

DEPARTMENT OF CORRECTIONS



Senate Finance
Public Safety Subcommittee
January 21, 2011

Director Harold W. Clarke

- Introduction
- Career Background
- Expectations and Goals for DOC

Reentry

- 13,000 offenders are released each year
- Summer of 2010 VADOC created a Reentry Plan and submitted it to the Governor's Office
- Plan states reentry begins when an offender is sentenced to a VADOC facility and continues through release from community supervision
- Governor's Introduced Budget provides \$3.2M and 45 positions in FY12 for reentry initiative

Department of Corrections

- Institutions (FY10)
 - 30 Major Institutions (including privately operated Lawrenceville) with an average daily population (ADP) of 28,438 offenders
 - 8 Field Units with an ADP of 1,784 offenders
 - 6 Work Centers with an ADP of 1,142 offenders

Department of Corrections (Cont)

- Community Corrections (FY10)
 - 43 Probation and Parole Offices with 59,616 offenders under community-based supervision as of June 30, 2010
 - 4 Diversion Centers and 3 Detention Centers with an ADP of 545 offenders

Department of Corrections (Cont)

- FY10 Employment Level – Average Number of Filled Positions
 - Institutions = 9,927
 - Community Corrections = 1,305
 - Administration = 349
 - Virginia Correctional Enterprises = 188

BUDGET REDUCTIONS

- DOC has been impacted by a wide range of reductions over the last decade:
 - Cumulative annualized impact of reductions since FY2001 exceeds \$151.5M
 - Cumulative loss of positions is 2,295.50

BUDGET REDUCTIONS

•Institutional Closings Since October 2008:

– Closure of four Major Institutions:	Beds	Positions
• Southampton Correctional Center	650	231
• Pulaski Correctional Center	426	123
• Brunswick Correctional Center	767	328.5
• Botetourt Correctional Center	352	121
– Closure of two Field Units:	Beds	Positions
• Tazewell Field Unit	138	44
• Dinwiddie Field Unit	130	46
Total	2,463	893.5

CURRENT SHORTFALLS

- **Annual Shortfalls = \$25M (Requires Utilization of Turnover and Vacancy)**
 - Information Technology Requirements - \$13.57M
 - Utilities - \$6.76M
 - Gasoline - \$2.89M
 - Probation and Parole Office Leases - \$1.73M

Ongoing FY11 Annual Reductions Enacted by Chapter 874:

- Use Vacancy Savings or Other Efficiencies - **\$1.52M**
 - This reduction will require further use of Turnover and Vacancy
- Reduce Equipment Funding - **\$1.25M**
 - This reduction will require further use of Turnover and Vacancy; or
 - Cause further deterioration of the Department's fixed assets

Ongoing FY12 Annual Reductions Enacted by Chapter 874:

- Additional Reductions (Which May Include Closure of One or More Facilities) - **\$10.95M**
 - This reduction was not addressed in the Governor's Introduced Budget
 - Reduction will lead to closure of more beds which would increase State-Responsible Out-of-Compliance Offenders (3,381 – as of December 14, 2010)

Unfunded Increases in FY12 Medical Costs

- FY12 Funding Removed for Inmate Medical Costs - **\$4.7M**
- The Department faces approximately **\$16.1M** in unfunded inmate medical costs in FY12 (includes funding to resolve the removal of \$4.7M listed above)
- Governor's Introduced Budget provides approximately **\$8.1M** for inmate medical costs
- Increased costs driven by growth in outpatient medical expenses. The DOC average inmate is older, with more severe medical needs. Inmates entering the system also have more severe medical needs.

Annual Impact of Recent VITA/NG Rate Increase

- DOC notified July 16th the VITA will increase its annual charges by **\$2.42M** (13.33% increase)
- Additionally, the DOC experienced further reductions to its IT budget of \$469K for VITA calculated efficiencies. DOC to date has had no decreases in its IT service expenses
- Governor's Introduced Budget provides a State-wide adjustment with DOC receiving funds of approximately **\$2.6M**

Division of Community Corrections: Workload Management

- The Division supervises over 59,000 cases for the Commonwealth.
- This caseload number grows roughly four percent each year.
Caseload Ratio: June 2010 roughly 80 cases per officer, June 2011 projected 84 cases per officer, and June 2012 projected 87 cases per officer.
- Implementation of Evidenced Based Practices (EBP) allows staffing resources to target higher risk cases which take a great deal of time and effort on the part of the officers and the offenders.
- About 6,800 low level cases are supervised administratively with call-in technology.

Division of Community Corrections: Supervising Offenders with Mental Illness

- 1 in 100 Americans are incarcerated and 1 in 45 are under some type of supervision. Of these supervised offenders, upwards of 80% have a mental disorder and/or substance abuse issues.
- For VA, this translates into over 45,000 offenders who possess some type of mental illness/substance abuse issue.
- The Washington State Institute for Public Policy Meta-Analysis found that addressing mental illness and providing intensive treatment were the most successful program factors for reducing crime.
- Lack of targeted mental health funding impedes supervision.
- Division has had to carve out mental health specialist positions from its funded caseload positions in the high caseload districts of Richmond, Norfolk and Roanoke.
- Systemic mental health issues across the remaining 40 Probation and Parole district offices are more difficult to address.

Division of Community Corrections: Challenging Barriers

- Homeless offenders continue to be one of the Division's biggest challenges
- Lack of housing for violent offenders heightens public safety concerns
- Residential programs that can provide 24 hour per day supervision and reentry services are needed
- There are no available/designated funds for contracts to provide emergency housing or long term housing for these homeless offenders – the largest percentage of which are sex offenders
- The obstacle of having no address greatly impacts all realms of re-entry into society: employment applications, drivers license, federal benefit applications, etc. (no address = no job = no money = increased likelihood for re-offense).

OVERVIEW OF INSTITUTIONS

- Health Care
 - Offender population continues to age impacting the severity of diagnoses and intensity of treatment
 - Approximately 15% of the offender population requires some level of mental health services
 - Over 13% of all DOC operating expenses (not just the Division of Institutions) are spent on inmate medical care
 - DOC is challenged with providing a required level of care with increasingly limited resources

OVERVIEW OF INSTITUTIONS (CONT)

- Bed Situation
 - Temporary Emergency Beds (874) are still in use
 - Capacity = 32,124 Beds
 - Capacity includes segregation beds
 - High level of double bunking
 - 193% at Level 1 male facilities
 - 180% at Level 1 female facilities
 - 165% at Levels 4 and 5 facilities
 - 120% at Red Onion
 - Average of 163% across all facilities

OVERVIEW OF INSTITUTIONS (CONT)

- Double Bunking
 - National Average = 125%
 - Strain on facility infrastructure
 - Stress on DOC employees
 - Major Public Safety concern
 - Increased population in facilities decreases time available for programming

OVERVIEW OF INSTITUTIONS (CONT)

- Green Rock beds leased to Pennsylvania
 - \$20.3M per year
 - \$10M operates St. Brides Phase 2
 - \$10M to General Fund
- Mt. Rogers beds not funded to open
 - \$715,000 per year for mothballing
 - 6 FTE

Capital Needs Overview

- Many systems need repair and/or replacement
- Some facilities are in need of a major renovation (replacement of multiple aged systems)
- Maintenance Reserve funds (MR) included in the Governor's Introduced Budget* should make repairs and some system replacements over the next year or so
- We will continue to seek funding for full facility renovations and replacements through the capital budget request process

* subject to report of Debt Advisory Committee

Immediate Maintenance Reserve Needs*

- Fire alarm system replacements
- Fencing
- Roof replacements
- Caulking
- HVAC replacements
- Security system replacements
- Water distribution system replacements

*most needs in these categories that become urgent over the next two years can likely be addressed by appropriated MR funds (MR funds subject to report of Debt Advisory Committee)

Immediate Unfunded Capital Needs

- Route 6 Water line serving VCCW and the Town of Goochland
- Augusta CC Wastewater Treatment Plant
- New Chesapeake Bay Watershed Improvement Plan (WIP) requirements

Future Capital Needs

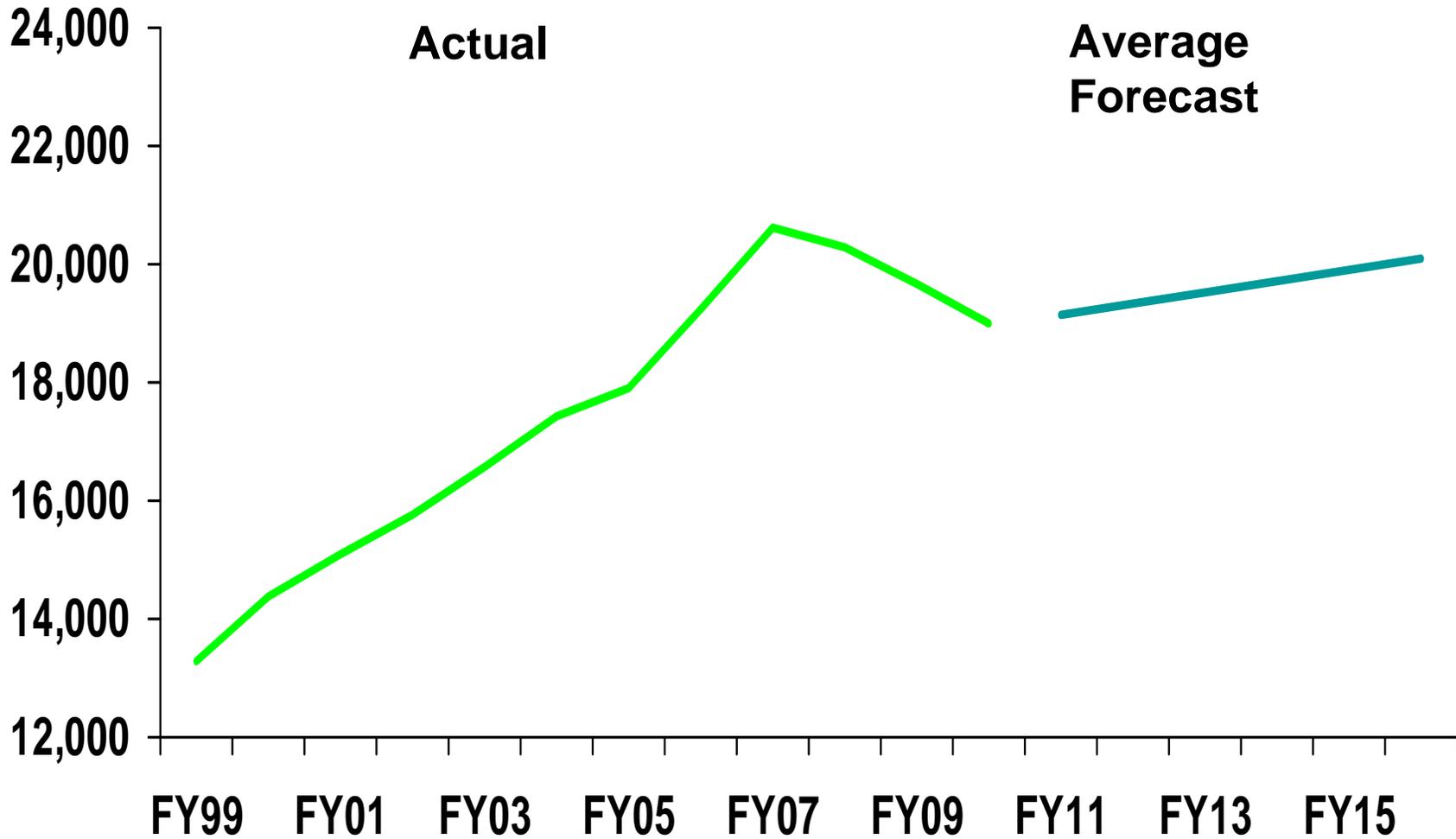
- 2010 Six Year Capital Plan included \$400M+ in needed repair type projects*
 - Full facility renovations
 - System replacements of all types
 - Energy projects (lighting & water)
- These physical plant needs remain largely unfunded

*Does not include amounts requested for new construction such as Powhatan Replacement and New Medical Facility

State & Local Forecasts

- State Responsible Inmate Forecast
 - Flat with a slight increase in FY15/16
 - Last Year SR forecast - 99% accurate
- Local Responsible Jail Forecast
 - Flat with a slight increase in FY15/16

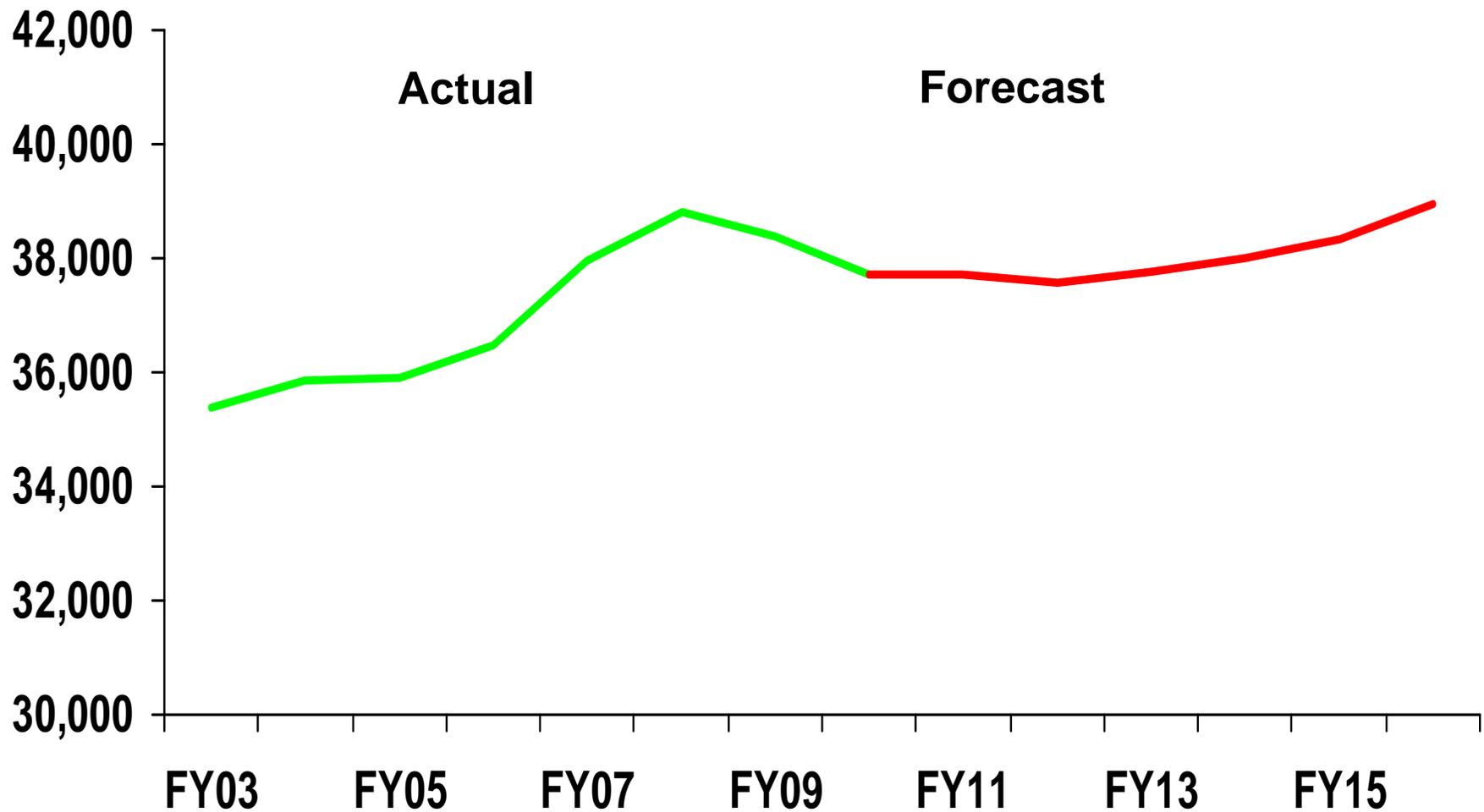
Local-Responsible Jail Population Forecast, FY2011-FY2016



Local-Responsible Jail Population Forecast, FY2011-FY2016

Fiscal Year	Actual Average	Change	Fiscal Year	DCJS & DPB Average	Change
FY03	16,575	5.1%			
FY04	17,414	5.1%	FY11	19,133	0.6%
FY05	17,891	2.7%	FY12	19,339	1.1%
FY06	19,233	7.5%	FY13	19,535	1.0%
FY07	20,622	7.2%	FY14	19,729	1.0%
FY08	20,278	-1.7%	FY15	19,922	1.0%
FY09	19,671	-3.0%	FY16	20,116	1.0%
FY10	19,022	-3.3%			
	Avg. growth	2.5%		Avg. growth	0.9%

***State-Responsible Inmate Population Forecast,
FY2011-FY2016:
TOTAL Population***



**State-Responsible Inmate Population Forecast,
FY2011-FY2016:
TOTAL Population**

Year	Actual End of FY	Change
FY03	35,363	3.5%
FY04	35,879	1.5%
FY05	35,900	0.1%
FY06	36,486	1.6%
FY07	37,957	4.0%
FY08	38,826	2.3%
FY09	38,387	-1.1%
FY10	37,724	-1.7%
	Avg. growth	1.3%

Year	Forecast End of FY	Change
FY10	37,712	
FY11	37,707	0.0%
FY12	37,573	-0.4%
FY13	37,766	0.5%
FY14	37,977	0.6%
FY15	38,341	1.0%
FY16	38,947	1.6%
	Avg. growth	0.5%

WHEN CLOSING IS INEVITABLE TO ACCOMMODATE A BUDGET SHORTFALL

- Decision Making
 - Mission of the Facility
 - Age & Condition of the Facility
 - Cost of Maintenance & Costs of Repairs
 - Operational Costs (per inmate costs for operation)
 - Facility Provides Mandated or Specialized Programming
 - Availability of Beds at the Appropriate Security Level to Transfer Inmates
 - Impact on Staff and Ability to Place
 - Balancing the Shortfall with the Facility Costs of Operation
 - Local impact, particularly in high unemployment areas

IMPACT ON LOCAL COMMUNITIES

- Closing a Field Unit = \$3M to \$7M annual operating budget and 45 to 100 positions
(Field Units house 130 to 488 inmates)
- Closing a Major Institution = \$20M+ annual operating budget and 350+ positions
(Major Institutions house 800 to 1,000 inmates)

Summary

- Successful offender reentry will be DOC's priority and a means to ensure Public Safety
- Current DOC Challenges
 - Our beds are full
 - Our budget has been reduced repeatedly over the last decade
 - Inadequate Community resources (i.e. housing, mental health/substance abuse treatment services, etc.) create obstacles for successful reentry
 - Decisions on closures are difficult
 - Closures have enormous implications