

**Summary: Executive Budget Recommendation
for Fiscal Year 2024-25
CORRECTIONS**



Analyst: Robin R. Risko

	FY 2023-24	FY 2024-25	Difference: FY 2024-25	
	Enacted as of 2/7/24	Executive	Amount	%
IDG/IDT	\$0	\$0	\$0	--
Federal	17,143,500	5,180,500	(11,963,000)	(69.8)
Local	9,805,100	11,694,000	1,888,900	19.3
Private	0	0	0	--
Restricted	29,805,500	33,494,400	3,688,900	12.4
GF/GP	2,029,495,900	2,094,010,100	64,514,200	3.2
Gross	\$2,086,250,000	\$2,144,379,000	\$58,129,000	2.8
FTEs	13,206.0	13,226.0	20.0	0.2

Note: Appropriation figures for FY 2024-25 include all proposed appropriation amounts, including amounts designated as "one-time."

Overview

The Michigan Department of Corrections (MDOC) is responsible for operation and maintenance of the state's 26 correctional facilities that house felony offenders sentenced to prison. This includes provision of physical and mental health care, education, food service, transportation, and reintegration programming. The department is also responsible for supervision of all parolees and probationers under the department's jurisdiction and has oversight over community corrections programs and other programs designed to encourage alternatives to prison placement for appropriate offenders. As of February 1, 2024, the department was responsible for 88,078 offenders: 32,871 prisoners; 44,973 probationers; and 10,234 parolees. From 1 year prior, the total number of offenders increased by 13,319, or by 17.8%. The number of prisoners increased by 535, or 1.7%. The number of probationers increased by 12,003, or 36.4%. The number of parolees increased by 781, or 8.2%.

Major Budget Changes from FY 2023-24 Enacted Appropriations

	FY 2023-24 Enacted (as of 2/7/24)	Executive Change from Enacted
1. Prisoner Health Care Services Contract Adjustment	Gross	NA
Includes \$16.2 million GF/GP to cover increased costs of the prisoner health care services contract. In addition to standard inflationary adjustments and increased medical costs, funding would support the increase in usage resulting from an increase in the prisoner population. The contract covers onsite medical and behavioral health care, specialty care, and pharmaceutical services.	GF/GP	\$16,228,600
2. Nursing Cost Variance from Civil Service to Contracted Nursing	Gross	NA
Includes \$10.4 million GF/GP to cover increased costs associated with utilizing contracted nursing staff. Due to the number of vacant civil service nursing positions, the department has been forced to contract for nursing providers. Contracted RNs are about 31% more expensive than the average civil service RN, and contracted LPNs are about 17% more expensive.	GF/GP	\$10,443,300

Major Budget Changes from FY 2023-24 Enacted Appropriations	FY 2023-24 Enacted (as of 2/7/24)	Executive Change from Enacted	
3. Thumb Correctional Facility Education Center	FTE	0.0	15.0
Includes authorization for 15.0 new FTE positions, includes an additional \$3.4 million in state restricted funding, and reinvests \$483,600 of existing GF/GP to support costs of expanding educational programming and vocational training at the Thumb Correctional Facility. The \$3.4 million would be one-time funding, appropriated from the Program and Special Equipment Fund, to be used to support construction costs for converting an old MSI factory located on the property into additional classroom space. The \$483,600 would be reallocated from Offender Success Services to cover costs of additional staff and operations.	Gross	\$0	\$3,400,000
	Restricted	0	3,400,000
	GF/GP	\$0	\$0
4. Peer-Led Reentry Services	Gross	\$0	\$0
Reinvests \$1.5 million of existing GF/GP from Offender Success Services to support peer-led reentry services. Regional offender success services providers would utilize former offenders to work with eligible parolees. Peer-led services would include mentoring, peer recovery coaching, navigating resources, and assisting with transportation.	GF/GP	\$0	\$0
5. In-Reach Services Expansion	FTE	0.0	6.0
Reinvests \$900,000 of existing GF/GP from Offender Success Services and authorizes an additional 6.0 FTE positions to expand the department's ability to provide in-reach parole planning services to more parolees prior to release from prison. Planning for parole includes addressing housing needs and other needs such as clothing, bus passes, scheduling medical appointments, etc.	Gross	\$0	\$0
	GF/GP	\$0	\$0
6. City of Jackson Water and Sewer Rate Increases	Gross	NA	\$232,700
Includes \$232,700 GF/GP to cover costs of an 8% increase in water rates and a 6% increase in sewer rates at the 4 correctional facilities located in Jackson effective October 2024. The City of Jackson indicates that much of the cost is attributable to lead service line replacements along with capital improvement projects and general upkeep.	GF/GP	NA	\$232,700
7. Detroit Detention Center Increased Authorization	Gross	\$9,530,100	\$1,600,000
Includes authorization to receive an additional \$1.6 million in local revenue from the City of Detroit to support higher than anticipated costs for operations of the Detroit Detention Center. Various costs have increased including contracted nursing costs and contracted janitorial costs.	Local	9,530,100	1,600,000
	GF/GP	\$0	\$0
8. Technical Adjustments	FTE	NA	0.0
Makes internal FTE adjustments, funding adjustments, and transfers throughout the budget, which have no overall impact on Gross, GF/GP, or FTE position authorization. Adjustments are made to reflect employee counts more accurately and to align funding authorization with revenue received and department operations and activities.	Gross	NA	\$0
	GF/GP	NA	\$0
9. Removal of FY 2023-24 One-Time Appropriations	FTE	1.0	(1.0)
Removes \$20.7 million Gross (\$8.7 million GF/GP) of one-time funding that was included in the FY 2023-24 budget to support the following:	Gross	\$20,700,000	(\$20,700,000)
<ul style="list-style-type: none"> Body-worn Cameras (\$3.3 million GF/GP) Breast Milk Program (\$1.0 million GF/GP) Come Out Stay Out (\$400,000 GF/GP) Corrections Officer Signing/Retention Bonuses (\$12.0 million federal) Eastern Michigan University Pilot Program (\$250,000 GF/GP) Goodwill Flip the Script (\$1.4 million GF/GP) Nation Outside (\$2.0 million GF/GP) Silent Cry (\$400,000 GF/GP) 	Federal	12,000,000	(12,000,000)
	GF/GP	\$8,700,000	(\$8,700,000)

<u>Major Budget Changes from FY 2023-24 Enacted Appropriations</u>	<u>FY 2023-24 Enacted (as of 2/7/24)</u>	<u>Executive Change from Enacted</u>	
10. Economic Adjustments	Gross	NA	\$46,924,400
Reflects a net increase in costs of \$46.9 million Gross (\$46.3 million GF/GP) for negotiated salary and wage increases (5.0% on October 1, 2024), overtime costs, insurances, actuarially required retirement contributions, worker's compensation, building occupancy charges, rent, food, fuel, and utilities.	Federal	NA	37,000
	Local	NA	288,900
	Restricted	NA	288,900
	GF/GP	NA	\$46,309,600

Major Boilerplate Changes from FY 2023-24

GENERAL SECTIONS

Sec. 207. Disciplinary Action Against State Employees and Prisoners – DELETED

Prohibits MDOC from taking disciplinary action against classified civil service employees or prisoners for communicating with legislators or their staff unless the communication is prohibited by law and MDOC is exercising its authority. (*Governor deemed this section unenforceable in FY 2023-24.*)

Sec. 211. Contingency Authorization – REVISED

Authorizes up to \$2.5 million in federal and up to \$1.0 million in local contingency funds to be appropriated should funds become available; authorizes expenditure of funds after legislative transfer to specific line items. Executive revises to also include authorization for up to \$10.0 million in state restricted contingency funds to be appropriated should funds become available.

Sec. 212. Transparency Website – DELETED

Requires MDOC to maintain a searchable website that is accessible by the public at no cost that includes expenditures made by MDOC, payments to vendors, number of active employees by job classification, job specifications, and wage rates.

Sec. 213. Report on State Restricted Funds – DELETED

Requires MDOC to work with the state budget office to report on estimated state restricted fund balances, state restricted fund projected revenues, and state restricted fund expenditures.

Sec. 214. Website for Information – DELETED

Requires MDOC to maintain, on a publicly accessible website, information that identifies, tracks, and regularly updates key metrics used to monitor and improve the department's performance.

Sec. 218. In-Person Work Priority – DELETED

Expresses legislative intent that MDOC maximize efficiency of the state workforce, and where possible, prioritize in-person work; requires MDOC to post its in-person, remote, or hybrid work policy on its website.

Sec. 220. Receipt and Retention of Reports – DELETED

Requires MDOC to follow federal and state guidelines for short- and long-term retention of records; authorizes MDOC to electronically retain copies of reports unless otherwise required by federal and state guidelines.

Sec. 221. Report on Policy Changes Made to Implement Public Acts – DELETED

Requires MDOC to report on each specific policy change made by the department to implement a public act affecting the department.

Sec. 222. Severance Pay for Department Officials – DELETED

Requires MDOC to report on any amounts of severance pay agreed to for a department director, deputy director, or other high-ranking department official; requires the report to include the name of the official and the amount of severance pay; requires a report on the total amount of severance pay remitted and the total number of former employees that were remitted severance pay during the prior fiscal year; defines "severance pay" to mean compensation that is both payable or paid upon the termination of employment and in addition to either wages or benefits earned during the course of employment or generally applicable retirement benefits.

Sec. 223. State Administrative Board Transfers – DELETED

Authorizes the legislature, by a concurrent resolution adopted by a majority of members elected to and serving in each house, to inter-transfer funds if the State Administrative Board transfers funds. (*Governor deemed this section unenforceable in FY 2023-24.*)

Major Boilerplate Changes from FY 2023-24

Sec. 224. Expending Available Work Project Authorization – DELETED

Prohibits appropriations that have unexpended work project authorization associated with them, to the extent possible, from being expended until all existing work project authorization for the same purpose is exhausted. *(Governor deemed this section unenforceable in FY 2023-24.)*

Sec. 225. Management-to-Staff Ratio – DELETED

Expresses legislative intent that MDOC maintain a management-to-staff ratio of not more than 1 supervisor for each 8 employees at the central office in Lansing and at the northern and southern region administration offices.

DEPARTMENTAL ADMINISTRATION AND SUPPORT

Sec. 302. Report on Allowing Staff to Reach Highest Pay Levels in Shorter Amount of Time – DELETED

Requires MDOC to submit a report that assesses the cost of allowing corrections officers and medical officers to reach their highest level of pay within 3 years of service instead of reaching it within 5 years of service.

Sec. 303. Staff Retention Strategies – REVISED

Requires MDOC to report on staff retention strategies, including how to improve employee engagement, how to improve employee wellness, how to offer additional training and professional development, mechanisms by which to receive employee feedback, how MDOC considers suggestions made by employees, and steps taken and future plans MDOC has for retention and improving employee wellness. Executive revises to require a report only on staff retention strategies, with no other specific information required.

Sec. 307. Vendor Contracts – REVISED

Requires MDOC to report on all vendor contracts with a value of \$500,000 or more, including contract start and expiration dates, contract compliance monitoring site visits completed by the department, and number and amount of fines for service-level agreement noncompliance, broken down by area of noncompliance. Executive revises to require a report only on contracts with a value of \$500,000 or more, contract start and expiration dates, and number of available option years.

Sec. 310. Maintenance and Utility Costs at Facilities – DELETED

Requires MDOC to report on maintenance and utility costs, plans for capital improvement and associated costs, status of capital outlay project accounts, and expected future useful life for each correctional facility.

Sec. 314. Staff Overtime Hours – REVISED

Requires MDOC to report on number of overtime hours worked by all custody staff, by facility, including number of mandatory overtime hours worked, number of voluntary overtime hours worked, reasons for overtime hours worked, and average number of overtime hours worked by active employees. Executive revises by striking requirements to report on number of mandatory overtime hours worked and number of voluntary overtime hours worked.

Sec. 316. Corrections Officer Training Academy – DELETED

Requires MDOC to report on the status of the corrections officer training academy, including a history of appropriations, anticipated costs of the project, by phase, actual expenditures, and any other information the department considers necessary.

Sec. 321. Offender Data Reports – REVISED

Requires MDOC to provide monthly electronic mail reports on prisoner populations by security levels by facility; net operating capacities of facilities; number of closed housing units; prisoners serving life sentences and classified as past their earliest release dates; prisoner intakes, returns, and exits; populations for community residential services, electronic monitoring, parole, and probation; requires MDOC to provide notification immediately upon knowing it will not meet reporting requirements, including reasons for not meeting reporting requirements. Executive revises by striking reporting on prisoners serving life sentences and classified as past their earliest release dates, prisoner intakes, returns, and exits, and populations for community residential services; executive also strikes requirement that MDOC provide notification immediately upon knowing it will not meet reporting requirements, including reasons for not meeting reporting requirement.

OFFENDER SUCCESS ADMINISTRATION

Sec. 402. Partnering for Providing Offender Success Services – DELETED

Requires MDOC to partner with nonprofit faith-based, business and professional, civic, and community organizations for purpose of providing offender success services, including counseling, information on housing and job placement, and money management assistance.

Sec. 403. Matching Parolees with Potential Employers – DELETED

Requires MDOC to ensure, when possible, that all prisoners have potential employer matches in communities to which they will return, prior to each prisoner's initial parole hearing.

Major Boilerplate Changes from FY 2023-24

Sec. 405. Probation Residential Services Per Diem Reimbursement – REVISED

Limits probation residential services per diem reimbursement rate to \$65.00. Executive revises per diem reimbursement rate from \$65.00 to \$68.00 and includes an initial client assessment reimbursement of \$200.00.

Sec. 415. Academic and Vocational Programs for Prisoners – REVISED

Requires MDOC to report on academic and vocational programs, including number of instructors and instructor vacancies; number of prisoners enrolled in, completing, transferring from, and repeating each program; number of prisoners on waiting lists for programs; racial demographics of prisoners enrolled in each program; number of prisoners paroled without a high school diploma; program outcomes for each program; number of prisoners not paroled at their earliest release dates due to lack of high school equivalency. Executive revises boilerplate by striking a number of the specifics items to be included in the report.

Sec. 418. Program and Special Equipment Fund – NEW

Requires Program and Special Equipment Fund revenues to be used for prisoner programming, special equipment, and security projects; authorizes unexpended funds to be carried forward and made available for expenditure in subsequent fiscal years.

FIELD OPERATIONS ADMINISTRATION

Sec. 501. Annual Program Reports – DELETED

Specifies content to be included in reports by MDOC on residential reentry, electronic monitoring, and special alternative incarceration programs (e.g., successful and unsuccessful terminations, end of month populations, length of placements, returns to prison, descriptions of programs, comparison with prior year statistics, impact on prison admissions and jail utilization, cost effectiveness of programs).

Sec. 502. Violators of Parole and Probation – DELETED

Requires MDOC to review and revise proposals for alternatives to prison for technical violators of parole and probation; requires a report on the number of probationers and parolees returned to or sent to prison for new crimes, number of probationers and parolees returned to or sent to prison for technical violations, educational history of offenders, number of offenders that participated in reentry programs, and number of offenders that participated in substance abuse treatment programs, mental health programs, or both.

Sec. 503. Residential Alternative to Prison Program – DELETED

Requires MDOC to provide vocational, educational, and cognitive programming in a secure environment to enhance existing alternative sentencing options, increase employment readiness and successful placement rates, and reduce new criminal behavior for the West Michigan probation violator population.

Sec. 504. Prisoners Reviewed for Parole – DELETED

Requires MDOC to report on outcomes of prisoners reviewed for parole, including number of prisoners reviewed; number granted or denied parole; number of decisions deferred; number of times prisoners were reviewed before being granted or denied parole; number of paroles granted, denied, or deferred for each of the parole guideline scores of low, average, and high; reasons for parole denial or deferment.

HEALTH CARE

Sec. 603. Health Care Utilization Reports – DELETED

Requires MDOC to report on prisoner health care utilization, including the number of inpatient hospital days, outpatient visits, emergency room visits, prisoners receiving off-site in-patient medical care, and the 10 most common chronic care conditions.

CORRECTIONAL FACILITIES AND ADMINISTRATION

Sec. 701. Reporting on Elimination of Prisoner Programming – DELETED

Requires MDOC to report on plans to eliminate programming for prisoners at least 30 days prior to program elimination; defines "programming for prisoners" to mean a department core program or career and technical education program. *(Governor deemed this section unenforceable in FY 2023-24.)*

Sec. 709. Prisoner Labor and Delivery – DELETED

Requires MDOC to allow prisoners to have one visitor present during labor and delivery, in addition to a doula being present if the prisoner wants to work with a doula; requires visitors to be immediate family members, legal guardians, spouses, or domestic partners; authorizes MDOC to deny access to visitors if there are safety concerns; authorizes MDOC to conduct criminal background checks on visitors.

Major Boilerplate Changes from FY 2023-24

Sec. 716. Economic Impact and Savings from Prison Closures – DELETED

Requires MDOC to provide notice of plans to close, consolidate, or relocate any correctional facility in the state at least 30 days prior to the effective date of the closure, consolidation, or relocation; requires MDOC to report on the projected savings from closure, consolidation, or relocation and the projected impact on staff positions; following closure, consolidation, or relocation, requires a report on actual savings achieved and the impact on staff; requires MDOC, when planning to close a correctional facility, to complete an analysis of the potential economic impact of the prison closure on the local community. (*Governor deemed this section unenforceable in FY 2023-24.*)

ONE-TIME APPROPRIATIONS

Sec. 801. Breast Milk Program – DELETED

Requires funding to be used for a program that provides breast milk to newborns of post-partum prisoners; requires MDOC to collaborate with Mama's Mobile Milk to ensure prisoners who have given birth within the last 18 months have the opportunity to breastfeed, including expressing milk and providing necessary supplies; grants immunity from criminal and civil liability to MDOC; requires Mama's Mobile Milk to report quarterly; designates unexpended funding as a work project appropriation.

Sec. 802. Come Out Stay Out – DELETED

Requires funding to be granted to Come Out Stay Out for providing education, employment, and housing services to offenders upon release from prison; requires a report on expenditure of funds, program performance measures, number of participants served, and outcomes of participants completing the program.

Sec. 803. Corrections Officer Signing and Retention Bonuses – DELETED

Requires funding to be used to grant signing bonuses for new corrections officers and retention bonuses for current corrections officers; lists criteria to be followed for paying bonuses; requires expenditure of funds to be agreed to by the Office of the State Employer and the Michigan Corrections Organization and approved by the Civil Service Commission.

Sec. 804. Eastern Michigan University Pilot Program – DELETED

Requires funding to be used for MDOC to collaborate with EMU to provide prisoners with the opportunity to participate in a comprehensive bachelor's degree program; requires funding to be used for eligible expenses including staffing, supplies, and tuition; requires a report on expenditure of funds, number of participants served, enrollments by race and gender, number of participants completing the program, and program outcomes; subjects the program to metrics set forth in Sec. 807.

Sec. 805. Goodwill Flip the Script – DELETED

Requires the one-time appropriation to be used only for expanding the program and serving participants outside of participants currently being served by the ongoing appropriation; requires alternative sentencing programs, educational recovery programs, and career development and continuing education programs; requires a report on the expanded areas of the program and on program outcomes; subjects the program to metrics set forth in Sec. 807.

Sec. 806. Nation Outside – DELETED

Requires funding to be used to support a contract with the goal of supporting peer-led reentry programming; requires Nation Outside to enlist Wayne State University to perform an independent program evaluation; requires a report on program outcomes; subjects the program to metrics set forth in Sec. 807.

Sec. 807. Outcomes and Performance Metrics for Various Programs – DELETED

Lists specific outcomes and performance measures for Eastern Michigan University, one-time Goodwill Flip the Script, and Nation Outside programs; requires data collected to be provided to the legislature and to accredited universities for research purposes.

Sec. 808. Silent Cry – DELETED

Requires funding to be used to support a contract with Silent Cry to provide trauma services to referred parolees upon release from prison; requires a report on expenditure of funds, program performance measures, number of participants served, and outcomes of participants completing the program.

Sec. 801. Thumb Correctional Facility Education Center – NEW

Designates funding for the Thumb education center as a work project appropriation; the purpose of the project is to provide educational programming and vocational training at the facility.

Supplemental Recommendations for FY 2023-24 Appropriations

**FY 2023-24
Recommendation**

1. Employee Lump Sum Payments

Includes \$12.1 million GF/GP to cover costs of one-time lump sum payments for eligible state employees. The Civil Service Commission approved payments of \$2,250 for staff employed full-time as of December 23, 2023.

Gross	\$12,077,000
GF/GP	\$12,077,000