems for offender tracking, sex offender registration, case classification,



staff deployment, electronic forms generation, email and internet access. The major systems the field offices access are:

a. *Corrections Integrated Program Information System (CIPIS)*. The CIPIS system is a mainframe computer system that maintains information on the prison and intensive sanctions populations. Information in CIPIS includes offender movement, security classification, sentence and offense data, offender programming, parole hearings, educational programs, demographics, transportation scheduling and bed and population counts. In addition, CIPIS provides management reports and data for population projections. The CIPIS system (a group of over 400 individual computer programs and a database) provides statewide, on-line access for Corrections employees to offender and program information.

b. *Corrections Accounting-Cashier Unit System (CACU)*. The CACU system is a mainframe computer system which records the status of probation and parole offender cases, tracks individual offender court-imposed financial obligations, processes receipts and disbursements and records offender supervision fee charges and payments. CACU is responsible for tracking how much each victim should be paid from each receipt. In general, CACU is a case-based system that tracks court-ordered restitution information for individual offenders and does not provide management information and reports.

c. *Offender Active Tracking System (OATS)*. The OATS system is used by probation and parole to provide operational and management information regarding community corrections. OATS is a personal computer-based system which allows probation and parole agents access to data from CIPIS and CACU. In addition, OATS includes functions for automating case classification and staff deployment and county jail hold information, and allows for on-line form generation.

d. *Sex Offender Registry (SOR)*. The SOR, a portion of the OATS system, tracks the residence and compliance status of sex offenders released to the community, including those past their discharge date. The system is used to provide notification to local law enforcement agencies, non-law enforcement agencies, victims and the general public regarding changes in an offender's location. The SOR connects to the Department of Justice's TIME system for notification to law enforcement agencies.

e. *Parole Eligibility Notification System (PENS)*. The PENS system records crime victims who have registered with the state under crime victim notification laws and provides information to these individuals regarding an offender's upcoming parole hearing. The system, which connects to CIPIS, also generates notices of prison releases and escapes.

## ANALYSIS

The Department indicates that 31 of its DCC field offices and ten of its neighborhood sites connect to Corrections' computer network by telephone and a modem. According to Corrections, while the Department has over 400 potential dial-in users in the Department, there is only the capacity to allow 23 connections at any one time. The Department's request indicates that "[d]uring normal office hours the 23 connections are constantly occupied, resulting in blocked access for most users for hours or days at a time. One office with newly trained staff has recently reported being unable to secure access for an entire month." Corrections further asserts that: "Timely access to data is important because staff and public safety can be jeopardized when DOC staff do not have access to or cannot enter offender information. For example, if staff is unable to access the data system to enter information a local police officer may apprehend a probationer and release that person because data indicating the probationer should be held is missing or inaccessible." In addition, Corrections indicates that the dial-in service is not secure and that data may be easily lost.

To address the information technology access needs of the 41 DCC offices, Corrections' s. 13.10 request would utilize three different technologies:

- Nine of the field offices would be connected to the Department's networks utilizing the state's BadgerNet data transmission network (T1 lines). A BadgerNet T1 site is generally a field office, correctional institution or other Corrections site that has its own internal network of workstations and servers (for example, a local area network (LAN)) that is connected to the central office over the state's BadgerNet fiber optic system. The Department of Administration, along with a private provider (TDS), support the T-1 circuits and routers that are necessary for the connection. The T-1 lines provide a high-speed connection to the central office and are supported 24 hours a day, seven days a week, by DOA, Corrections, TDS, Ameritech and other telecommunications companies.
- Twenty-two of the field offices would use virtual private networks (VPN). A VPN is designed to use an internet service provider to connect a field site to Corrections' network. Security is provided through a device located at the remote site that assures that data transmitted over the internet is encrypted.
- Ten neighborhood, offices would be provided with integrated services digital network (ISDN) access to Corrections data systems through other nearby DCC field offices. The local telephone company would establish a circuit between two local offices, the larger of which has access to Corrections' network through the BadgerNet T1 site. This circuit establishes a connection between the smaller, neighborhood office and the larger office so that workstations in the small office can transmit data securely over the T1 connection.

Funding under the Department's request would fund the installation and maintenance of the various technologies and 1.0 GPR network support position. The request is divided between one-

time costs (installation charges, servers, routers, switches, cabling and network security software) and ongoing costs (line and maintenance charges). The Department's request is as follows:

<u>Item</u>	<u>One-Time Costs</u>	<u>Ongoing Costs</u>	<u>Total</u>
T-1 Sites	\$106,200	\$71,300	\$177,500
Virtual Private Network Sites	317,400	70,400	387,800
ISDN Sites	53,500	10,800	64,300
Information Technology Support	<u>45,400</u>	<u>43,200</u>	<u>88,600</u>
Total	\$522,500	\$195,700	\$718,200

The 1.0 network support position would provide support for the maintenance and upgrades of the servers in each of the new locations statewide. In addition, the position would monitor the service contracts with the internet service providers at the VPN locations. The position is funded for nine months in 2000-01. On an annualized basis, the position would cost \$57,500 GPR.

According to Corrections, the virtual private networks will be established in smaller field offices (less than five personal computers per office). The VPNs are intended to provide full access to the Department's networks under secure conditions and allow for easier maintenance of the Department's hardware and software in the smaller field offices from a central Madison location. The Department tested the technology in the Eagle River field office for approximately one and a half weeks. Corrections estimates that the monthly costs of the VPN will be \$400 per site compared to \$990 per T1 line. The installation of T1 lines will be in offices of five or more personal computers. On an annualized basis, the nine T1 lines are estimated to cost \$106,900 compared to the 22 VPNs at \$105,600. The Department estimates that the networks could be installed within two months.

According to the Department of Administration's Division of Technology Management (DTM), the use of a T1 line is based on the potential data traffic and capacity needs. DTM indicates that Corrections placement of T1 lines in the larger offices appears to be consistent with other state agencies' use of these lines. With regard to the virtual private network, DTM has worked with Corrections and views the request as a pilot project of a new technology option. In conjunction with the request, Corrections and DTM would develop measures to evaluate the effectiveness of the VPNs and the long-term maintenance and support costs.

Corrections argues that its operations have over the years become more computerized. Field offices, while having computers, may not be connected to the Department's main information databases. Further, many of the operations of the offices are now done almost exclusively by electronic means (for example, offender classification and restitution). Corrections argues that the inability of the smaller field offices to reliably access data electronically causes a delay in information being placed in the systems, makes accessing information to respond to questions



**13.10 Meeting**  
**September 14, 2000**  
**Agenda Item VII**

**Issue:** Corrections: Educational Programming

**Recommendation:** Alternative A3a, B2

**Comments:**

*This request has been made in response to the Governor's directive in the state-of-the-state address to target resources for basic reading skills and GED studies so no inmate will leave prison without being able to read and fill out a job application. Investing money in prisoner literacy is meritorious. It will enhance offenders' opportunities to obtain and maintain employment following release from prison and reduce recidivism..*

*(\*\*\*\*NOTE\*\*\*\* You may want to take the Governor/Administration to task for promoting the concept of prisoner literacy while not advancing any legislation to fund the plan, leaving it up to JFC to get the job done through the 13.10 process.)*

**Fox Lake Correctional Institution**

**Alternative A3a**

*(WEAC prefers A2a, which includes the teacher supervisor position, but Riley supports A3a)*

Approves DOC's request to use funds in the Committee's appropriation for contract beds for positions associated with the expansion of the educational program at the institution with a modification based on actual post shift needs using the new post shift formula. **Deletes the requested teacher supervisor position** for the second-shift educational program. The educational program includes adult basic education, high school equivalency diploma instruction, principles of adult learning and a variety of vocational programs. Funding is needed to serve the yet unmet functional literacy needs of those serving time behind prison walls.

**Educational Computer Systems Upgrade**

**Alternative B2** *(WEAC prefers B1, but Riley supports B2)*

Approves using funds in the Committee's appropriation for contract beds for a technical support position and upgrades for DOC's educational computer network. However modifies the request to reflect **9 months, rather than 12 months** of technical support services so the committee would not reimburse DOC for expenditures made prior to approval of the request.

**Prepared by:** Deb



## Legislative Fiscal Bureau

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

September 14, 2000

TO: Members  
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Corrections: Section 13.10 Request Related to Educational Programming -- Agenda Item VII

The Department of Corrections requests the creation of 13.25 GPR positions and the transfer of \$1,186,000 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to fund: (a) the creation of 12.25 GPR positions and an expansion of the educational program at the Fox Lake Correctional Institution; and (b) upgrading and providing 1.0 GPR technical support position for the Department's educational computer network in the Divisions of Adult Institutions, Community Corrections and Juvenile Corrections. The Department requests that funding be transferred as follows: (a) \$871,300 GPR to the Department's general program operations appropriation (s. 20.410(1)(a)); (b) \$72,100 GPR to the services for community corrections appropriation (s. 20.410(1)(b)); and (c) \$242,600 GPR to the general program operations appropriation for the Division of Juvenile Corrections (s. 20.410(3)(a)).

### BACKGROUND

***Fox Lake Correctional Institution's Educational Program.*** The Fox Lake Correctional Institution (FLCI) educational program currently includes: (a) adult basic education, including basic literacy instruction; (b) high school equivalency diploma instruction; (c) principles of adult learning system; and (d) a variety of vocational programs. According to Corrections, on August 18, 2000, 1,175 inmates resided at FLCI, of which 490 have functional literacy needs. Currently, 126 inmates are enrolled in the facility's education programming for basic and intermediate instruction. In addition, 61 inmates are currently receiving high school equivalency diploma (HSED) instruction.

***Educational Computer Systems Upgrade.*** The Department operates a local area network (LAN) of computers for educational purposes at various adult and juvenile institutions and at

certain community sites. Currently, 563 computers are utilized for inmate education, distributed as follows: 211 in adult institutions, 216 in juvenile corrections and 136 in community corrections.

Under 1999 Act 9, the 1999-01 biennial budget act, \$275,000 PR was provided in 1999-00 to purchase literacy software for ten correctional institutions and one correctional center. The software (\$25,000 per institution) is designed to improve the reading skills of inmates through the use of individualized training in a computer lab. The software also tracks individual inmates' progress. Program revenue funding for the software was provided from telephone commission revenues.

## ANALYSIS

There are two components to the Department's request. Each will be discussed separately.

***Fox Lake Correctional Institution's Educational Program.*** This request would create a second-shift educational program at FLCI utilizing existing classroom space. The 12.25 GPR requested positions would cost \$459,300 GPR in 2000-01, based on nine months of funding. In addition, \$10,100 GPR is requested for nine months of educational supplies for inmates (for total FLCI funding of \$469,400 GPR). The annualized FLCI costs would be \$584,800 GPR for the 12.25 GPR positions and \$13,500 GPR for inmate educational supplies, for a total of \$598,300 GPR.

The requested positions include the following:

<u>Position</u>	<u>FTE</u>
Teacher: basic instruction	3.00
Teacher: HSED instruction	6.00
Teacher supervisor	1.00
Program assistant	1.00
Correctional officer	<u>1.25</u>
Total	12.25

These positions are intended to staff the available classroom space at FLCI during second-shift hours, providing an additional 90 inmates with basic literacy instruction and an additional 180 inmates with HSED instruction.

In reviewing the request, two points should be noted.

- Currently, the Division of Adult Corrections is not authorized teacher supervisor positions. Under 1995 Act 27, the 1995-97 biennial budget act, supervising teachers (9.0 positions) were eliminated from the Department's budget. Teachers are currently supervised by the education directors at each institution. The request indicates that the teacher supervisor position would provide

supervision during second-shift hours for the 9.0 teacher positions. The Department argues that the supervisory position is necessary because, if the request is approved, the total complement of teachers at FLCI would be 32.0 positions, which would be too many for the FLCI education director to effectively supervise.

- The 1.25 correctional officer positions would provide one correctional officer in the school, five days a week. In order to staff one officer post eight hours per day five days per week, more than one position is necessary to account for vacations and holidays, sick leave and training. Corrections has recently revised its post shift analysis based on actual 1999 data and taking into account contractual changes that have occurred since the last post shift analysis was conducted in the early 1990s. In the FLCI request, Corrections has applied the new post shift analysis to the newly-requested correctional officer positions. The analysis appears to accurately reflect the number of positions necessary to staff an officer post. However, use of a revised formula could have ramifications in terms of staffing and costs at all existing correctional institutions, not just these positions. While use of the revised formula could result in future requests department-wide for increased staff and funding, Corrections has indicated that it has no immediate plans to apply the analysis retroactively to existing posts, but will only use the new formula for future staffing requests. According to Corrections, a consequence of not using the revised formula would be increased overtime costs needed to cover staffing shortages.

Because of the potential department-wide impact of using the revised formula, alternatives to this paper are presented using both the existing formula (with a post shift ratio of 1.17) and revised formula (a ratio of 1.23). It should also be noted that in its request, Corrections rounded the position ratio up (to 1.25) rather than using the actual figures calculated under the new post shift analysis. Alternatives in the paper using the revised formula use the actual, revised ratio.

***Educational Computer Systems Upgrade.*** The Department's upgrade request totals \$716,600 GPR with 1.0 GPR position in 2000-01. Under the request, 121 new computers would be purchased (93 for adult corrections and 28 for juvenile corrections) to replace older computers. In addition, 1.0 GPR position is requested to perform installation, maintenance and upgrade services on computers and related equipment associated with the educational LAN. Finally, additional technical support would be funded for the 563 computers currently used. In reviewing the request, several points should be noted.

- The requested position, a network support professional position in the Bureau of Technology Management (BTM), would have a total cost of \$47,600 GPR, based on nine months of funding. The position would be responsible for performing technical support functions at 21 correctional facilities, including the maintenance of 684 computers (563 current computers and the 121 requested computers), installation and maintenance of LAN servers at each institution and technical support for libraries in each institution. The position is necessary, according to the Department, because current BTM staffing and contracting funds are insufficient to meet these needs.



- The Department also is requesting funding for additional technical support services provided by BTM. The support funding is calculated on the basis of a standard BTM annual cost figure of \$530 per computer; this amount applied to the 563 current computers totals \$298,400. The BTM support services include helpdesk and troubleshooting services, as well as defraying expenses relating to hardware and software maintenance and upgrades. According to Corrections, 12 months of support funding is being requested in 2000-01 because BTM has already been servicing these computers in the current fiscal year. However, the Committee may not want to address Departmental expenditures made prior to the approval of the request. This part of the request (\$298,400 GPR) could, therefore, be reduced by \$74,400 to \$224,000 in 2000-01 to reflect nine months of support costs.

- The request includes the purchase of 121 computers at a one-time cost of \$2,150 each (\$260,200 total). Of this total, 93 computers would be for adult corrections (\$200,000) and 28 computers would be for juvenile corrections (\$60,200). Corrections indicates that this number of new computers is needed to replace 121 older computers that cannot operate the software necessary for current instructional needs. More recent cost data shows that the unit price of the requested computers has dropped to \$2,065, which would allow a \$10,300 reduction to the request (for a new total of \$249,900 for 121 computers).

- Additional one-time costs of \$110,400 include: (a) \$42,500 for adult corrections to cover infrastructure costs primarily relating to wiring upgrades; and (b) \$67,900 for juvenile corrections for two file servers, 74 software licenses and related site fees.

- The computer system component for the Division of Juvenile Corrections totals \$242,600 GPR in 2000-01. Educational costs for juveniles placed in state juvenile correctional facilities are typically funded from a program revenue appropriation that receives payments from counties and the state based on a statutory daily rate for juvenile care. The Department indicates that this revenue is not sufficient in 2000-01 to address the computer system enhancements proposed in this request. Because the daily rates of care are set in statute, the rates cannot be adjusted, except through legislation; therefore, program revenue cannot be increased in the current fiscal year. Therefore, Corrections is requesting GPR funding for juvenile corrections in order to make the proposed enhancements in this fiscal year.

- The annualized costs of the education computer system upgrade would be \$62,300 GPR for the 1.00 GPR position and \$362,600 GPR for ongoing computer support costs, for a total of \$424,900 GPR.

The total annualized costs of the FLCI positions and programming and the computer system upgrades is \$1,023,200 GPR. Given these costs, the Committee may want to defer this issue to the 2001-03 budget deliberations. As noted above, program revenue was provided for literacy software in 1999-00 under Act 9. If the request is addressed during the budget process, it is possible that alternative funding for adult corrections could be considered. In addition, the juvenile corrections

portion of the request (\$242,600) could be funded from the program revenue operations appropriation for juvenile facilities.

According to the Department, the request before the Committee is made in response to the Governor's state-of-the-state address on January 26, 2000. In his address, the Governor stated that he is "instructing the Department of Corrections to target the necessary resources for basic reading skills and GED studies so that no inmate will leave prison without being able to read and fill out a job application." Corrections views the request as necessary to carry out the directive of the Governor to increase the literacy level of inmates prior to their leaving the correctional system. Increasing educational programming will, Corrections believes, provide employment skills and reduce idleness, which ultimately will enhance offenders' opportunities to obtain and maintain employment once they leave the institution. According to Corrections, the earlier this educational initiative is started, the better the chance there is to prevent recidivism and reduce institutional caseloads. The Department indicates that upgrading the educational LAN with proper equipment and increasing support for educational services is essential to the accomplishment of this goal.

On the other hand, because the administration did not advance any legislation to fund the proposal in the spring session of the Legislature, the Governor's statement could be interpreted as a directive to the Department to reallocate existing resources to accomplish his inmate educational goals. Further, the Governor may request resources for this initiative as part of his 2001-03 biennial budget bill.

Under s. 13.101(3)(a) of the statutes, the Joint Committee on Finance may supplement an agency's appropriation which is insufficient because of unforeseen emergencies or insufficient to accomplish the purpose for which made, if the Committee finds that: (a) an emergency exists; (b) no funds are available for such purposes; and (c) the purposes for which a supplemental appropriation is requested have been authorized or directed by the legislature. The characterization of the request as an emergency could be questioned. The Department is requesting an educational program expansion for FLCI and improved computer resources for adult and juvenile facilities. It could be argued that this request would more appropriately be addressed in the 2001-03 biennial budget deliberations.

In order to fund the request, Corrections is seeking the release of \$1,186,000 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds. There is currently \$18,050,500 GPR placed in reserve in the Committee's appropriation for Department of Corrections' prison contract bed funding. Corrections has indicated that it does not currently expect to request release of any of these funds in 2000-01 for the purpose of additional contract beds. Therefore, funding for this request could be transferred from the amounts reserved for prison contract beds in 2000-01.

## ALTERNATIVES

### A. Fox Lake Correctional Institution

1. Approve the Department's request to transfer \$469,400 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to the Department's general program operations appropriation (s. 20.410(1)(a)) to fund the creation of 12.25 GPR positions (9.0 teachers, 1.0 teacher supervisor, 1.0 program assistant and 1.25 correctional officers) and an expansion of the educational program at the Fox Lake Correctional Institution.

2. Modify the Department's request by staffing the correctional officers positions based on actual, rather than rounded, post shift needs using the post shift formula selected below.

*a. New Post Shift Formula.* Delete \$500 GPR and .02 GPR position. Transfer \$468,900 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to the Department's general program operations appropriation (s. 20.410(1)(a)) to fund the creation of 12.23 GPR positions and an expansion of the educational program at the Fox Lake Correctional Institution.

*b. Existing Post Shift Formula.* Delete \$2,500 GPR and .08 GPR position. Transfer \$466,900 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to the Department's general program operations appropriation (s. 20.410(1)(a)) to fund the creation of 12.17 GPR positions and an expansion of the educational program at the Fox Lake Correctional Institution.

3. Modify the request by: (a) deleting a teacher supervisor position; and (b) staffing the correctional officer positions based on actual, rather than rounded, post shift needs using the post shift formula selected below.

*a. New Post Shift Formula.* Delete \$45,300 GPR and 1.02 GPR positions to reflect the deletion of 1.0 GPR teacher supervisor and 0.02 GPR correctional officer position. Transfer \$424,100 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to the Department's general program operations appropriation (s. 20.410(1)(a)) to fund the creation of 11.23 GPR positions and an expansion of the educational program at the Fox Lake Correctional Institution.

*b. Existing Post Shift Formula.* Delete \$47,300 GPR and 1.08 GPR positions to reflect the deletion of 1.0 GPR teacher supervisor and 0.08 GPR correctional officer position. Transfer \$422,100 GPR in 2000-01 from funding reserved in the Joint Committee on Finance's supplemental appropriation (s. 20.865(4)(a)) for prison contract beds to the Department's general program operations appropriation (s. 20.410(1)(a)) to fund the creation of 11.17 GPR positions and an expansion of the educational program at the Fox Lake Correctional Institution.



MO# B-2

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DECKER	<input checked="" type="radio"/> Y	<input type="radio"/> N	A
JAUCH	<input checked="" type="radio"/> Y	<input type="radio"/> N	A
MOORE	<input checked="" type="radio"/> Y	<input type="radio"/> N	A
<del>SHIBILSKI</del>	<input checked="" type="radio"/> Y	<input type="radio"/> N	A
PLACHE	<input checked="" type="radio"/> Y	<input type="radio"/> N	A
COWLES	<input type="radio"/> Y	<input checked="" type="radio"/> N	A
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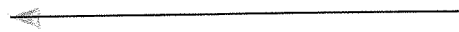
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CORRECTIONS

Additional Teacher Positions  
[Agenda Item VII]

Motion:

Move to provide \$253,800 GPR and 7.0 GPR teacher positions at the Taycheedah Correctional Institution. Transfer funding from the amounts reserved in the Joint Committee on Finances' supplemental appropriation (s. 20.865 (4)(a)) for prison contract beds to the Department of Corrections' general program operations appropriation (s. 20.410 (1)(a)).



Note:

Currently, the Taycheedah Correctional Institution (TCI) for females has 9.5 teacher positions for 581 inmates. The Fox Lake Correctional Institution (FLCI) for males has 23.0 teacher positions for 1,116 inmates. The s. 13.10 request for Fox Lake educational programming (September, 2000, s. 13.10 Agenda Item VII) would provide an additional 9.0 teacher positions for FLCI. The motion would provide additional teachers to create a teacher to inmate ratio at TCI that is similar to that at Fox Lake under the Department's s. 13.10 request. Positions would be funded for nine months in 2000-01.

MO#	BURKE	DECKER	JAUCH	MOORE	SHIBILSKI	PLACHE	COWLES	DARLING	GARD	PORTER	KAUFERT	ALBERS	DUFF	WARD	HUBER	RILEY	AVE	NO	ABS
	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A			
	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N			
	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	8	NO	ABS