



Legislative Fiscal Bureau

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

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Joint Committee on Finance

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Community Reintegration Services (DOC -- Adult Corrections)

[LFB 2005-07 Budget Summary: Page 131, #18]

CURRENT LAW

The Department of Corrections provides community reintegration services to adult inmates prior to their release from prison. Institutional social workers and other staff work with the inmate to develop a release plan prior to the inmate's release, and the probation and parole agent is responsible for verifying and approving the plan.

GOVERNOR

Provide \$1,402,200 GPR in 2005-06 and \$1,898,200 GPR in 2006-07 and 15.5 GPR positions annually (11.0 probation and parole agents, 1.0 field supervisor, 3.0 program assistants, and 0.5 program assistant supervisor) to provide reintegration services to adult inmates prior to their release from prison, beginning in October, 2005. Funding and staffing is intended to allow probation and parole staff to provide a more intensive release planning process in the maximum-security institutions and work with local law enforcement agencies on maximum-security inmates' release plans. In addition, funding includes increased purchase of services for contracted community reintegration services to a total of 383 offenders with mental illness, female offenders, and male offenders in medium-security institutions prior to release.

DISCUSSION POINTS

1. Assembly Bill 100 would provide additional funding and staff for the following reintegration services: (a) funding and staffing for intensive release planning services for adult inmates who are released directly from maximum-security institutions (\$652,200 GPR in 2005-06 and \$898,200 GPR in 2006-07 and 15.5 GPR positions annually); and (b) contracted community

reintegration services for a total of 383 offenders with mental illness, female offenders, and male offenders in medium-security institutions prior to release (\$750,000 GPR in 2005-06 and \$1,000,000 GPR in 2006-07). Corrections would begin providing services in October, 2005.

Community Reintegration Services for Maximum Security Offenders

2. Currently, the Department's reintegration process involves institution social workers and other staff who work with offenders and develop a release plan prior to their release from prison. Probation and parole agents assigned to the offenders review and approve the plan. According to Corrections, increased funding for reintegration services would support further development and improvement of the reintegration process for inmates by involving probation and parole agents earlier in the process and providing more resources to the institution to better prepare inmates for release.

3. Funding for an expansion of the community reintegration services was requested by Corrections as part of the Department's 2005-07 budget request. In association with the request, Corrections stated that, on average, probation and parole agents are able to spend 17.5 minutes per month on issues related to the release of inmates to their caseload. Further, Corrections indicated that inmates "released from maximum-security institutions are generally higher-risk offenders that pose a greater threat to community safety and have a higher incidence of failure when they are released than do lower risk offenders." Increased funding and staffing "will allow agents for these offenders to work more closely with the institution staff, family, local law enforcement and others to prepare a more comprehensive release plan for the offender."

4. Under the bill, more intensive reintegration services for inmates released from maximum-security institutions would include: (a) an initial assessment and planning by a social worker and probation and parole agent six months prior to the inmate's release; (b) developing a structured reintegration plan four months prior to release, working with the inmate's family, community service agencies, and local law enforcement; and (c) two months prior to release, finalizing the reintegration plan, addressing various issues such as residence needs, employment, treatment needs, and rules of supervision.

5. In 2003-04, 931 offenders were released from maximum-security institutions (710 males and 221 females). Funding and positions under the bill is based on the 2003-04 releases and would provide \$652,200 GPR in 2005-06 and \$898,200 GPR in 2006-07 and 15.5 GPR positions annually to provide reintegration services. However, if the Committee wishes to modify the number of inmates from maximum-security institutions targeted for reintegration services, the following table identifies the changes to the bill.

**Community Reintegration Services for Inmates Released from
Maximum-Security Institutions Funding Alternatives**

<u>Number of Inmates</u>	<u>2005-07</u>		<u>Change to Bill</u>	
	<u>Funding</u>	<u>Positions</u>	<u>Funding</u>	<u>Positions</u>
931 (AB 100)	\$1,550,400	15.50	\$0	0.00
900	1,512,600	15.00	-37,800	-0.50
800	1,292,300	13.00	-258,100	-2.50
700	1,191,200	11.75	-359,200	-3.75
600	1,084,300	10.50	-466,100	-5.00
500	906,900	8.75	-643,500	-6.75

Reintegration Services for Mentally Ill, Female, and Medium-Security Male Inmates

6. Assembly Bill 100 also includes \$750,000 GPR in 2005-06 and \$1,000,000 GPR in 2006-07 to provide contracted community reintegration services to approximately 383 offenders, beginning in October, 2005. These offenders include those with mental illness, female offenders, and male offenders in medium-security institutions prior to release. Through the request for proposals process, Corrections intends to seek contract providers for reintegration services in the institutions.

7. Funding for this provision was calculated based on the Department's current contract rates for reintegration services provided at three institutions. The proposed reintegration services would be modeled after programs currently operating at Jackson Correctional Institution, Prairie du Chien Correctional Institution, and Oshkosh Correctional Institution. The Department contracts with two private non-profit organizations for reintegration services at these institutions. The following provides a general description of the current services.

- At each of the three institutions, an employment coordinator works with institution social workers to prepare inmates for community reintegration. The goal is for the offender to become self-sufficient and take responsibility for himself or herself and his or her family. The program focuses on reducing recidivism and providing more resources to the institution to better prepare inmates for reintegration and return to the community.

- Employment coordinators meet at least monthly with inmates to discuss and develop a reintegration plan. An assessment is conducted to determine the inmate's work history, education, and treatment needs, and the employment coordinator works with the inmate to establish short- and long-term goals. Coordinators help establish contacts in the community where the offender is released, such as with job centers, human service agencies, and employers.

8. Corrections indicates that, through 2003, 133 inmates have enrolled in the current reintegration programs. Of those: (a) 15% earned technical skills certificates in the food service program and computer applications program; (b) 20% earned their high school equivalency diplomas or were still enrolled in school; and (c) 11 participants successfully completed a

Southwest Wisconsin Technical College masonry skills program and, after release, attained employment in masonry related work.

9. The current contract rates for reintegration services are approximately \$2,611 annually per offender. Funding in the bill was calculated based on the current contract rates for 383 offenders to receive services. It appears that the number of offenders to receive services was determined based on a targeted amount of funding. It should be noted that actual distribution of funding for reintegration services may vary based on need and actual contracted service costs.

<u>Offender</u>	<u>Targeted Population</u>	<u>2005-06 Funding</u>	<u>2006-07 Funding</u>
Mentally Ill Inmates	115	\$225,000	\$300,000
Female Inmates	153	300,000	400,000
Medium-Security Male Inmates	<u>115</u>	<u>225,000</u>	<u>300,000</u>
Total	383	\$750,000	\$1,000,000

10. According to the Department, offenders with mental illness are more difficult to supervise and have a higher risk for probation, parole or extended supervision violations than other offenders. In 2003-04, there were 1,516 offenders (1,230 males and 286 females) released from prison who were identified as being in need of "clinical monitoring" (inmates who require active psychological treatment and monitoring), including 163 male inmates who were released directly from maximum-security institutions. Of the 286 female inmates released with clinical monitoring needs, 142 were released directly from maximum-security.

11. Female offenders often have mental illnesses, histories of physical and sexual abuse, as well as alcohol and other drug abuse issues, and they may have children whose lives are impacted by their incarceration: "Because women, both with and without children, have unique needs upon their release into the community, the Department is targeting this group for additional services prior to release to aid them in reintegrating into the community." A total of 725 female offenders were released in 2003-04, including females released from maximum-security and/or females with clinical monitoring needs.

12. The majority of releases from Corrections' institutions are male inmates released from medium-security facilities. In 2003-04, 4,759 male offenders were released from medium-security institutions. According to the Department, while all medium-security institutions provide reintegration programs, only a limited number of inmates receive services. Funding in the bill would provide services for an increased number of medium-security male inmates.

13. It should be noted that funding under AB 100 assumes that, if a mentally ill inmate or female inmate were to be released from a maximum security institution, they would receive both the proposed contracted reintegration services, as well as the services provided for the 931 maximum-security offenders. Corrections indicates that this segment of the population has an increased need for more intensive reintegration services.

14. Given the number of offenders in need of services, the Committee may wish to modify the total number of inmates to receive reintegration services. Based on the \$2,611 per capita rate, the following table identifies the amount of funding that would be provided in each year and the change to bill if the number of inmates were to be modified.

<u>Number of Inmates</u>	<u>2005-06</u>	<u>2006-07</u>	<u>Change to Bill</u>
550	\$1,077,000	\$1,436,000	\$763,000
500	979,300	1,305,600	534,900
450	881,300	1,175,000	306,300
400	783,400	1,044,400	77,800
383 (AB 100)	750,000	1,000,000	0
350	685,500	913,900	-150,600
300	587,600	783,300	-379,100
250	489,600	652,700	-607,700
200	391,700	522,300	-836,000

15. If this provision were deleted, funding in the bill would be reduced by \$1,402,200 GPR in 2005-06 and \$1,898,200 GPR in 2006-07 and 15.5 GPR positions annually.

ALTERNATIVES

1. Approve the Governor's recommendation to provide \$1,402,200 GPR in 2005-06 and \$1,898,200 GPR in 2006-07 and 15.5 GPR positions annually to provide reintegration services to adult inmates prior to their release from prison. Funding includes \$750,000 GPR in 2005-06 and \$1,000,000 GPR in 2006-07 to provide increased purchase of services funding for contracted community reintegration services.

2. Modify the Governor's recommendation by adjusting the number inmates from maximum-security institutions to receive reintegration services prior to release to one of the following:

	<u>Number of Inmates</u>	<u>2005-07</u>		<u>Change to Bill</u>	
		<u>Funding</u>	<u>Positions</u>	<u>Funding</u>	<u>Positions</u>
a.	900	\$1,512,600	15.00	-\$37,800	-0.50
b.	800	1,292,300	13.00	-258,100	-2.50
c.	700	1,191,200	11.75	-359,200	-3.75
d.	600	1,084,300	10.50	-466,100	-5.00
e.	500	906,900	8.75	-643,500	-6.75

3. Modify the Governor's recommendation by adjusting the number of inmates who would receive contracted reintegration services to one of the following:

	<u>Number of Inmates</u>	<u>2005-07 Funding</u>	<u>Change to Bill</u>
a.	550	\$2,514,200	\$763,000
b.	500	2,285,600	534,900
c.	450	2,057,100	306,300
d.	400	1,828,300	77,800
e.	350	1,600,000	-150,600
f.	300	1,371,300	-379,100
g.	250	1,142,700	-607,700
h.	200	914,200	-836,000

4. Delete provision.

<u>Alternative 4</u>	<u>GPR</u>
2005-07 FUNDING (Change to Bill)	- \$3,300,400
2006-07 POSITIONS (Change to Bill)	- 15.50

Prepared by: Chris Carmichael