



Legislative Fiscal Bureau

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

May 31, 2001

Joint Committee on Finance

Paper #366

Staff Reductions at Secured Correctional Facilities (DOC -- Juvenile Corrections)

[LFB 2001-03 Budget Summary: Page 227, #5]

CURRENT LAW

Base funding of \$2,103,800 GPR and \$57,920,300 PR is provided for the operation of secured correctional facilities for juveniles, excluding the Prairie du Chien facility, which is currently utilized as an adult prison. Base level position authority, exclusive of the Prairie du Chien facility, totals 4.0 GPR positions and 997.9 PR positions.

GOVERNOR

Delete \$2,172,400 PR and 53.25 PR positions annually from the appropriation for the operation of secured correctional facilities for juveniles to reflect a projected decrease, from prior budget estimates, in juvenile populations for the state's secured correctional facilities.

DISCUSSION POINTS

1. The funding reduction is based on the elimination of 53.25 vacant positions with vacancy dates ranging from June 25, 1994, to July 26, 2000, and are identified as follows: (a) -10.8 positions budgeted in the Division of Juvenile Corrections central office (including 4.25 from juvenile aftercare, 4.0 from juvenile boot camp, 1.55 from the corrective sanctions program and 1.0 from juvenile operations); (b) -21.5 positions at the Ethan Allen School (EAS); (c) -8.45 positions at the Lincoln Hills School (LHS); (d) -7.5 positions at the Southern Oaks Girls School (SOGS); and (e) -5.0 positions at the Prairie du Chien facility. Technical corrections are necessary to properly reflect the elimination of the identified positions in the state budget system. The classifications and full-time equivalent (FTE) positions that would be deleted are as follows:

<u>Position Classification</u>	<u>FTE</u>
Assistant corrections unit supervisor	1.00
Chaplain	1.00
Corrections unit supervisor	1.00
Custodian	1.00
Electronics technician	1.00
Experiential recreation specialist	1.00
Facilities repair worker	1.00
Financial clerk	1.00
Food service worker	1.00
Juvenile review and release specialist	1.00
Maintenance mechanic	1.00
Nurse clinician	3.00
Nurse practitioner	0.50
Power plant operator	1.00
Probation and parole agent	4.00
Program assistant	5.50
School psychologist	1.00
Social worker	4.50
Teacher	10.50
Teacher supervisor	1.00
Treatment specialist	1.00
Youth counselor	<u>10.25</u>
 Total	 53.25

2. Funding reductions under the bill were calculated based on deleting 53.25 positions that were vacant as of December 16, 2000. However, some of these positions have subsequently been filled. If 53.25 positions were deleted, the Department would have the flexibility, within the appropriation, to identify the specific positions to be eliminated, which could vary from the list above.

3. DOA indicates that the reduction of 53.25 positions was made because secured facility staffing was set under 1999 Act 9, the biennial budget act, with the assumption that the average daily population (ADP) of juveniles under secured care would total 1,031 juvenile in 2000-01. Under the bill, secured facility ADP was projected at 942 in 2001-02 and 945 in 2002-03. Reestimated ADP places these numbers at 960 in 2001-02 and 961 in 2002-03.

4. The reduction under the bill (\$2,172,400 annually) has the effect of reducing the daily rates for secured juvenile correctional facilities. Based on reestimated ADP, this reduction has the effect of lowering daily rates by about \$6.20 in both years of the 2001-03 biennium.

5. It should be noted that while 53.25 positions would be eliminated under this provision, the bill would have also eliminated the juvenile boot camp and transferred the boot

camp's 52.0 positions to Ethan Allan and Lincoln Hills Schools (26.0 positions to each). The Governor's provisions, taken together, would, therefore, have deleted a net of 1.25 positions relating to secured facility care.

6. However, on May 21, 2001, the Joint Committee on Finance, under action on Issue Paper #364, retained the juvenile boot camp and the 48.0 PR positions allocated to the camp, and deleted an additional 4.0 PR positions that had been converted from GPR. These positions, then, would no longer be available for the other facilities. Adopting the Governor's provision to delete 53.25 positions would now be in addition to the reduction of 26.0 positions each at EAS and LHS under the Committee's action on the boot camp.

7. Total juvenile ADP for secured facility care has been reestimated at 960 juveniles in 2001-02 and 961 juveniles in 2002-03. With the boot camp remaining open, ADPs for the other secured facilities (EAS, LHS and SOGS) are estimated to remain relatively stable over the next two years, from an estimated ADP of 875 in 2000-01, to an estimated ADP of 868 in 2002-03.

8. Currently, there are 864.5 positions allocated to the three primary juvenile secured correctional facilities. Deleting 53.25 positions represents a reduction of 6.2% of those institutions' staff, about the same as the 2001-03 estimated reduction in secured facility population over 1999 Act 9 projections (-6.8%). However, an institution's staffing cannot be reduced in direct proportion to a reduction in population. Core institutional functions must be performed and require the same amount of staffing regardless of modest population fluctuations.

9. Under the bill, 3.0 of the 5.0 positions associated with the Prairie du Chien facility were deleted twice: once under a standard budget adjustment and again as part of the 53.25 positions deleted under this decision item. Further, 4.0 deleted positions associated with the juvenile boot camp have been retained by Committee's action for the continued operation of the boot camp. Because of these factors, if the Governor's recommendation to delete 53.25 positions is approved, DOC would need to identify other positions for deletion.

10. It should also be noted that not all of the deleted positions relate to population reductions at secured facilities. The 4.25 positions allocated to aftercare supervision include 3.0 probation and parole agents. Also, 1.55 positions are allocated to the corrective sanctions program, whose population is estimated to remain the same over the next two years. Based on stable reestimated aftercare and corrective sanctions populations and the projected staffing needs for these populations, these reductions could be reconsidered.

11. An alternative would be to not delete the positions that are deleted in error or not associated with population reductions. These would include: (a) 3.0 positions associated with the Prairie du Chien facility that are deleted under standard budget adjustments; (b) 4.0 positions associated with the juvenile boot camp that are retained under prior Committee action; (c) 4.25 positions allocated to aftercare supervision; and (d) 1.55 positions allocated to the corrective sanctions program. This would total 12.8 positions, resulting in a reduction of 40.45 positions. Under this alternative, base funding would be reduced by -\$1,628,400 PR annually, an increase to the bill of \$544,000 PR annually. This alternative would increase daily rates for facility care by

\$1.55 in each year of the 2001-03 biennium.

12. The reduction of 40.45 positions from the three facilities (EAS, LHS and SOGS) could result in a shortage of core staff needed to provide necessary functions such as cottage security, education and institution maintenance. Under 1999 Act 9, funding for certain positions was deleted, but the position authority was retained. The funding reduction has the effect of lowering the daily rates charged for facility care, but leaving the position authority for some positions gives the Department a greater ability to respond more quickly to population fluctuations.

13. The Department requested the same approach in its 2001-03 budget request. The Department requested a reduction of 21.0 PR positions annually and associated funding to reflect the projected decrease in juvenile populations. In addition, the Department requested a funding reduction to reflect the elimination of salary and fringe benefits funding (but not position authority) relating to 15.45 PR positions. It should be noted that DOC did not request the elimination of the juvenile boot camp and the Department's budget request relating to position reductions is consistent with the continued operation of the boot camp.

14. The Department's request could be considered as an alternative to the Governor's provision. The elimination of 21.0 positions and the elimination of the funding for 15.45 positions (but not the position authority) would reduce base funding by \$1,482,600 PR annually, an increase to the bill of \$689,800 PR annually. This alternative would increase the daily rates for facility care by \$1.97 in each year of the 2001-03 biennium.

15. If current law is maintained, the change to the bill would be \$2,172,400 PR annually. This alternative would increase the daily rate for facility care by \$6.20 in 2001-02 and \$6.19 in 2002-03.

ALTERNATIVES TO BILL

1. Approve the Governor's recommendation to delete \$2,172,400 PR and 53.25 PR positions annually to reflect a projected decrease, from prior budget estimates, in juvenile populations for the state's secured correctional facilities.

2. Modify the Governor's recommendation by deleting \$1,628,400 and 40.45 positions annually from the appropriation for the operation of secured correctional facilities for juveniles, an increase to the bill of \$544,000 and 12.8 positions annually.

Alternative 2	PR
2001-03 FUNDING (Change to Bill)	\$1,088,000
2002-03 POSITIONS (Change to Bill)	12.80

3. Modify the Governor's recommendation by deleting \$1,482,600 and 21.0 positions annually from the appropriation for the operation of secured correctional facilities for juveniles, an

increase to the bill of \$689,800 and 32.25 positions annually. [The funding reduction includes a deletion of funding, but not position authority, for 15.45 positions.]

Alternative 3	PR
2001-03 FUNDING (Change to Bill)	\$1,379,600
2002-03 POSITIONS (Change to Bill)	32.25

4. Maintain current law.

Alternative 4	PR
2001-03 FUNDING (Change to Bill)	\$4,344,800
2002-03 POSITIONS (Change to Bill)	53.25

Prepared by: Art Zimmerman