



# Budget Briefing: Corrections

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# Briefing Topics

- Funding Sources
- Appropriation Areas
- Major Budget Topics
  - Offender Population
  - Recent Budget Growth
  - Prison Operations: Correctional Facilities
  - Field Operations: Parole and Probation
  - Offender Success: Programs and Services

# Department of Corrections

- The Department of Corrections (MDOC) administers the state's adult prison, parole, and probation systems
- Major departmental functions include:
  - Operation of all state correctional institutions housing adults who are convicted of felonies and are sentenced to prison; operation includes provision of physical and mental health care, food service, programming, and transportation
  - Monitoring and supervising all parolees and probationers who are under the department's jurisdiction; convicted felons who are not sentenced to prison are either sentenced to county jail or are supervised in the community through the probation system
  - Oversight over community corrections programs, offender success programs (including education, job training, and career readiness programming for prisoners while they are incarcerated), and grant programs designed to encourage alternatives to prison placement for appropriate offenders

# Key Budget Terms

**Fiscal Year:** The state's fiscal year (FY) runs from October to September. FY 2021-22 is October 1, 2021 through September 30, 2022.

**Appropriation:** Authority to expend funds. An appropriation is not a mandate to spend. Constitutionally, state funds cannot be expended without an appropriation by the legislature.

**Line Item:** Specific appropriation amount that establishes spending authorization for a particular program or function in a budget bill.

**Boilerplate:** Specific language sections in a budget bill that direct, limit, or restrict line item expenditures, express legislative intent, and/or require reports.

**Lapses:** Appropriated amounts that are unspent or unobligated at the end of a fiscal year. Appropriations are automatically terminated at the end of a fiscal year unless designated as a multi-year work project under a statutory process. Lapsed funds are available for expenditure in the subsequent fiscal year.

Note: Unless otherwise indicated, historical budget figures in this presentation have not been adjusted for inflation.

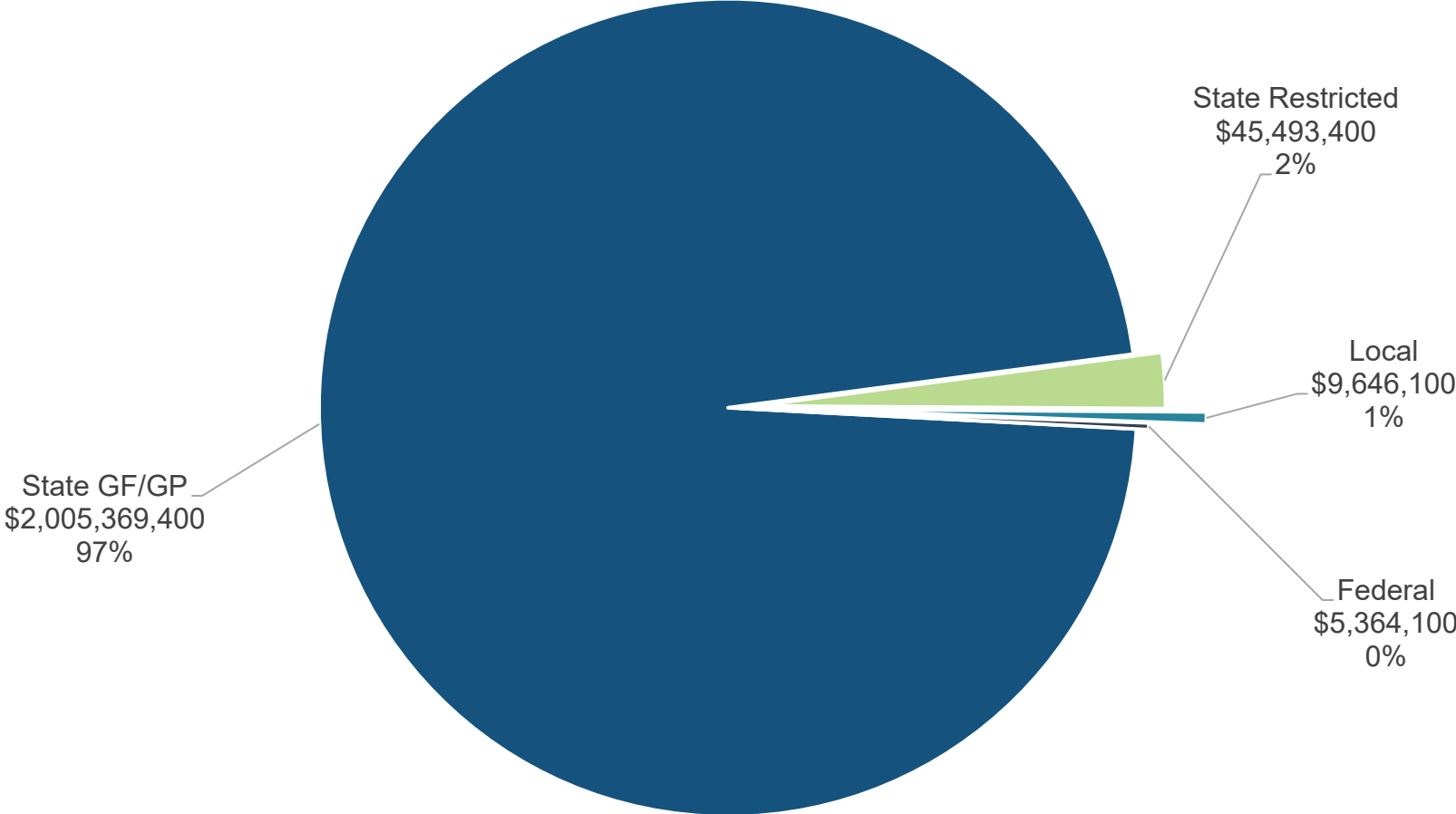
# Funding Sources

# FY 2021-22 MDOC Budget

Fund Source	Funding	Description
Gross Appropriations	\$2,065,873,000	Total spending authority from all revenue sources
Interdepartmental Grants (IDG) Revenue	0	Funds received by one state department from another state department, usually for services provided
Adjusted Gross Appropriations	\$2,065,873,000	Gross appropriations excluding IDGs; avoids double counting when adding appropriation amounts across budget areas
Federal Revenue	5,364,100	Federal grant or matching revenue; generally dedicated to specific programs or purposes
Local Revenue	9,646,100	Revenue received from local units of government for state services
Private Revenue	0	Revenue from individuals and private entities, including payments for services, grants, and other contributions
State Restricted Revenue	45,493,400	State revenue restricted by the State Constitution, state statute, or outside restriction that is available only for specified purposes; includes most fee revenue
State General Fund/General Purpose (GF/GP) Revenue	\$2,005,369,400	Unrestricted revenue from taxes and other sources available to fund basic state programs and other purposes determined by the legislature

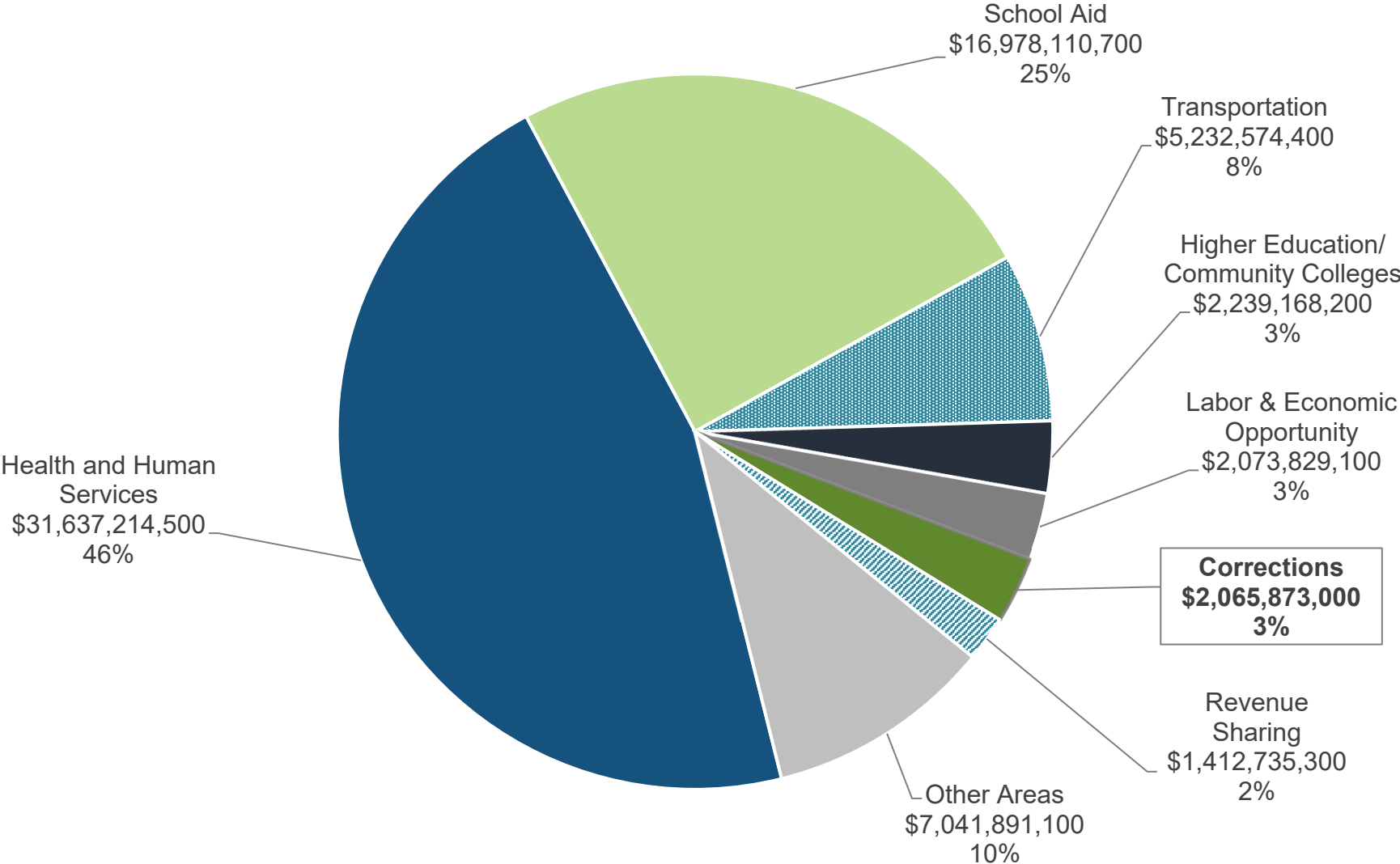
# FY 2021-22 Fund Sources

The Corrections budget is financed with **97%** general fund/general purpose revenue.



# MDOC Share of Total State Budget

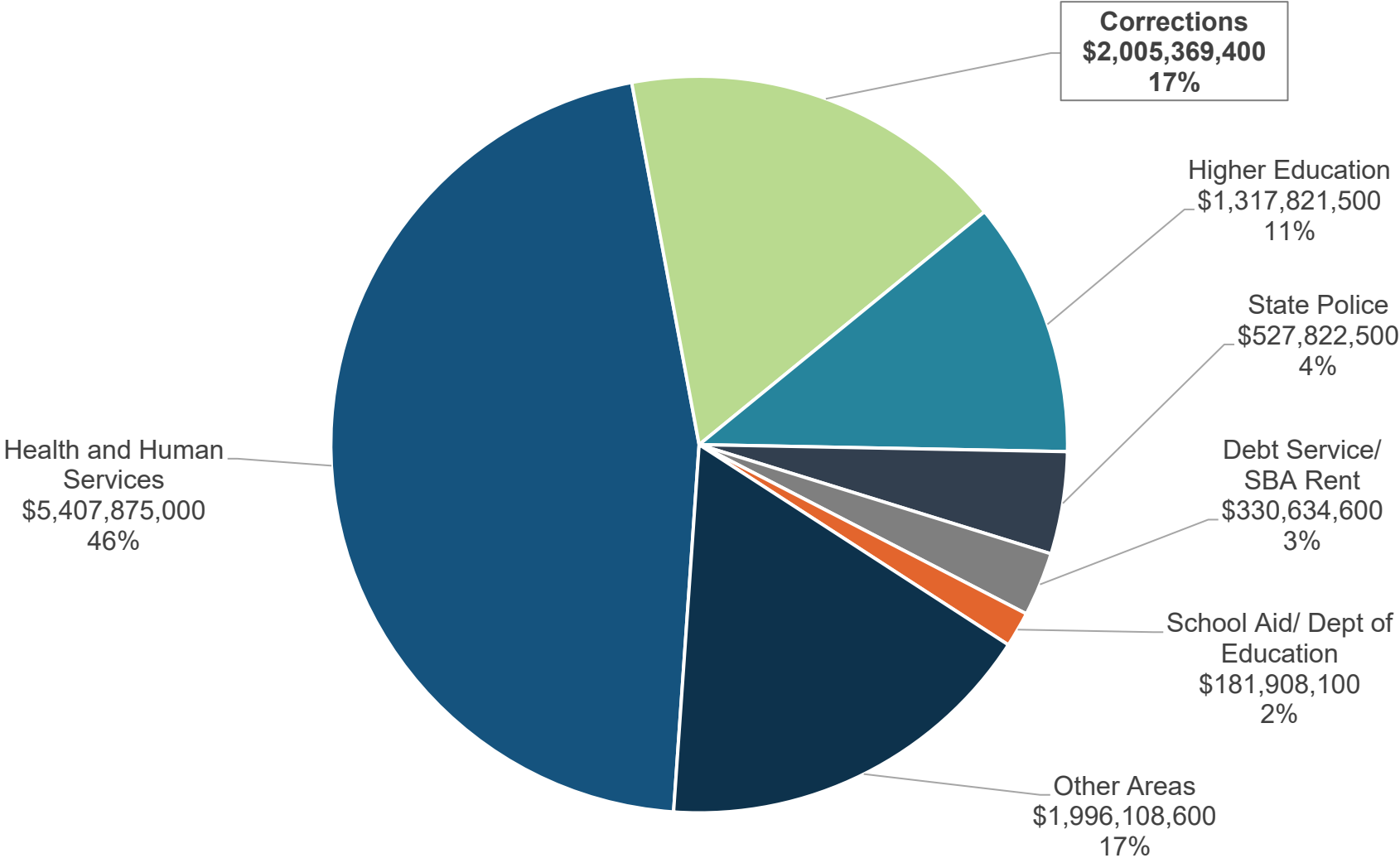
The MDOC budget represents **3%** of the state's **\$68.7 billion** budget (adjusted gross) for FY 2021-22.





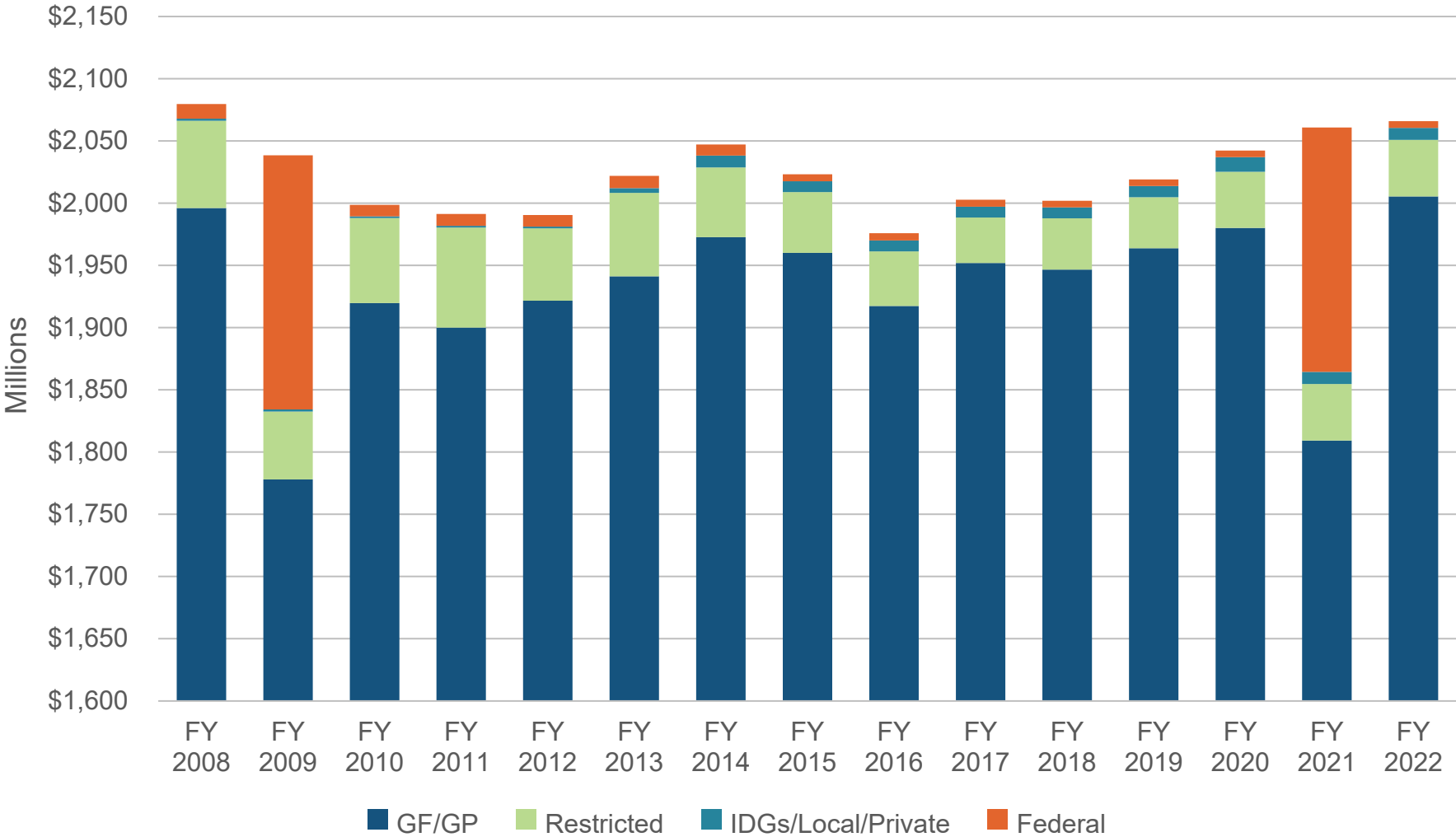
# MDOC Share of Total GF/GP Budget

The MDOC budget represents **17%** of the state's **\$11.8 billion** GF/GP budget for FY 2021-22.



# MDOC Funding History

Funding for the MDOC has decreased by roughly **1.0%** since FY 2007-08, driven mainly by budget reductions, a declining prisoner population, and the ability to close **7** correctional facilities and **1** camp since May 2011.



# Appropriation Areas

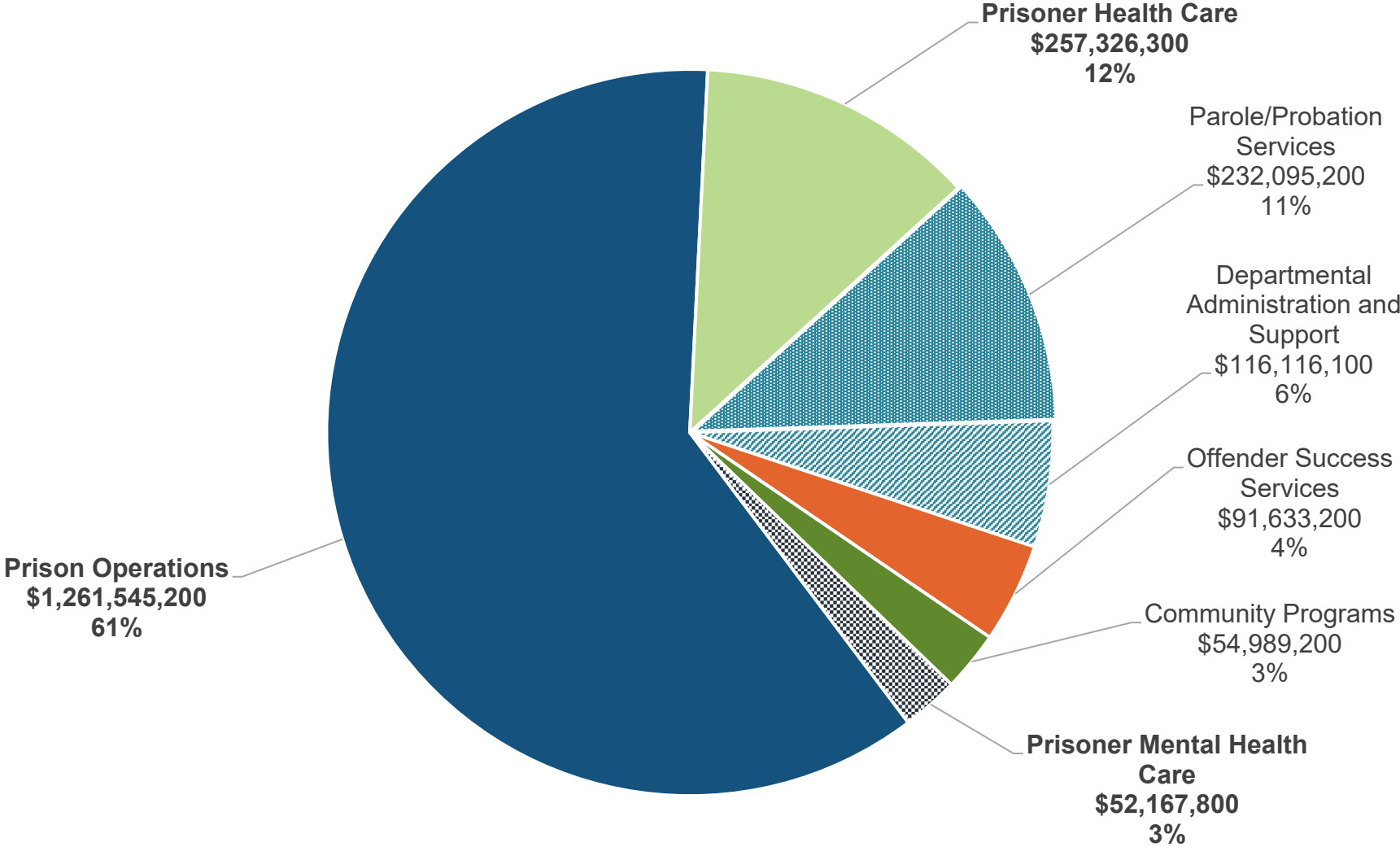
# MDOC Appropriation Areas

The Corrections budget is allocated into the following major spending areas:

- **Prison Operations:** operation of the state's correctional facilities; includes physical and mental health care for prisoners, prisoner food service, prisoner behavioral programming, prisoner transportation, and staff training
- **Parole and Probation Services:** supervision and monitoring of parolees and probationers; includes residential alternative to prison program, electronic monitoring, and new Prosperity Region 8 pilot program
- **Offender Success Services:** prisoner reintegration programs aimed at reducing recidivism through prisoner assessment, case management, and delivery of services; includes education, job training, and career readiness programming for prisoners while they are incarcerated
- **Community Programs:** programs to provide alternatives to incarceration; includes community corrections programs, County Jail Reimbursement program, residential probation diversions, and Goodwill Flip the Script
- **Departmental Administration and Support:** general administrative functions of the department; includes executive office, finance and accounting, information technology, legal affairs, and property management

# FY 2021-22 Gross Appropriations

Roughly **\$1.6 billion**, or **76%**, of the Corrections **\$2.1 billion** budget is allocated to prison operations, including physical and mental health care for prisoners.



# Major Budget Topics

# Offender Population

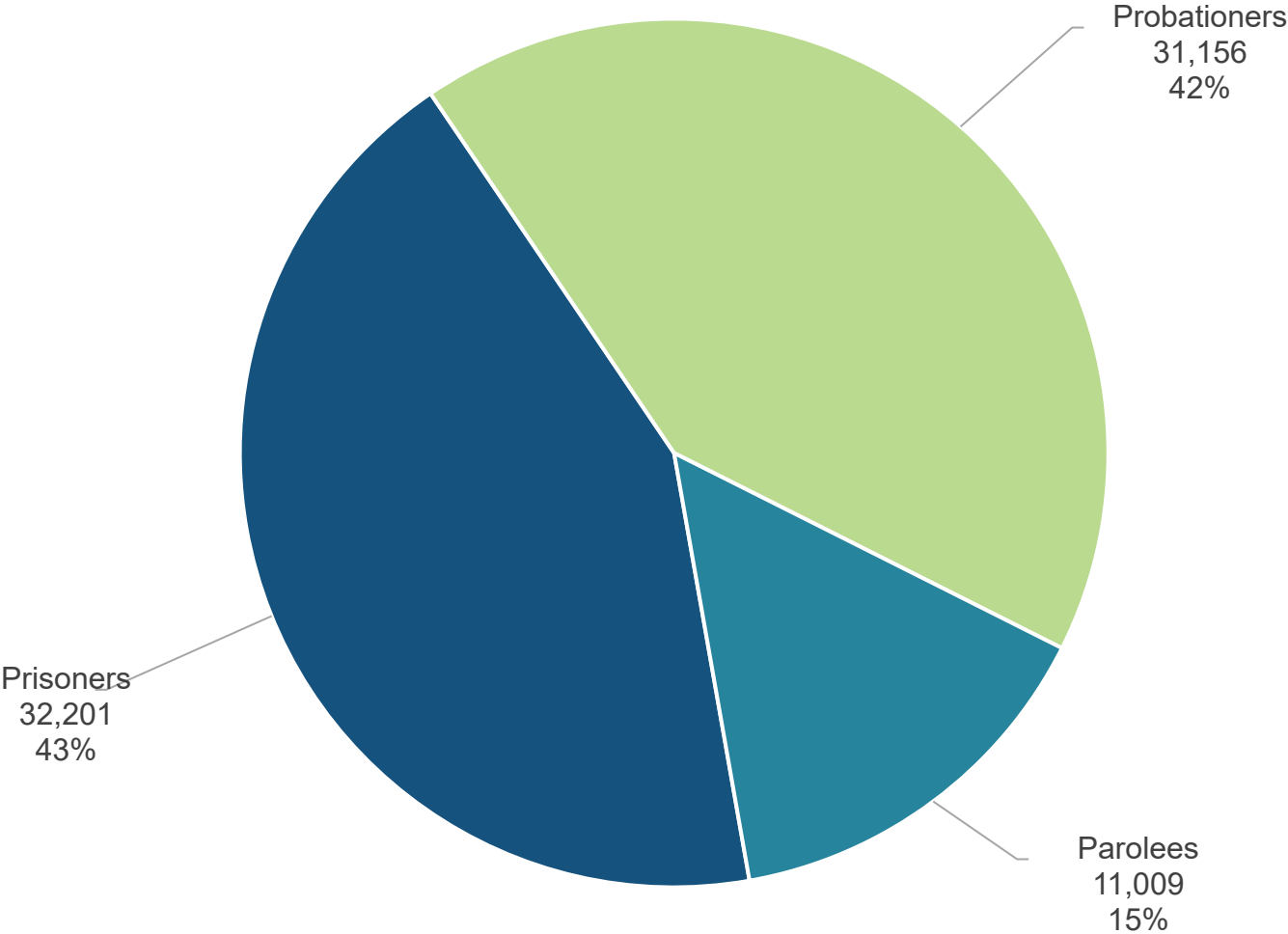
# The Offender Population

- **Prisoners:**
  - Felony offenders committed to the jurisdiction of the MDOC
  - Housed in prisons and special alternative incarceration program
- **Parolees:**
  - Prisoners who have served at least their minimum sentence and who have been released to a period of supervision in the community
  - Supervised by MDOC field agents
- **Probationers:**
  - Felony offenders sentenced to a probationary term of supervision in the community
  - Supervised by MDOC field agents

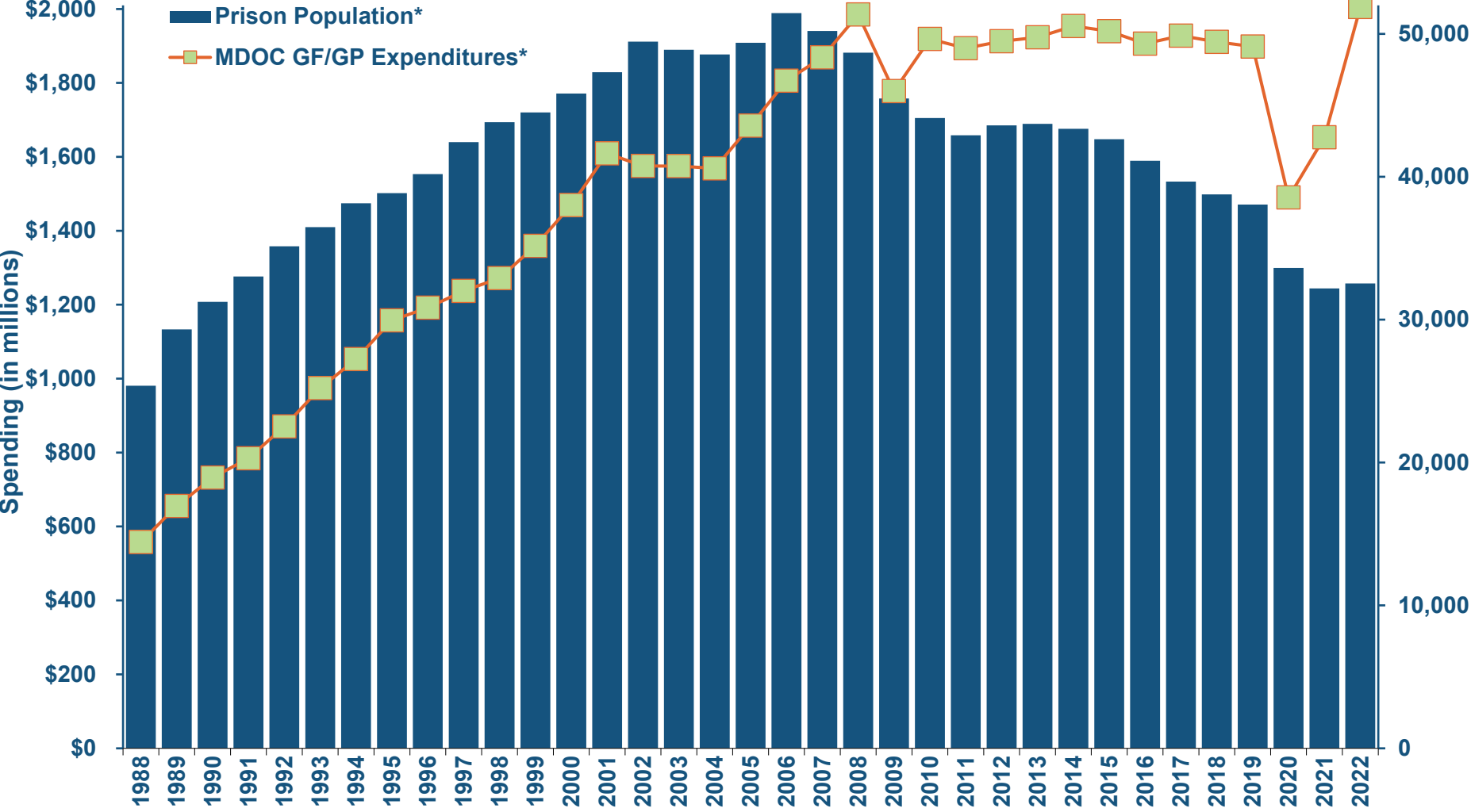


# MDOC Supervised Population

As of January 1, 2022, the total offender population under MDOC supervision was 74,366. This is a decrease of 6,378 offenders since a year ago, on January 1, 2021, when the total offender population was 80,744.



# Growth in MDOC GF/GP Spending and the Prisoner Population



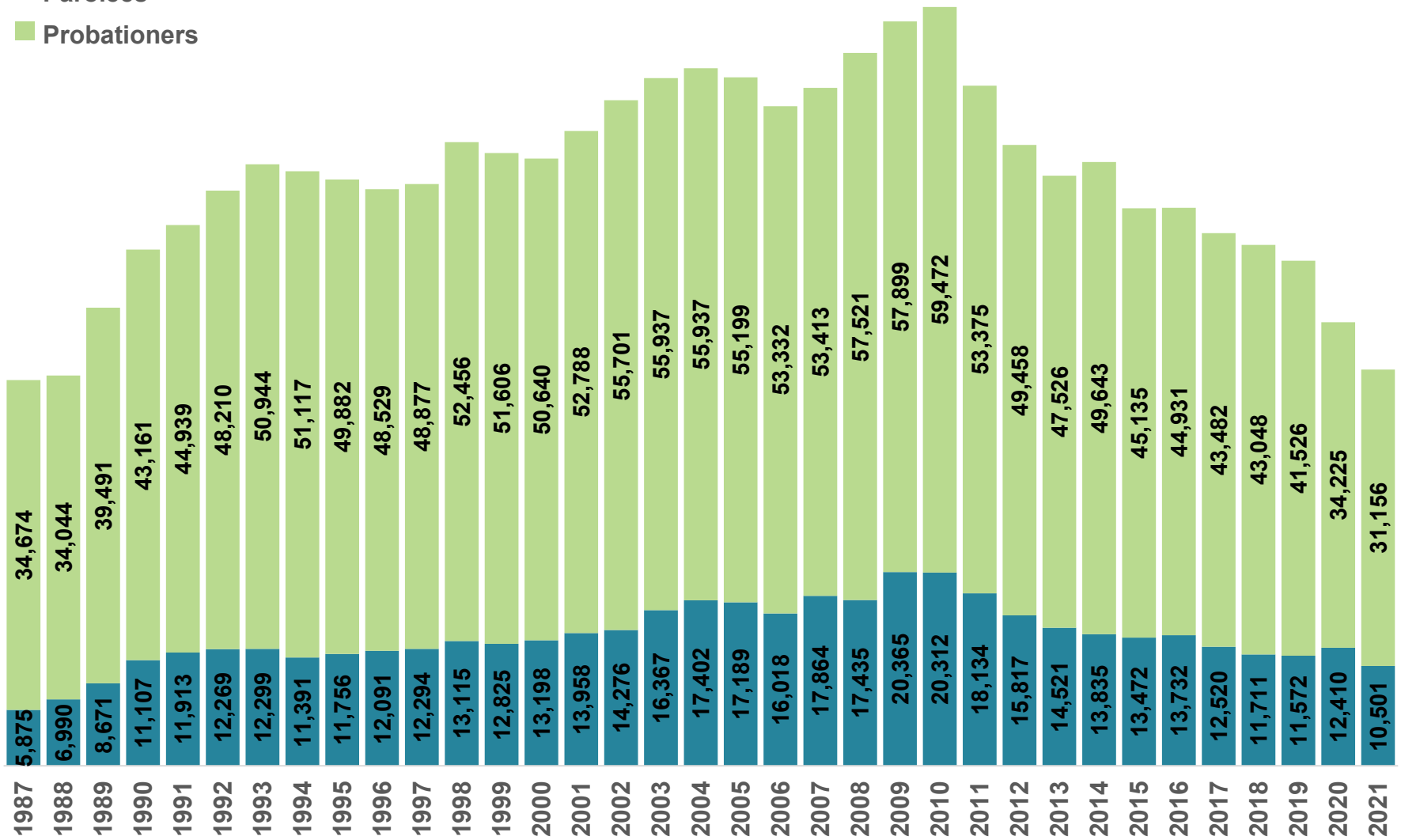
\*2020 and 2021 figures reflect reduced GF/GP due to receipt of federal Coronavirus relief funding and federal disaster assistance funding, and a reduced prison population related to COVID-19; 2022 figures are based on year-to-date GF/GP appropriations and an estimated prison population

# Prison Population Changes

- Changes in the prison population are a function of the movement of offenders into and out of the system
- Entering the system:
  - New court commitments: felony offenders sentenced to prison
  - Parole/probation violators: sent to prison due to new sentences or technical violations
  - Court returns: prisoner returns from court (sometimes with additional sentences imposed)
  - Other returns: from community placement, from county jail, from mental health hospital, from escape of MDOC custody
- Exiting the system:
  - Parolees: granted parole by the Michigan Parole Board
  - Released to court: for new trial or appeal
  - Community Residential Program: community supervision prior to truth-in-sentencing
  - Discharged at maximum sentence
  - Other exit: death, temporary county jail stay, release to mental health hospital, escape

# Average Parole and Probation Populations

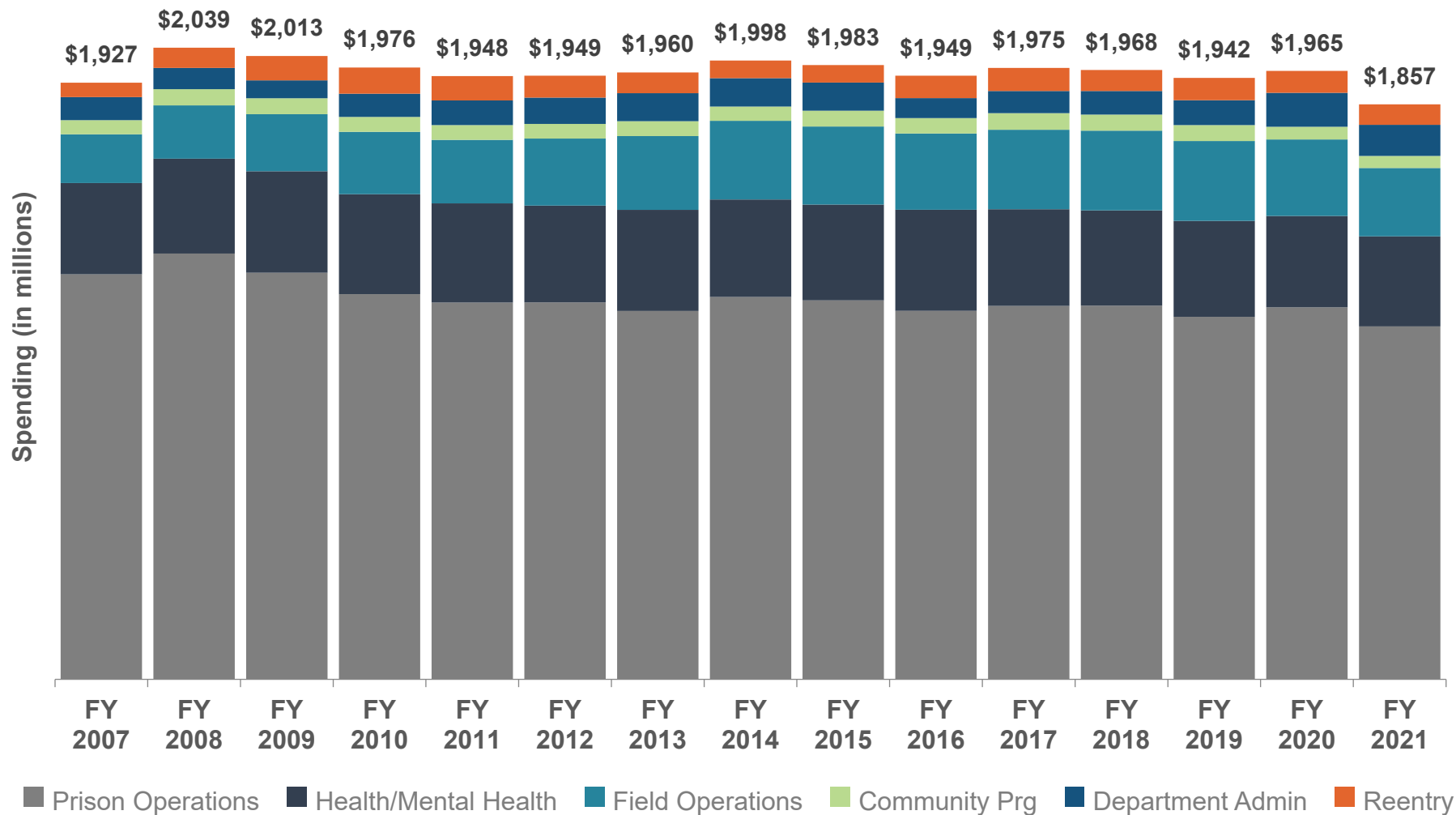
■ Parolees  
■ Probationers



# Recent Budget Growth

# Corrections Spending Growth by Program

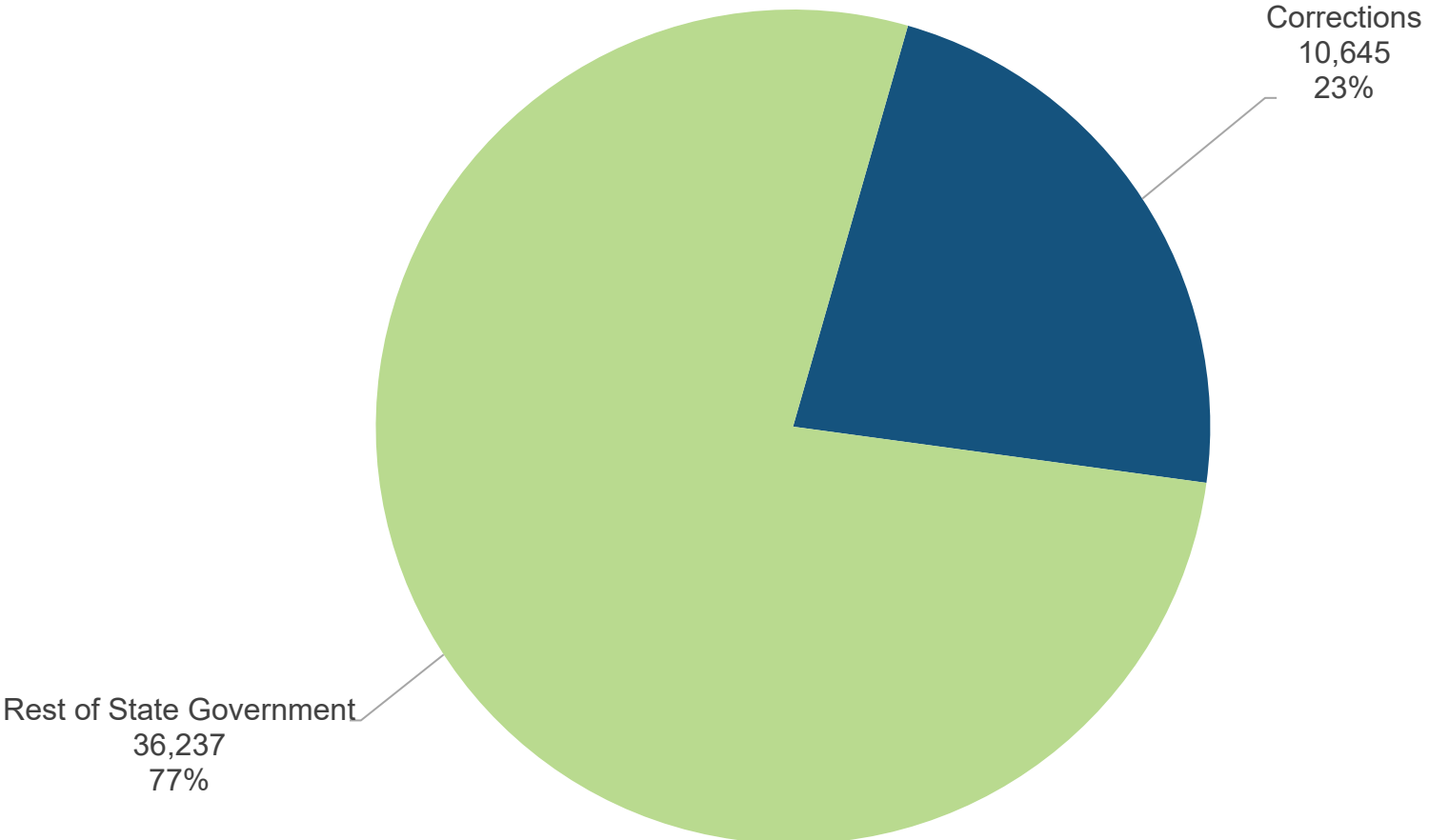
From FY 2006-07 to FY 2020-21, total Corrections spending increased at an average annual rate of less than **1%**. Spending on prisoner reentry services and field operations (probation and parole) increased at an average annual rate of a little more than **3%**.



*\*2021 data is as of December 29, 2021*

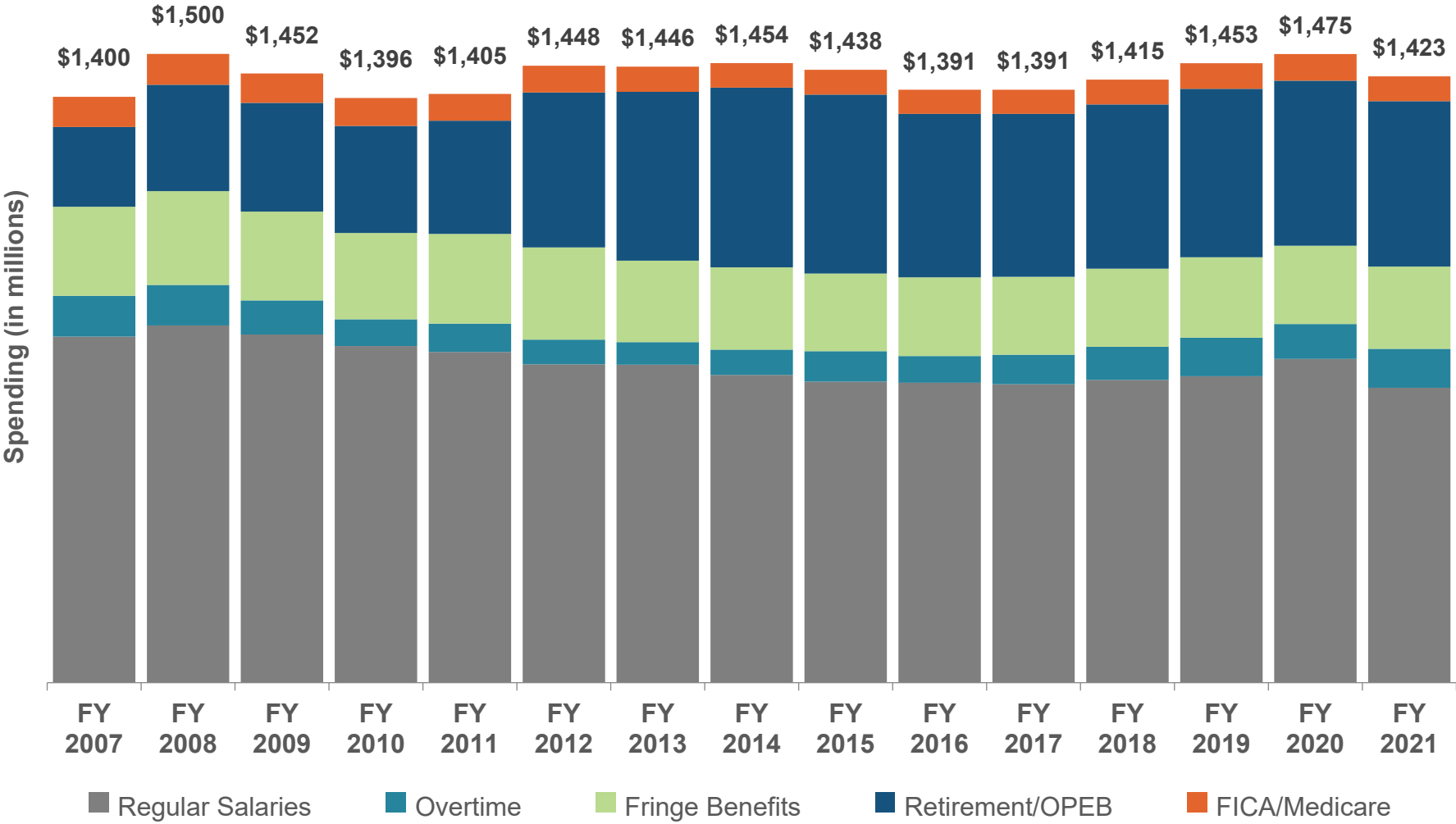
# MDOC Share of Active Classified Employees

As of December 25, 2021, the total number of active classified employees in the state's workforce was 46,882. Of those, **10,645**, or **23%**, were employed by the MDOC.



# Corrections Personnel Costs

Since FY 2006-07, personnel costs for the MDOC have risen by almost **1%** annually. The largest drivers behind these cost increases have been retirement and overtime costs. In FY 2020-21, these costs accounted for roughly **34%** of all personnel costs compared to **20%** in FY 2006-07.

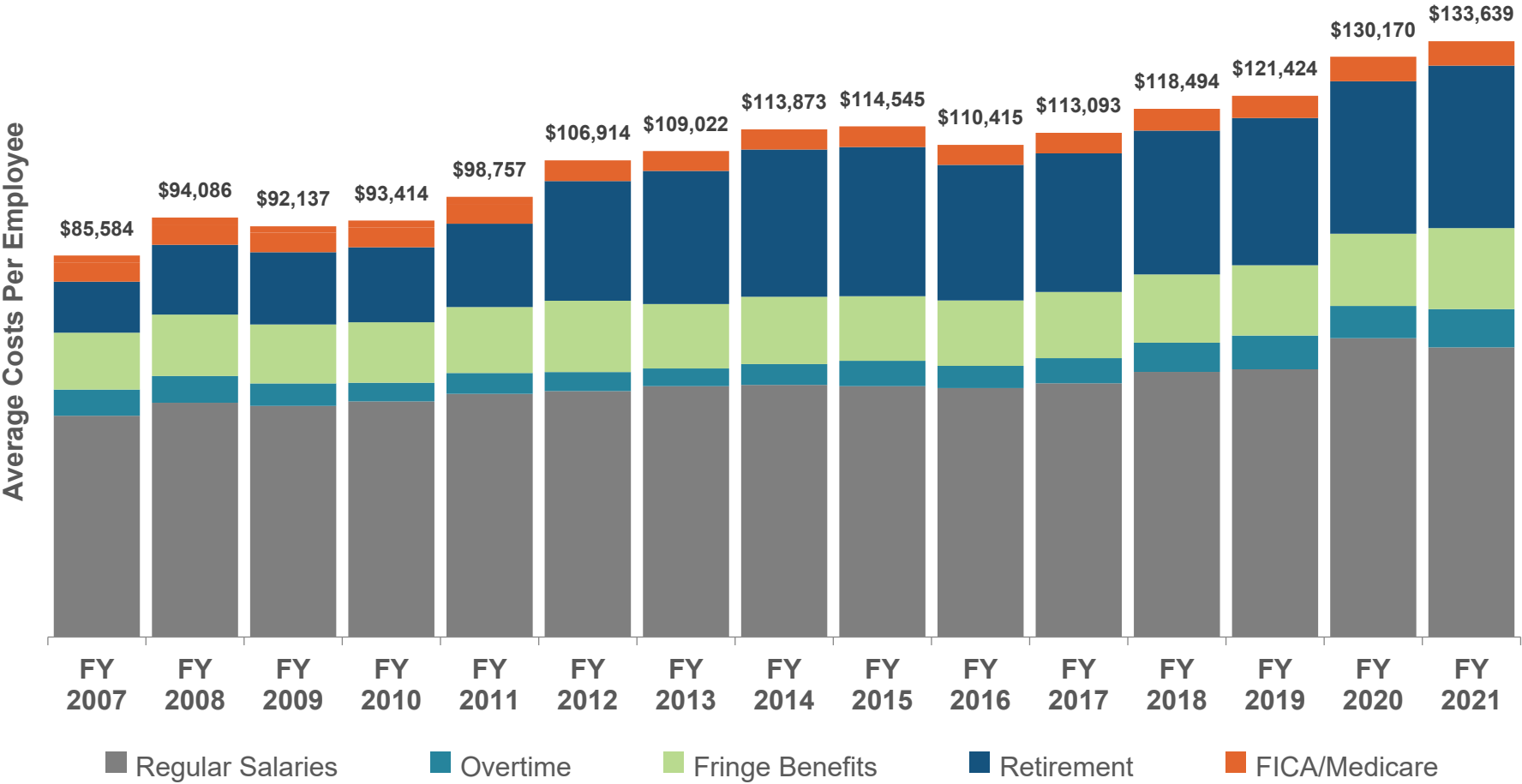


\*2021 data is as of December 29, 2021



# Corrections Personnel Costs Per Employee

Personnel costs on a per employee basis have risen by an average of 4.1% annually since FY 2006-07. Again, retirement and overtime costs have played the largest role, with average annual per-employee increases of roughly 7.1% across the period. Regular salary costs increased by an average of 3.1% annually.



\*2021 data is as of December 29, 2021

# Prison Operations: Correctional Facilities

# Prison Operations

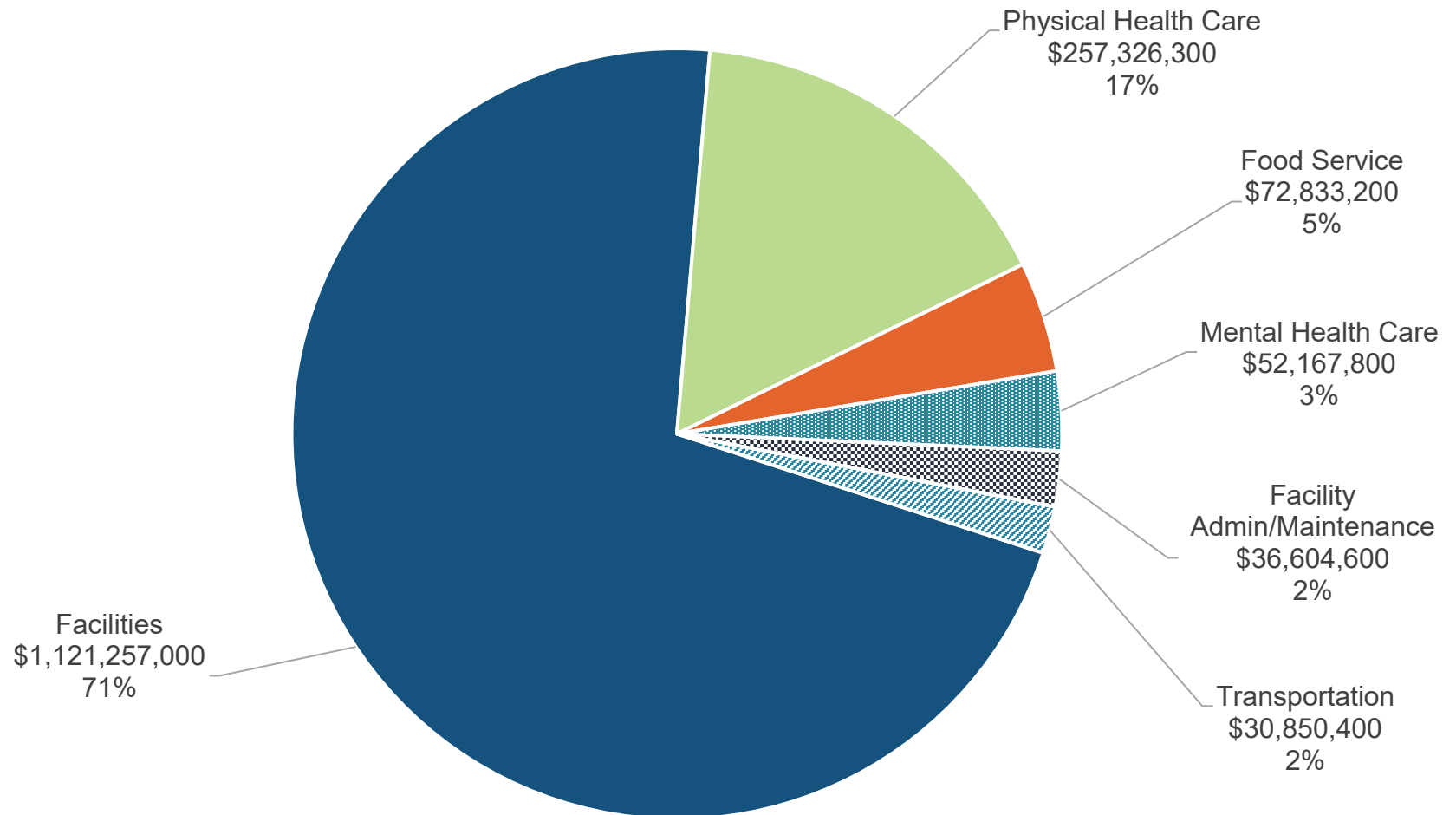
- The MDOC operates 27 correctional facilities located in 19 counties across the state
- The MDOC operates the Special Alternative Incarceration Program; program for men is located in the Cooper Street Correctional Facility and serves up to 100 men; smaller scale program for women is located in Womens Huron Valley Correctional Complex and serves up to 42 women
- In addition, the MDOC operates the City of Detroit Detention Center at the site of the former Mound Correctional Facility, which closed in December 2011; appropriation for the City of Detroit Detention Center is supported with local revenue received from the City of Detroit
- About **\$1.6 billion**, or roughly **79%**, of the FY 2021-22 Corrections budget is devoted to costs pertaining to prisoner custody (e.g., housing, physical and mental health care, food, transportation, treatment programs)
- Academic and vocational programming appropriations, roughly **\$59.3 million** in FY 2021-22, are included in appropriations for offender success, instead of in appropriations for prisoner custody

# Prison Closures and Conversions

- The following correctional facility closures and conversions have occurred over the past 11 years:
  - Muskegon Correctional Facility (Muskegon) – closed May 2011 due to cancellation of contract to house prisoners from Pennsylvania; reopened October 2012 as part of Ryan Correctional Facility conversion plan
  - Florence Crane Correctional Facility (Coldwater) – closed May 2011
  - Mound Correctional Facility (Detroit) – closed December 2011
  - Ryan Correctional Facility (Detroit) – converted to Detroit Reentry Center October 2012
  - Camp Tuscola (Caro) – closed October 2012
  - Kinross Correctional Facility (Kincheloe) – closed November 2015; prisoners transferred to former Hiawatha facility, which was reopened and named Kinross Correctional Facility
  - Pugsley Correctional Facility (Kingsley) – closed September 2016
  - West Shoreline Correctional Facility (Muskegon) – closed March 2018
  - Ojibway Correctional Facility (Marenisco) – closed December 2018
  - Special Alternative Incarceration Program (Cassidy Lake) – downsized February 2020; moved to Cooper Street Correctional Facility
  - Detroit Reentry Center – closed January 2021

# Prisoner Custody, Care, and Programs

Total FY 2021-22 appropriation for prisoner custody, care, and programming is **\$1,571,039,300**.

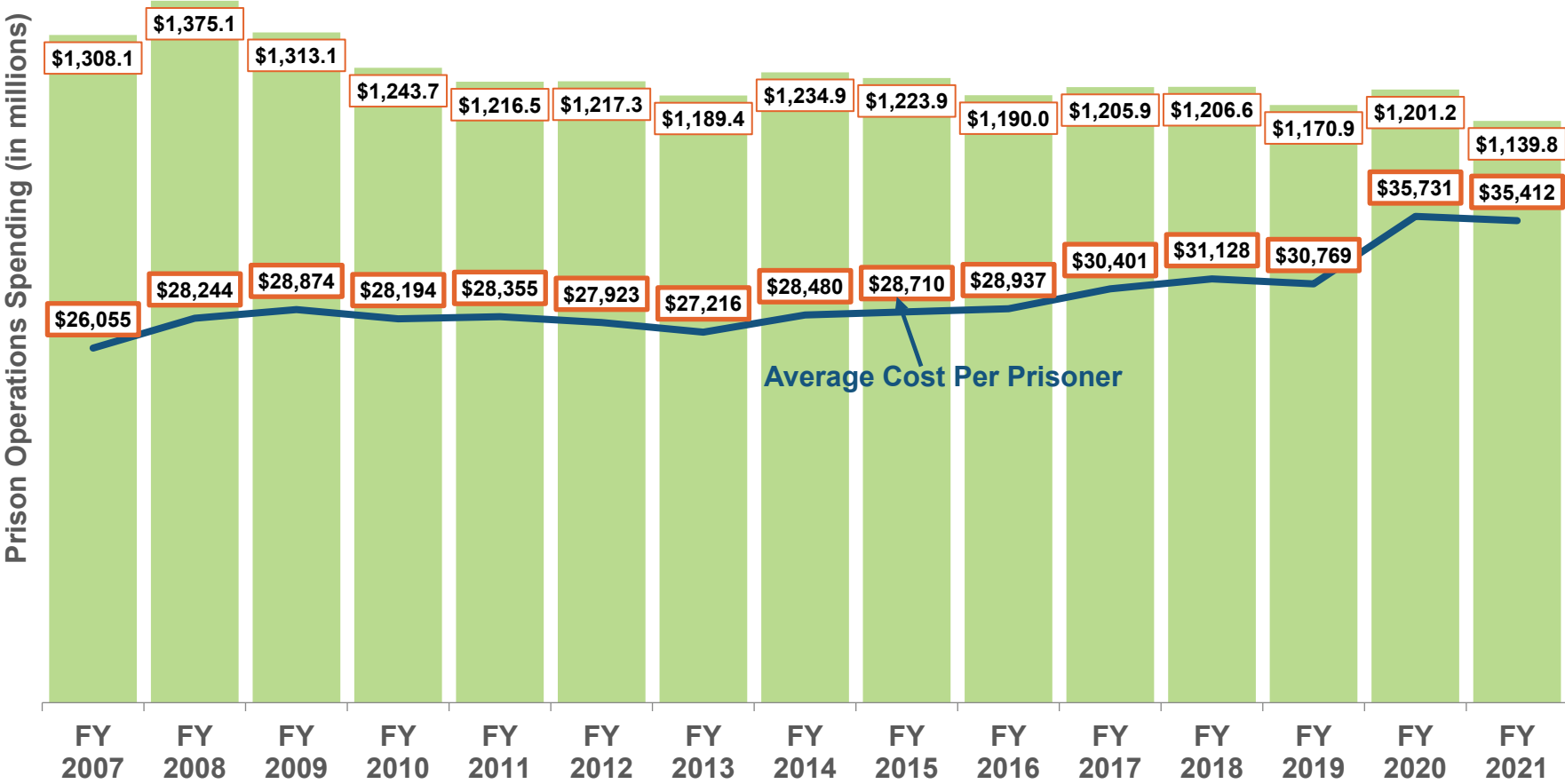


# Costs Per Prisoner by Security Level

FY 2020 Actual	FY 2021 Actual	FY 2022 Appropriated
Level I \$34,067	Level I \$38,420	Level I \$35,923
Level II \$40,575	Level II \$41,720	Level II \$41,716
Level IV \$48,433	Level IV \$49,892	Level IV \$49,538
Multi-Level \$43,550	Multi-Level \$48,198	Multi-Level \$47,800
Reception \$56,240 SAI \$91,478	Reception \$52,140 SAI \$129,506	Reception \$53,962 SAI \$73,803
Average Per Capita \$42,123	Average Per Capita \$45,698	Average Per Capita \$44,946

# Prison Operations - Average Cost Per Prisoner

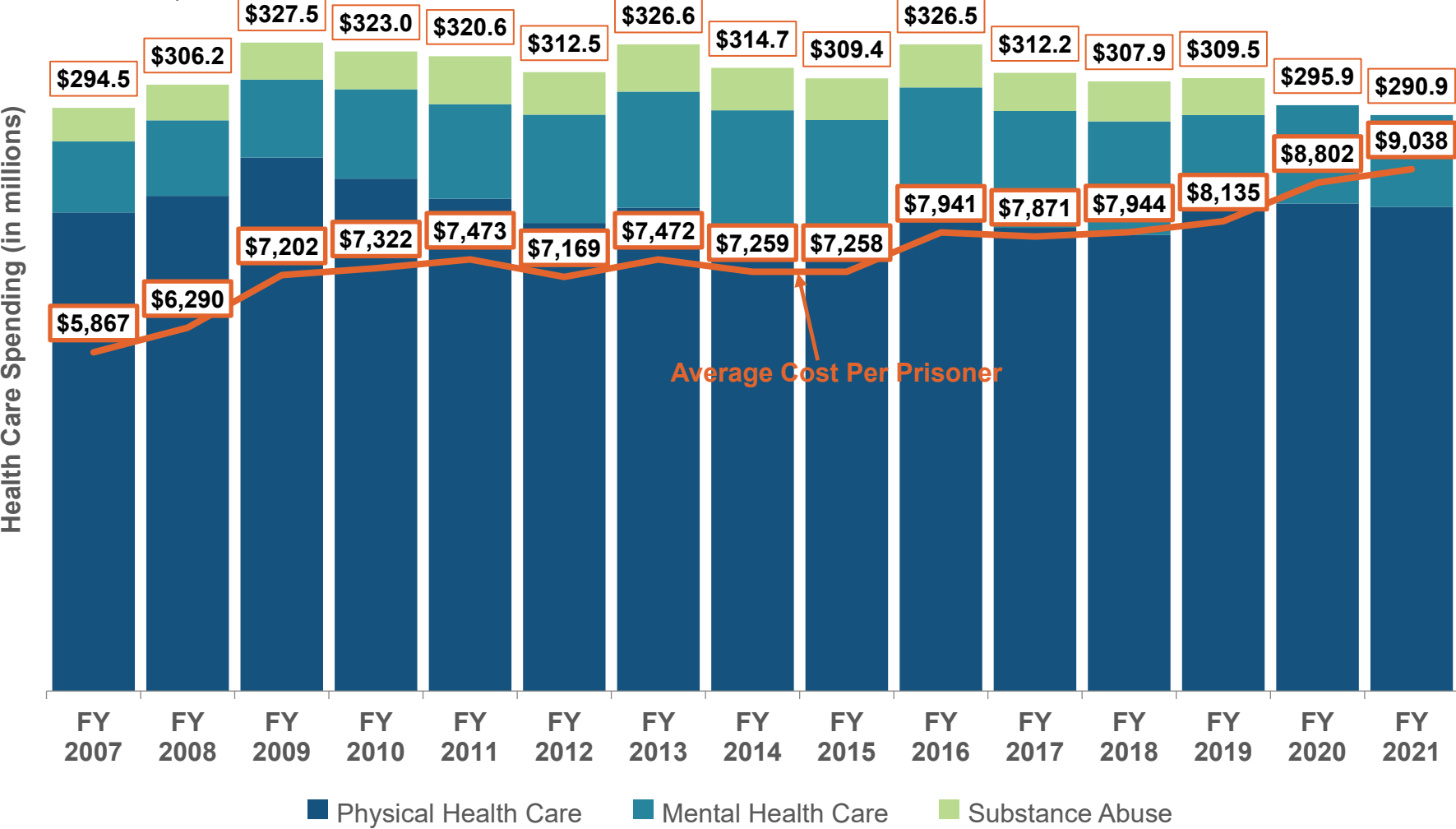
This chart reviews total prison operations spending **excluding** spending for physical and mental health care. Per-prisoner costs grew by an average of roughly **3%** per year over this period. The fluctuation in spending in FY 2019-20 and FY 2020-21 can be attributed to the COVID-19 pandemic.



\*2021 data is as of December 29, 2021

# Health Care - Average Cost Per Prisoner

Spending for prisoner physical and mental health care services, including substance abuse treatment services inside facilities and in community programs, increased significantly over the FY 2006-07 to FY 2020-21 time period. Per-prisoner costs increased by an average of 7.6% annually during this time. (In FY 2019-20, costs for substance abuse were rolled in with costs for mental health care.)

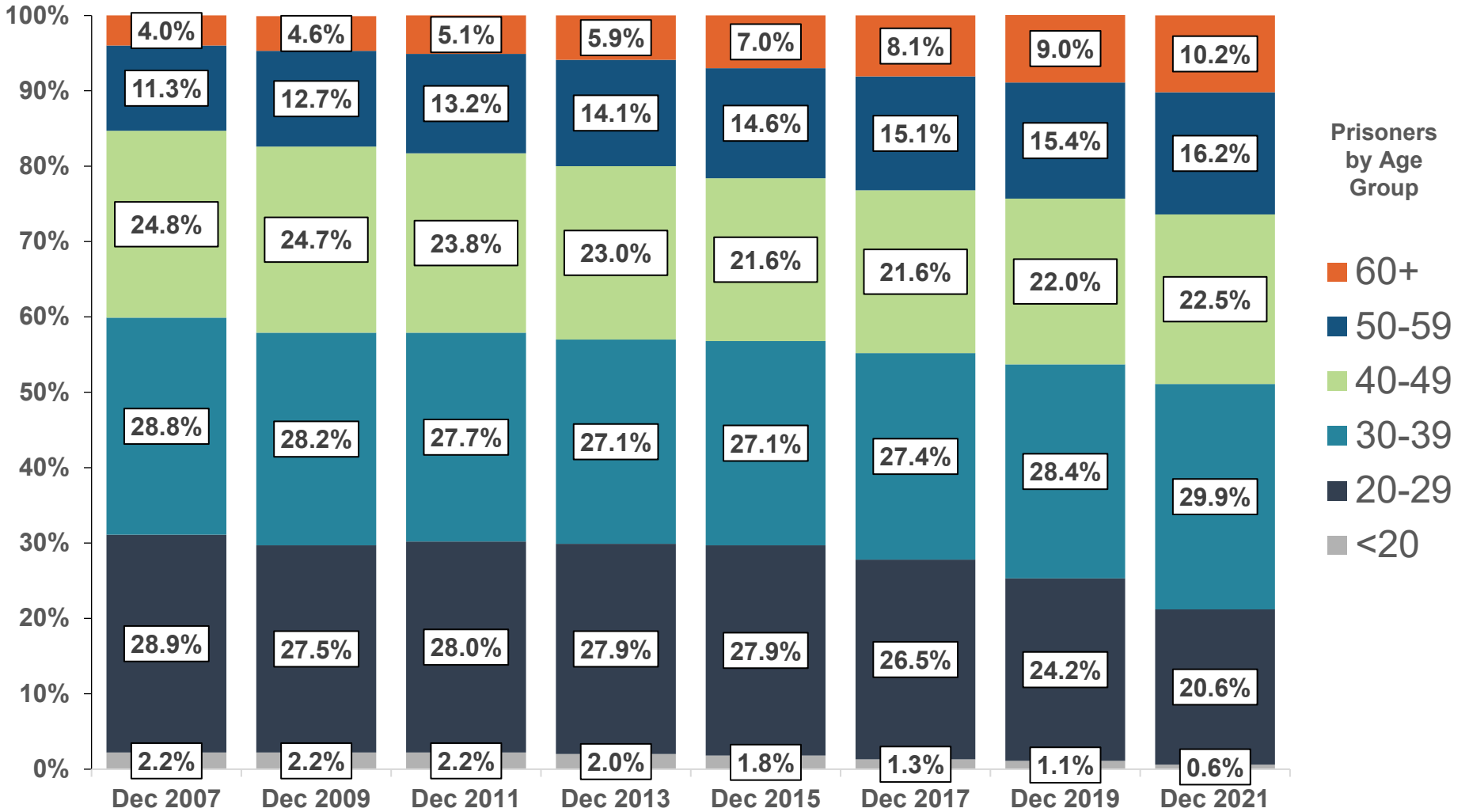


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# Prisoner Age Distribution and Health Care

One major factor in the rise of per-prisoner health care costs is the aging of the prison population. In 2007, 40.1% of prisoners were over age 40 and 15.3% were over age 50. By 2021, those percentages increased significantly to 48.9% over age 40 and 26.4% over age 50.



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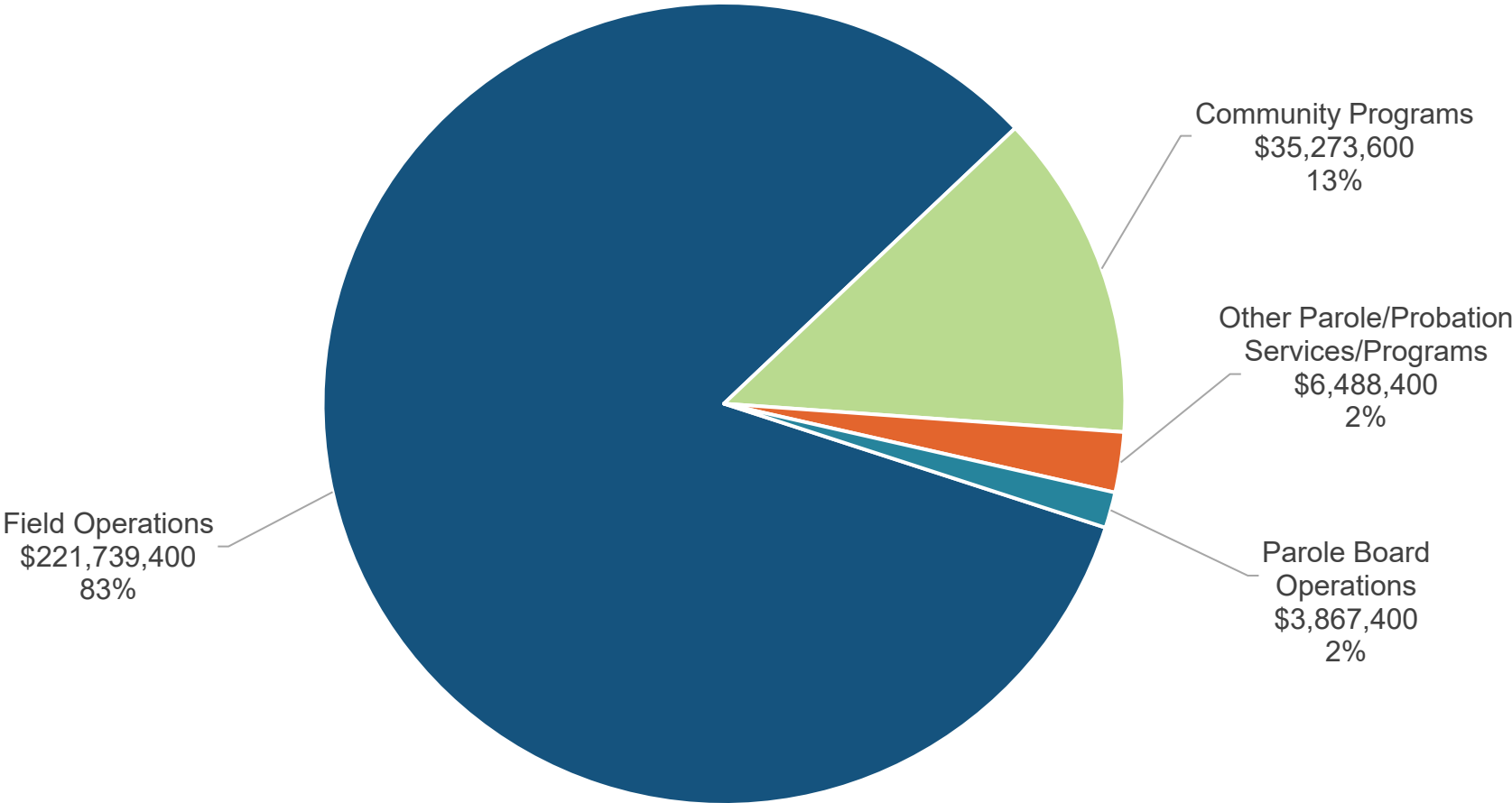
# Field Operations: Parole and Probation

# Field Operations

- Field Operations Administration is responsible for state parole and probation supervision, as well as for other methods of specialized supervision
- The largest component of Field Operations is parole and probation; as of December 25, 2021, the MDOC employed 1,072 active parole and probation agents responsible for supervising 41,657 offenders
- Community reentry centers provide structured housing for parolees placed in the program as a condition of their parole, or placed in the program as a sanction for violating their parole (non-compliance violations or new misdemeanor or non-assaultive felony charges)
- Electronic tether, substance abuse testing and treatment services, criminal justice reinvestment programs, and the Residential Alternative to Prison program are programs available to offenders who meet certain eligibility requirements and serve as alternatives to incarceration

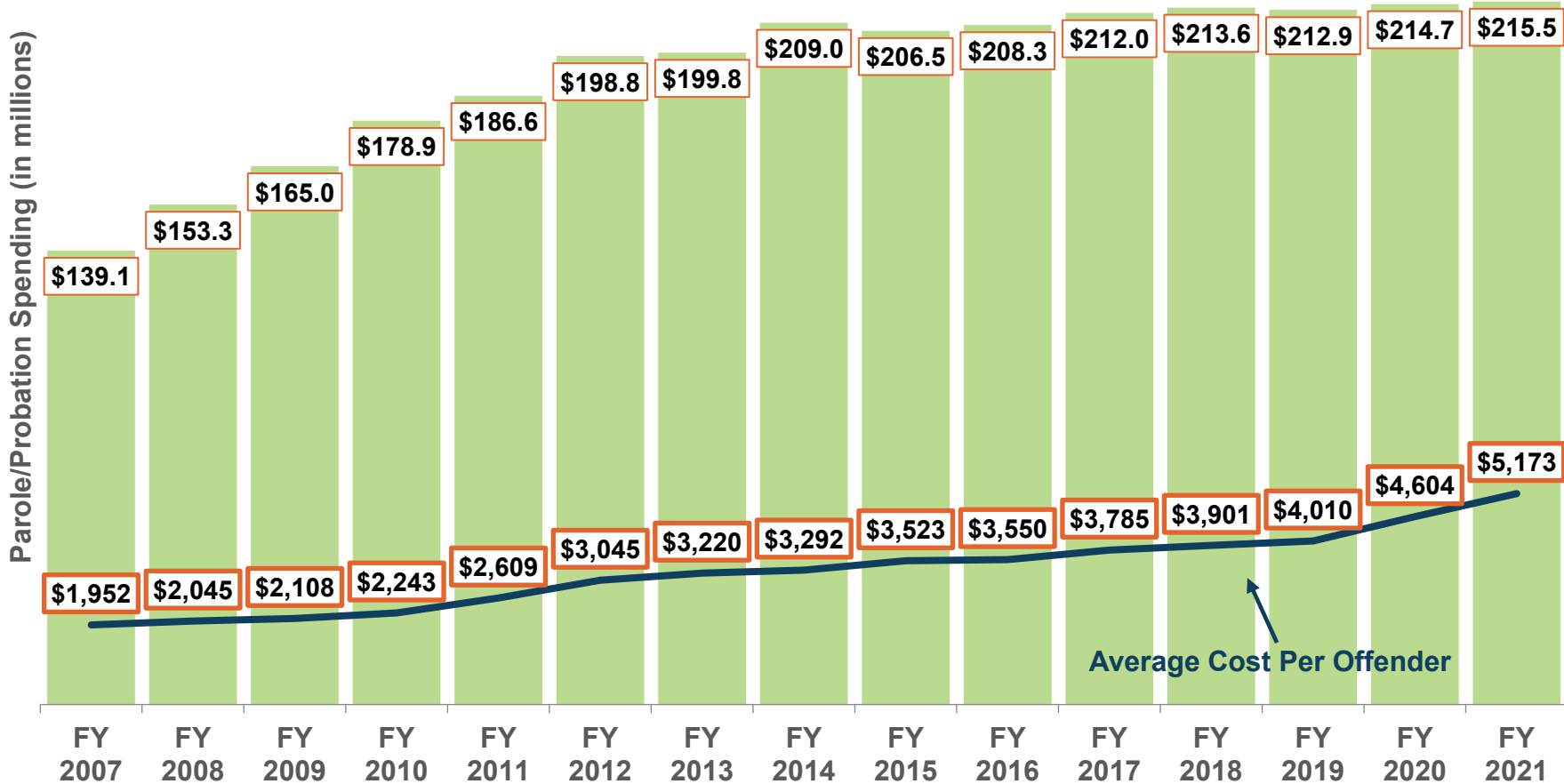
# Field Operations

FY 2021-22 appropriation for Field Operations is **\$267,368,800**. Field Operations includes parole and probation services and programs, community programs, and parole board operations.



# Parole/Probation - Average Cost Per Offender

Spending for parole and probation has increased by an average of 3.2% annually since FY 2006-07. The cost per offender increased by an average of 7.2% per year over this period. The use of electronic monitoring techniques significantly increased starting in 2010.



\*2021 data is as of December 29, 2021

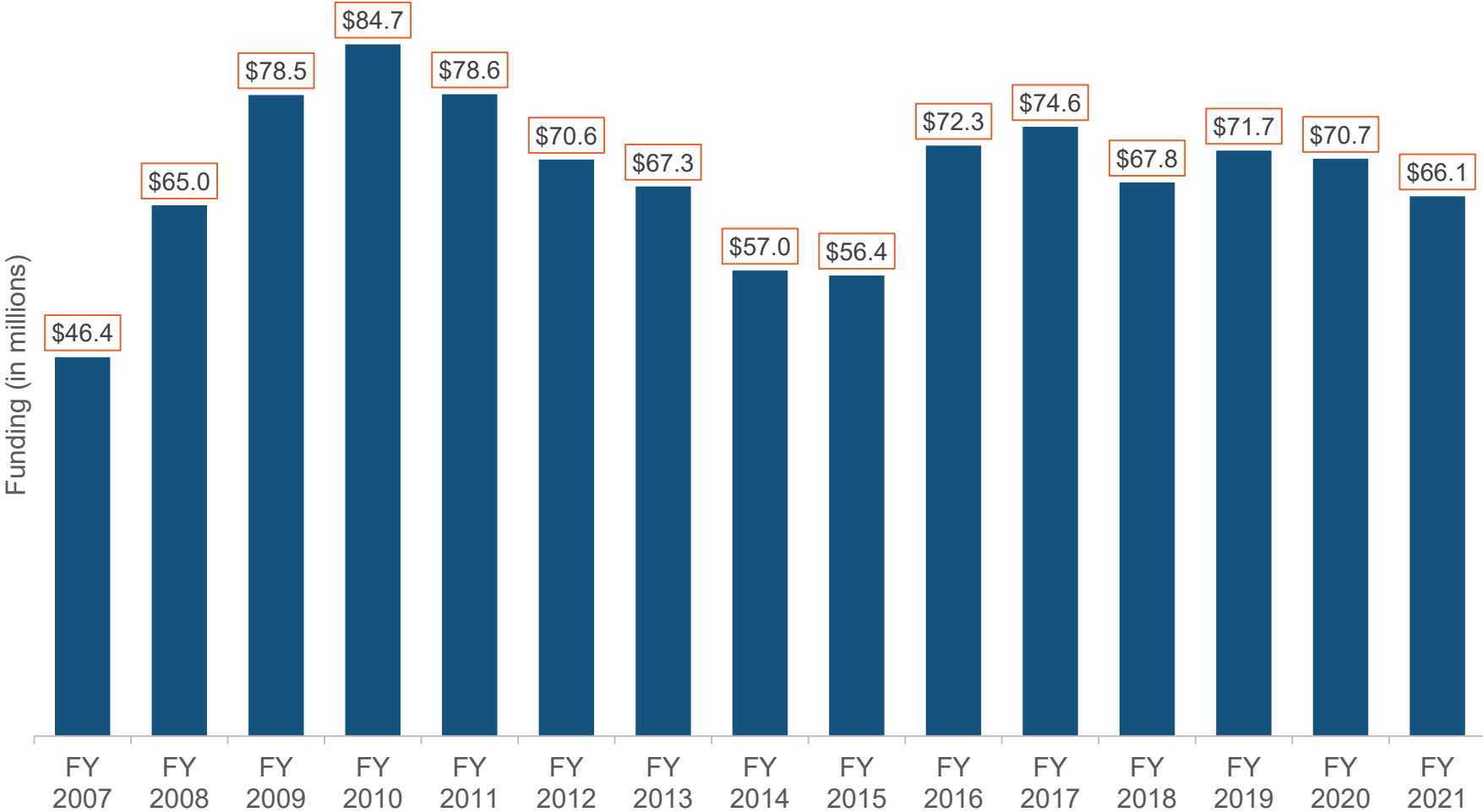
# **Offender Success: Programs and Services**

# Offender Success Programs and Services

- Aim to reduce recidivism through prisoner assessment, case planning and management, and coordinated services from the time of entry into prison through aftercare in the community
- Involve interagency and state and local collaboration: state departments, local law enforcement, crime victims' advocates, faith-based organizations, community business partners
- **\$91.6 million** appropriation in FY 2021-22, includes roughly **\$59.3 million** for education, job training, and career readiness programming for prisoners while they are incarcerated
- Offender Success funding supports:
  - Community-based and prison-based offender success planning, case management, and community in-reach to paroling prisoners
  - Employment services and job training, education programs, transitional housing, day reporting, other planning and support services
  - Demonstration projects to develop strategies for improving success of parolees with mental illness
  - Specialized programming for prisoners with mental health issues and other special needs
  - Local offender success planning administrative costs and program evaluation

# Offender Success Spending

The Michigan Prisoner Reentry Initiative was implemented statewide in FY 2007-08. In FY 2013-14, appropriations for community-based reentry programs were reduced and funding reallocated to correctional facilities for reentry-related programming to occur before inmates were released from prison. In FY 2015-16, all reentry-related staff positions and funding throughout the budget were reorganized into one area, leading to the appearance of a major increase in reentry funding. In FY 2018-19, “prisoner reentry” was renamed “offender success”. Decreased spending in FY 2019-20 and FY 2020-21 can be attributed to the COVID-19 pandemic.



\*2021 data is as of December 29, 2021



# For more information about the Corrections budget:

## HFA Resources

<http://www.house.mi.gov/hfa/Corrections.asp>

## Contact Information

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