



A Lifers' Group Inc. Report:
DOC Expenditures
and
Staffing Levels
for FY2016

Prepared By:
Gordon Haas - Chairman

March 2017

Lifers' Group Inc.
MCI Norfolk
PO Box 43
Norfolk, MA 02056

**A LIFER'S GROUP INC. REPORT ON DEPARTMENT OF CORRECTION'S
EXPENDITURES AND STAFFING LEVELS FOR FISCAL YEAR 2016**

In response to a public records request, the Department of Correction (DOC) provided data regarding the expended funds in Fiscal Year 2016 (July 1, 2015 - June 30, 2016) (FY2016) as well as the staffing levels of Full Time Employees (FTEs) for the same time period. The expended funds and percentages of the total amount spent were broken down into eight categories. For FY2016, those categories in order from largest dollars and percentages to the lowest were:

<u>Category</u>	<u>\$ Amount Spent</u>	<u>% of the Total</u>
Employee Expenses	407,330,308	71.3%
Inmate Health Costs	94,450,606	16.5%
Utilities	21,840,053	3.8%
Infrastructure	16,697,213	2.9%
Inmate Food Costs	14,763,207	2.6%
Inmate Program Costs	11,321,131	2.0%
Legislative Earmarks	2,668,000	.5%
Administrative Expenses	<u>2,468,454</u>	<u>.4%</u>
Total Expenses	571,538,972	

DOC Full Time Employees are broken down into six categories. The numbers of FTEs and percentages of the total for these categories from largest to lowest were:

<u>Category</u>	<u>Number</u>	<u>% of the Total</u>
Security	3,660	75.0%
Support Staff	422	8.6%
Corr. Program Officers (CPOs)	296	6.1%
Maintenance	174	3.6%
Management	169	3.5%
Captains	79	1.6%
Education	<u>79</u>	<u>1.6%</u>
Total	4,879	

Report on DOC Expenditures and Staffing - FY 2016 cont.

Three Year Comparison of DOC Expenditures

Employees	407,330,308	71.3	408,395,603	71.5	399,144,646	71.0
Inmate Health	94,450,606	16.5	94,991,330	16.6	91,732,966	16.3
Utilities	21,840,053	3.8	22,385,498	3.9	24,392,157	4.3
Infrastructure	16,697,213	2.9	16,229,000	2.9	16,359,167	2.9
Inmate Food	14,763,207	2.6	15,222,670	2.7	14,955,172	2.7
Inmate Programs	11,321,131	2.0	11,531,935	2.0	11,132,914	2.0
Legislative Earmarks	2,668,000	.5	0		2,548,000	.5
Administrative Exp.	2,468,454	.4	2,464,869	.4	1,954,114	.4
<hr/>						
Totals	571,538,972		571,220,905		562,219,136	
Ave. Inmate Pop.	9,371		10,175		10,555	
Annual Cost / Inmate	\$60,990.17		\$56,139.64		\$53,265.66	

Three categories of Expenses increased from Fiscal Year 2015 to Fiscal Year 2016 - Legislative Earmarks from \$0 to \$2,668,000, Infrastructure from \$16,229,000 to \$16,687,213 (a 2.9% increase), and Administrative Expenses from \$2,464,869 to \$2,468,454 (a .1% increase). As a result, Total Expenses increased by \$318,068 or .05% due to the Legislative Earmarks Expenses which had been \$0 in 2015.

In contrast, the number of Full Time Employees (FTEs) decreased by 298 (5.8%) as did the number of prisoners from 10,175 to 9,371 (804 or 7.9%). The cost per prisoner in Fiscal Year 2016, therefore, increased from \$56,139.64 to \$60,990.17 - \$4,850.53 or 8.6%. The number of FTEs, the number of prisoners and the Employee Expense category all decreased due to the closing of one prison - Bay State in mid 2015.

Total Expenses increased by \$9,319,836 (1.7%) from FY 2014 to FY 2016. The average number of prisoners, however, decreased by 1,184 or 11.2%. This resulted in the annual cost per prisoner to increase by \$7,724.51 or 14.5% Employee Expenses increased by \$8,185,662 (2.1%) from 2104 to 2016 while the number of Full Time Employees decreased by 432 or 8.1%. Inmate Program Expenses increased by \$188,217 or .9% for the same time period. The percentage of the total expenditures for Inmate Programs remained constant at 2%. The percentage of the total expenditures for Employee Expenses increased from 71.0% to 71.3%. Inmate Health expenditures increased in 2016 from 2014 by \$2,717,640 (3.0%) while

Report on DOC Expenditures and Staffing - FY 2016 cont.

the number of prisoners decreased by 1,184 or 11.2%. Thus, the average annual health cost per prisoner increased from \$8,690.94 for Fiscal 2014 to \$10,079.03 in Fiscal 2016 or 16%. The average annual cost per prisoner for healthcare in Fiscal 2015 was \$9,335.75 or 7.4% below Fiscal 2016.

The average cost of each meal in Fiscal 2016 was \$1.43. This was an increase of .07¢ from 2015 (\$1.36), 14¢ from 2014 (\$1.29), and 15¢ from 2013 (\$1.28). The average costs per meal were calculated by the Lifers' Group Inc. by dividing the total expense for each year by 365, then by 3, and then by the Inmate Population figure for that year. The total Inmate Population decreased 11% from 2014 to 2016. Conversely, the cost per meal increased by 11% for the same time period.

In Fiscal Year 2015, out of each dollar expended, the DOC spent 71¢ on Employee Expenses, 21¢ combined on Inmate Food, Health and Program costs, 4¢ on Utilities, 3¢ on Infrastructure, and 1¢ on Administrative costs. In Fiscal Year 2016, out of each dollar expended, the DOC again spent 71¢ on Employee Expenses, 21¢ combined on Inmate Food, Health, and Program costs, 4¢ on Utilities, and 3¢ on Infrastructure, but .005¢ each on Administrative Expenses and Legislative Earmarks.

Three Year Comparison of DOC Staffing Levels of Full-Time Employees

<u>Category</u>	<u>FY 2016</u>	<u>%</u>	<u>FY 2105</u>	<u>%</u>	<u>FY 2014</u>	<u>%</u>
Security	3,660	75.0	3,831	74.0	3,918	73.8
Support Staff	422	8.7	500	9.7	490	9.2
Corr. Program Off.	296	6.1	311	6.0	317	6.0
Maintenance	174	3.6	180	3.5	188	3.5
Management	169	3.5	188	3.6	200	4.1
Captains	79	1.6	84	1.6	83	1.6
Education Staff	79	1.6	83	1.6	96	1.8
<hr/>						
Totals	4,879		5,177		5,311	
Ave. Population	9,371		10,175		10,555	
Ratio	1:1.92		1:1.96		1:1.98	

The total number of Full Time Employees (FTEs) decreased from 2014 to 2016, a net

Report on DOC Expenditures and Staffing - FY 2016 cont.

decrease of 432 employees (8.1%). The question then is why, with the total of FTEs decreasing by 8.1%, did the Employee Expenses for the same period increase by 2.1%? In the same time period, Management positions decreased by 51 or 23.2% and Support Staff to management decreased by 68 or 13.9% as well. Education staff decreased by 17 positions or 17.8% and the number of Correction Program Officers decreased by 21 positions or 6.6%. Both of these last two categories involve FTEs who, at least, theoretically, work directly with prisoners to provide assistance in rehabilitation.

The decrease in educators of nearly 18% as compared to the decrease in Maintenance staff of 7.4% highlights a continuing failure of the DOC to utilize skilled workers at minimal cost. For several years, the Lifers' Group Inc. has been urging the DOC to employ lifers and other skilled prisoners in meaningful positions in every institution. In the 1980's lifers and other talented prisoners were employed to teach basic courses in schools, as well as to provide electrical, plumbing, painting, masonry, and carpentry services, under the supervision of master craftsmen. In addition to those services, lifers and long-term prisoners can be trained to work with elderly, infirm, and end-of-life prisoners to assist those prisoners to adjust to daily living.

It is time to return to the 80's concept for two reasons. First, this would provide needed services at lower costs, without reducing quality. Second, it would provide skills training to prisoners so that those who return to society will have employable skills which will assist them in becoming productive citizens. What is needed is the will to use this readily available skilled work force.

A ratio in which Massachusetts has been leading the nation for years is that of full time employees, particularly uniformed security staff, to prisoners. That position is still not in jeopardy; in fact, it has been enhanced. In 2013 in MA, that ratio was 1 employee to 2.07 prisoners. In 2014, that ratio was 1:1.98. In 2015, the ratio was 1:1.96. In 2016, the ratio was 1:1.92. By comparison, state and federal rates are at least 5 times higher. When considering only uniformed security staff, the ratio for the DOC in 2016 was 1 security staff person to every 2.5 prisoners. The ratio for state prisons nationally was 1:4.9 and for federal prisons 1:10. ¹

CONCLUSION

The DOC expends nearly \$600,000,000 each year, while the recidivism rate remains over 40%. The prisoner population is decreasing at a faster rate than the DOC expenses. At some point, the emphasis needs to shift to preparing prisoners to return to society and be productive citizens. This should be the primary mission of the DOC. But, looking at where the

¹ *The Republican* - 9/2/16 at C1 & C2

Report on DOC Expenditures and Staffing - FY 2016 cont.

DOC spends its funds shows where the emphasis really lies - maintaining as many FTEs, particularly security staff, as possible, whether they assist in rehabilitating prisoners or not. Educational, vocational, and training needs relevant to reintegrating successfully into society go unmet. Until these deficiencies are addressed and reversed, the DOC will continue to not meet its basic objective, i.e., to ensure public safety by adequately preparing prisoners to return.

Lastly, the overall prisoner population decreased by 8% (from 10,175 to 9,371), the 60 and over prisoner population increased by 3%. Elderly prisoners continue to be the fastest growing group of prisoners in the DOC. Several studies have shown that they are also the group of prisoners who are least likely to commit new crimes if released. ² As noted in our report on DOC Expenses and Staffing for Fiscal Year 2015 (page 5): "Prisons in MA are woefully under- equipped to deal with the medical, psychiatric, physical, and emotional needs of elderly prisoners. If measures are not put in place to release non-threatening elderly prisoners to facilities or programs outside the DOC, then the DOC will have no other option to undertake expensive building plans." Nothing changed in Fiscal Year 2016 to meet those needs. Prisoners who are no threat to society because they are confined to wheelchairs, have lost limbs, are dying of cancer and respiratory illnesses, or are dying after having served their country honorably still have no meaningful process for release to institutions or homes where their needs can be met humanely and at much lower costs. These prisoners should not be left to die lying in their own filth, unable to feed or clean up after themselves. The time has come, in fact is long past, to find the means to better meet the requirements of prisoners, the DOC and the public-at-large for treating elderly and infirm prisoners. What also remains is the will to do what is best for all concerned.

² See Dirk Greineder. *MASS(incarceration) of the Elderly*. April 2016. This report can be accessed at: www.realcostofprisons.org/writing.