

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

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S. 13.10 ~~RESEARCH~~

~~BURDGET AMENDMENTS~~

September 14, 2000 S. 13.10



I. Department of Revenue – Cate Zeuske, Secretary

The department requests a supplement of \$288,100 GPR in fiscal year 2000-01 from the Committee's appropriation under s. 20.865(4)(a) and authorization of 2.5 FTE GPR positions beginning in fiscal year 2000-01 for the department's general program operations appropriation under s. 20.566(1)(a) for development of a cigarette excise tax tracking system.

Governor's Recommendation

Deny the request for additional resources. Encourage the department to evaluate the benefits of the requested system in the context of other department priorities.

Depending on the benefits identified and priorities established by the department, DOR could reallocate other funding sources to implement the cigarette tracking system – including a portion of the \$5,701,000 GPR in ongoing funding for the Integrated Tax System released by the committee at the July s. 13.10 meeting. Certain reallocations could require shifts between appropriations in the 2001-03 biennial budget.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



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Date: September 11, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 request from the Department of Revenue for a cigarette excise tax tracking system.

Request

The department requests a supplement of \$288,100 GPR in fiscal year 2000-01 from the Committee's appropriation under s. 20.865(4)(a) and authorization of 2.5 FTE GPR positions beginning in fiscal year 2000-01 for the department's general program operations appropriation under s. 20.566(1)(a) for development of a cigarette excise tax tracking system.

Background

Under the Master Settlement Agreement (MSA) between the states and tobacco companies, states must enact a "qualifying statute" intended to protect tobacco companies that are participants in the settlement from losing market share to manufacturers that are not part of the agreement. Specifically, the "qualifying statute" requires non-participating manufacturers to make deposits to escrow accounts based on the number of cigarettes sold in each state that is part of the agreement. Failure of a state to enact and administer the escrow payment provision endangers the state's tobacco settlement payments.

Wisconsin's "qualifying statute" has been adopted as 1999 Wisconsin Act 122. Act 122 requires the Department of Revenue (DOR) to promulgate administrative rules necessary to ascertain the amount of Wisconsin excise tax paid on the cigarettes made by each non-participating tobacco product manufacturer. This information will be used to determine the amount that each non-participating manufacturer must place in escrow.

Analysis

To enforce the requirements of Act 122, the Department of Revenue must collect detailed data on cigarette sales by both manufacturer and brand. Information by brand is needed because only some of the brands sold by a manufacturer may be covered under the escrow requirement. The department does not currently collect information by brand. To capture and apply this data, DOR is requesting funding and positions to develop a cigarette excise tax tracking system.

The requested cigarette excise tax system will handle the entire range of processes needed for administration of the cigarette tax. The system will provide audit trails, taxpayer profiles, audit referrals, data queries, reports and the data needed to calculate the escrow payments. A vendor will develop the system over a two-year period. The estimated \$1,078,500 cost of the vendor contract will be stretched over a seven-year period through master lease. The 2000-01 payment for this master lease will be an estimated \$160,000. To provide ongoing application, data, network and business support to this new system, the department is requesting 1.5 FTE permanent positions beginning in 2000-01.

To allow the data tracked by the new system to be effectively utilized, the department is requesting a 1.0 FTE permanent auditor position in 2000-01. This position will audit system reports, investigate transaction discrepancies and verify all adjustments.

Detail of the agency's request:

	<u>2000-01</u>
Salaries & Fringe	\$87,000
Contract Programming (master lease payment)	\$160,000
LAN Server & PCs (master lease payment)	\$25,500
Furniture (one-time financing)	\$10,000
Infotech, phone service & office supplies	<u>\$5,600</u>
	\$288,100

Costs for the system and positions are projected to increase to \$320,900 in 2001-02 when the salary and fringe costs of the new positions are fully annualized.

To cover a portion of the 2000-01 costs, DOR has, with the assistance of the Attorney General, applied to the National Association of Attorney's General for a one-time grant. The grant would be from the State's Antitrust/Consumer Protection Tobacco Enforcement Fund. This fund was established as part of the MSA to provide assistance to states to enforce the provisions of the agreement. The grant request is limited to \$200,000 and cannot be used to pay salary expenses of any permanent employee. If DOR's grant application is approved, it would cover \$196,000 of the department's \$288,100 request. Specifically, the

grant application covers the 2000-01 master lease payments for the tracking system, server and PCs and the one-time furniture costs. Salary, fringe, Infotech and supply costs totaling \$92,600 would not be covered by the grant.

Only \$40,700 remains in the unreserved portion of the Joint Committee on Finance's supplemental appropriation for GPR requests. Consequently, neither the full request for \$288,100 nor the post-grant residual of \$92,600 can be approved from this level of unreserved funding.

The requested tracking system would provide a substantial upgrade to the administration of the cigarette tax. It would transform a limited manual effort into a highly automated system with electronic filing, crosschecks and computer identification of audit candidates. Because the system would benefit both tax and non-tax revenues for the general fund, the request could be a candidate for funding in the 2001-03 biennial budget. Such a request should identify how diligent enforcement of the tobacco settlement and improved administration of the cigarette tax may offset the cost of the new tracking system.

If the department does not proceed with this upgrade to its cigarette tax administration, Wisconsin's efforts regarding the enforcement of the escrow provisions of Act 122 will be similar to other states at this time. The department indicates that most states are manually determining the escrow payments.

In light of this discussion, the request could be denied on five grounds:

1. Until the grant application is approved or denied, the extent of the department's need is undetermined.
2. There is insufficient funding in the unreserved portion of the committee's supplemental appropriation to approve the request even after considering the grant application.
3. Because the request provides substantial enhancements to cigarette tax administration, the request could be considered in the biennial budget process.
4. No emergency appears to exist. Not developing this system at this time merely keeps Wisconsin with (rather than behind) other states in how cigarette escrow payments are enforced.
5. Denial of the request does not diminish DOR's duty to administer Act 122 within its current resources and reallocate those resources if necessary to safeguard the state's interest.

Conversely, the proposed cigarette tracking system will offer a number of benefits. It will ensure that Wisconsin is counted among those states diligently enforcing

the MSA escrow provisions. It will provide the information necessary for Wisconsin to accurately determine whether the participating manufacturers are experiencing a market share loss due to the agreement. Cigarette tax collections could increase as the state improves its audit selection abilities. In sum, the request better guarantees, and possibly increases, a general fund revenue stream of an estimated \$369.8 million in 2000-01 alone (composed of \$124.8 million from the tobacco settlement and \$245 million in cigarette tax collections). The department's cost for providing this benefit would be less than 1/10th of one percent of the revenue it protects.

Recommendation

Deny the request for additional resources. Encourage the department to evaluate the benefits of the requested system in the context of other department priorities.

Depending on the benefits identified and priorities established by the department, DOR could reallocate other funding sources to implement the cigarette tracking system - including a portion of the \$5,701,000 GPR in ongoing funding for the Integrated Tax System released by the committee at the July s. 13.10 meeting. Certain reallocations could require shifts between appropriations in the 2001-03 biennial budget.

Prepared by: Paul Ziegler
266-5468



Tommy G. Thompson
Governor

Cate S. Zeuske
Secretary of Revenue

August 25, 2000

The Honorable Brian Burke
Co-Chair, Joint Committee on Finance
316 South Capitol

The Honorable John Gard
Co-Chair, Joint Committee on Finance
315 North Capitol

Dear Senator Burke and Representative Gard:

Summary of Request

The Department of Revenue requests a supplement of \$288,126 and 2.5 FTE permanent positions for the appropriation under s. 20.566 (1)(a) in FY01 from the committee's appropriation under s. 20.865(4)(a) to provide funding for a cigarette excise tax tracking system as required under 1999 Wisconsin Act 122, which implements an agreement between the State of Wisconsin and tobacco product manufacturers. Ongoing base funding of \$320,900 for FY02 would be necessary.

Background of Request

To protect state revenues received as a result of the "Master Settlement Agreement" (MSA) between the states and the tobacco companies, Wisconsin has enacted legislation requiring all tobacco product manufacturers who were not part of the original settlement (non-participating manufacturers, or NPMs) to place money into an escrow account based on the number of cigarettes sold each year. Act 122 requires such an escrow. If Wisconsin fails to diligently enforce this legislation (believed to create a "level playing field" between NPMs and participating manufacturers), the state faces a potential reduction in its tobacco settlement payment.

Act 122, requires the Department of Revenue to “promulgate the regulations necessary to ascertain the amount of Wisconsin excise tax paid on the cigarettes of each tobacco product manufacturer for each year.” This information could potentially be needed by the Department of Justice to bring a civil action on behalf of the state against any tobacco product manufacturer that it believes has failed to place the required funds into escrow.

While the Department of Revenue currently tracks excise taxes collected, Act 122, in concert with the Master Settlement Agreement, will require obtaining more detailed information than the department currently collects. The department has promulgated an emergency rule covering the period from the effective date of Act 122, May 23, 2000, to the date a permanent rule becomes effective. The emergency rule and proposed permanent rule (Tax 9.69) require cigarette distributors to report the number of cigarettes that are stamped for sale in Wisconsin by manufacturer.

Further, because some manufacturers sell many different brands of cigarettes, some of which are covered under the MSA and some that are not covered, the department will need to track both participating manufacturer and NPM sales by brand of cigarette. Detailed information by brand is not currently maintained by DOR.

Resources Required

Implementation of a new tracking system would impose an impossibly large burden on the current cigarette tax processes and staff. Instead, the department proposes to develop and maintain a more complex enforcement computer system specifically to store and report cigarette tax information by brand. Collecting this level of detailed information would allow Wisconsin to comply with requirements to track NPM-cigarette sales. This system would be coupled with an electronic filing process to simplify entry of the data by the department and allow distributors to tie department reporting requirements directly with their own systems which already capture brand data. This approach is consistent with the department direction to expand usage of automated systems to promote efficiencies and improve services to taxpayers.

In an effort to seek other funding sources for the development of the enforcement system, the department obtained the assistance of the Attorney General in submitting an application in June, to the National Association of Attorney's General (NAAG). The department is applying for a one-time grant from the State's Antitrust/Consumer Protection Tobacco Enforcement Fund. This Fund was established as part of the MSA for the purposes of enforcement and implementation of the terms of the agreement and to provide monetary assistance to the states in their efforts. A grant request is limited to \$200,000 and may not be

used to pay the salary or ordinary expenses of any permanent employee. The department requested \$196,000 for computer programming services and the purchase of servers, desktop computers and furniture. We anticipate notification on this grant request within the next few weeks.

The department proposes to contract with a vendor to develop the system over a 2-year period at an estimated cost of \$1,078,500. In order to minimize this cost in any one fiscal year, the department proposes to fund these system costs using a master lease over a seven-year period beginning in FY01. Should the department be successful in the NAAG grant application and receive those funds in FY01, we would use those one-time monies toward the expenses identified in the attached table for master lease, furniture and PC's in FY01.

As previously stated, to meet the requirements of the settlement agreement, the new computer system will have to track much more information than is collected now for cigarette tax. The system is expected to store data for an estimated 750,000 cigarette transactions collected over a four-year period. A LAN-base DB/2 database should handle the volume adequately, but a new LAN server must be acquired. The system will also require 1.5 FTE ongoing permanent positions to provide applications, data, network, and business support starting in FY01.

The system will need to be fully functional for handling all phases of cigarette tax processing. In addition to basic processes for computation, cross-checking, adjustment, and file maintenance, the system will incorporate:

- Audit trails of actions performed by system users.
- Taxpayer profiles.
- Audit referrals.
- Auditor data queries and ad-hoc report generation.
- Remote access through the Internet, with appropriate security controls.
- Statistical reports.

The department's excise tracking system program will require the use of the system-generated information by 1.0 FTE ongoing permanent auditor position starting in FY01. The position will audit reports to ensure that the department is collecting the required detailed cigarette brand sales information in the event that the Department of Justice brings legal action against any tobacco product manufacturer. This position will also investigate cigarette transaction discrepancies and verify adjustments generated by the cigarette tax system. Finally, the position will communicate with multiple parties, including state and federal agencies and manufacturers to resolve discrepancies and provide assistance regarding cigarette and tobacco product tax law.

The following table shows a breakdown of the estimated administrative costs during FY2001 and FY2002. An attached table provides greater fiscal detail, including estimated costs during future fiscal years.


Estimated costs of Development and Support of Cigarette Tracking System

Expenses	FY 2001	FY 2002
Salaries	\$63,583	\$95,009
Fringe Benefits	\$23,443	\$35,030
Contract Programming (master lease payments)	\$160,000	\$159,800
Server/4PCs (master lease)	\$25,500	\$25,500
Furniture	\$10,000	0
DOA Infotech Charges, Telephone Service, Office Supplies	\$5600	\$5600
TOTAL	\$288,126	\$320,939

How Request Meets Statutory Criteria

Section 13.101(3), Stats., provides that an agency may request the Joint Committee on Finance to supplement agency appropriations that are insufficient to accomplish the purpose for which they were established. 1999 Wisconsin Act 122 does not provide funding for the enforcement program assigned to the Department of Revenue. The department will not have funding in its appropriation to implement the detailed excise tax tracking system necessary to meet the requirements of Act 122 and the Master Settlement Agreement. If Wisconsin fails to "diligently enforce" the Master Settlement Agreement and Act 122, the state could face a substantial reduction in its tobacco settlement payments. Therefore, ongoing funding is needed for this critical program.

Sincerely,


Cate S. Zeuske
Secretary of Revenue

Estimated Costs of Development and Support of Cigarette Enforcement Program - Version 2.2

8/25/00

COST ITEM	NO. OF UNITS	UNIT COST	FY01 COST	FY02 COST	FY03 COST	FY04 COST	FY05 COST	FY06 COST	FY07 COST	FY08 COST	FY09 COST	FY10 COST
Permanent Salaries												
Maintain Computer Systems												
IS Comp. Spec. (8 mo.)	1.00 FTE	\$23,419	\$32,599									
IS Comp. Spec.	1.00 FTE	\$23,419	\$48,712	\$48,712	\$48,712	\$48,712	\$48,712	\$48,712	\$48,712	\$48,712	\$48,712	\$48,712
Rev. Tax Spec. 2 (8 mo.)	0.50 FTE	\$18,161	12,640									
Rev. Tax Spec. 2	0.50 FTE	\$18,161	18,887	18,887	18,887	18,887	18,887	18,887	18,887	18,887	18,887	18,887
Audit Taxpayer Reports												
Rev. Auditor 1 (3 mo.)	1.00 FTE	\$13,178	18,344									
Rev. Auditor 1	1.00 FTE	\$13,178	27,410	27,410	27,410	27,410	27,410	27,410	27,410	27,410	27,410	27,410
Total Permanent Salaries	2.50 FTE		\$63,583	\$95,009	\$95,009	\$95,009	\$95,009	\$95,009	\$95,009	\$95,009	\$95,009	\$95,009
Fringe Benefits @ 36.87%			\$23,443	\$35,030	\$35,030	\$35,030	\$35,030	\$35,030	\$35,030	\$35,030	\$35,030	\$35,030
Supporting Expenses												
Contract. Programming (20% reduction)		\$1,078,520										
Masterlease allocations - 7 years			\$160,000	\$159,800	\$129,000	\$155,100	\$155,100	\$155,100	\$155,100	\$131,100	\$71,000	\$17,500
Furniture / tel.	4.0	\$2,500	10,000									
PC/Network install.	4.0	\$3,000										
Server & 4 PC's Masterleased		\$72,000	25,500	25,500	25,500	25,500	25,500	25,500	25,500	25,500	25,500	25,500
InfoTech Charges			2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Std Support Costs	3.0	\$1,200	3,600	3,600	3,600	3,600	3,600	3,600	3,600	3,600	3,600	3,600
Total Supporting Expenses			\$201,100	\$190,900	\$160,100	\$186,200	\$186,200	\$186,200	\$186,200	\$162,200	\$102,100	\$48,600
Total Costs			\$288,126	\$320,939	\$290,139	\$316,239	\$316,239	\$316,239	\$316,239	\$292,239	\$232,139	\$178,639

ASSUMPTIONS:

- SB 122 passes in early 2000.
- Vendor contract signed with 20% price reduction
- Contractor starts November 2000.
- Contractor develops initial CIG needs assessment by Dec 2000.
- DOR approves needs assessment in Jan 2001.
- System design/development starts in Jan 2001 and lasts for about 2 years.

ACTIONS:

- 2.5 FTE permanent positions funded in FY01 (1NOV00).
- Server and PC's purchased with 3 year warranty eliminating server maintenance costs.
- Vendor contract estimated at \$1,078,500 masterleased for 7 years (maximum) for a total cost of \$1,288,800.
- Server and PC's masterleased for 3 years. Funding will remain in the base for 3 year replacement schedule.

II. Department of Administration – Brian Schimming, Administrator, Division of Housing and Intergovernmental Relations

The department requests a release of \$238,500 GPR in fiscal year 2000-01 from the reserved portion of the Committee's appropriation under s. 20.865(4)(a) to the department's payments to designated agents appropriation under s. 20.505(7)(c) for the purpose of funding year two of the Operation Fresh Start program.

Governor's Recommendation

Approve the Request.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



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Date: September 11, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 Request from the Department of Administration for
Operation Fresh Start Continued Funding

Request

The department requests a release of \$238,500 GPR in fiscal year 2000-01 from the reserved portion of the Committee's appropriation under s. 20.865(4)(a) to the department's payments to designated agents appropriation under s. 20.505(7)(c) for the purpose of funding year two of the Operation Fresh Start program.

Background

In his budget for 1999-2001 the Governor recommended \$464,000 GPR biennially as part of a total funding package to support grants to local housing organizations for Operations Fresh Start replication projects. The Legislature supported this state funding contribution but expressed concern about whether the other matching funding sources would materialize by placing the \$232,000 GPR annually in the supplemental appropriation of the Joint Committee on Finance. The funds would be released under s. 13.10 when the department presented its plan and documentation of firm total funding commitments sufficient to undertake the projects.

In 1999-2000, the Joint Committee on Finance, at its December meeting, released \$225,500 for Operation Fresh Start projects.

For its fiscal year 2001 plan, the department has submitted a proposal which continues a multi-agency partnership and funding to fully support ten Operation Fresh Start programs being implemented in ten communities around the state. The agency's request identifies the state agencies contributing a total of \$2,177,500 from a variety of funding sources as Department of Administration, Department of Corrections, Department of Health and Family Services, Wisconsin Conservation Corps, National and Community Service Board, and Wisconsin Housing and Economic Development Authority.

Ten grantees will be eligible to apply in Fall 2000 for renewal funding in 2001,

including the counties of Ashland, Price, Sawyer, Marathon, Eau Claire, Jackson, Waushara, Fond du Lac, Columbia and Milwaukee, with 12 at-risk youth benefiting, on average at each program site.

Analysis

The Operation Fresh Start program has presented documentation of a comprehensive plan and firm funding commitments for ten replication projects broadly distributed around the state. In doing so it meets the criteria set for in the budget for release of funds appropriated for this purpose. As such, the program is meeting the goals and conditions presented. Table 1 shows the funding commitments to support Operation Fresh Start in 2000-2001.

<u>Agency</u>	<u>Program</u>	<u>Amount</u>	<u>Instrument of Agreement</u>
Administration	Federal HOME	\$439,000 (FED)	Identified in Consolidation Plan
Administration	Fresh Start	\$238,500 (GPR)	JCF Action (Sept 2000) s. 13.10
Corrections	Community Corrections	\$300,000 (GPR)	JCF June 2000 s. 13.10
Health and Family Services	IV-E Independent Living	\$200,000 (FED)	Memorandum of Understanding
Wisconsin Conservation Corps		\$200,000 (GPR)	Memorandum of Understanding
National and Community Services Board	AmeriCorps	\$500,000 (FED)	Award notification from Corporation for National Service
Wisconsin Housing and Economic Development Authority	Dividends Plan	\$300,000	Dividends Plan
	Total:	\$2,177,500	

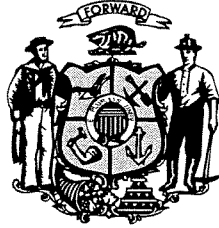
Recommendation

Approve the Request.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



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Date: August 25, 2000

To: Senator Brian Burke, Co-Chair
Representative John Gard, Co-Chair
Joint Committee on Finance
Room 315-N Capitol
Madison, WI 53708-8952

From: George Lightbourn, Secretary
Department of Administration

REQUEST

The Department of Administration requests a transfer of \$238,500 GPR for FY01 of the 1999-2001 biennium from the committee's supplemental appropriation under 20.865(4)(a) to the appropriation under 20.505(7)(c) for the purpose of funding year 2 of the department's Operation Fresh Start (OFS). The total amount requested includes \$232,000 originally budgeted for FY01 plus \$6,500 held in reserve by the committee from the amount budgeted for OFS in FY00.

BACKGROUND

The nearly thirty-year-old Madison-based not-for-profit OFS program is aimed at increasing the self-esteem and self-sufficiency of young people (ages 16-24) who display alcohol and other drug abuse problems; poor health and nutrition; low educational achievement; poor employment history; physical, sexual and emotional abuse; and/or criminal histories. The program offers an educational component in which participants complete work toward a high school diploma or equivalent, a vocational component in which participants learn basic home construction, rehabilitation and remodeling skills, and a support services component in which participants are provided with other services they need to lead them to self-sufficiency. An additional goal of the vocational component is the production of well-built, mechanically sound and affordable homes for low-income households.

The department began Governor Thompson's Fresh Start service model replication initiative in 1998 with a competitive grant process that selected two program sites. The initiative was expanded to seven program sites through a competitive grant process in 1999. Recently, a competitive grant process was held to add three additional program sites.

FY 2001 Plan

Efforts were undertaken by the department to work with other state agencies to continue a multi-agency partnership to maintain Governor Thompson's goal of fully funding ten state-sponsored Fresh Start programs. The goal was to fund grants of at least \$240,000 annually for each of the Fresh Start programs that are being implemented in ten communities around the state.

The Division of Housing and Intergovernmental Relations has been joined by partnering agencies including the Division of Energy, National and Community Service Board, Department of Corrections, Department of Health and Family Services, Department of Public Instruction, Wisconsin Conservation Corps, and the Wisconsin Housing and Economic Development Authority.

The \$238,500 of GPR funds requested for JCF release are a critical component of the proposed budgets for each Fresh Start grantee. For each Fresh Start project, there is an educational component, vocational component and supportive services component. Because of restrictions associated with the funding sources listed below, the GPR funds provide a flexible source to complete the funding for each Fresh Start

project. Additional funding sources may be pursued, including the possibility of \$100,000 of Oil Overcharge funds at the December meeting of the Committee. However the department is requesting release of the Committee's GPR reserves as budgeted for Operation Fresh Start at this time in order to continue and assure that the grant planning process continues at the local level. Thus the following financial plan is presented as a stand-alone plan.

During the 1999-2001 budget negotiations, the legislature transferred \$232,000 for each budget year to the Department of Administration for funding the Fresh Start Program. The Joint Committee on Finance placed the \$232,000 GPR into the committee's reserve appropriation for future release by the committee upon presentation of a firm, comprehensive funding plan to be presented by the department. The department has secured the following funding components to support the Fresh Start Program for FY2001:

Agency	Program	\$ Amount	Agency Agreement	Instrument of Agreement
Administration	Federal HOME	\$439,000 FED	Yes	Identified in Consolidated Plan/Allocation of Funds Plan
Administration	Fresh Start	\$238,500 GPR	JCF	JCF Action Under Sep 2000 13.10 (pending)
Corrections	Community Corrections	\$300,000 GPR	Yes	JCF June 2000 13.10 and DOC 2001 funds
Health and Family Services	IV-E Independent Living	\$200,000 FED	Yes	Memorandum of Understanding
Wisconsin Conservation Corps		\$200,000 GPR	Yes	Memorandum of Understanding
National and Community Service Board	AmeriCorps	\$500,000 FED	Yes	Award notification from Corporation for National Service
Wisconsin Housing and Economic Development Authority	Dividends Plan	\$300,000 PR	Yes	Dividends Plan
	Total	\$ 2,177,500		

There are currently ten Fresh Start grantees that will be eligible to apply in Fall 2000 for renewal funding in 2001. The programs' participant recruitment areas include the following counties: Ashland and Price, Sawyer, Marathon, Eau Claire, Jackson, Waushara, Fond du Lac, Columbia, and Milwaukee (two programs). Approximately 12 at-risk youth will benefit at each program site. Each program will use a minimum of \$51,250 of their own funds for match.

Brian Schimming, administrator at the Division of Housing and Intergovernmental Relations, will be present at the September meeting to answer any questions from the committee.

Attachments

cc: Linda Seemeyer
 Brian Schimming
 Paul McMahon

WISCONSIN FRESH START PROGRAM GRANTEES

Agency	Year First Funded	Participant Recruitment Counties	Housing Project Location	Current Grant Award
ADVOCAP, Inc.	1999	Fond du Lac	City of Fond du Lac	\$242,635
Ashland County Housing Authority	2000	Ashland & Price	Town of Glidden	\$165,000
CAP Services, Inc.	1998	Waushara	City of Wautoma	\$242,635
Harambee Ombudsman Project, Inc.	2000	Milwaukee	City of Milwaukee	\$165,000
Indianhead Community Action Agency	1999	Sawyer	City of Hayward	\$242,635
Milwaukee Community Service Corps	1999	Milwaukee	City of Milwaukee	\$242,635
Renewal Unlimited, Inc.	1999	Columbia	City of Portage	\$242,635
Wausau Area Hmong Mutual Association	1999	Marathon	City of Wausau	\$242,635
Western Dairyland Economic Opportunity Council, Inc.	1998	Eau Claire & Trempealeau	City of Augusta	\$242,635
Western Dairyland Economic Opportunity Council, Inc. (II)	2000	Jackson	To be determined	\$165,000
TOTAL GRANTS				\$2,193,445

III. Department of Corrections – Jon Litscher, Secretary

The department requests 148.89 FTE GPR positions in fiscal year 2000-01 to fully staff the Milwaukee Secure Detention Facility at an operating capacity of 1,048 beds and 8.50 FTE GPR positions for central office staff associated with the ongoing workload necessitated by the growth in staff and inmates.

In addition, the department requests authority to transfer funding between appropriations s. 20.410(1)(a), s. 20.410(1)(b), s. 20.410(1)(d), s. 20.410(1)(f), and s. 20.410(1)(aa) to correct technical errors made in previous legislatively approved actions.

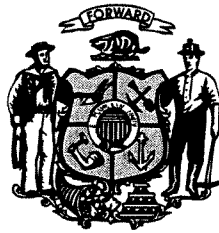
Governor's Recommendation

Modify the request. Approve position authority for 122.75 positions and approve the department's request for authority to transfer funding between appropriations s. 20.410(1)(a), s. 20.410(1)(b), s. 20.410(1)(d), s. 20.410(1)(f), and s. 20.410(1)(aa) to correct technical errors made in previous legislatively approved actions.

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Date: September 11, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 Request from the Department of Corrections for Milwaukee Secure Detention Facility Position Authority and Staffing Funding

Request

The department requests 148.89 FTE GPR positions in fiscal year 2000-01 to fully staff the Milwaukee Secure Detention Facility at an operating capacity of 1,048 beds and 8.50 FTE GPR positions for central office staff associated with the ongoing workload necessitated by the growth in staff and inmates.

In addition, the department requests authority to transfer funding between appropriations s. 20.410(1)(a), s. 20.410(1)(b), s. 20.410(1)(d), s. 20.410(1)(f), and s. 20.410(1)(aa) to correct technical errors made in previous legislatively approved actions.

Background

1999 Wisconsin Act 9 approved the staff and operating budget for the Milwaukee Secure Detention (MSD) Facility with a 600-bed operating capacity and a January 2001 opening date. The budget bill provided \$389,000 GPR and 13.0 GPR FTE in fiscal year 1999-2000 and \$13,592,700 GPR and 270.36 GPR FTE in fiscal year 2000-01. 1999 Wisconsin Act 9 also approved the Building Commission's March 17, 1999, recommendation of an additional \$19,950,000 to expand the facility to an operating capacity of 1,048 beds. No additional staff or operating funds were provided for the expanded capacity. Due to the addition of two housing unit floors and the transport unit, the projected opening date of the facility was rescheduled for August 2001.

Analysis

Staffing and funding for MSD were originally based on a 600-bed facility. As a result of increasing the bed capacity by 400, the department requests an additional 148.89 FTE positions to fully staff the facility for its August 2001

opening, and 8.5 FTE to provide additional central office staff to handle the number of newly hired staff.

Increased officer staff due to new post shift formula (11.67 FTE)

The number of correctional officers required to cover a post has increased from the 4.89 FTE requested in the budget because of a new post shift analysis completed by the department. The post shift formula determines the appropriate number of officers needed to fill a post for each shift throughout the day, and is based on the amount of time an officer is available to work during the year minus the amount of holiday and other leave time used during the year. The numbers of days per year an officer is available to work, less sick leave, vacation and other leave, has decreased from 224 days using the old formula to 212.75 days using the new formula. This has increased the required number of officers to 5.25 FTE, meaning that it takes 5.25 officers to staff one position 24 hours a day, seven days a week. Applying the new formula to the previously approved posts results in the need for an additional 11.67 FTE officers.

Additional housing units (53.0 FTE)

The expansion of the facility provided two additional housing unit floors. They are identical in design, function and staff requirements as the two housing unit floors approved in 1999 Wisconsin Act 9. Following the staffing pattern used for the original housing unit floors, and using the new post-shift formula, this results in the need for an additional 53.0 FTE officers to staff the additional units.

Transport Unit (18.75 FTE)

The expansion of the MSD facility includes a transport unit on the third floor consisting of 38 beds. The unit will receive Milwaukee County sentenced offenders awaiting transport to the state prison system. The average length of stay will be 2-3 days, and it is projected that 5,548 offenders will be processed through the unit each year. The staff will consist of 1.0 FTE Supervising Officer, 1.0 FTE Social Worker, 1.0 FTE Program Assistant and 15.75 officers. The number of officers is based on having three officers per shift, 24 hours a day, seven days a week.

Staff to support the increased population (53.47 FTE)

The expansion of the MSD facility increased the capacity from 600 to 1048 beds, resulting in the need for more support and operations staff. The department requests 14.0 FTE administrative staff, 1.0 FTE Maintenance Mechanic, 4.0 FTE staff to assist with booking, intake, medical issues, 12.0 FTE food service staff, and 22.47 FTE security staff.

Faith Staff (1.0 FTE)

Every correctional facility in the state with more than 400 inmates has at least one chaplain.

Education Staff (7.0 FTE)

The requested 6.0 FTE Teachers and 1.0 Employment Coordinator will provide intensive education to 15% of the holds population. The educational program at this facility would focus on literacy and increase readiness for work, and is modeled after the RECAP program operating at the Rock County Jail, which is a four month program.

Classification Staff (4.0 FTE)

1999 Wisconsin Act 9 approved 2.0 FTE classification staff for the 210-bed Alcohol and Other Drug Abuse (AODA) unit. It has since been determined that MSD's classification system will operate more like a jail system, which is unlike any classification system currently utilized by the department. The additional classification staff will bring the total to 6.0 FTE.

Centralized support staff (8.50 FTE)

Included in the request are 8.50 GPR FTE central office positions for training, personnel and purchasing. The department has experienced significant staff increases recently due to the increase in the number of institutions operated, and the number of offenders housed, in the state. No additional human resource staff has been added to the central office since the 1995-97 biennium. The department anticipates adding close to 1,700 FTE during the next two years due to the completion of several new facilities and expansion projects.

The on-going costs for the additional positions in fiscal year 2000-01 will be covered by the projected savings resulting from the delay in opening the facility.

Authority to correct technical errors made in previous legislatively approved actions

When the original 600-bed facility was submitted in the 1999-2001 biennial budget, the coding between appropriations 106 and 110 was reversed, and the delay in startup changed the total funding in each appropriation. Accordingly, the department requests that \$49,900 be transferred from appropriation 110 to appropriation 106 to fix a shortfall in appropriation 106, and that \$86,000 be transferred from appropriation 110 and \$232,200 from appropriation 102 to appropriation 101 to fix a shortfall in appropriation 101.

The need for additional staff to accommodate the expanded bed capacity must be provided to fully operate the facility, but only for staff and resources directly related to the increased capacity. The s. 13.10 process is not the appropriate forum to request additional central office staff (7.5 FTE), nursing consultant (1.0), faith staff (1.0 FTE) and education staff (7.0 FTE). 1999 Wisconsin Act 9 did not provide such general support staff for the original facility. Further, using the new post shift formula increases the department's request by an additional 18.14 FTE officers. The department should calculate its need for officers based on the post shift formula that was used in 1999 Wisconsin Act 9.

Recommendation

Modify the request. Approve position authority for 122.75 positions and approve the department's request for authority to transfer funding between appropriations s. 20.410(1)(a), s. 20.410(1)(b), s. 20.410(1)(d), s. 20.410(1)(f), and s. 20.410(1)(aa) to correct technical errors made in previous legislatively approved actions.

Prepared by: Jana D. Steinmetz
266-2213

Tommy G. Thompson
Governor

Jon E. Litscher
Secretary



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State of Wisconsin Department of Corrections

DATE: August 25, 2000

TO: The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
Room 316 South, State Capitol
Madison, WI 53702

The Honorable John Gard, Co-Chair
Joint Committee on Finance
Room 315 North, State Capitol
Madison, WI 53702

FROM: Jon E. Litscher, Secretary *Jon E. Litscher*
Department of Corrections

SUBJECT: §13.10 Request – Milwaukee Secure Detention Facility Staffing

Request

The Department of Corrections (DOC) requests position authority under §13.10 for an additional 148.89 GPR FTE to fully staff the Milwaukee Secure Detention (MSD) Facility at an operating capacity of 1,048 and 8.50 GPR FTE for central office staff associated with the ongoing workload necessitated by the growth in staff and inmates. The DOC also requests authority to transfer funding between the DOC appropriations at §20.410(1)(a) and (b), (d), (f), and (aa) to correct technical errors made in previous legislatively approved actions. There is no additional funding requested.

Background

Milwaukee Secure Detention Facility

On May 21, 1998, the Building Commission approved \$49.8 million in general fund supported borrowing for the construction of a 600-bed medium-security facility in Milwaukee for:

- (a) A unit for probation and parole violators (400 beds)
- (b) An alcohol and other drug abuse unit (200 beds) for state inmates
- (c) A 50-bed segregation unit

1999 Wisconsin Act 9 (the 1999-2001 biennial budget) approved the staff and operating budget to support this facility with a 600-bed operating capacity and a January 2001 opening date. The budget bill provided \$389,000 GPR and 13.00 GPR FTE in FY00 and \$13,592,700 GPR and 270.36 GPR FTE in FY01.

Act 9 also approved the Building Commission's March 17, 1999, recommendation of an additional \$19,950,000 to expand the facility to an operating capacity of 1,048. The proposed expansion included two additional probation and parole violator housing unit floors and the addition of a 38-bed transport unit. No additional staff or operating funds were provided for the expanded capacity in the budget bill.

The projected opening date for this facility is August, 2001. The projected delay in opening has been caused by construction of the additional two housing unit floors and the transport unit.

Centralized Support Staff

There has been a significant increase over the past several years in the number of institutions the Department is operating as well as an increase in the number of institutions that will be coming on line over the next several years. Central office staff increases have not kept pace with the number of new institutions opened and the personnel hired. This results in delays in processing transactions, exceedingly high workloads, and hampered recruitment efforts. Included in the request are an additional 8.50 FTE central office positions in the areas of training, personnel and purchasing.

Analysis

Milwaukee Secure Detention Facility

The staffing and operating budget approved in the biennial budget for MSD was based on a 600-bed facility. This request provides staffing and funds for the additional 448 beds and enhanced programming. Approval of this request will increase the authorized staffing related to the MSD facility to 419.25 FTE.

	<u>FY00</u>	<u>FY01</u>
Staff Approved for 600-Bed Facility	13.0 FTE	270.36 FTE
Additional Staff Requested for 448-Bed Expansion	0.0 FTE	148.89 FTE

Increased Officer Staff due to new post shift formula (11.67 FTE)

The post-shift formula that was used in the originally approved budget for the 600 Bed facility has been updated. When the new formula is applied to the previously approved posts, it results in the need for an additional 11.67 Officer FTE.

Additional Housing Units (53.0 FTE)

The expansion provided two additional housing unit floors (8th and 9th). The additional two floors of housing units, the 8th and 9th floors, are identical in design, function and staff to the 6th and 7th floor in the original 600 Bed facility. Using the revised post-shift formula for the new posts results in a total need for 53.0 FTE to staff the new housing units.

Transport Unit (18.75 FTE)

The expansion also completed a transport unit (on 3rd floor). The transport unit will receive Milwaukee County sentenced offenders awaiting transport to the prison system. This unit will be located on the 3rd floor and consist of 38 beds. It is projected that there will be 5,548 offenders/inmates through this transport unit in a year and that the average length of stay will be 2-3 days. 18.75 FTE is being requested to staff this unit. Included in this is 1.00 FTE Supervising Officer 2, 1.00 FTE Social Worker – Obj, 1.00 FTE Program Assistant 2, 5.25 FTE Officer 3 and 10.50 Officer 1-2. Based on the 24-hour activity and nature of offenders in this unit, 3 officers per shift would be provided.

Staff to Support the Increased Population (53.47 FTE)

The addition of 448 beds increased the capacity of this facility by 75%. This results in the need for additional staff in support and operational functions. The limited number of elevators and the need for timely delivery of food requires additional food service staff. The following staff are requested to support the increased population:

Administrative

- 1.00 FTE Inst. Complaint Examiner
- 1.00 FTE Correctional Services Treatment Director
- 1.00 FTE Nursing Consultant 1
- 2.00 FTE Program Assistant 2's in Personnel
- 1.00 FTE Secretary 1 – Conf in Business Office
- 2.00 FTE Financial Specialist 2
- 1.00 FTE Program Assistant 2 in Business Office
- 3.00 FTE Offender Record Asst 1
- 1.00 FTE Program Assistant 2 in Records Office
- 1.00 FTE Program Assistant 2 in Social/Clinical Services

Maintenance

- 1.00 FTE Maintenance Mechanic 3

Intake/Booking/Clinical

- 1.00 FTE Social Worker-Obj in Intake/Booking
- 2.00 FTE Program Assistant 2 in Intake/Booking
- 1.00 FTE Social Worker-Obj (SMU Unit)

Food Service

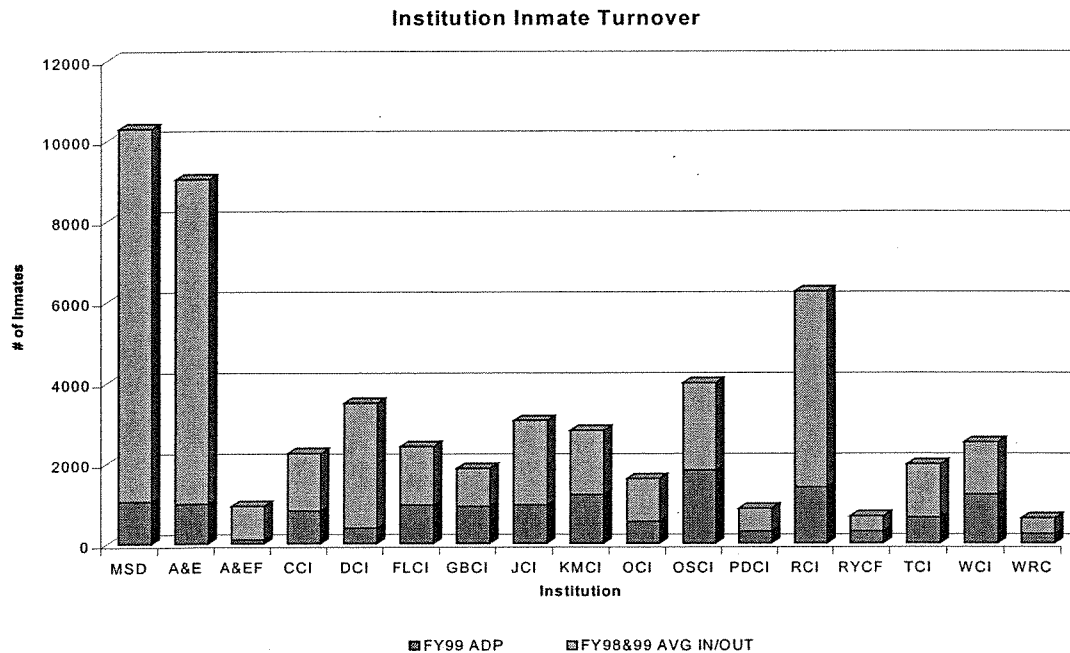
- 8.00 FTE Food Production Asst. 2
- 4.00 FTE Food Production Asst. 1

Security

- 5.61 FTE Officer 1-2 in Intake/Booking
- 2.91 FTE Officer 1-2 in Transportation Unit
- 11.45 FTE Officer 1-2 in Internal Movement
- 1.50 FTE Officer 3 in Administrative Hearings
- 1.00 FTE Program Assistant 2 in Security

Another significant factor that affects the workload of staff is the volume of offenders that will be going through the facility each year. Figure 1 on the next page illustrates how the volume of offenders going through MSD compares with the other large DOC institutions.

Figure 1: Illustration of Offender Turnover in DOC Institutions



It is anticipated that 4,340 offenders will be going through the 800-bed holds unit, 5,550 offenders will be going through the 38-bed transport unit and 400 offenders will be going through the AODA unit for an estimated total of 10,290 offenders in a year. This high volume of turnover especially affects the workload of the administrative, records office, intake/booking, and classification staff. The Department has been able to complete an analysis of the staffing levels at the Milwaukee County Jail (MCJ), which is a facility that is comparable in size, design and function.

The staffing levels being requested for the MSD facility are comparable, and in fact well below the staffing levels found at the MCJ. For example, MCJ has 328.99 FTE Officers and MSD is requesting a total of 287.25 FTE Officers. The MCJ has over 59.00 FTE support positions for their intake and records office compared to MSD's requested 11.00 FTE.

Faith Staff (1.00 FTE)

1.00 FTE Chaplain is being requested for this facility. Every DOC facility with over 400 offenders has at least one Chaplain (9 out of 13 DAI institutions have 2 or more).

Education Staff (7.00 FTE)

The educational program being proposed will focus on literacy and increase readiness for work. The program will be structured in a similar fashion as the RECAP program that is being effectively operated out of the Rock County Jail. 6.00 FTE Teachers and 1.00 FTE Employment Coordinator would be required to serve 15% of the holds population. By providing intensive education to 15% of the population, this will bring MSD in line with the population size being currently being served in other DOC institutions. According to a report done by the Bureau of Justice Assistance, the model for this program (RECAP) has proven to be effective, with results that include graduates being "2 times more likely not to commit a new crime", graduates

increasing their grade levels by at least one grade level, and “members of the study’s control group were five times more likely to be unemployed than RECAP graduates after release to the community”.

Classification Staff (4.00 FTE)

When the classification staff was approved for the 600-bed facility, it only contained classification staff for the 210-bed AODA unit, as it was unknown how classification would work for this facility. Through much research, it is now known that this facility’s classification will operate more like a jail classification system and will be unlike any other within DOC. The additional 4.0 FTE requested for classification brings the total classification staff authorized for this facility to 6.0 FTE. Milwaukee County Jail, which is of a similar size, has 13.0 FTE classification staff.

Centralized Support Staff

Personnel and Human Relations

The Department requests 2.0 FTE Human Resource (HR) Specialists to provide human resources services including exam development, position description development, classification, recruitment, and reclassification services. There are currently 11.0 FTE Human Resource Specialists in the Department. In addition, the Department requests 0.5 FTE Program Assistant 1 to replace the ongoing use of an LTE providing centralized HR support. The Department is not requesting funding for the 0.5 Program Assistant 1, only FTE authorization.

The Department has experienced significant staff increases over the past several years due to the increase in the number and size of institutions the Department is operating. In the last biennial budget alone, the Department was authorized an additional 872.36 FTE staff. However, no additional central office human resource staff has been added since the 1995-97 biennium. The Department will be adding nearly 1,700 FTE during FY01 and FY02 because of additional and expanded facilities such as the Milwaukee Secure Detention Facility, Highview, New Lisbon, Redgranite, inmate workhouses, and regional probation and parole hold facilities. See Table 1 below.

Table 1: Projected New Hires By End of FY 02

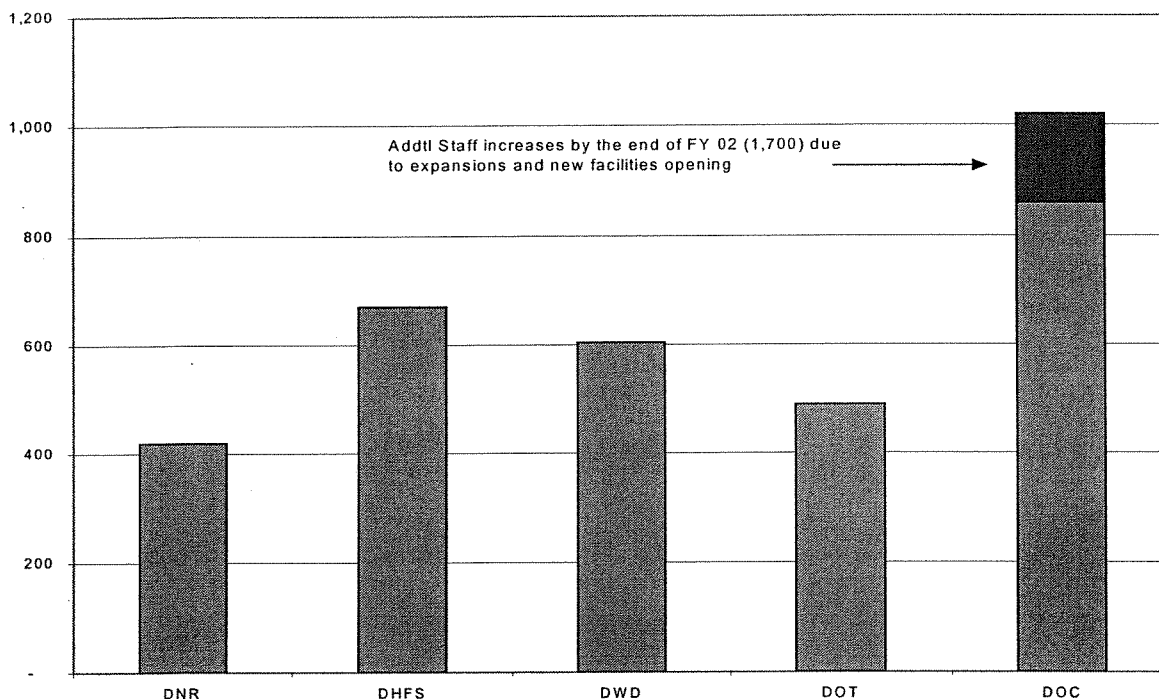
<u>Location</u>	<u>FTE</u>
Redgranite w/food service	287
1,048 Probation and Parole Holding Facility	418
Inmate Workhouses (2 Facilities)	63
Taycheedah Expansion	85
OSCI Segregation Unit	15
Highview Conversion	277
Probation and Parole Holding Facilities (2 Facilities)	153
New Lisbon Medium Security Prison	290
Fox Lake Correctional Institution Expansion	59
Total	1,647

The new hires identified in Table 1 do not include non-institution positions authorized in the last biennial budget or hires that will result from department-wide turnover. It should be noted that turnover for an agency as large as DOC has a substantial impact on central office personnel-related workload. A turnover rate of three percent of FY 01 authorized positions (9,433) results in 283 new hires per year. DOC's actual turnover rate is approximately six percent, producing approximately 570 vacancies per year. Further, it should be noted that a January, 2000 analysis of DOC's workforce indicates that approximately 15% of DOC's current workforce is currently at or above the minimum retirement age. The impact of retirements over the next biennium will further increase turnover and greatly increase the challenge of staffing the Department.

While the Department can document the need for a number of positions in the Bureau of Personnel and Human Relations (i.e. payroll and benefit specialists, personnel assistants and employment relations staff), the Department is seeking only the most critical positions that will directly impact our ability to open upcoming new/expanded institutions.

The Department recently completed an analysis of the ratio human resource specialists to total agency staff at five different state agencies. Table 2 below illustrates that the DOC ratio of HR specialists to total agency staff is currently the highest of the five agencies selected and will increase even more in the current biennium as staff needed to operate new/expanded institutions are hired. The Department's current HR specialist to total FTE ratio is 1:859. Without additional staff, the ratio will increase to approximately 1:1,122. Just to maintain the current ratio with the additional 1,800 employees the Department requires 2.00 FTE.

**Table 2: Total Agency Staff to Human Resource Specialists at Five Agencies
By the end of FY03**

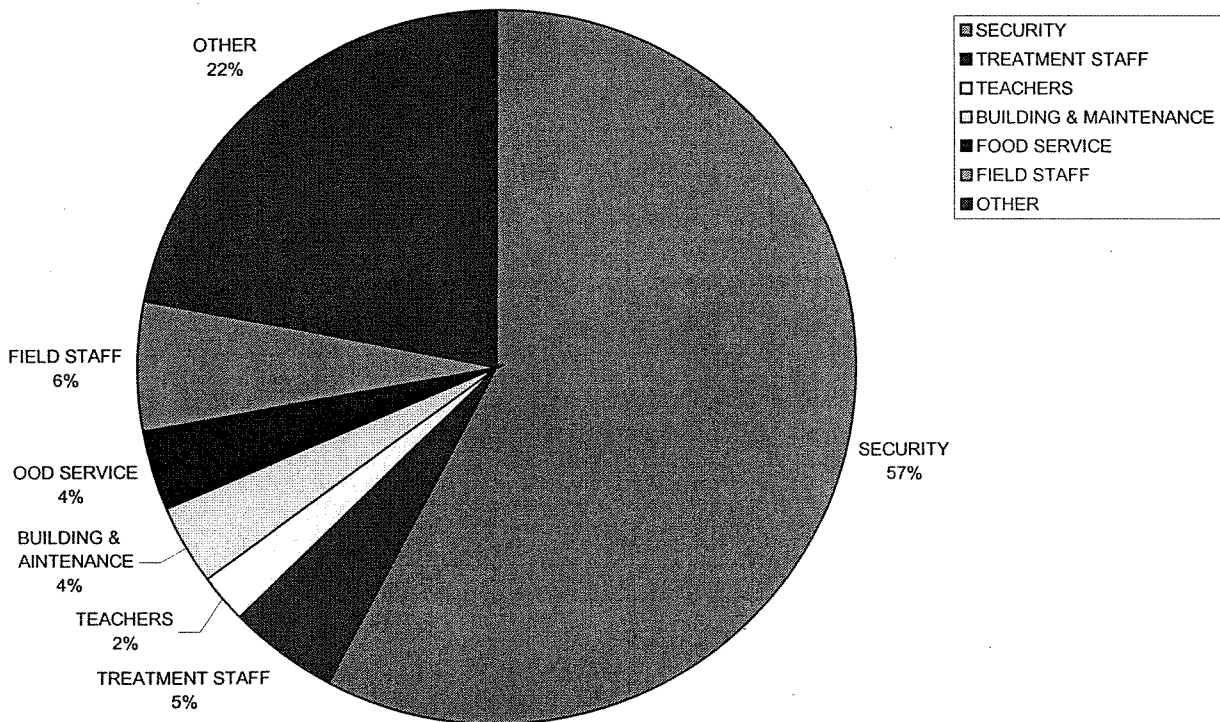


Training Team

The Department requests 5.0 officer positions to replace positions reallocated for an officer training team. The Department previously had one five-member officer training team and frequently had to reallocate security staff from institutions when multiple teams are required. To meet the training needs of the volume of new officers, the Department in May 2000 created an additional training team by reallocating 5.0 Officer positions from the Division of Adult Institutions. The Department now requests the restoration of the 5.0 officer positions. As illustrated in Table 3, the vast majority of the approximately 1,700 anticipated new hires by the end of FY02 are security positions.

Table 3: Classification of Expected New Hires

Projected New Hires by Type by End of FY 02 -- Total FTE = 1771



The Department must provide 7 weeks pre-service training for new officers. Table 4 on the following page presents the required pre-service classes that must be conducted to meet the institutions staffing needs.

Table 4: Anticipated Training Locations—Officer Preservice for FY 01 and FY 02

CLASS DATE	LOCATION	LOCATION	LOCATION
July 2000	CTC – 2 classes	Racine – 1 class	
Aug 2000	CTC – 2 classes	RGCI – 1 class	
Oct 2000	CTC – 2 classes	RGCI – 1 class	
Jan 2001	CTC – 1 class	RGCI – 1 class	
Mar 2001	CTC – 2 classes		
May 2001	CTC – 1 class	1048 – 1 class	
July 2001	CTC – 2 classes	1048 – 1 class	
Aug 2001	CTC – 1 class	1048 – 1 class	Highview – 1 class
Oct 2001	CTC – 1 class	New Lisbon – 1 class	
Jan 2002	CTC – 2 classes	New Lisbon – 1	
Mar 2002	CTC – 2 classes	(Regional P+P Hold)	
May 2002	CTC – 2 classes	(Regional P+P Hold)	

Assumptions:

- Local training will be provided for new facilities, providing there are sufficient local residents to fill a class
- Additional on-site local training may be needed for existing institutions, such as Racine for July, 2000 session

As noted in Table 4, it is anticipated that some months will require three pre-service classes to be operating simultaneously. The third pre-service class in those cases will be taught by a third training team comprised of temporarily reallocated security staff from existing institutions. The operational needs of the institutions are such that they cannot continue to absorb the reallocation of security staff and are instead paying overtime to cover the workload on a temporary basis.

Procurement

The Department requests 1.00 FTE to address the increased workload associated with procurement functions resulting from the opening and expansion of additional institutions. Procurement staff has not increased since 1992. In 1992, the Department provided services to 4,962 employees; today that number has increased to approximately 8,873 employees at the end of FY00. Current resources are not sufficient to support the purchasing volume required to serve that number of employees and the new institutions coming on line.

Multiple new facilities will open during the next two years and a number of institutions will undergo expansions. Central procurement staff provide all purchasing services for the new facilities until staff are hired which is often only a month or two prior to opening the institution. In addition, there currently is a backlog of 21 contracts that need to be extended or rebid. Some of the contracts such as groceries and meat are rebid more than once a year because of the volatile pricing of those commodities. Others, such as dental services, food services and health care are complex in nature and require central procurement staff to work closely with program and industry experts to make sure that our procurement documents meet state procurement laws and reflect state of the art technology and services.

Source of Funding

The cost for the additional positions being requested in FY01 will be covered by the projected savings resulting from the delayed August 2001 opening of the MSD facility. Annualized costs of the positions will be fully funded in the 2001-03 biennial budget through the full funding decision item per the Department of Administration’s 2001-03 budget instructions.

Summary

The Department of Corrections is requesting position authority of 157.39 GPR FTE to fully staff the Milwaukee Secure Detention Facility and add central office staff associated with the ongoing workload necessitated by the growth in staff and inmates. The DOC also requests authority to transfer funding between appropriations 20.410(1)(a) and (b), (d), (f), and (aa) to correct technical errors made in previous legislatively approved actions. No additional funding is requested.

cc: Robert Lang, Legislative Fiscal Bureau
George Lightbourn, Department of Administration

Prepared by: Cathy Halpin, Bureau of Budget and Facilities Management
267-0934

IV. Department of Corrections – Jon Litscher, Secretary

The department requests 100.25 FTE GPR positions and the release of \$1,985,900 GPR from the Committee's appropriation under s. 20.865(4)(a) reserved for contract beds to fund the conversion of the John C. Burke Correctional Center to a female facility, add an additional 100 female beds to the Robert E. Ellsworth Correctional Center and convert the barracks for the male inmates at the Fox Lake Correctional Institution to a minimum security facility.

In addition, the department requests the transfer of \$3,306,200 GPR from the corrections contracts and agreements appropriation under s. 20.410(1)(ab) to other GPR appropriations in the department to fully fund this request.

Governor's Recommendation

Modify the request. Provide authority for 69.45 FTE positions that are directly related to returning female inmates to Wisconsin and release \$1,129,100 GPR from the Committee's appropriation under s. 20.865(4)(a) reserved for contract beds, and transfer \$3,306,200 GPR from the corrections contracts and agreements appropriation under s. 20.410(1)(ab) to other GPR appropriations in the department to fully fund this recommendation.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



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Date: September 11, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 Request from the Department of Corrections for Positions and Funding to Return Female Inmates from Out-of-State Contract Beds.

Request

The department requests 100.25 FTE GPR positions and the release of \$1,985,900 GPR from the Committee's appropriation under s. 20.865(4)(a) reserved for contract beds to fund the conversion of the John C. Burke Correctional Center to a female facility, add an additional 100 female beds to the Robert E. Ellsworth Correctional Center and convert the barracks for the male inmates at the Fox Lake Correctional Institution to a minimum security facility.

In addition, the department requests the transfer of \$3,306,200 GPR from the corrections contracts and agreements appropriation under s. 20.410(1)(ab) to other GPR appropriations in the department to fully fund this request.

Background

In his 2000 State of the State address, Governor Thompson committed to returning all female inmates to in-state facilities by the end of calendar year 2000. To fulfill this commitment, John C. Burke Correctional Center (Burke) is being converted from male to female inmates, 100 female beds are being added to Robert E. Ellsworth Correctional Center (Ellsworth) and the barracks at Fox Lake Correctional Institution (FLCI) are being converted to minimum security for male inmates being transferred from Burke. As of August 25, 2000, there were 342 female inmates in out-of-state facilities in West Virginia and Oklahoma.

The Building Commission has approved the remodeling of the Health Services Unit (HSU), showers and bathrooms at Burke and the addition of 100 beds, a new food service building and a new HSU at Ellsworth. The department plans to request additional funding at the September Building Commission meeting for infrastructure changes needed at FLCI due to the conversion of the barracks to minimum security inmates.

Analysis

The department requests a total of \$5,292,100 GPR and 100.25 FTE GPR to return all female inmates from out-of-state facilities. The \$1,985,900 requested from the Joint Committee on Finance's appropriation is currently allocated for out-of-state contract beds. The \$3,306,200 requested from s. 20.410(1)(ab), will be generated from savings resulting from the elimination of out-of-state contract beds for female inmates. The department intends to allocate the funds and positions in the following manner:

<u>Appropriation</u>	<u>Funding</u>	<u>FTE</u>
s. 20.410(1)(a) General Program Operations	\$3,026,800	38.75
s. 20.410(1)(b) Services for Community Corrections	\$2,108,900	61.50
s. 20.410(1)(d) Purchased Services for Offenders	\$138,900	0.00
s. 20.410(1)(f) Energy Costs	\$10,100	0.00
s. 20.410(1)(aa) Institutional Repair and Maintenance	\$7,400	0.00
	\$5,292,100	100.25

According to the department, the requested staff and funding will be used to staff the additional beds at Ellsworth and the transfer of male inmates to FLCI, to increase health services for women at Ellsworth and Burke and to fund core staffing increases associated with the change in security classification at FLCI and the conversion of Burke to female inmates.

The requested funding will be dispersed among the three institutions as follows:

<u>Institution</u>	<u>Funding</u>	<u>FTE</u>
John C. Burke Correctional Center (Burke)	\$881,200	18.50
Robert E. Ellsworth Correctional Center (Ellsworth)	\$2,542,900	61.00
Fox Lake Correctional Institution (FLCI)	\$1,868,000	20.75
	\$5,292,100	100.25

John C. Burke Correctional Center (Burke)

The department requests \$881,200 GPR and 18.50 FTE to convert Burke from a male to a female facility to accommodate the return of all out-of-state female inmates. It is expected that 250 of the female inmates being returned will be housed at this facility. The female inmates will have a minimum security classification and will be eligible for work release, as were the male inmates currently housed at the facility. The male inmates are being transferred in phases to Fox Lake Correctional Institution (FLCI), where they will continue to have a minimum security classification and be eligible for work release.

Included in the request are 3.50 FTE officers to address medical transport needs and 5.25 FTE officers to address bona fide occupational qualification (BFOQ) issues related to converting a male facility to a female facility. The needs for additional officers were calculated based on a new post shift formula initiated by the department. Medical transport for Burke is currently provided by the Drug Abuse Correctional Center (DACC). Because DACC is a male facility, Burke will have to provide its own medical transport once the population becomes female. The BFOQ officers will guarantee that one female officer will be available on every shift for strip searches, urine screens and other privacy issues, as well as to provide back-up support to the medical transport officers.

Additional medical staff is being requested based on studies indicating that incarcerated women utilize health care services more than men. The .50 FTE dentist, .50 FTE dental assistant and the .25 FTE dental hygienist will be located at Dodge Correctional Facility and will provide second-shift dental services to female inmates.

Additional education and programming staff are being requested to provide education and programming to inmates who are not on work release, and to enhance education and programming at the facility during non-work hours for inmates who are on work release.

The department is asking for an additional \$92,100 in purchase of services to supplement programming for the female inmates who will be housed at Burke.

Robert E. Ellsworth Correctional Center (Ellsworth)

Ellsworth is an existing female center. A 100-bed addition will be completed in December, as well as renovation of the Health Services Unit to add an additional exam room. The Food Services Unit expansion will be complete in May 2001.

2.0 FTE food service staff serve the current population of 250 inmates. The additional 100 inmates will bring the population to 350 by the end of the calendar year. The department requests 5.0 FTE food service assistants, 1.0 FTE Food Service Manager and 1.0 FTE Storekeeper to serve the increased population. Inmates do most of the food service work at the facility. At over 200 inmates per facility, Burke and Ellsworth have the largest populations and each has 2 food production assistants. The remaining 15 centers have populations ranging from 43 to 192 inmates, and all but one have only one food production assistant.

The department also requests a significant increase in health care staff to support the increased population. Contract staff currently covers health care at centers throughout the state. The requested 5.75 FTE nursing positions will provide nursing coverage 16 hours per day, 7 days per week. The requested 1.0 FTE

nurse practitioner, 1.0 FTE nursing supervisor, and the .50 FTE physician are being requested to support the increased population.

Inmates are currently transported to the Racine Youthful Offender Facility for dental care. The additional 1.5 FTE dental staff will allow for on-site dental care at Ellsworth. Inmates from Southern Oaks Girls School will also receive dental care at Ellsworth. They are currently transported to Ethan Allen School for Boys, which is near Waukesha, for dental care.

The buildings and grounds superintendent will be located at the Wisconsin Correctional Center central office and will coordinate construction projects for each Wisconsin correctional center.

Fox Lake Correctional Institution (FLCI)

The barracks at the medium security FLCI are being converted to minimum security to accommodate the inmates being transferred from Burke. To allow for supervision and coordination of the new minimum security inmate work crews, escorts and transportation, and the additional property and mail generated by minimum security inmates, the department requests 11.75 FTE officers. This includes 1.0 FTE work release coordinator, 3.75 FTE sergeants for work crews, 1.75 FTE sergeants to handle property and mail for minimum security inmates, and 5.25 FTE officers for transporting and escorting minimum security inmates.

The remaining 9.0 FTE positions are requested to support the unique workload concerns associated with having both minimum and medium security inmates in one institution, as well as having inmates on work release, which is not available to medium security inmates.

The need for additional staff and funding to bring women home from out-of-state facilities addresses an important need, but only for staff and funding directly related to the increase in female inmates held in Wisconsin's institutions. This request is not the appropriate forum to request additional staff and funding related to the department's proposed revision of its post-shift staffing formula, or as a means to address general operational concerns.

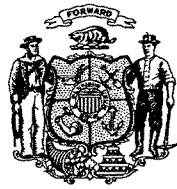
The department recently updated its post-shift formula for officer positions and calculated that officers will work on average about 210 days/year out of a total work year of 261 days. The current post-shift formula is based on officer's working 224 days/year. The department's 2001-03 budget request will request using the new formula. The review and recommendations on revising the formula should be made within the context of the biennial budget and not through the s. 13.10 process. Therefore the requested increases for officer positions have been recalculated using the existing post-shift formula, resulting in the need for fewer officers than requested (3.05 FTE).

The department has also included positions and resources in its request that address general operational issues rather than being directly related to returning female inmates to Wisconsin. These positions and resource requests have been removed in the recommendation to better reflect current staffing patterns used in correctional centers. Specifically removed were the teacher positions (2.0 FTE) and social worker (.50 FTE) at Burke, food production assistants (4.0 FTE), facilities repair worker (1.0 FTE), buildings and grounds superintendent (1.0 FTE), storekeeper (1.0 FTE), supervising officers (2.0 FTE), firewatch and segregation officers (10.5 FTE) and offender classification specialist (1.0 FTE) at Ellsworth, and food production assistants (1.75 FTE), storekeeper (1.0 FTE), offender records assistant (1.0 FTE) and financial specialist (1.0 FTE) at Fox Lake.

Recommendation

Modify the request. Provide authority for 69.45 FTE positions that are directly related to returning female inmates to Wisconsin and release \$1,129,100 GPR from the Committee's appropriation under s. 20.865(4)(a) reserved for contract beds, and transfer \$3,306,200 GPR from the corrections contracts and agreements appropriation under s. 20.410(1)(ab) to other GPR appropriations in the department to fully fund this recommendation.

Prepared by: Jana D. Steinmetz
266-2213



Tommy G. Thompson
Governor

Jon E. Litscher
Secretary

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State of Wisconsin Department of Corrections

DATE: August 25, 2000

TO: The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
Room 316 South, State Capitol
Madison, WI 53702

The Honorable John Gard, Co-Chair
Joint Committee on Finance
Room 315 North, State Capitol
Madison, WI 53702

FROM: Jon E. Litscher, Secretary
Department of Corrections

SUBJECT: §13.10 Request – Staffing and Funding for Burke/Ellsworth/Fox Lake
Conversions

Request

The Department of Corrections (DOC) requests 100.25 GPR FTE positions in FY01 and the transfer of \$1,985,900 from the Joint Committee on Finance's appropriation under §20.865(4)(a) to staff and fund the conversion of John C. Burke Correctional Center (JBCC) to a female facility, add an additional 100 female beds to Robert E. Ellsworth Correctional Center (REECC) and convert the barracks at Fox Lake Correctional Institution (FLCI) to a minimum security male facility. In addition, the Department requests the transfer of \$3,306,200 from appropriation §20.410(1)(ab), corrections contracts and agreements, to other DOC GPR appropriations in order to fully fund this request. This request will fund operations costs associated with returning all out-of-state female inmates by the end of CY00. The requested funding and staff will be allocated to the DOC appropriations listed in Table 1 on the following page.

The funding from appropriation §20.410(1)(ab) would be generated from savings related to the elimination of out-of-state contract beds for female inmates. Funding from the Committee's appropriation is requested from the amounts currently allocated for out-of-state contract beds.

Table 1
DOC Appropriations

Appropriation	Funding	FTE
§20.410(1)(a) General Program Operations	\$3,026,800	38.75
§20.410(1)(b) Services for Community Corrections	\$2,108,900	61.50
§20.410(1)(d) Purchased Services for Offenders	\$138,900	0.00
§20.410(1)(f) Energy Costs	\$10,100	0.00
§20.410(1)(aa) Institutional Repair and Maintenance	\$7,400	0.00
Total	\$5,292,100	100.25

Background

In his 2000 State of the State address, Governor Thompson committed to returning all female inmates to in-state facilities by the end of CY2000. To fulfill this commitment, the inmate population at JBCC is being converted from male to female inmates, 100 additional female beds are being added at REECC and the barracks at FLCI are being converted to minimum security male inmates. As of August 18, 2000, there were 341 female inmates in out-of-state facilities in West Virginia and Oklahoma.

The requested staff and funding will be utilized to staff the additional beds being created, to increase health services for women at Ellsworth and Burke and to fund core staffing increases associated with different security classifications (Fox Lake) and female inmates (Burke).

It should be noted that the Building Commission has already approved the following capital projects related to this conversion:

- the remodeling of the Health Services Unit (HSU), showers and bathrooms at JBCC and
- the addition of 100 beds, a new food service building and a new HSU at REECC.

In addition, DOC plans on requesting funding at the September Building Commission meeting for infrastructure changes needed at FLCI due to the barracks being converted to minimum security inmates.

Although a significant number of positions are being requested (100.25 FTE), it should be noted that the request would have been much greater if all 341 out-of-state female inmates were placed in a new facility. For example, Prairie du Chien Correctional Facility has 155.50 FTE for 300 inmates and the Racine Youthful Offender Correctional Facility has 235.00 FTE for 400 inmates. The conversion of existing facilities to accommodate the influx of approximately 341 female inmates is clearly more cost effective than building and staffing a new institution.

Analysis

The additional funding and FTE being requested for JBCC, REECC and FLCI is listed in Table 2 below.

Table 2
Requested Funding and Staff

<u>Institution</u>	<u>Funding</u>	<u>FTE</u>
JBCC	\$881,200	18.50
REECC	\$2,542,900	61.00
FLCI	\$1,868,000	20.75
Total	\$5,292,100	100.25

JBCC

As noted earlier, JBCC will be converted to a female institution in order to accommodate the return of out-of-state female inmates. It is expected that 250 female inmates will be located at the facility.

Tables 3 and 4 on the next page indicate the staffing and funding requested for JBCC. The requested correctional officers will be utilized to address BFOQ issues. Additional medical staffing is requested for JBCC because studies show that incarcerated women utilize health care services much more than men.

The requested medical staff will provide nursing coverage 8 hours per day/7 days per week. It is expected that 2.0 FTE nurses will be on duty during the 5-day workweek and 1.0 FTE nurse will be staffed on weekends. JBCC currently has less than 1.0 FTE contracted nurse that is at the facility during the 5-day workweek. The additional dental staff will be located at Dodge Correctional Institution (DCI) and will provide dental services to inmates on a second shift. A 0.50 FTE physician is also being requested for the facility.

Additional education and programming is also being requested for the facility. JBCC currently does not have any teachers and very little programming and treatment services because of the work release focus of the institution. While the work release focus of the institution will continue with female inmates, 2.0 FTE teachers, 0.50 psychologist and an additional 0.50 FTE social worker are being requested in order to enhance education and programming at the facility for non-work hours and for inmates not on work release. In addition, \$92,100 in purchase of services is being requested to supplement programming.

**Table 3
JBCC Requested Staffing**

<u>Classification</u>	<u>FTE</u>
Correctional Officers	8.75
Nurse Clinician	3.00
Dentist	0.50
Physician	0.50
Dental Assistant	0.50
Dental Hygienist	0.25
Program Assistant	1.00
Teachers	2.00
Supervising Officer 2	1.00
Psychologist	0.50
Social Worker	0.50
Total	18.50

**Table 4
JBCC Expenditures by Line**

<u>Expenditure Type</u>	<u>Funding</u>
Salary and Fringe Benefits	\$613,800
Supplies and Services	\$64,500
One-Time Financing	\$106,100
Other	\$96,800
Total	\$881,200

REECC

As indicated earlier, an additional 100 beds are being added at REECC. This will bring the population to over 350 female inmates by the end of CY2000. It should be noted that the additional staff being requested not only address the staffing needs for the additional 100 beds and the new food service facility, but also core staffing increases needed because of the increasing size of the institution. REECC opened in October 1989 with a capacity of less than 50 beds. With the additional beds, REECC has become the size of other DOC institutions and therefore requires support staff comparable to these institutions. Tables 5 and 6 on the next page indicate the staffing and funding requested for REECC.

**Table 5
REECC Requested Staffing**

<u>Classification</u>	<u>FTE</u>
Correctional Officers	33.25
Nurse Clinician 2	5.75
Nurse Practitioner	1.00
Nursing Supervisor	1.00
Physician	0.50
Dentist	0.50
Dental Assistant	0.50
Dental Hygienist	0.50
Food Production Assistants	5.00
Offender Classification Specialist	1.00
Supervising Officers	3.00
Program Assistant	3.00
Buildings and Grounds Superintendent	1.00
Food Service Manager	1.00
Facilities Repair Worker	1.00
Storekeeper	1.00
Teacher	1.00
Social Worker	1.00
Total	61.00

**Table 6
REECC Expenditures by Line**

<u>Expenditure Type</u>	<u>Funding</u>
Salary and Fringe Benefits	\$1,692,600
Supplies and Services	\$249,200
One-Time Financing	\$357,800
Other	\$243,300
Total	\$2,542,900

As the tables indicate, much of the increase in staff is related to health care. REECC currently has 2.5 FTE contract nurses. The 0.50 FTE nurse is a project position associated with a 30 bed federally funded AODA unit. The requested nursing staff will provide nursing coverage 16 hours per day/7 days per week. A 1.0 FTE nurse practitioner, 1.0 nursing supervisor and 0.50 FTE physician are also being requested. The additional medical

coverage is required at REECC because of the increasing population and because it is expected that female inmates with greater medical needs will be located at this facility.

The requested dental staff will allow on-site dental coverage. Inmates are currently transported to the Racine Youthful Offender Facility for dental care. It is also anticipated that offenders at Southern Oaks Girls School (SOGS) will be provided dental services at REECC. These offenders are currently transported to Ethan Allen for these services.

Correctional officer staffing is being requested not only for the additional housing unit, but also for additional posts required because of increasing populations. For example, additional officers are being requested for medical transport and mailroom/property/visiting. Additional supervising officers are required to provide staff supervision throughout the day.

The 1.0 FTE teacher, 1.0 FTE storekeeper, 1.0 FTE social worker, 1.0 FTE facilities repair worker and 1.0 FTE offender classification specialist are needed because of the increasing size of the institution and because of increasing populations. The 3.0 FTE program assistants will be allocated to the health services unit, the offender classification specialist and general administration. As noted earlier, the food service staff are being requested to fully staff the new food production facility.

The buildings and ground superintendent will be located at the Wisconsin Correctional Centers (WCC) central business office and will coordinate construction projects at all of the centers. This position is needed because of the increasing number of new center projects (inmate workhouses; etc.) and because there is currently no central point of contact for center construction projects.

FLCI

In order to accommodate the minimum security male inmates displaced because of the conversion of JBCC to female inmates, the barracks at FLCI are being converted to minimum security inmates. The barracks can accommodate approximately 300 inmates. It should be noted that the existing population at FLCI will increase by approximately 168 until inmates can be accommodated at Redgranite Correctional Institution. Additional overtime expenditures are requested in order to supervise these additional inmates.

Tables 7 and 8 on the next page indicate the staffing and funding requested for FLCI. The correctional officers being requested will be utilized for the supervision and coordination of new minimum security inmate project work crews, property/mail and escorts/transportation. The remaining requested positions are needed due to additional workload concerns associated with having a split (medium/minimum) population at the facility.

**Table 7
Requested Staffing FLCI**

<u>Classification</u>	<u>FTE</u>
Correctional Officers	11.75
Food Production Assistants	1.75
Storekeeper	1.00
Program Assistant	1.00
Supervising Officer 1	1.75
Offender Records Assistant	1.00
Financial Specialist	1.00
Nurse Clinician	1.00
Physician	0.50
Total	20.75

**Table 8
FLCI Expenditures by Line**

<u>Expenditure Type</u>	<u>Funding</u>
Salary and Fringe Benefits	\$841,500
Supplies and Services	\$88,200
One-Time Financing	\$459,800
Other	\$478,500
Total	\$1,868,000

Summary

The Department of Corrections (DOC) requests 100.25 GPR FTE positions in FY01 and the transfer of \$1,985,900 from the Joint Committee on Finance's appropriation under §20.865(4)(a) to staff and fund the conversion of John C. Burke Correctional Center (JBCC) to a female facility, add an additional 100 female beds to Robert E. Ellsworth Correctional Center (REECC) and convert the barracks at Fox Lake Correctional Institution (FLCI) to a minimum security male facility. In addition, the Department requests the transfer of \$3,306,200 from appropriation §20.410(1)(ab), corrections contracts and agreements, to other DOC GPR appropriations in order to fully fund this request.

cc: Robert Lang, Legislative Fiscal Bureau
George Lightbourn, Department of Administration

Prepared by: Doug Percy, Bureau of Budget and Facilities Management
266-6658

V. Department of Corrections – Jon Litscher, Secretary

The department requests 11.25 FTE GPR positions and the release of \$281,200 GPR from the Committee's appropriation under s. 20.865(4)(a) reserved for contract beds to the department's general program operations appropriation under s. 20.410(1)(a) in fiscal year 2000-01 to fund food service operation staff at the Redgranite Correctional Institution.

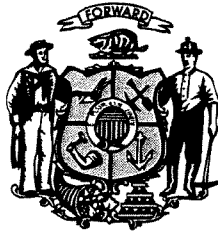
Governor's Recommendation

Modify the request to provide position authority for 7.5 FTE GPR positions (5.5 FTE food production assistants, 1.0 FTE shopkeeper and 1.0 FTE dietitian) and fund the positions from the funding previously provided for the Redgranite food service contract.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



Office of the Secretary
Post Office Box 7864
Madison, WI 53707-7864
Voice (608) 266-1741
Fax (608) 267-3842
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Date: September 11, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 Request from the Department of Corrections for Additional Food Service Staff at Redgranite Correctional Institution

Request

The department requests 11.25 FTE GPR positions and the release of \$281,200 GPR from the Committee's appropriation under s. 20.865(4)(a) reserved for contract beds to the department's general program operations appropriation under s. 20.410(1)(a) in fiscal year 2000-01 to fund food service operation staff at the Redgranite Correctional Institution.

Background

The 1999-2001 biennial budget provided 7.0 FTE food service positions and 3.26 FTE correctional officers to staff the food service operation at Redgranite Correctional Institution (RGCI). The staff request was based on contracting of food service, and \$980,400 GPR was provided for a food service contract. Subsequent to the biennial budget it was determined that food service should be converted from a contract to a full production kitchen. In May 2000 the Building Commission approved \$1,600,000 GPR supported bonding for the construction of a full production kitchen at RGCI. The institution is scheduled to open in January 2001.

Analysis

The department requests 11.25 additional FTE to staff RGCI's kitchen as a full production kitchen. The request includes 5.50 FTE food production assistants that will allow two shifts of food service with 3.0 FTE food production assistants per shift, seven days per week. It also includes 3.75 correctional officers that will allow two correctional officers per food service shift, seven days per week. The remaining positions requested are 1.0 FTE storekeeper to handle food storage issues associated with a full production kitchen, and 1.0 FTE dietitian to assist the new institutions opening in the next two years. The department currently has 3.0 FTE dietitians who assist in planning of new facilities, as well as training

kitchen staff, auditing kitchens, analyzing menus for nutritional adequacy and creating special menus for inmates with specific dietary needs.

In addition to the 3.26 FTE correctional officers the department received in the 1999-2001 biennial budget to staff the kitchen based on contracted food service, the department also received 3.26 FTE correctional officers to supervise the daily delivery of food for the contract. These officers can now be redeployed to supervise the kitchen and will be sufficient to staff the full production kitchen with two officers per food service shift, 7 days per week.

Based on an average daily population of 300 inmates for January 1, 2001 through June 30, 2001, the department will only need \$325,000 of the \$980,400 provided for food service costs, leaving \$655,000 available to fund the requested positions.

Recommendation

Modify the request to provide position authority for 7.5 FTE GPR positions (5.5 FTE food production assistants, 1.0 FTE shopkeeper and 1.0 FTE dietitian) and fund the positions from the funding previously provided for the Redgranite food service contract.

Prepared by: Jana D. Steinmetz
266-2213

Tommy G. Thompson
Governor

Jon E. Litscher
Secretary



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V

State of Wisconsin Department of Corrections

DATE: August 25, 2000

TO: The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
Room 316 South, State Capitol
Madison, WI 53702

The Honorable John Gard, Co-Chair
Joint Committee on Finance
Room 315 North, State Capitol
Madison, WI 53702

FROM: Jon E. Litscher, Secretary
Department of Corrections

A handwritten signature in black ink that reads "Jon E. Litscher" with a stylized flourish at the end.

SUBJECT: \$13.10 Request – Redgranite Correctional Institution Food Service FTE

Request

The Department of Corrections (DOC) requests 11.25 GPR FTE positions and the transfer of \$281,200 GPR from the Joint Committee on Finance's appropriation under §20.865(4)(a) to the Department's appropriation under §20.410(1)(a), General program operations in FY01. The positions and funding will be utilized to staff the food service operation at Redgranite Correctional Institution (RGCI). The JCF funding would be provided from funding currently allocated for contract beds in FY01.

Background

The 1999-01 biennial budget included 2.0 FTE food service administrators, 5.0 FTE food production assistants and 3.26 FTE correctional officers to staff the food service operation at RGCI. This staffing pattern was based on food service being contracted. Subsequent to the biennial budget, it was decided that food service would be produced on-site due to projected per meal cost savings and other beneficial operating impacts.

At the May 2000 Building Commission meeting, \$1,600,000 in GPR supported bonding was approved for the construction of a food service facility at RGCI. This request provides the staff and funding for RGCI's food service operation based on the construction of a full production kitchen. RGCI is slated to open in January 2001.

Analysis

The 11.25 positions requested include 5.50 FTE food production assistants, 1.0 FTE storekeeper, 3.75 FTE correctional officers and 1.00 FTE dietitian. The additional food production assistants will allow two shifts of food service with 3.0 FTE food production assistants per shift, 7 days per week. The additional 3.75 FTE correctional officers requested allow two correctional officers per food service shift, 7 days per week. The additional 1.0 FTE storekeeper is required due to food storage issues associated with a correctional facility with a full production kitchen.

An additional 1.0 GPR FTE dietitian is requested because of the large number of kitchens the Department will be opening in the next few years (Redgranite, New Lisbon, Milwaukee Secure Detention Facility, etc.). DOC currently has 3.0 FTE dietitians. Dietitians have dual roles in the Department. They assist in planning of new facilities by:

- developing or reviewing floor plans for new kitchen spaces to check space allocations;
- writing or reviewing food service program statements for the Building Commission;
- developing or assisting in fixed or moveable equipment list plans;
- developing or assisting in bid document specifications for equipment or food contracts and
- analyzing institutions' suggested menus for nutritional adequacy.

Once an institution opens. A dietitian will assist institutions by:

- creating special menus for every inmate with specific medical dietary needs;
- training kitchen staff in sanitation;
- auditing kitchens to assure consistency and compliance with DOC standards and policies and good health practices and
- analyzing changes in menus for nutritional adequacy.

All of the additional positions requested are funded for seven months in FY01. Of the total funding requested, \$15,500 is one-time and \$265,700 is ongoing funding. Annualized costs of the positions will be fully funded in the 2001-03 biennial budget through the full funding decision item per the Department of Administration's 2001-03 budget instructions.

Summary

DOC requests \$281,200 GPR and 11.25 GPR FTE in FY01 to operate the full production kitchen at Redgranite Correctional Institution.

cc: Robert Lang, Legislative Fiscal Bureau
George Lightbourn, Department of Administration

Prepared by: Doug Percy, Bureau of Budget and Facilities Management
266-6658