



## VISITORS' REGISTER

## INSTITUTIONS AND CULTURAL EDUCATION SUBCOMMITTEE

BILL NO. \_\_\_\_\_

DATE February 5, 1985

SPONSOR \_\_\_\_\_

NAME (please print)	RESIDENCE	SUPPORT	OPPOSE
Jim Hawberd	Dot I		
JACK MCCORMICK	D of I		
DAVID O. ARMSTRONG	Billings/Alpha House		
Brian D. W.	Idaho		
Scott L.	Idaho		

IF YOU CARE TO WRITE COMMENTS, ASK SECRETARY FOR WITNESS STATEMENT FORM

PLEASE LEAVE PREPARED STATEMENT WITH SECRETARY.

MINUTES OF THE MEETING  
INSTITUTIONS AND CULTURAL EDUCATION SUBCOMMITTEE  
49TH LEGISLATIVE SESSION  
February 5, 1985

Tape 23, Side A

The meeting of the Institutions and Cultural Education Subcommittee was called to order by Chairman Steve Waldron on February 5, 1985, at 8:10 a.m. in Room 129 of the Capitol.

ROLL CALL: All members were present. Also present were Keith Wolcott of the Legislative Fiscal Analyst's Office (LFA), George Harris of the Office of Budget and Program Planning (OBPP), Carroll South, Director of the Department of Institutions, Dan Russell, Administrator of the Corrections Division, Jim Pomeroy, Chief of the Community Services Bureau, and Jack McCormick, Superintendent for parole officers.

CORRECTIONS DIVISION

Mr. South gave an overview of the Corrections Division. He noted that all the FTE in this division are not located in Helena. There are 59 FTE after-care and parole officers which are located in the communities. The Corrections Division includes the Women's Corrections Center, the Missoula and Billings Life Skills Centers, the four pre-release centers around the state, probation and parole, and after-care services.

There was some discussion regarding the new pre-release centers. There is a 14% recidivism rate for people in these centers. Serving time in the pre-release center is tougher than serving time in the Prison. One reason is because an inmate must work while he is incarcerated in the pre-release center. Also, there is an EMIT system in place at each of the centers and is used randomly to check for drugs so an inmate has to keep "clean". The cost of operating a pre-release center is higher than keeping the inmates in prison because of the rich staffing ratio. Mr. South noted that pre-release centers are not designed to save money; they are designed as a reintegration tool to deinstitutionalize inmates.

(148) Mr. Wolcott went over the LFA's current level budget (Exhibit 1). Two administrative officer positions were deleted by the LFA. One of these positions was moved to the Director's Office by the subcommittee to fund a .5 lawyer and a .5 management analyst. Two pre-release centers have opened since last session, one in Great Falls and one in Butte.

Mr. Wolcott handed out a comparison of the Corrections Division budget with the Youth Evaluation Program and without that program (Exhibit 2).

(262) Mr. Harris outlined the OBPP budget request for this division (Exhibit 3). The OBPP did not include funding for the Youth Evaluation Program because they feel this program is a duplication of services provided at Mountain View and Pine Hills. He said the incremental cost of keeping the additional youths at Mountain View and Pine Hills was insignificant.

The OBPP reflects a workload increase for probation and parole officers. The workload for the officers has increased because there are more maximum supervision people on parole. A maximum supervision person has to have two face-to-face meetings with their parole officer each month. A medium supervision person requires one face-to-face a month and a minimum supervision person only requires one face-to-face every three months.

The OBPP budget request reflects a .5 FTE clerical worker for Missoula.

(377) There was some discussion regarding the issue of depreciation for the pre-release centers. The Department does not provide equipment. Equipment is generally part of the start-up costs appropriated by the Department when a pre-release center is established. At present, there is no depreciation in the budget. The equipment needed for the centers generally consists of furniture, fixtures, kitchen equipment, and a vehicle. There was a lot of discussion on this issue.

Should the committee take action on this, it would be setting a precedent for this kind of thing. It was noted that the equipment becomes the property of the non-profit organization who administers the program after one year. Sen. Aklestad did not feel the state should have to keep up the equipment; that should be the responsibility of the non-profit organizations.

Dave Armstrong, Administrator of Alpha House, said they started their program on a shoestring; there was no equipment included in their start-up costs and they had to make due with donated materials. He noted that Alpha House administers city-county programs so their salaries are higher than the other centers.

Side B

Chairman Waldron noted that the state is not paying for all of the services they receive at the centers. Mr. South said his department goes over the pre-release budgets and takes out any expenses they feel are excessive. The salaries are based on state classification codes. The appropriation to start up these centers did not include any depreciation in the rate structure. If this committee does not include depreciation and the centers have to get loans to purchase equipment, the state will end up having to pay the interest on those loans through increased rates.

(155) The inmates at the pre-release centers do not live there free. They have to pay their rent, drug and mental rehabilitation counseling, etc., based on their ability to pay.

The pre-release centers try to maintain 80-80% occupancy. There are not enough minimum security inmates to warrant more pre-release centers at this point. There was a lot of discussion regarding the costs incurred by these centers. Another reason there aren't more centers is the difficulty in trying to get one established. Communities are very skeptical about having "criminals" in their neighborhoods.

#### CORRECTIONS MEDICAL BUDGET

The committee discussed the Corrections Medical Budget. This line item budget was established by the previous legislative session to attempt to accommodate fluctuating medical expenses for the corrections institutions. One year, an institution may experience little medical costs and the next year, they may have to pay for an expensive operation so it is very hard to find a realistic base for these costs. With this portion of the budget line itemed, there is more flexibility. This money goes for medical expenses for the Women's Corrections Center, Swan River, Pine Hills, Mountain View, the Prison, and the pre-release centers.

(520) Mr. South noted that all inmates have to go through a screening process as part of their admission to the institutions. A medical review panel made up of doctors evaluates an inmate's health and determines what kind of medical problems have to be addressed and what kind do not have to be addressed. This holds

down expenses for unnecessary medical treatment. Mr. South said most of the people in our corrections institutions have never been to a doctor or dentist and they usually have quite a number of medical problems.

#### WOMEN'S CORRECTIONS

There was some discussion regarding problems which came up during the committee's tour of the Women's Corrections Center in Warm Springs. Sen. Aklestad reflected that the corrections officers said they did not have adequate training. Mr. Russell said they have 80 hours of formal training and 40 hours per year of refresher training.

Tape 29, Side A

There were also some complaints by the inmates at the Women's Corrections Center that the material they used to get their GEDs was substandard. Mr. Russell responded that the material is monitored by the OPI and have to be up to OPI standards. Chairman Waldron noted that there is a conflict of interest with having the social worker supervising the inmates.

Mr. Russell addressed the modified request for additional probation and parole officers. The division requested 5 FTE additional but the OBPP only included funding for 1 FTE additional.

Mr. Pomeroy said there was been a case classification because of a grant from the National Institute of Corrections. The probation and parole officers had to keep track of all their time spent on each case and how much time was needed to have their visits. It was found that, with the present caseload, they would need 5 more officers to do the work the present staff is doing.

It was noted that the division requested 5 additional officers last session but they were only granted 2 more officers. Mr. Pomeroy said they can't meet the standards for supervision with the present staff. This problem stems from the fact that there are more maximum and medium security people out on parole and these groups require more face-to-face contact than minimum security people.

Mr. Pomeroy said the division could lower their standards but he was afraid this might cause the state to get sued if a person on parole committed a crime. Other states

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have been seeing a trend of lawsuits against the state for releasing potentially dangerous inmates. Mr. Pomeroy explained that Montana does have an interstate compact with other states to allow a parolee to go to another state, such as Washington, where they are supervised by that state's probation and parole officers. He noted that we are ahead because we have 600 parolees in other states while there are only 200 parolees from other states in Montana.

(260) Mr. Pomeroy went over the work schedule of a probation and parole officer. In total, it was determined that each officer had 107 hours of work to do per month but, after travel time is deleted, they only have 99 hours in which to do their work. There are 17 probation and parole offices with 36 officers.

Being no further business to come before this committee, the hearing was adjourned at 10:00 a.m.

Respectfully Submitted

A handwritten signature in cursive script, appearing to read "Steve Waldron", written over a horizontal line.

Steve Waldron, Chairman

SW/lt

CORRECTIONS DIVISION

Budget Item	Actual	Appropriated	---Current Level---		% Change 1985-87 Biennium
	Fiscal 1984	Fiscal 1985	Fiscal 1986	Fiscal 1987	
F.T.E	93.50	93.50	91.50	91.50	(2.1)
Personal Service	\$2,038,299	\$2,073,182	\$2,065,594	\$2,069,202	.5
Operating Expense	682,538	792,139	725,792	727,164	(1.4)
Equipment	34,164	-0-	114,287	94,760	511.8
Inflation	-0-	-0-	43,824	75,060	--
Total Operating Costs	\$2,755,001	\$2,865,321	\$2,949,497	\$2,966,186	5.2
Non-Operating Costs	741,186	1,036,927	1,123,540	1,179,718	29.5
Total Expenditures	<u>\$3,496,187</u>	<u>\$3,902,248</u>	<u>\$4,073,037</u>	<u>\$4,145,904</u>	<u>11.0</u>
<u>Fund Sources</u>					
General Fund	\$3,490,012	\$3,899,174	\$4,070,442	\$4,143,205	11.1
Federal Revenue	6,175	3,074	2,595	2,699	(42.8)
Total Funds	<u>\$3,496,187</u>	<u>\$3,902,248</u>	<u>\$4,073,037</u>	<u>\$4,145,904</u>	<u>11.0</u>

The Corrections Division Administration provides coordination, supervision, and support to the correctional programs of the state. These programs include Montana State Prison, Swan River Youth Forest Camp, Pine Hills School, Mountain View School, Women's Correctional Facility, pre-release centers in Billings, Missoula, Great Falls, and Butte, Juvenile Aftercare, Parole and Probation, and the Corrections Medical Programs.

The Corrections Division left two administrative officer positions vacant in fiscal 1984 that have been deleted from the current level budget. The positions deleted are a research analyst in Corrections Administration and an aftercare field officer from the Aftercare Program.

Contracts for non-state operated pre-release centers have increased 29.5 percent with the addition of two new centers in fiscal 1984. Neither center reached capacity during fiscal 1984, but the centers are expected to operate at full capacity in the 1987 biennium.

Equipment funds were included to replace high mileage parole and probation cars, a van for the state-run pre-release center in Missoula, and a van for the Youth Evaluation Program in Great Falls.

The Corrections Division has been divided into five subprograms: Corrections Division Administration, Men's Pre-release Center, Community-based Correction Programs, Women's Correctional Program, and Corrections Medical



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Program. Changes in funding, current level adjustments and issues will be discussed under each subprogram.

## CORRECTIONS DIVISION ADMINISTRATION

Budget Item	Actual	Appropriated	---Current Level---		% Change
	Fiscal 1984	Fiscal 1985	Fiscal 1986	Fiscal 1987	1985-87 Biennium
F.T.E	13.00	13.00	12.00	12.00	(7.6)
Personal Service	\$285,667	\$318,571	\$303,451	\$303,949	.5
Operating Expense	96,316	114,639	94,710	95,170	(9.9)
Equipment	22,064	-0-	-0-	-0-	(100.0)
Inflation	-0-	-0-	2,786	5,600	--
Total Expenditures	<u>\$404,047</u>	<u>\$433,210</u>	<u>\$400,947</u>	<u>\$404,719</u>	<u>(3.7)</u>
Fund Sources					
General Fund	<u>\$404,047</u>	<u>\$433,210</u>	<u>\$400,947</u>	<u>\$404,719</u>	<u>(3.7)</u>

The Corrections Division Administration provides coordination, technical assistance, and supervision to the men's and women's correctional institutions, juvenile aftercare, parole and probation, and pre-release centers.

Fiscal 1984: Comparison of Actual Expenses to the Appropriation

The following table compares fiscal 1984 actual expenditures and funding to allocations as anticipated by the 1983 legislature.

Budget Item	Legislature	Actual	Difference
F.T.E.	13.00	13.00	0.00
Personal Services	\$319,402	\$285,667	\$33,735
Operating Expenses	103,067	96,316	6,751
Equipment	54,896	22,064	32,832
Total Costs & General Fund	<u>\$477,365</u>	<u>\$404,047</u>	<u>\$73,318</u>

Major causes of the large surplus in personal services are: the division had four secretarial/clerical positions that were filled 80 percent of the year or less, a training officer filled 75 percent of the time, and an administrative officer position filled only 13 percent of the year. Although the division did not spend most of its equipment funds, equipment expenditures do include a \$12,000 accrual for computer/word processing equipment.

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Current Level Adjustments

The division transferred .5 FTE of the vacant administrative officer position to the Director's Office in fiscal 1985 to fund .5 of the new lawyer position. In addition, the Director's Office is requesting to transfer the remaining .5 administrative officer position to help fund a new management analyst position. The administrative officer position has been removed from the Corrections Division budget.

Contract services have been reduced \$5,016 for one-time legal fees spent in fiscal 1984 and increased \$5,261 for insurance as quoted by the Department of Administration. Printing has been increased \$1,240 to cover anticipated costs of the quarterly newsletter. Travel has been increased \$635 to pay the travel costs of a contract trainer. Supply costs of \$3,564 for the EMIT testing system were in the division budget in fiscal 1984, but have been included in the budgets where the costs are incurred for fiscal 1986 and 1987. Rent charged by the Department of Administration decreased \$818. Other minor adjustments increased less than 1 percent. There is no request for equipment.

## MEN'S PRE-RELEASE PROGRAM

<u>Budget Item</u>	<u>Actual</u>	<u>Appropriated</u>	<u>---Current Level---</u>		<u>% Change</u> <u>1985-87</u>
	<u>Fiscal</u> <u>1984</u>	<u>Fiscal</u> <u>1985</u>	<u>Fiscal</u> <u>1986</u>	<u>Fiscal</u> <u>1987</u>	
F.T.E	11.50	11.50	11.50	11.50	(0.0)
Personal Service	\$ 225,768	\$ 208,212	\$ 217,601	\$ 217,840	0.3
Operating Expense	79,541	106,857	94,239	94,455	1.2
Equipment	420	-0-	17,556	-0-	4079.9
Inflation	-0-	-0-	8,672	13,732	--
Total Operating Costs	\$ 305,729	\$ 315,069	\$ 338,068	\$ 326,027	6.9
Non-Operating Costs	741,186	1,036,927	1,123,540	1,179,718	29.5
Total Expenditures	<u>\$1,046,915</u>	<u>\$1,351,996</u>	<u>\$1,461,608</u>	<u>\$1,505,745</u>	<u>23.6</u>
<u>Fund Source</u>					
General Fund	<u>\$1,046,915</u>	<u>\$1,351,996</u>	<u>\$1,461,608</u>	<u>\$1,505,745</u>	<u>23.6</u>
-----Fiscal 1986-----					
<u>ISSUE: Cost (Savings)</u>		<u>General Fund</u>	<u>Other Funds</u>	<u>General Fund</u>	<u>Other Funds</u>
1. Depreciation		\$32,856	-0-	\$32,856	-0-

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Pre-release centers provide inmates a short, intensely supervised adjustment period in a community facility prior to parole or discharge from the prison. The Men's Pre-release Program was expanded during fiscal 1984 with the addition of centers in Butte and Great Falls. The state now has 99 beds available for male inmates in four pre-release centers--the Missoula Life Skills Center with 24 beds, the Alpha House in Billings with 25 beds, the Butte Pre-release Center with 25 beds, and the Great Falls Pre-release Center with 25 beds. Butte, Great Falls, and Alpha House each have five additional beds for federal boarders. The Missoula Life Skills Center is state owned and operated while the others are private non-profit corporations with state contracts.

Fiscal 1984: Comparison of Actual Expenses to the Appropriation

The following table compares fiscal 1984 actual expenditures and funding to allocations as anticipated by the 1983 legislature.

<u>Budget Item</u>	<u>Legislature</u>	<u>Actual</u>	<u>Difference</u>
F.T.E.	11.50	11.50	0.00
Personal Services	\$ 209,764	\$ 225,768	\$(16,004)
Operating Expenses	104,101	79,541	24,560
Equipment	-0-	420	(420)
Total Operating Costs	\$ 313,865	\$ 305,729	\$ 8,136
Contracts, Pre-release	<u>1,152,785</u>	<u>741,186</u>	<u>411,599</u>
Total Costs & General Fund	<u>\$1,466,650</u>	<u>\$1,046,915</u>	<u>\$419,735</u>

The personal services deficit was due primarily to \$4,814 in retroactive pay from a classification appeal by the program director and \$8,473 in termination pay when the director resigned. The balance of the deficit is the shortfall of what was appropriated to fully fund the pay plan. The overexpenditure in personal services was funded by savings generated within the Missoula center's supplies and materials budget.

The large surplus in pre-release contracts is a result of less than a full year's operations of the two new pre-release centers. The Butte pre-release began operations in late December 1983 and completed the fiscal year with total costs of \$264,687, or an unexpended balance of \$154,437. The Great Falls Pre-release Center was in operation only three months in fiscal 1984, resulting in an unexpended balance of \$253,402. The rest of the surplus is savings of \$3,760 from the contract with Alpha House.

Missoula Pre-release Center

Personal services have been included at current level while operating expenses have been increased \$14,698 overall. Adjustments include an additional \$687 for professional contracts to allow the center expanded psychological services and \$6,497 to increase the EMIT supplies which are used to test urine for illicit drugs. This increase will allow the center to test all inmates twice each month, plus additional tests of suspicious inmates, six times per month.

Other adjustments include \$1,095 to contract with an inmate to cook for the center and \$1,098 to establish a replacement schedule for linens and bedding. Building rent increased \$6,341, from \$25,875 in fiscal 1984 to \$32,216 in fiscal 1986. Repairs and maintenance were averaged over three years resulting in a decrease of \$485. Other minor adjustments amounted to less than 1 percent.

Recommended equipment includes \$13,978 for a van to replace 979 model currently in use and \$3,578 to replace the range and dishwasher and purchase a washer and dryer.

The Missoula Pre-release Center had an average daily population of 20.58 at cost of \$40.58 per day. The department anticipates an average daily population (ADP) of 25 for fiscal 1986 and 1987. The current level budget will cost \$37.42 per day at an ADP of 25.

Current Level Adjustments

Current level adjustments include the deletion of \$360,148 of one-time start-up costs for the Butte and Great Falls Pre-release Centers. Room and board contracts have been increased \$579,083 to a contract level of 25 residents in each pre-release center. Other increases included are line-items in addition to the contracts. Professional contracts have been increased \$2,894 for additional psychological services, supplies have been increased \$21,857 for the EMIT system and clothing and personal items for transient residents were increased \$1,200. Utilities have been line-itemed for all three contract pre-release centers at \$29,084.

The department contracts with the centers using a combination of a sliding fee scale and line-item expenditures. The line-item expenditures include utilities, psychological services contracts, clothing and personal items for transient inmates, and EMIT system supplies. The fee scale is based on the costs of operating the center, adjustments for variable cost, such as meals, and the loss of inmate revenue. The department will pay 100 percent of the daily cost until the population drops below 80 percent or 20 inmates. As the population drops

below 80 percent, the department decreases the percentage of the daily cost that it will pay. Table 5 shows the sliding fees based on the population and compares the sliding rate to the total daily cost per inmate. As the rate of occupancy declines, the cost per day increases for the state. However, the center's cost per inmate increases at a faster rate than the state increased payment. Therefore, it is beneficial for both the state and the pre-release center to maintain a high average daily population.

Table 5  
Pre-release Center Sliding Cost Per Day Rate Payment Schedule

Number of Residents	Percent Occupancy	Percent State Pays	- - Fiscal 1986 - -		- - Fiscal 1987 - -	
			State Payment	Total Cost	State Payment	Total Cost
25	100	100	\$36.68	\$36.68	\$35.67	\$35.67
24	96	100	38.13	38.13	37.08	37.08
23	92	100	39.71	39.71	38.35	38.35
22	88	100	41.43	41.43	40.01	40.01
21	84	100	43.31	43.31	41.83	41.83
20	80	100	45.39	45.39	43.83	43.83
19	76	95	45.30	47.68	43.74	46.04
18	72	90	45.20	50.23	43.65	48.50
17	68	90	47.76	53.07	46.12	51.24
16	64	80	45.02	56.27	43.46	54.33
15	60	80	47.92	59.90	46.26	57.83

As mentioned earlier, the department also pays for specific line-items not included in the center's fixed costs. The line-items add a total of \$58,985 to the base. Table 6 shows the fiscal 1986 effect of adding the line-items to the sliding rate assuming an ADP of 25 for each center.

Table 6  
Total Cost of Pre-release Centers at 25 Average Daily Population  
Fiscal 1986

	<u>Butte Pre Release</u>	<u>Great Falls Pre Release</u>	<u>Alpha House</u>	<u>Total</u>
Total Care Days	9,125	9,125	9,125	27,375
Cost Per Day	<u>\$34.47</u>	<u>\$36.68</u>	<u>\$35.67</u>	<u>\$35.61</u>
Contract Cost	\$314,554	\$334,683	\$325,579	\$ 974,816
Add: Psychological	1,447	1,447	1,447	4,341
EMIT Supplies	7,920	7,920	7,920	23,760
Personal Items	600	600	600	1,800
Utilities	<u>12,000</u>	<u>12,000</u>	<u>5,084</u>	<u>29,084</u>
Total Cost	<u>\$336,521</u>	<u>\$356,650</u>	<u>\$340,630</u>	<u>\$1,033,801</u>
Total Cost Per Day	\$36.88	\$39.08	\$37.33	\$37.73

#### Issue 1: Depreciation

The Corrections Division is requesting \$10,952 annually for each non-profit contract to fund depreciation in lieu of individual equipment requests. Currently the contracts do not provide for new equipment purchase or replacement with the exception of the Alpha House van and copier payments. Table 7 is the depreciation schedule developed by the division using equipment at the Butte Pre-release Center as the base for all three centers.

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Table 7  
Pre-release Centers Depreciation Schedule

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<u>Equipment Type</u>	<u>Cost Basis</u>	<u>Depreciable Life</u>	<u>Annual Depreciation</u>
Autos & Trucks	\$13,945	3 Years	\$ 4,648
Education & Recreation	594	5 Years	118
Household	13,320	5 Years	2,664
Laundry	1,590	5 Years	318
Kitchen	10,016	5 Years	2,003
Office	2,675	5 Years	535
Law Enforcement	<u>3,330</u>	5 Years	<u>666</u>
Total Cost & Depreciation	<u>\$45,470</u>		<u>\$10,952</u>

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Note: The division has used the straight line method of depreciation over three years for vehicles and five years for all other equipment with no salvage value.

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The inclusion of \$10,952 of depreciation would add \$1.20 per day to the cost of pre-release centers assuming an average daily population of 25.

Current state fiscal policy does not recognize depreciation as an expense in the agency budgets. However, in this instance the request involves funding for private non-profit corporations who necessarily must make some provisions for replacing existing equipment.

Option a: Fund the \$10,952 as an addition to each pre-release center contract to provide for the ongoing replacement of equipment. This would add \$32,856 to the fiscal 1986 and 1987 base.

Option b: Appropriate funds to the department to allocate based on prioritized equipment requests from the centers. Any funds unallocated would then be reverted to the general fund.

Option c: Take no action.

CORRECTIONS - COMMUNITY BASED PROGRAMS

<u>Budget Item</u>	Actual	Appropriated	---Current Level---		% Change 1985-87 Biennium
	Fiscal 1984	Fiscal 1985	Fiscal 1986	Fiscal 1987	
F.T.E	69.00	69.00	68.00	68.00	(1.4)
Personal Service	\$1,526,864	\$1,546,399	\$1,544,542	\$1,547,413	0.6
Operating Expense	506,681	570,643	536,843	537,539	0.2
Equipment	11,680	-0-	96,731	94,760	1,539.5
Inflation	-0-	-0-	32,366	55,728	--
Total Expenditures	<u>\$2,045,225</u>	<u>\$2,117,042</u>	<u>\$2,210,482</u>	<u>\$2,235,440</u>	<u>6.8</u>
<u>Fund Sources</u>					
General Fund	\$2,039,050	\$2,113,968	\$2,207,887	\$2,232,741	6.9
Federal Revenue	<u>6,175</u>	<u>3,074</u>	<u>2,595</u>	<u>2,699</u>	<u>(42.8)</u>
Total Funds	<u>\$2,045,225</u>	<u>\$2,117,042</u>	<u>\$2,210,482</u>	<u>\$2,235,440</u>	<u>6.8</u>
-----Fiscal 1986-----					
-----Fiscal 1987-----					
<u>ISSUE: Cost (Savings)</u>	<u>General Fund</u>	<u>Other Funds</u>	<u>General Fund</u>	<u>Other Funds</u>	
1. Probation and Parole Officers					
Option a:	\$164,912	-0-	\$114,509	-0-	
Option b:	\$ 65,744	-0-	\$ 45,804	-0-	

This portion of the Corrections Division includes parole and probation, and juvenile aftercare group homes. Parole and probation provides supervision for paroled inmates and individuals placed on probation by the courts, conducts pre-sentence investigations for the courts, and participates in pre-placement evaluations and screenings. The division maintains 28 juvenile aftercare beds in four group homes located in Helena, Missoula, Great Falls, and Billings.

Fiscal 1984: Comparison of Actual Expenses to the Appropriation

The following table compares fiscal 1984 actual expenditures and funding to allocations as anticipated by the 1983 legislature.



<u>Parole &amp; Probation</u>	<u>Legislature</u>	<u>Actual</u>	<u>Difference</u>
F.T.E.	60.00	60.00	0.00
Personal Services	\$1,337,532	\$1,347,512	\$(9,980)
Operating Expenses	247,853	240,047	7,806
Equipment	-0-	7,097	(7,097)
Total Parole & Probation	<u>\$1,585,385</u>	<u>\$1,594,656</u>	<u>\$(9,271)</u>
*****			
<u>Aftercare</u>			
FTE	9.00	9.00	0.00
Personal Services	\$ 207,968	\$ 179,352	\$28,616
Operating Expenses	273,112	258,781	14,331
Equipment	-0-	738	(738)
Total Aftercare	<u>\$ 481,080</u>	<u>\$ 438,871</u>	<u>\$42,209</u>
*****			
<u>Individual Living</u>			
Operating Expenses	\$ 10,444	\$ 7,853	\$ 2,591
Total Expenditures	<u>\$2,076,909</u>	<u>\$2,041,380</u>	<u>\$35,529</u>
<u>Funding</u>			
General Fund	\$2,073,928	\$2,039,050	\$34,878
Interest and Income	2,981	2,330	651
Total Funds	<u>\$2,076,909</u>	<u>\$2,041,380</u>	<u>\$35,529</u>
<u>Additions:</u>			
Budget Amendments	-0-	\$ 3,845	\$(3,845)

#### Parole and Probation

The personal services deficit results from insufficient vacancy savings to fund the pay plan. Communications savings of \$6,436 and minor differences in other expenditures categories combined for a total operating savings of \$7,806. The parole and probation spent \$7,097 on equipment when none was authorized. Most of the expenditure was for communications equipment.

#### Aftercare

The personal services surplus resulted from a vacant administrative officer in the field services office. Turnover of contract house parents in the Helena group home resulted in operating savings within contract services of \$3,316, supplies of \$5,887, and resident allowances of \$1,613. Utilities were \$4,484 less

than anticipated while various other expenditures combined to offset \$969 of these savings. Household and educational equipment was purchased for \$738 when no equipment was budgeted. Aftercare received authority through the budget amendment process to spend Board of Crime Control grant funds of \$3,845.

#### Individual Living

Savings in individual living resulted from fewer than anticipated placements. These funds provide room and board and allowances for youth who are ready to leave group home care, are too old for foster care, and demonstrate the maturity to live independently.

#### Current Level Adjustments: Parole and Probation

Supplies have been increased \$5,776 for the EMIT testing system which will provide 1,920 tests per year. Communications have been increased \$2,513 based on quotes from the Department of Administration, Communications Division. Office rent has been increased \$12,363. The largest portion, \$10,310, was for new space for the Billings office after being vacated from the old space June 30. Parking rental for the Billings office's vehicles increased \$1,980 when the new office space was occupied. Rental costs for copiers was increased \$1,479 to annualize copier rental in three regional offices.

Equipment requested includes 31 cars and 6 vans. This analysis includes nine cars in fiscal 1986 and ten cars in fiscal 1987 to replace those vehicles which will exceed 100,000 miles. Other equipment included in fiscal 1986 are three portable typewriters, five transcribers with seven recorders, and four conference microphones. In fiscal 1987, four secretarial desks are funded.

#### Current Level Adjustments: Aftercare and Independent Living

A vacant administrative officer position has been deleted for savings of \$28,478 in fiscal 1986 and \$28,494 in fiscal 1987. Supplies and materials have been increased \$7,413 to allow for an 80 percent occupancy rate in the group homes. The agency request is based on a 93 percent occupancy even though the group homes experienced an actual rate of 75 percent in fiscal 1984.

Individual living has been included at current level.

#### Issue 1: Five Additional Parole and Probation Officers

The division was authorized two additional parole and probation officers for the 1985 biennium. The division is now requesting five additional parole and probation officers. These requests have been based upon standards of

supervision developed by the division through a grant from the National Institute of Corrections.

The study divides the caseload into three categories according to their requirements of supervision. Maximum supervision requires two face-to-face contacts per month, medium supervision requires one face-to-face contact per month, and minimum supervision requires face-to-face contact once every three months. Time studies were conducted to determine the amount of time required for each level of supervision. It requires approximately one-and-a-half times longer to supervise a maximum level case than a medium and three-and-a-half times longer than a minimum level case.

As shown in Table 8, the caseload has increased 1.5 percent in fiscal 1984 from fiscal 1982, but more significant is the change in the level of supervision required. The portion of the caseload requiring maximum supervision has increased to 52 percent of the total caseload while those requiring medium or minimum decreased.

Table 8  
Average Parole and Probation Caseload by Level of Supervision

Supervision Level	-- Fiscal 1982 --		-- Fiscal 1983--		-- Fiscal 1984 --	
	Caseload	%	Caseload	%	Caseload	%
Maximum Supervision	1,150	45	1,109	45	1,349	52
Medium Supervision	792	31	764	31	700	27
Minimum Supervision	614	24	592	24	545	21
Total Caseload	<u>2,556</u>	<u>100</u>	<u>2,465</u>	<u>100</u>	<u>2,594</u>	<u>100</u>

Based on the time study, the change in the caseload, and the geographic distribution of parole and probation offices, the agency has requested five additional officers. Table 9 shows the current level parole and probation officers and the requested officers for fiscal 1986 and 1987.

Table 9  
Current Level and Requested Parole and Probation Officers

Region	----- Parole and Probation Officers -----			
	<u>Fiscal 1984</u>	<u>Additional Requested</u>	<u>Fiscal 1986</u>	<u>Fiscal 1987</u>
Missoula	11	3	14	14
Helena	8	-0-	8	8
Great Falls	6	-0-	6	6
Billings	<u>11</u>	<u>2</u>	<u>13</u>	<u>13</u>
Total Officers	<u>36</u>	<u>5</u>	<u>41</u>	<u>41</u>

According to the department, current caseload demands are being met using juvenile aftercare officers when they are available or extending length between visits for minimum supervision cases. The division's request includes operating costs and equipment to support five new parole and probation officers. Table 10 outlines the division request at second level expenditures.

Table 10  
Request for Five New Parole and Probation Officers  
1987 Biennium

<u>Budget Item</u>	<u>Fiscal 1986</u>	<u>Fiscal 1987</u>	<u>Total Biennium</u>
FTE	5.0	5.0	5.0
Personal Services	\$ 99,800	\$107,390	\$207,190
Contracted Services	684	718	1,402
Supplies and Materials	2,333	2,158	4,491
Communications	2,700	1,200	3,900
Travel	2,328	1,943	4,271
Repair and Maintenance	<u>1,100</u>	<u>1,100</u>	<u>2,200</u>
Total Operating	\$108,945	\$114,509	\$223,454
Equipment	<u>55,413</u>	<u>-0-</u>	<u>55,413</u>
Total Cost	<u>\$164,358</u>	<u>\$114,509</u>	<u>\$278,867</u>
Cost Per Officer	<u>\$ 32,872</u>	<u>\$ 22,902</u>	<u>\$ 55,773</u>

Note: The amounts shown do not include inflation.

Option a: Fund the division's request for five additional probation and parole officers at the costs listed in Table 10. If this option is selected, the legislature may consider language to decrease officers based on the department's standards of supervision if the caseload/workload drops below the authorized level.

Option b: Fund two additional parole and probation officers at a general fund cost of \$65,744 in fiscal 1986 and \$45,804 in fiscal 1987.

Option c: Do not fund additional parole and probation officers.

# CORRECTIONS DIVISION

INCLUDING YEP

EXHIBIT 2  
February 5, 1985

	FISCAL 1986			FISCAL 1987		
	<u>EXEC</u>	<u>LFA</u>	<u>DIF</u>	<u>EXEC</u>	<u>LFA</u>	<u>DIF</u>
FTE	86.50	91.50	(5.00)	86.50	91.50	(5.00)
P/S	\$ 1,979,703	\$ 2,005,544	\$ (85,341)	\$ 1,983,770	\$ 2,069,202	\$ (35,432)
OPERATING	1,769,093	725,792	1,043,301	1,770,331	727,164	1,043,225
NON-OPERATING	<u>0</u>	<u>1,033,801</u>	<u>(1,033,801)</u>	<u>0</u>	<u>1,033,801</u>	<u>(1,033,801)</u>
TOTAL	1,769,093	1,759,593	9,500	1,770,331	1,760,965	9,424
INFLATION	78,251	133,563	(55,312)	86,083	220,977	(134,894)
TOTAL OPERATING	\$ 1,847,344	\$ 1,893,156	\$ (45,812)	\$ 1,856,412	\$ 1,981,942	\$ (125,530)
EQUIPMENT	35,753	114,237	(78,484)	12,000	94,760	(82,760)
TOTAL PROGRAM	\$ 3,862,805	\$ 4,013,037	\$ (210,232)	\$ 3,852,242	\$ 4,145,904	\$ (293,662)

# CORRECTIONS DIVISION

YEP TAKEN OUT

	FISCAL 1936			FISCAL 1937		
	<u>EXEC</u>	<u>LFA</u>	<u>DIF</u>	<u>EXEC</u>	<u>LFA</u>	<u>DIF</u>
FE	86.50	85.50	1.00	86.50	85.50	1.00
P/S	1,979,703	1,943,661	36,042	1,983,770	1,947,034	36,736
OPERATING	1,769,093	696,702	1,072,391	1,770,339	698,074	1,072,315
NON-OPERATING	<u>0</u>	<u>1,033,801</u>	<u>(1,033,801)</u>	<u>0</u>	<u>1,033,801</u>	<u>(1,033,801)</u>
	1,769,093	1,730,503	38,590	1,770,339	1,731,875	38,514
INFLATION	78,251	130,925	(52,674)	86,083	216,377	(130,294)
TOTAL OPERATIONS	<u>1,847,344</u>	<u>1,861,423</u>	<u>(14,079)</u>	<u>1,856,472</u>	<u>1,948,252</u>	<u>(91,780)</u>
EQUIPMENT	35,753	100,439	(64,731)	12,000	94,760	(82,760)
TOTAL	3,362,905	3,905,578	(42,773)	3,852,242	3,990,046	(137,804)

VED

FISCAL 1986

FISCAL 1987

FTE

6.0

6.0

PERSONAL SERVICES

\$ 121,933

\$ 122,168

OPERATING

29,090

29,090

INFLATION

2638

4600

TOTAL OPERATING

31,728

33,690

EQUIPMENT

13,793

2

Total Program

\$ 167,459

\$ 155,853



DEPARTMENT OF INSTITUTIONS

CORRECTIONS BUDGET DETAIL SUMMARY	Actual FY 1984	Budgeted FY 1985	Recommendation FY 1986	FY 1987
Full Time Equivalent Employees	93.50	93.50	88.00	88.00
Personal Services	2,038,300.96	2,073,182	2,005,886	2,011,413
Operating Expenses	1,353,437.55	1,829,066	1,849,309	1,858,012
Equipment	104,449.40	0	45,106	12,000
Total Program Costs	\$3,496,187.91	\$3,902,248	\$3,900,301	\$3,881,425
General Fund	3,490,012.46	3,899,174	3,897,706	3,878,726
Federal & Other Spec Rev Fund	6,175.45	3,074	2,595	2,699
Total Funding Costs	\$3,496,187.91	\$3,902,248	\$3,900,301	\$3,881,425
Current Level Services	3,492,342.91	3,902,248	3,862,805	3,852,242
Modified Level Services	3,845.00	0	37,496	29,183
Total Service Costs	\$3,496,187.91	\$3,902,248	\$3,900,301	\$3,881,425

Program Description

The Corrections Division exists to develop and administer an integrated corrections program for adults and youths. Special emphasis is placed upon community supervision whenever possible and providing individualized treatment for each offender requiring institutionalization. For those incarcerated, adequate security must be maintained to protect the offender and prevent further transgressions against the public. The program staff provide leadership, direction and support for both line and staff operations. They assist in developing a continuum of correctional programs which place the individual in the least restrictive setting consistent with good judgment. Specific programs within the Corrections Division include the following.

Life Skills Centers - Facilities in Billings and Missoula provide pre-release alternatives to prison for male and female offenders. These centers provide educational and work opportunities while also providing close supervision of the offenders. The Billings program houses up to 12 female offenders while the Missoula program can accommodate 24 male offenders.

Women's Correctional Facilities - The Warm Springs facility provides for 30 female offenders.

Pre-Release Centers - The Corrections Division contracts with non-profit corporations for pre-release services for male and female offenders. Centers are currently operational in Billings, Butte and Great Falls.

Probation and Parole - The program staff supervise and counsel adult felons upon leaving prison and adults sentenced to probation to reduce criminal activities.

Aftercare - Community supervision is provided for youths who are released from correctional programs or committed by the courts. The mission of Aftercare is to assist youths adjudicated as juvenile delinquents or youth in need of

# DEPARTMENT OF INSTITUTIONS

CORRECTIONS BUDGET DETAIL SUMMARY	Actual	Budgeted	Recommendation	
	FY 1984	FY 1985	FY 1986	FY 1987
Full Time Equivalent Employees	93.50	93.50	88.00	88.00

supervision to become well-adjusted, productive members of society.

Aftercare Group Homes - These facilities are operated to provide less restrictive alternatives to institutional placement of youthful offenders. These homes are located in Missoula, Helena, Great Falls and Billings.

Youth Evaluation Program - The division provides a community-based, residential evaluation program for up to eight male and female youthful offenders. This program is located in Great Falls and provides a less restrictive setting than a youth correctional facility for those youth who must be evaluated.

## Budget Issues

Position Transfers - A .50 FTE was transferred from the Corrections Division to provide for a full-time attorney position in the Director's program. The Director's program was authorized a .50 FTE attorney position by the previous legislature. However, increased workload demands, necessitated making the attorney position a 1.00 FTE.

Another .50 FTE was transferred from the Corrections Division to the Director's program to provide for half of the Auditor's position. The other half of this position was provided for by the Management Services Division. These transfers did not result in an increase in the overall authorized FTE in the central office.

Thus, in FY84 and FY85 the Corrections Division was authorized 93.50 FTE. However, there was only 92.50 FTE requested by the Corrections Division in FY86 and FY87.

Pre-Release Centers. Two additional pre-release centers became operational in FY 84. One of these centers is located in Butte and the other is located in Great Falls. This budget reflects the additional operational costs associated with these centers.

Youth Evaluation Program. The Youth Evaluation program in Great Falls has not been recommended to continue operation. This facility offers evaluations to youthful offenders. The primary reason for this recommendation is that the same evaluations can be accomplished at the Mountain View School and the Pine Hills School without a duplication of costs and effort.

Cost savings:	FY 86 \$163,375	FY 87 \$178,847
FTE reduction:	FY 86 6.0	FY 87 6.0

## Modification Requests

### Workload Increase

An additional FTE and the associated operating costs are requested in the Community Services program for probation and parole. In June 1981, the National Institute of Corrections awarded a grant to the Department of Institutions to fund a major study and set standards of supervision for Adult Probation and Parole. The study surveyed, over a three month period, the time required to perform all necessary

# DEPARTMENT OF INSTITUTIONS

CORRECTIONS	Actual	Budgeted	Recommendation	
BUDGET DETAIL SUMMARY	FY 1984	FY 1985	FY 1986	FY 1987

Full Time Equivalent Employees	93.50	93.50	88.00	88.00
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tasks in the completion of probation and parole supervision. Most of these are court-ordered or statutorily defined. The study also scrutinized and measured travel time, leave time, and time spent in the completion of administrative tasks (meetings, report writing, etc.). Once it was known exactly how much time field officers have available for case supervision, a classification system was adopted (minimum, medium, maximum) which includes standards for contact between the offender and the Probation/Parole Officer. The standards were set to reasonably allow a probation/parole officer to meet them within his available time.

Cost: FY 1986 - \$ 30,475	FY 1987 - \$ 22,159
FTE: 1.00	1.00

Secretary/Missoula Pre-Release - The secretarial responsibilities at the Missoula Pre-Release Center indicates a need for a 1.00 FTE Secretary. This is an increase of .50 FTE for that position. The Secretary is responsible for maintaining individual inmate accounts on a daily basis, reception work and all clerical duties for eleven other staff members.

In the absence of a full-time secretary, other staff members must take the time from their regular duties to type, answer the telephone, or engage in other clerical tasks. Allowing this position to increase to a 1.00 FTE brings the clerical staffing at the Missoula Pre-Release Center in line with the other pre-release centers.

Cost: FY 1986 - \$ 7,021	FY 1987 - \$ 7,024
FTE: .50	.50