



Legislative Fiscal Bureau

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

May 26, 2005

Joint Committee on Finance

Paper #227

Alcohol and Other Drug Abuse Treatment Units (DOC -- Adult Corrections)

[LFB 2005-07 Budget Summary: Page 127, #6]

CURRENT LAW

The Department of Corrections provides substance abuse treatment services to offenders in its adult institutions. In 2003-04, the Department expended \$19,201,100 for substance abuse treatment for inmates (\$16,667,800 GPR and \$2,533,300 PR). In 2004-05, the Department has budgeted \$23,019,400 for these services (\$20,271,700 GPR and \$2,747,700 PR).

GOVERNOR

Provide \$1,230,200 GPR in 2005-06 and \$1,458,100 GPR in 2006-07 and 25.5 GPR positions annually to establish alcohol and other drug abuse (AODA) treatment units at the Racine Correctional Institution for male inmates (174 beds) and at the Taycheedah Correctional Institution for female inmates (36 beds).

DISCUSSION POINTS

1. The Department of Corrections provides alcohol and other drug abuse (AODA) programs to offenders in its institutions. Offenders are generally admitted into the correctional system through the reception centers at Dodge (male offenders) or Taycheedah (female offenders) Correctional Institution, where they complete an assessment and evaluation to determine, among other things, the level of AODA services the offender may need to address any substance abuse problems.

2. The Department provides a variety of AODA institutional programs to address individual treatment needs. In 2003-04, there were 8,628 inmate admissions into the correctional system, for which 6,307 inmates were identified as having AODA problems (73%). The following

is the Department's description of its AODA services:

"Institution alcohol and drug programs use a cognitive/behavioral treatment model as research has shown that such an approach is more effective with an offender population. Programs are open to eligible incarcerated offenders near the point of their release and to felony probationers and parolees in formal Alternative to Revocation placements. Program participation is voluntary although offenders with a treatment need who refuse participation may find that discretionary parole consideration is negatively affected by refusal as well as the possibility for reduction in custody classification and movement to less restrictive facilities.

The Department's adult institution substance abuse programs may be described in terms of descending levels of intensity and length of the services. The most rigorous services are offered in modified therapeutic communities. Currently, DOC operates 6 of these long-term (6-12 months), full-time residential programs. Next are short-term (4-6 months), full-time residential programs, a model used by the majority of institution AODA programs. Aftercare services are offered in two correctional centers."

3. Program services are generally provided by state-certified departmental social workers, or by a contracted community treatment provider. In addition, to social workers, AODA services may be provided by treatment specialists, teachers, correctional officers, psychologists and psychiatrists.

4. In 2003-04, expenditures for substance abuse treatment programs in Corrections totaled \$19,201,100 (\$16,667,800 GPR and \$2,533,300 PR). It should be noted that these costs include the total operating costs for the Chippewa Valley Correctional Treatment Facility, Drug Abuse Correctional Center, Black River Correctional Center, and St. Croix Correctional Center. These facilities' primary purpose is to provide treatment, which every inmate at the facilities receives. Total expenditures at these facilities were \$15,607,400 in 2003-04 (\$14,840,400 GPR and \$767,000 PR). In total, the Department currently has approximately 1,800 program beds, with an annually capacity to serve 4,000 inmates. According to Corrections, as of May, 2005, approximately 3,600 inmates were on waiting lists for AODA services.

5. Assembly Bill 100 would provide staffing and funding to establish two AODA treatment units at the Racine Correctional Institution for male inmates and the Taycheedah Correctional Institution for female inmates. The programs, beginning in October, 2005, would be four-months long and, when fully operational, would serve up to 522 male inmates and 108 female inmates annually. The following table identifies the funding and positions that would be provided at each institution.

	<u>Racine</u>	<u>Taycheedah</u>
AODA Program Funding 2005-07	\$2,204,500	\$483,800
Total Positions	21.00	4.50
Number of Beds	174	36
Annual Number of Offender Participants	522	108

6. According to the Department, the Racine Correctional Institution was selected for the new AODA unit for male inmates based on its location in southern Wisconsin, and the facility's already existing AODA infrastructure. Currently, the facility has 120 beds for residential programs. Further, the majority of male inmates admitted to prison during 2003-04 were admitted from southern Wisconsin counties. The proposed AODA unit for female offenders would operate in Corrections' only maximum/medium facility for females, the Taycheedah Correctional Institution.

It should be noted that the funding calculation for the Taycheedah AODA unit inadvertently included a calculation from an separate, unrelated program. Thus, funding could be modified by -\$6,900 GPR in 2005-06 and -\$6,100 GPR in 2006-07.

7. Under AB 100, staffing would include: (a) Racine, 14.0 social workers, 5.0 psychologists, and 2.0 program assistants; and (b) Taycheedah, 3.0 social workers, 1.0 psychologist, and 0.5 program assistant. According to Corrections, staffing ratios for residential AODA programs are generally 1.0 social worker for every 12 inmates.

8. Regarding psychologist staffing, the Department recognizes the standards established by the American Association of Correctional and Forensic Psychology (AACFP). The AACFP's standards require 1.0 psychologist for every 150 inmates related to mental health services. The bill would include 1.0 psychologist for every 35 inmates. While the bill provides psychologist positions for substance abuse treatment, not mental health treatment, the Committee may wish to provide psychologist positions at the staffing ratio required by AACFP standards, and reduce the number of psychologists to 1.0 psychologist at Racine Correctional Institution and 0.25 psychologist at Taycheedah. Funding under the bill would be adjusted by -\$293,500 GPR in 2005-06 and -\$355,600 GPR in 2006-07 and -4.75 GPR positions annually.

9. Alternatively, considering the state's current fiscal concerns, the Committee may wish to reduce funding and staffing to provide for smaller programs at each of the institutions. Such a modifications would result in lower costs and fewer additional treatment beds. The following table identifies modifications to the bill if funding was reduced for fewer program beds. The table assumes a staffing ratio of approximately 1.0 psychologist to every 150 inmates.

Racine Correctional Institution

<u>Beds</u>	<u>Funding</u>	<u>Positions</u>	<u>Change to Bill</u>	
			<u>Funding</u>	<u>Positions</u>
150	\$1,519,500	15.50	-\$685,000	-5.50
125	1,289,600	13.25	-914,900	-7.75
100	1,034,900	10.50	-1,169,600	-10.50
75	765,500	7.75	-1,439,000	-13.25
50	501,400	5.00	-1,703,100	-16.00
25	275,400	2.75	-1,929,100	-18.25

Taycheedah Correctional Institution

<u>Beds</u>	<u>Funding</u>	<u>Positions</u>	<u>Change to Bill</u>	
			<u>Funding</u>	<u>Positions</u>
25	\$275,400	2.75	-\$208,400	-1.75
20	213,900	2.25	-269,900	-2.25
15	150,300	1.50	-333,500	-3.00
10	121,300	1.25	-362,500	-3.25

10. If this provision is deleted, the change to the bill would be -\$1,230,200 GPR in 2005-06 and -\$1,458,100 GPR in 2006-07 and -25.5 GPR positions annually.

ALTERNATIVES

1. Approve the Governor's recommendation, as modified to account for a calculation error, and provide \$1,223,300 GPR in 2005-06 and \$1,452,000 GPR in 2006-07 and 25.5 GPR positions annually to establish a 174-bed AODA unit at the Racine Correctional Institution and a 36-bed AODA unit at the Taycheedah Correctional Institution.

<u>Alternative 1</u>	<u>GPR</u>
2005-07 FUNDING (Change to Bill)	-\$13,000

2. Provide \$936,700 GPR in 2005-06 and \$1,102,500 GPR in 2006-07 and 20.75 GPR positions annually to establish a 174-bed AODA unit at the Racine Correctional Institution and a 36-bed AODA unit at the Taycheedah Correctional Institution. *[This alternative modifies alternative #1 by adjusting the staffing ratio for psychologist positions.]*

<u>Alternative 2</u>	<u>GPR</u>
2005-07 FUNDING (Change to Bill)	-\$649,100
2006-07 POSITIONS (Change to Bill)	- 4.75

3. Modify the Governor's recommendation by adjusting the size of the programs to one of the following alternatives:

a. Racine Correctional Institution

	<u>Beds</u>	<u>Funding</u>	<u>Positions</u>	<u>Change to Bill</u>	
				<u>Funding</u>	<u>Positions</u>
1.	150	\$1,519,500	15.50	-\$685,000	-5.50
2.	125	1,289,600	13.25	-914,900	-7.75
3.	100	1,034,900	10.50	-1,169,600	-10.50
4.	75	765,500	7.75	-1,439,000	-13.25
5.	50	501,400	5.00	-1,703,100	-16.00
6.	25	275,400	2.75	-1,929,100	-18.25
7.	0	0	0.00	-2,204,500	-21.00

b. Taycheedah Correctional Institution

	<u>Beds</u>	<u>Funding</u>	<u>Positions</u>	<u>Change to Bill</u>	
				<u>Funding</u>	<u>Positions</u>
1.	25	\$275,400	2.75	-\$208,400	-1.75
2.	20	213,900	2.25	-269,900	-2.25
3.	15	150,300	1.50	-333,500	-3.00
4.	10	121,300	1.25	-362,500	-3.25
5.	0	0	0.00	-483,800	-4.50

4. Delete provision.

<u>Alternative 4</u>	<u>GPR</u>
2005-07 FUNDING (Change to Bill)	- \$2,688,300
2006-07 POSITIONS (Change to Bill)	- 25.50

Prepared by: Chris Carmichael