

MASSACHUSETTS
DEPARTMENT OF CORRECTION

2014

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REPORT ON MA DOC - 2014

Highlights

- Budgeted expenses for 2014 totalled \$562,219,136 (p. 1), an increase of 8.6% over 2011 (p. 6).
- The number of Full Time Employees for 2014 was 5,310 (p. 1), an increase of 360 over 2011, or 7.3% (p. 4.)
- The total number of inmates under DOC jurisdiction on January 1, 2015 was 10,813 (p. 1), an increase of 322 over January 1, 2012 or 3.1% (p. 5).
- The ratio of Full Time Employees to the total number of inmates for 2014 was 1:2.04, a decrease from 1:2.12 for 2011 (p. 5.).
- The percentage for expenses for Inmate Programs in 2014 was 1.98% of the total DOC budgeted expenses, a decrease from 2.09% in 2011 (p. 2).
- The percentage for expenses for Employees for 2014 was 70.99% of the total DOC budgeted expenses, an increase from 68.04% in 2011 (p. 2).
- The percentage for expenses for Inmate Health Care for 2014 was 16.32% of the total DOC budgeted expenses, a decrease from 18.48% in 2011 (p. 2).
- The percentage for expenses for Inmate Food for 2014 was 2.66% of the total DOC budgeted expenses, a decrease from 2.82% in 2011 (p. 2).
- The number of institutions under the DOC decreased from 18 in 2011 to 17 in 2014 (p. 4.).
- The number of Full Time Maintenance staff employed by the DOC increased from 152 in 2011 to 188 in 2014, an increase of 23.7% (p. 5), the largest percentage increase of all DOC Staffing categories (p. 7)..

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MA DEPARTMENT OF CORRECTION - 2014

A. Introduction

The MA DOC publishes two separate reports annually. One is entitled Prison Population Trends. The second is the DOC Annual Report, the publication of which has been mandated by the MA Legislature. (See M.G.L. c. 124, §6.) This report by the Norfolk Lifers Group/Lifers Group, Inc. concerns the statistical contents regarding the DOC's budgeted expenses and staffing levels as contained in the 2014 DOC Annual Report with comparisons to the data for the same categories from the annual reports for 2011 and 2013. It must be noted that the 2012 DOC Annual Report merely repeated the relevant statistical information from 2011. Consequently, the "2012 data" has not been included in this report. Requests for the actual 2012 data have gone unanswered.

While the DOC Annual Reports primarily deal with descriptions of the various departments in the DOC, their goals and accomplishments, facts about each of the institutions under the DOC, and the awards presented by the DOC to its own employees, the annual reports are the only published source by the DOC for their budgeted expenses and staffing levels. The data presented in the following pages of this report will, therefore, be concerned with just the DOC expenses and staffing levels for 2011, 2013, and 2014. To date, the 2015 DOC Annual Report has yet to be published.

B. Budgeted Expenses

In 2014, the DOC expended \$562,219,136. The inmate population as of January 1, 2015 was 10,813. The number of Full Time Employees (FTEs) was 5310. The largest expense category was for Employees. This expense has increased each year in gross dollars spent and the percentages of the budget. The second largest expense category was Inmate Health Care, which decreased each year as a percentage of the budget for 2011 to 2014. Expenses for Inmate Programs increased in dollars expended, but remained less than 2% of the budget. Inmate Food expense decreased in 2013 as compared to 2011 and decreased again in 2014, accounting for 2.7% of the 2014 budget. Table I below presents the comparative data for all eight expense categories reported by the DOC. All data are taken directly from each reported year's published annual report by the DOC (2011 - p. 43, 46; 2013 - p. 41, 45; and 2014 - p. 7, 40).

TABLE I

DOC Budgeted Expenses
2011 - 2014

<u>Expense</u>	<u>2011</u>	<u>2013</u>	<u>2014</u>
Legislative Earmarks	200,000 (.04%)	2,050,000 (.38%)	2,548,000 (.45%)
Administrative	2,285,040 (.45%)	2,158,161 (.4%)	1,954,114 (.35%)
Facility Infrastructure	15,061,924 (2.9%)	15,571,422 (2.85%)	16,359,167 (2.91%)
Inmate Food	14,576,114 (2.82%)	15,262,701 (2.89%)	14,955,172 (2.66%)
Utilities	26,809,271 (5.18%)	24,151,243 (4.42%)	24,392,157 (4.34%)
Inmate Health Care	95,626,660 (18.48%)	98,520,685 (18.05%)	91,732,966 (16.32%)
Inmate Programs	10,833,784 (2.09%)	10,716,320 (1.96%)	11,132,914 (1.98%)
Employee	<u>352,176,365 (68.04%)</u>	<u>377,516,880 (69.14%)</u>	<u>399,144,646 (70.99%)</u>
Total	517,569,158	545,947,413	562,219,136
Inmate Population	10,491	11,034	10,813

C. DOC Staffing

Security staff remained the largest segment of the DOC Full Time employees (FTEs) - 3,918 or 74% in 2014. The percentage has remained constant for 2011, 2013, and 2014. The Support Staff also remained constant percentage wise at slightly over 9%. Of the six categories, only the Maintenance Staff showed a significant increase from 152 in 2011 to 188 in 2014. Two categories decreased in numbers from 2013 - Captains (87 to 83) and CPO (Correctional Program Officers) (325 to 316). The ratio of FTEs to the Inmate Population (5,310 to 10,813 in 2014) dropped from 1:2.1 to 1:2.0.

Table II below presents the data for the DOC FTE Staffing levels in 2011, 2013, and 2014.

TABLE II

	<u>2011</u>	<u>2013</u>	<u>2014</u>
Support Staff	462 (9.33%)	484 (9.25%)	489 (9.22%)
Maintenance	152 (3.07%)	177 (3.38%)	188 (3.54%)
Security	3,652 (73.79%)	3,850 (73.56%)	3,918 (73.77%)
Captains	89 (1.79%)	87 (1.66%)	83 (1.56%)
CPO Staff	296 (5.98%)	325 (6.22%)	316 (5.96%)
Educ. Staff	86 (1.74%)	92 (1.76%)	96 (1.81%)
Management	<u>213 (4.3%)</u>	<u>218 (4.17%)</u>	<u>220 (4.14%)</u>
Total FTEs	4,950	5,233	5,310
Inmate Pop.	10,491	11,034	10,813
Ratio FTE to Prison Pop.	1:2.1	1:2.1	1:2.0

D. Costs Per Inmate

The average cost to confine each inmate in Massachusetts in 2014 was \$51,995, computed by dividing the total number of inmates as of January 1, 2015 (10,813) into the total amount of expenses (\$562,219,136). Note: the 2014 Annual Report stated on page 6 that the average annual cost for fiscal 2014 was \$53,040.87. No method of calculation for this average cost per inmate was presented. Whichever figure is used, the average cost significantly exceeded \$50,000. Using the same calculation method, i.e., the total expenses divided by the total inmate population, for the data presented earlier in Table I, the average cost per inmate rose from \$49,335 in 2011 to \$51,995 in 2014, a 5.4% increase.

The average annual cost per inmate for health care and food services decreased in each year from 2011 to 2014. Inmate Program total costs decreased from 2011 to 2013, but increased from 2013 to 2014, although the program costs per inmate was less in 2014 as compared to 2011. When the amounts expended for inmate health care in 2014 is compared to the amount for inmate programs for that year, the total health care expenditure exceeded the total program expenditure by 724%. A similar comparison of total inmate food expenditures to total program expenditures for 2014, the total food expenditures exceeded the total program expenditures by 34%.

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In 2014, the DOC expended annually per inmate \$1,383.07 for food (\$1.26 per meal), \$8,483.58 for health care, and \$1,029.59 for programs.

Table III below presents the comparative data for Costs Per Inmate for 2011, 2013, and 2014.

TABLE III

	<u>2011</u>	<u>2013</u>	<u>2014</u>
Total DOC Expenditures	517,569,158	545,947,413	562,219,136
# of Inmates as of 1/1/ __	10,491	11,034	10,813
Cost / Inmate	49,335	49,479	51,995
Inmate Food Costs	14,576,114	15,262,701	14,955,172
Annual Cost per Inmate	1,389.39	1,383.24	1,383.07
Daily Cost per Inmate	3.81	3.79	3.79
Cost per Meal	1.27	1.26	1.26
Inmate Health Costs	95,626,660	98,520,685	91,732,966
Annual Cost per Inmate	9,115.11	8,928.83	8,483.58
Weekly Cost per Inmate	175.29	171.71	163.15
Daily Cost per Inmate	24.97	24.46	23.24
Inmate Program Costs	10,833,784	10,716,320	11,132,914
Annual Cost per Inmate	1,032.67	972.09	1,029.59
Weekly Cost per Inmate	19.86	18.69	19.80
Daily Cost per Inmate	2.83	2.66	2.82
Inmate Health Care Costs as a % of Inmate Program Costs	783% ↑	819% ↑	724% ↑
Inmate Food Costs as a % of Inmate Program Costs	34% ↑	42% ↑	34% ↑
Inmate Health Care Costs as a % of Inmate Food Costs	556% ↑	545% ↑	513% ↑

E. DOC Expenses And Staffing Levels - 2011 Compared With 2014

The largest increase in budgetary expenditures from 2011 to 2014 was for Employee Expenses - an increase of \$46,968,281 or 13.3%. This is not only significant, but counter intuitive when one considers that from 2011 to 2014, the number of institutions under the DOC decreased from 18 to 17. Thus, one would have expected that with the closing of one institution, the number of Full Time Employees (FTEs), particularly Security Staff, would have decreased as well. This, however, was not the case as the number of FTEs actually increased by 360 (4,950 in 2011 to 5,310 in 2014) or 7.3%. Of the increase of 360 FTEs, Security Staff

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and Captains accounted for 260 or 72%. The Inmate Population, as measured on January 1, 2012 and then on January 1, 2015, increased by 3.1% (10,491 to 10,813), an increase of 322 or 36 fewer than the increase in FTEs for the same period.

The largest percentage increase was for Legislative Earmarks - 1174% from 2012 to 2014 (\$200,000 to \$2,458,000). There was no explanation as to why this increased so dramatically or what specific "Earmarks" were funded.

The other Expense Categories which increased from 2011 to 2014 were: Facility Infrastructure (8.6%), Inmate Programs (2.8%), and Inmate Food (2.6%). While Inmate Food and Program Expenses increased in actual dollars expended, when comparing 2011 to 2014, the percentage of the total budget actually decreased for both categories - Inmate Programs Expense from 2.09% in 2011 to 1.98% in 2014 (a 5.3% decrease); Inmate Food from 2.82% in 2011 to 2.66% in 2014 (a 5.7% decrease). Both categories decreased as percentages of the budgeted expenses while the total inmate population increased by 3.1% (10,491 to 10,813).

The Expense Categories which decreased in funds expended from 2011 to 2014 were: Administrative (a decrease of 14.5%) and Inmate Health Care (a decrease of 4.1%).

As noted on page 4, FTEs increased by 7.3% from 2011 to 2014. The largest percentage increase was for Maintenance personnel (23.7% - from 152 to 188). Correctional Program Officers (CPOs) and Educational Staff increased a combined 7.9% - from 382 to 412, and Management and Support Staff to Management increased a combined 5.0% - from 675 to 709. All categories increased despite, as noted before, the closing of one institution. When the increase in total inmate population of 3.1% is taken into account, the ratio of FTEs to inmates decreased from 1 FTE for every 2.12 inmates in 2011 to 1 FTE for every 2.04 inmates in 2014.

With the decrease in the number of institutions netting an increase in expenditures from 2011 to 2014, the closing of a prison did not, at least for the MA DOC, translate into any cost savings for the Massachusetts taxpayers. Rather, just the opposite, i.e., increased expenses and staffing levels. It will be interesting to review the data for 2015, once the DOC publishes its 2015 Annual Report, to see if this trend continued for 2015, since the DOC closed another institution and appeared to have simply shifted the staff and prisoners to other prisons. Since Employee Expenses accounted for 71% of the DOC budget in 2014, the only way any meaningful cost savings will be effected will be to significantly reduce staff, something the DOC to date seems loathe to do.

Tables IV, V, and VI on the following pages present the data for DOC Expenses - 2011 compared to 2014 (Table IV - page 6), comparisons of percentages of DOC Expenses 2011 to 2014 (Table V - page 6), and DOC staffing numbers - 2011 as compared to 2014 (Table VI - page 7).

TABLE IV

<u>Expense</u>	<u>2011</u>	<u>2014</u>	<u>+/-</u>	<u>% +/-</u>
Legislative Earmarks	200,000	2,548,000	2,348,000	1174% ↑
Administrative	2,285,040	1,954,114	(330,926)	14.5% ↓
Facility Infrastructure	15,061,924	16,359,167	1,297,243	8.6% ↑
Inmate Food	14,576,114	14,955,172	379,058	2.6% ↑
Utility	26,809,271	24,392,157	(2,417,114)	9.0% ↓
Inmate Health Care	95,626,660	91,732,966	(3,893,694)	4.1% ↓
Inmate Programs	10,833,784	11,132,914	299,130	2.8% ↑
Employees	<u>352,176,365</u>	<u>399,144,646</u>	<u>46,968,281</u>	<u>13.3% ↑</u>
Total	517,569,158	562,219,136	44,649,978	8.6% ↑

TABLE V

<u>Expense</u>	<u>2011</u>	<u>2014</u>	<u>% ↑ ↓</u>
Employees	68.04%	70.99%	7.8 ↑
Inmate Health Care	18.48%	16.32%	11.7 ↑
Utilities	5.18%	4.34%	16.2 ↑
Facility Infrastructure	2.9%	2.9%	-----
Inmate Food	2.82%	2.66%	5.7 ↓
Inmate Programs	2.09%	1.98%	5.3 ↓
Administrative	.45%	.35%	22.2 ↓
Legislative Earmarks	.04%	.45%	1,025 ↑

TABLE VI

	<u>2011</u>	<u>2014</u>	<u># +/-</u>	<u>% +/-</u>
FTEs	4,950	5,310	360	7.3% ↑
Inmate Population	10,491	10,813	322	3.1%
Ratio FTE to Inmate	1:2.12	1:2.04		
Security & Captains	3,741	4,001	260	7.0% ↑
Management & Support Staff	675	709	34	5.0% ↑
Maintenance	152	188	36	23.7% ↑
CPOs & Educational Staff	382	412	30	7.9% ↑

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