



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #236

Adult Correctional Facility Populations -- Females; Female Housing Unit (Corrections -- Adult Corrections)

[LFB 2015-17 Budget Summary: Page 121, #1 and Page 123, #5]

GOVERNOR

Female Prison Populations

Estimate the average daily population for female inmates to be 1,358 inmates in 2015-16 and 1,417 inmates in 2016-17. Placements for the female prison populations include the Taycheedah Correctional Institution, Robert E. Ellsworth Correctional Center, Milwaukee Women's Center, 12 beds at St. Croix Correctional Center for the challenger incarceration program, and the Wisconsin Resource Center for inmates with mental health treatment needs.

Female Housing - Addams Housing Unit

Provide \$539,700 GPR in 2015-16 and \$544,100 GPR in 2016-17 associated with opening a female housing unit at Taycheedah Correctional Institution for 60 female inmates. Funding would include: (a) \$190,100 GPR in 2015-16 and \$188,800 GPR in 2016-17 for overtime funding associated with 5.0 correctional officer positions; (b) \$49,200 GPR annually associated with general supplies for opening the unit; and (c) \$300,400 GPR in 2015-16 and \$306,100 GPR in 2016-17 for inmate variable costs, including food, variable non-food, and health costs.

DISCUSSION POINTS

Female Prison Populations

1. The below table shows the average daily populations (ADP) for female inmates since 2004-05. As the table shows, between 2008-09 and 2011-12, there was a pattern of decline in the

female population.

	<u>Female ADP</u>	<u>% Change</u>
2004-05	1,332	
2005-06	1,299	-2.5%
2006-07	1,375	5.9
2007-08	1,453	5.7
2008-09	1,339	-7.8
2009-10	1,273	-4.9
2010-11	1,205	-5.3
2011-12	1,170	-2.9
2012-13	1,216	3.9
2013-14	1,234	1.5
2014-15*	1,317	6.7

*To date

2. Due to previously declining populations, the John C. Burke Correctional Center was converted from a female prison facility to a male facility in November, 2011. The current facilities operated by Corrections for female inmates include Taycheedah Correctional Institution (TCI), Milwaukee Women's Center, Robert E. Ellsworth Correctional Center, and a challenge incarceration program for up to 12 females at St. Croix Correctional Center. The Department's current operating capacity for female inmates is 1,278 beds. For programmatic and operational reasons, Corrections has not utilized contract beds for female offenders for many years.

3. Under the bill, the average daily population for female inmates is estimated to be 1,358 inmates in 2015-16 and 1,417 inmates in 2016-17. The estimates assume a monthly growth rate of 0.357% monthly growth rate, based on population data through July, 2014. These population estimates were used by the administration when the bill was introduced in February, 2015. Based on a review of more recent data and longer term population trends, the female population should be reestimated. Applying the average monthly growth rate to eight more months of population data, the projected populations for female inmates should be adjusted to be 1,381 females in 2015-16 and 1,442 females in 2016-17, an increase from the bill of 23 inmates in 2015-16 and 25 inmates in 2016-17.

4. As a result, the Department would need an additional \$115,200 GPR in 2015-16 and \$127,600 GPR in 2016-17 associated with the population and inflationary costs (food, variable non-food, and health costs). [Alternative A1]

5. The funding amounts identified above are the result of female inmate populations that are estimated to be higher than projected by the Department in July, 2014. Given the population trends observed in the intervening time, it is likely that if increased funding is not provided, Corrections would be required to seek supplemental funding either under s. 13.10 of the statutes or through budget adjustment legislation.

Female Housing - Addams Unit

6. With increasing female inmate populations, the bill would provide \$539,700 GPR in 2015-16 and \$544,100 GPR in 2016-17 in order to open another housing unit at TCI. The unit, Addams Hall, housed up to 60 inmates prior to 2002, when it closed after several newer units opened at Taycheedah. Under the bill, the unit would again house 60 inmates. Funding would include: (a) \$190,100 GPR in 2015-16 and \$188,800 GPR in 2016-17 for overtime funding associated with 5.0 correctional officer positions; (b) \$49,200 GPR annually associated with general supplies for opening the unit; and (c) \$300,400 GPR in 2015-16 and \$306,100 GPR in 2016-17 for inmate variable costs, including food, variable non-food, and health costs.

7. It should be noted that the population and inflationary costs for the entire prison population, including the 60 female inmates for the Addams Hall unit, are provided under a separate provision. Since funding for food, variable non-food, and health costs are already provided, the Committee could delete those amounts associated under this provision. [Alternative B2] As a result, the bill would be modified by -\$300,400 GPR in 2015-16 and -\$306,100 GPR in 2016-17.

8. Funding in the bill would be for overtime associated with 5.0 correctional officer positions. According to the Department, overtime was provided instead of positions to give Corrections "flexibility to respond to the recent female population increase while not creating more permanent FTE in the event that the rise in female population does not last beyond the biennium." In order to manage the increased female population, the Committee may wish to approve the provision. [Alternative B1]

9. While opening the Addams Unit would provide an additional 60 female beds, based on the bill's original population projections, Corrections is still estimated to be over capacity by an estimated 20 females in 2015-16 and 79 females in 2016-17. Since greater fluctuations occur in female populations than male populations, and fewer facilities exist for female offenders, the Department has been monitoring the potentially higher populations and reviewing options for addressing the increased capacity need.

Southern Oaks Correctional Annex

10. As indicated above, based on more recent population data, the revised female population is estimated to be 1,381 females in 2015-16 and 1,442 females in 2016-17. The below table below identifies the current operating capacity for females, the original projections under the bill, and the revised projections based on more recent population data.

	<u>AB 21/SB 21</u>		<u>Revised</u> <u>Female Population</u>	
	<u>2015-16</u>	<u>2016-17</u>	<u>2015-16</u>	<u>2016-17</u>
Estimated Prison Populations	1,358	1,417	1,381	1,442
Current Female Capacity	1,278	1,278	1,278	1,278
Female Inmates Exceeding Capacity	80	139	103	164
Additional Inmate Beds at Addams Unit	60	60	60	60
Number of Female Inmate Beds Needed	20	79	43	104

11. As the table indicates, with the revised population estimates, the Department would exceed capacity by 43 females in 2015-16 and 104 females in 2016-17 under the bill. As indicated previously, Corrections has been reviewing options to address the increased capacity need. With the projected female population revised to be higher than originally estimated for 2015-17, it may be argued that the Department would need additional capacity and staffing to accommodate the increases.

12. The juvenile Southern Oaks Girls School, located in Union Grove, was closed in the 2011-13 biennium due to declining juvenile populations. In the 2013-15 biennium, the Department transferred administration of the facility from the Division of Juvenile Corrections to the Division of Adult Corrections and renamed the facility Southern Oaks Correctional. The facility is located near the Robert E. Ellsworth Correctional Center for women. Southern Oaks Correctional (SOC) has an annex with three housing units which could be staffed to address the additional needed capacity for female inmates.

13. According to the Department, to open the SOC annex for approximately 43 inmates in 2015-16 and 104 inmates in 2016-17, funding and staffing of \$1,202,500 GPR in 2015-16 and \$1,480,900 GPR in 2016-17 and 21.25 GPR positions annually would be needed. Regarding the funding and staffing:

- This funding excludes population-related costs for food, variable non-food, and health, which would be provided under both a separate provision in the bill and Alternative A1 in this paper.

- Maximum capacity for the SOC annex is 110 inmates. At maximum capacity, with population-related funding, the Department would spend \$2,011,500 GPR and 21.5 GPR positions annually to support the SOC annex at full operation.

- The Department could begin utilizing the SOC annex in January, 2016. Staffing would include: 12.0 correctional officers, 5.25 correctional sergeants, 1.0 supervising officer, 1.0 nurse clinician, 1.0 psychologist associate, and 1.0 social worker. This staffing would provide for three correctional officers, 24 hours per day, seven days per week, and one officer eight hours per day, five days per week to provide medical transportation as necessary. Nursing, psychological, and social service staff would be provided for the SOC annex.

- Given the close vicinity, Corrections could utilize some available resources from the Ellsworth Correctional Center, including administrative services, food services, and maintenance staff. However, additional treatment staffing would be needed for the increased populations.

14. In order to manage the estimated increase in female populations in 2015-17, the Committee could provide \$1,202,500 GPR in 2015-16 and \$1,480,900 GPR in 2016-17 and 21.25 GPR positions annually to open the SOC annex. [Alternative C1]

15. Corrections did not request staffing for the SOC annex in its budget request nor did the Governor recommend staffing the facility. Corrections has indicated recently:

"Should the population begin to reach the anticipated levels from the most recent projection, then the Department would consider the feasibility of opening the Annex at Southern Oaks Correctional for the needed additional beds. Should this action be necessary, the Department would first analyze whether there were existing resources that could be reallocated or if assistance would have to be sought from outside DOC."

16. Given the Department's comments above, the Committee could wait before providing funding to determine if DOC can reallocate existing resources.

ALTERNATIVES

A. Population and Inflationary Costs

1. Provide \$115,200 GPR in 2015-16 and \$127,600 GPR for population-related funding as a result of revised prison projections for females being 23 inmates higher in 2015-16 and 25 inmates higher in 2016-17.

ALT A1	Change to Bill
GPR	\$242,800

2. Take no action.

B. Female Housing Unit at Taycheedah Correctional Institution

1. Approve the Governor's recommendation to provide \$539,700 in 2015-16 and \$544,100 in 2016-17 associated with opening a female housing unit at Taycheedah Correctional Institution for 60 female inmates.

2. Modify the Governor's recommendation to remove population-related funding included in the provision, since inmate variable cost funding is already provided separately in the bill (-\$300,400 GPR in 2015-16 and -\$306,100 GPR in 2016-17).

ALT B2	Change to Bill
GPR	- \$606,500

3. Delete provision.

ALT B3	Change to Bill
GPR	- \$1,083,800

C. Southern Oak Correctional Annex

1. Provide \$1,202,500 GPR in 2015-16 and \$1,480,900 GPR in 2016-17 and 21.25 GPR positions annually to open the Southern Oaks Correctional Annex for 43 female inmates in 2015-16 and 104 female inmates in 2016-17.

ALT C1	Change to Bill	
	Funding	Positions
GPR	\$2,683,400	21.25

2. Take no action.

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