



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #243

Convert Southern Oaks Girls School Mental Health Unit to GPR Funding (DOC -- Juvenile Corrections)

[LFB 2005-07 Budget Summary: Page 137, #6]

CURRENT LAW

The Southern Oaks Girls School (SOGS), located at Union Grove in Racine County, is the only secured correctional facility for delinquent females in Wisconsin. The facility has base funding of \$8,579,400 PR and is authorized 132.0 PR positions. The SOGS mental health unit provides evaluation and treatment services to girls placed at the facility with severe emotional disturbance. A six-bed mental health unit at the facility began operation in January, 2000, and has continued to operate under federal Juvenile Accountability Incentive Block Grant (JAIBG) funds provided to the Department by the Office of Justice Assistance. The Department indicates that the federal JAIBG funds for the unit are expected to end in March, 2005.

GOVERNOR

Provide \$645,200 GPR and -\$577,000 PR in 2005-06 and \$646,900 GPR and -\$577,000 PR in 2006-07 and 9.75 GPR positions and -10.0 PR positions annually to convert the mental health unit at SOGS from PR to GPR funding. The PR reductions in the bill are provided as a standard budget adjustment for the removal of noncontinuing elements from the base.

DISCUSSION POINTS

1. Under the bill, GPR funds would be provided to support the continued operation of the mental health unit after federal funding ends. The current 10.0 PR positions would be replaced with 9.75 GPR positions. The reduction in position authorization relates to a 0.25 FTE psychiatrist position that the Department indicates is not possible to hire on a part-time basis. Under the bill,

\$35,000 GPR annually would be provided to fund limited-term employee (LTE) psychiatric services. The bill also includes \$11,300 GPR in 2005-06 and \$12,800 GPR in 2006-07 for psychotropic drugs for girls placed in the unit.

2. Delinquent boys placed in state care who have serious mental health conditions may be transferred to the Mendota Juvenile Treatment Center (MJTC). The MJTC unit, operated by the Department of Health and Family Services (DHFS), provides evaluations and mental health treatment of these male juvenile offenders. Adjusted base funding for the MJTC unit is \$3,534,900 annually (\$1,379,300 GPR and \$2,155,600 PR).

3. AB 100 would provide \$115,600 PR in 2005-06 and \$235,000 PR in 2006-07 for cost adjustments associated with the MJTC unit. Under the bill, the MJTC payments would be statutorily set at \$3,650,500 in 2005-06 (\$1,379,300 GPR and \$2,271,200 PR) and \$3,769,900 in 2006-07 (\$1,379,300 GPR and \$2,390,600 PR), based on a projected average daily population (ADP) at MJTC of 29 juveniles.

4. The mental health unit at SOGS completes periodic progress reports for OJA that assess the effectiveness of the programming under the federal grant. These reports generally indicate that the unit is successful in lowering psychiatric symptom levels, as well as improving other outcome measures such as: (a) the number of placement days in the facility's security unit; (b) the number of days placed in an external mental health facility; (c) the number of significant assault incidents involving staff; (d) the number of significant self-injuries; and (e) the number of negative post-release outcomes, such as further correctional or mental health placements.

5. Post-release data indicate that no juvenile girls treated by the unit have been incarcerated as adults for subsequent crimes for up to two years following discharge, and subsequent placements in mental health institutions totaled only two days. In contrast, a non-treated comparison group experienced a 50% rate of incarceration within two years and placements in mental health institutions for a total of 546 days.

6. Based on these evaluation reports, the mental health unit at SOGS appears to be effective in providing treatment to juvenile girls with mental health conditions. These services are comparable to the mental health services provided to juvenile boys in the MJTC unit. For these reasons, the Committee may want to approve the Governor's recommendation to continue the operation of the SOGS mental health unit by providing GPR funding for this purpose.

7. If the Committee chooses to continue the SOGS mental health unit, it would also have the option of supporting the unit with both GPR and PR funding, as is done with the MJTC unit. The MJTC unit receives about 37% of its funding from GPR, with the balance provided from program revenue generated with daily rate charges for secured correctional facility care. Under this approach, the SOGS mental health unit would be provided \$238,700 GPR and \$406,500 PR in 2005-06 and \$239,400 GPR and \$407,500 PR in 2006-07. This funding allocation would modify the position authorization under the bill from 9.75 GPR positions annually to 3.5 GPR positions and 6.25 PR positions annually.

8. The disadvantage of this approach, however, is that the additional program revenue funding would need to be added to the cost basis used to calculate daily rates for secured correctional facility care, thereby increasing these rates.

9. Under the bill, the daily rates for facility care increase by about 19% over the two years of the 2005-07 biennium (to \$218 in 2005-06 and \$224 in 2006-07), as compared to the current daily rate (\$187 in 2004-05). Counties have expressed budgetary concerns about these rate increases. Further, higher rates also increase GPR costs for certain serious juvenile offenders, whose care must be paid for by the state. Under the alternative to fund the SOGS mental health unit with both GPR and PR funds, the PR funding increase would result in a daily rate increase of about \$1.72 in both 2005-06 and 2006-07, assuming the juvenile population estimates under AB 100.

10. Finally, the Committee could fully fund the SOGS mental health unit with program revenue generated with daily rate charges for secured correctional facility care. This approach would delete \$645,200 GPR in 2005-06 and \$646,900 GPR in 2006-07 and 9.75 GPR positions annually and provide \$645,200 PR in 2005-06 and \$646,900 PR in 2006-07 and 9.75 PR positions annually. If this amount of program revenue is added to the cost basis for the calculation of daily rates for facility care, daily rates would increase by about \$2.72 in both 2005-06 and 2006-07, assuming the juvenile population estimates under AB 100.

ALTERNATIVES

1. Approve the Governor's recommendation.

2. Modify the Governor's recommendation by providing \$238,700 GPR and \$406,500 PR in 2005-06 and \$239,400 GPR and \$407,500 PR in 2006-07 for the Southern Oaks Girls School mental health unit. [This alternative would increase the secured correctional facility daily rate by about \$1.72 in 2005-06 and in 2006-07.]

<u>Alternative 2</u>	<u>GPR</u>	<u>PR</u>	<u>TOTAL</u>
2005-07 FUNDING (Change to Bill)	- \$814,000	\$814,000	\$0
2006-07 POSITIONS (Change to Bill)	- 6.25	6.25	0.00

3. Delete the Governor's recommendation. Instead, provide \$645,200 PR in 2005-06 and \$646,900 PR in 2006-07 and 9.75 PR positions annually for the mental health unit at the Southern Oaks Girls School. [This alternative would increase the secured correctional facility daily rate by about \$2.72 in 2005-06 and in 2006-07.]

<u>Alternative 3</u>	<u>GPR</u>	<u>PR</u>	<u>TOTAL</u>
2005-07 FUNDING (Change to Bill)	- \$1,272,100	\$1,272,100	\$0
2006-07 POSITIONS (Change to Bill)	- 9.75	9.75	0.00

4. Delete the provision.

<u>Alternative 4</u>	<u>GPR</u>
2005-07 FUNDING (Change to Bill)	- \$1,292,100
2006-07 POSITIONS (Change to Bill)	- 9.75

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