



# Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873  
Email: [fiscal.bureau@legis.wisconsin.gov](mailto:fiscal.bureau@legis.wisconsin.gov) • Website: <http://legis.wisconsin.gov/lfb>

May, 2019

Joint Committee on Finance

Paper #238

## Staffing and Operation of New Institutional Buildings (Corrections -- Adult Correctional Institutions)

[LFB 2019-21 Budget Summary: Page 99, #6; Page 100, #7; and Page 100, #9]

### GOVERNOR

**Staffing for Columbia Correctional Institution Health Services Unit and Restrictive Housing Program Building.** Provide \$489,800 GPR in 2019-20 and \$600,300 GPR in 2020-21 and 11.75 GPR positions annually for additional staff for the new restrictive housing program building and health services unit.

**Wisconsin Secure Program Facility Programming Expansion.** Provide \$420,900 GPR and 11.25 GPR positions in 2020-21 to staff and operate a new inmate programs building.

**Racine Correctional Institution Health Services Unit Expansion.** Provide \$1,045,300 GPR in 2019-20 and \$2,824,400 GPR in 2020-21 and 26.95 GPR positions annually to staff and operate a new health services unit.

### Staffing and Operation for New Institutional Buildings Summary

<u>Institution</u>	<u>2019-20</u>		<u>2020-21</u>		<u>Biennial Total</u> <u>GPR</u>
	<u>GPR</u>	<u>FTE</u>	<u>GPR</u>	<u>FTE</u>	
Columbia Correctional Institution	\$489,800	11.75	\$600,300	11.75	\$1,090,100
Wisconsin Secure Program Facility	0	0.00	420,900	11.25	420,900
Racine Correctional Institution	<u>1,045,300</u>	<u>26.95</u>	<u>2,824,400</u>	<u>26.95</u>	<u>3,869,700</u>
Total	\$1,535,100	38.70	\$3,845,600	49.95	\$5,380,700

### DISCUSSION POINTS

1. The bill would provide funding and staffing for two new health services units (HSU), a

new restrictive housing program building, and a new inmate programs building at Corrections' Racine (RCI) and Columbia (CCI) correctional institutions and at the Wisconsin Secure Program Facility (WSPF).

### ***Columbia Correctional Institution***

2. Funding for construction of a new health services unit (\$6,472,000) and restrictive housing unit expansion (\$6,000,000) at Columbia Correctional Institution was enumerated in the 2013-15 biennial budget. The new HSU is more than triple the size of the old HSU. The expansion includes a secure waiting area, medical and clinical rooms, supply rooms, a dental suite, multi-purpose therapy rooms, a radiology room, laboratory space, and an officer station. Under the 2017-19 biennial budget, medical staffing was provided to operate the CCI HSU 24 hours per day, seven days per week (24/7). The CCI HSU also has 1.50 position authority (reallocated from the old HSU) to staff the front desk five days a week on first shift, and received funding under the 2017-19 biennial budget to staff 1.0 security post on overtime, 24/7 (equivalent to 5.25 FTE) starting in fiscal year 2018-19.

3. Under the bill, funding for 9.0 correctional officers to staff the expanded health services unit includes: (a) one additional 24/7 patrol post (equivalent to 5.25 FTE); (b) the conversion of the one existing patrol post (equivalent to 5.25 FTE) from an overtime-funded position to a FTE position; and (c) the use of the 1.50 positions reallocated from the old HSU. Patrol staff handle the inmate movement and unit flow; verify the location of inmates; monitor appropriate inmate conduct during sick calls and appointments; and conduct pat searches, as warranted. Front desk security staff monitor entry and exit of the HSU. Security staffing, as recommended by the Governor, would reduce the use of overtime spending by \$301,100 annually. The new health services unit opened in September, 2018.

4. The new restrictive housing program building at Columbia Correctional Institution includes construction of a new 7,100 square foot building and secure outdoor recreation area that is connected to the restrictive housing unit.

5. Under the bill, funding to staff the restrictive housing program building includes \$115,200 in 2019-20 and \$131,600 in 2020-21 to fund 1.75 correctional officer positions and \$60,600 in 2019-20 and \$71,600 in 2020-21 to fund 1.0 social worker position. The security position is intended to staff a post on second shift, seven days per week. Specifically, the officer would escort inmates from their restrictive housing cells to their out-of-cell activities, which includes transport to the new programs building. Currently, CCI only has program escorts during first shift. The social work position is intended to provide structured services to inmates in the new programming space. Together, the security position and the social work position would help CCI work towards the "10/10" treatment model for restrictive housing inmates, which provides 10 hours per week of structured and therapeutic out-of-cell programming and an additional 10 hours per week out-of-cell of out-of-cell unstructured time (including day room time, meals, and recreation). The restrictive housing facility opened in April, 2019.

6. Under the bill, funding also includes \$26,600 in 2019-20 and \$24,900 in 2020-21 associated with supplies and services, including one-time radio purchases for security posts, ongoing costs for radios, and night and weekend differential salary and fringe. Additionally, the bill takes into account the reduction of -\$301,100 GPR annually, associated with a reduction in the use of overtime.

7. Funding and position authority provided under the bill for Columbia Correctional Institution's new HSU and restrictive housing program building (\$489,800 GPR in 2019-20 and \$600,300 GPR in 2020-21 with 11.75 GPR positions annually) would allow the Department to staff and operate the previously authorized building projects. As such, the Committee may wish to provide funding, as identified under the bill. [Alternative A1]

8. While it is likely that a 24/7, larger, more efficient, and teleconferencing-capable health services facility will decrease offsite medical visits, the Department indicates that the associated cost savings are unknown. According to the Department, "an individual visit to a hospital [or] clinic can vary substantially and the number of trips that will be avoided as a result of these HSU expansions is also going to fluctuate depending on what medical conditions the residents have, and whether or not those conditions can be treated in-facility."

9. However, one of the largest costs associated with offsite medical visits is security position overtime. The Department is statutorily required to submit a report to the Joint Committee on Finance and the Chief Clerk of each house on the use of overtime in state correctional institutions, identifying the institution, the costs of overtime, and the reason for the overtime at that institution. Medical vigils, defined as "inmate hospitalization involving an admission to the hospital which caused overtime," is identified in the report. In the 2018 overtime report, medical vigils accounted for 6.7% of all overtime hours. The medical vigils category includes overtime accumulated by correctional officers and correctional sergeants. In the 2017-19 biennial budget, Oshkosh Correctional Institution (OSCI) received funding to staff and operate a new HSU. Between the 2016 overtime report and the 2018 overtime report, OSCI's overtime hours for medical vigils decreased from 15,550 hours in 2016 to 12,577 hours in 2018 (a 19.1% decrease). Applying the same percentage decrease to the 2018 overtime report, CCI's annual overtime hours for medical vigils would be reduced from 2,963 to 2,397 hours per year. When applying the average salary and variable fringe rate for correctional officers and sergeants, inflated for overtime salary costs, the cost reduction associated with decreased medical vigils is \$21,200 annually.

10. The Committee may wish to incorporate these estimated medical vigil overtime savings into the bill. The Committee could reduce the recommended funding by half of the expected overtime savings (\$10,600) in 2019-20 as the Department works to hire staff and fully operate the HSU, and reduce the recommended funding by the full estimated overtime savings (\$21,200) in 2020-21. It is important to note that no HSU can eliminate all offsite medical visits, as certain procedures will always need to be done in a hospital setting. However, this alternative attempts to reduce offsite medical visit overtime consistent with the reductions other similarly-situated HSUs have seen in the past. [Alternative A2]

### ***Wisconsin Secure Program Facility***

11. The Wisconsin Secure Program Facility opened in 1999 as a site specifically for inmates in restrictive housing units. In 2007, WSPF began housing general population inmates, in addition to restrictive housing inmates. The facility now has majority of general population inmates. However, since the original design excluded general population inmates, it also excluded dayroom areas in housing units and provided minimal space for programming and outdoor recreation. Funding for construction of a new inmates program building at WSPF was enumerated in the 2017-19 biennial

budget (\$8,870,000) to add space for a gymnasium (with an adjacent weight room), programming, education, and religious services. The building will add approximately 19,650 square feet to WSPF. The new programs building will be open for approximately sixteen hours per day, seven days per week. The gymnasium will be open for most of this time, due to the minimal outdoor recreation space. The additional programming spaces will be open for approximately eight hours per day, five days per week.

12. Under the bill, funding for staffing and operational costs include: (a) \$259,100 for 8.25 correctional officers (including 3.50 correctional sergeants); (b) \$22,900 for 1.0 teacher; (c) \$37,800 for 2.0 recreation leaders; and (d) \$101,100 for institutional supplies and services. On an annualized basis, expansion of WSPF programming, as recommended under the bill, is estimated to be \$948,000. The building is expected to open in April, 2021.

13. The additional security staff are intended to patrol both the gymnasium and the program areas of the new programs building. Specifically, 3.50 correctional sergeants are recommended to staff the building for approximately sixteen hours per day, seven days per week, 3.50 correctional officers are needed to staff the gymnasium for sixteen hours per day, seven days per week, and 1.25 correctional officers are recommended to staff the program area for approximately eight hours per day, Monday through Friday. The Department indicates that if additional security positions are not provided, the programs building would operate using overtime.

14. The additional teacher position is intended to instruct vocational education classes for inmates. The institution is working with the Technical College System to identify possible programs to implement, based on the expertise of the applicants and the in-demand skills within the state. Due to limited space, WSPF's current 3.0 teachers can only teach very small groups of students in existing day rooms or at cell front. There is currently a waiting list for education. The new space is much larger and can accommodate larger class sizes. As a result, an additional teacher is needed. As of April, 2019, WSPF had the highest inmate-to-teacher ratio when compared to all other maximum security institutions for males (WSPF has 160 inmates to one teacher; Waupun has 126:1; Columbia has 81:1; and Green Bay has 55:1). If the additional teacher is provided, WSPF's ratio would decrease to 120 inmates to 1 teacher.

15. The additional recreation leaders are intended to staff the new programs building, which includes space for a gymnasium. The facility currently has 1.0 recreation leader. As of April, 2019, WSPF had the highest inmate-to-recreation leader ratio when compared to all other maximum security institutions for males (WSPF has 481 inmates to one recreation leader; WCI has 420:1; CCI has 270:1; and GBCI has 366:1). By adding the two additional positions, WSPF would have the same number of recreation leaders as other male maximum security institutions.

16. It could be argued that the additional 2.0 recreation leaders, as recommended in the bill, are appropriate, despite the lower inmate population, because WSPF has less outdoor space for inmates to use for recreation when compared to other male maximum security institutions. Consequently, most recreation time would be spent in the gymnasium at WSPF, which requires more structured activities to ensure safety and security in a confined space than would be required outdoors. [Alternative B1]

17. However, since the Wisconsin Secure Program Facility has a significantly lower inmate population than any other male maximum security institution, the inmate-to-recreation leader ratio would still be the lowest when compared to all other maximum security male institutions if the Committee chose to provide 1.0 additional recreation leader, instead of 2.0 (the ratio would, therefore, be 241:1). [Alternative B2] Under this alternative, funding (for three months) would be reduced by \$18,800 GPR and 1.0 GPR position in 2020-21. On an annualized basis, this alternative would reduce funding by \$60,700.

### ***Racine Correctional Institution***

18. The 2015-17 biennial budget enumerated funding (\$7,922,000) for construction of a new health services unit at Racine Correctional Institution. The project includes construction of a new 19,282 square foot HSU to provide medical, dental, therapeutic, and mental health services for the current population. The old HSU space will be used for additional programming space.

19. Under the bill, funding to staff the health services unit includes \$1,045,300 in 2019-20 and \$2,824,400 in 2020-21 and 26.95 positions annually, including: 5.25 correctional officers, 9.90 nurse clinicians, 6.60 licensed practical nurses (LPN), 2.80 medical program assistants, 1.0 physical therapy assistant, 0.60 dentist, 0.20 dental hygienist, and 0.60 dental assistant. Funding for a limited term employment (LTE) physical therapist position(s) (\$20,100 salary and fringe in 2019-20 and \$80,600 salary and fringe in 2020-21) is also included in the Governor's recommendation. The new health services unit is expected to open in April, 2020.

20. The additional security positions are intended to staff the new HSU, which is approximately triple the size of the old HSU. The 5.25 correctional officer positions are needed to staff one post, 24 hours per day, seven days per week. Given the increased size of the new HSU, if RCI does not receive additional security positions to staff the increased space, the HSU security would operate using overtime.

21. The additional medical staff are intended to provide increased health treatment, physical therapy, dental services, and administrative support for medical professionals to inmates in the HSU. According to the Department of Corrections, RCI medical staff "provide back-up support for Sturtevant Transitional Facility (STF) inmate medical care when needed," in addition to the RCI population. As of April, 2019, STF had a population of 143 inmates and RCI had a population of 1,701 inmates. Services are currently provided by RCI for STF's HSU from approximately 5:00 PM until 8:30 AM Monday through Friday and for 24 hours per day on Saturday, Sunday, and holidays. Racine additionally covers for staffing shortages at STF when STF staff are unavailable.

22. Racine Correctional Institution is currently authorized 16.90 FTE medical staff and also utilizes limited-term-employees (LTE) and contracted employees (including 2.0 full-time LPNs and 1.0 part-time LPN, 6.0 full-time RNs and 1.0 part-time (LTE) RN, 1.0 part-time phlebotomist, and 3.0 part-time file clerks). As of June, 2018, RCI had 17 contracted staff that worked an average of 312 hours per week (equivalent to 8.45 FTE). In calendar year 2017, RCI used 1,547 hours of LTE work in medical positions (equivalent to 0.7 FTE). The increased medical staff would allow RCI to better monitor chronic conditions and decrease daily offsite medical visits and associated funding and staff time. Racine currently has approximately seven to 10 offsite medical visits daily, with

approximately one of these visits being to the Emergency Room. The additional medical staff would also allow the HSU to operate 24/7, as opposed to the current HSU, which is only open for first and second shift. This round-the-clock service would additionally decrease offsite medical visits and associated funding and staff time. The Department currently has 24/7 health services coverage at Taycheedah Correctional Institution, Dodge Correctional Institution Infirmery, the Milwaukee Secure Detention Facility, Oshkosh Correctional Facility, and Columbia Correctional Facility. [Alternative C1]

23. Similar to the CCI HSU, while it is likely that a 24/7, larger, more efficient, and teleconferencing-capable health services facility will decrease offsite medical visits, the Department indicates that the associated cost savings are unknown. However, the medical vigils category of the overtime reports can be used to estimate potential cost savings at the RCI HSU. As indicated previously, between the 2016 overtime report and the 2018 overtime report, OSCI's overtime hours for medical vigils decreased from 15,550 hours in 2016 to 12,577 hours in 2018 (a 19.1% decrease) when the OSCI HSU was opened. Applying the same percentage decrease to the 2018 overtime report, RCI's annual overtime hours for medical vigils would be reduced from 16,111 to 13,031 hours per year. When applying the average salary and variable fringe rate for correctional officers and sergeants, inflated for overtime salary costs, the cost reduction associated with decreased medical vigils is \$115,100 annually.

24. The Committee may wish to incorporate these estimated medical vigil overtime savings into the bill. The Committee could reduce the recommended funding by half of the expected overtime savings (\$57,600) in 2019-20 as the Department works to hire staff and fully operate the HSU, and reduce the recommended funding by the full expected overtime savings (\$115,100) in 2020-21. As noted with the CCI HSU, no HSU can eliminate all offsite medical visits, as certain procedures will always need to be done in a hospital setting. [Alternative C2]

**ALTERNATIVES**

**A. Staffing for Columbia Correctional Institution Health Services Unit and Restrictive Housing Program Building**

1. Provide \$489,800 GPR in 2019-20 and \$600,300 GPR in 2020-21 and 11.75 GPR positions annually to staff and operate the new restrictive housing program building and the health services unit at Columbia Correctional Institution.

ALT A1	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$1,090,100	11.75	\$0	0.00

2. Provide \$479,200 GPR in 2019-20 and \$579,100 GPR in 2020-21 and 11.75 GPR positions annually to staff and operate the new health services unit at Columbia Correctional Institution and to account for expected overtime savings associated with reduced offsite medical visits. This alternative reduces the funding amounts provided in the bill by \$10,600 in 2019-20 and \$21,200 in 2020-21.

ALT A2	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$1,058,300	11.75	-\$31,800	0.00

3. Take no action.

ALT A3	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$0	0.00	-\$1,090,100	- 11.75

**B. Wisconsin Secure Program Facility Programming Expansion**

1. Provide \$420,900 GPR and 11.25 GPR positions in 2020-21 to staff and operate the new inmate programs building at the Wisconsin Secure Program Facility.

ALT B1	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$420,900	11.25	\$0	0.00

2. Provide funding and positions as in the bill, modified to remove \$18,800 GPR and 1.0 GPR position in 2020-21 associated with the removal of 1.0 recreation leader position [\$402,100 GPR and 10.25 GPR positions in 2020-21].

ALT B2	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$402,100	10.25	-\$18,800	- 1.00

3. Take no action.

ALT B3	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$0	0.00	-\$420,900	- 11.25

**C. Racine Correctional Institution Health Services Unit Expansion**

1. Provide \$1,045,300 GPR in 2019-20 and \$2,824,400 GPR in 2020-21 and 26.95 GPR positions annually to staff and operate the new health services unit at Racine Correctional Institution.

ALT C1	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$3,869,700	26.95	\$0	0.00

2. Provide \$987,700 GPR in 2019-20 and \$2,709,300 GPR in 2020-2021 and 26.95 GPR positions annually to staff and operate the new health services unit at Racine Correctional Institution and to account for expected overtime savings associated with reduced offsite medical visits. This alternative reduces the funding amounts provided in the bill by \$57,600 in 2019-20 and \$115,100 in 2020-21.

ALT C2	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$3,697,000	26.95	-\$172,700	0.00

3. Take no action.

ALT C3	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$0	0.00	-\$3,869,700	- 26.95

Prepared by: Shannon E. Huberty