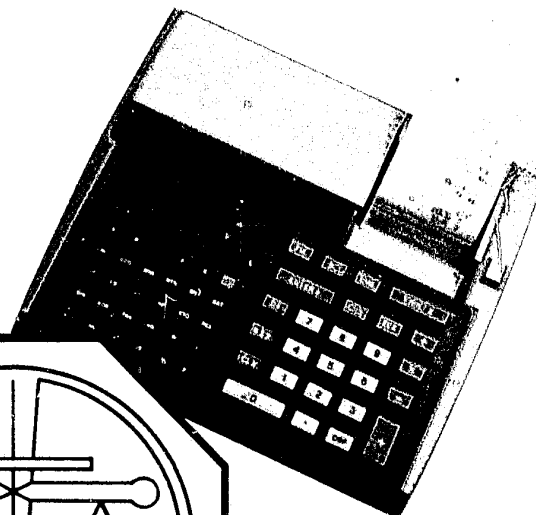
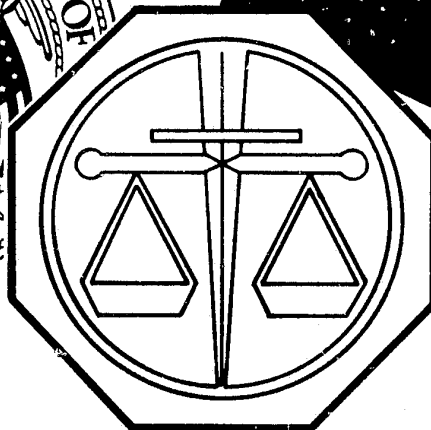
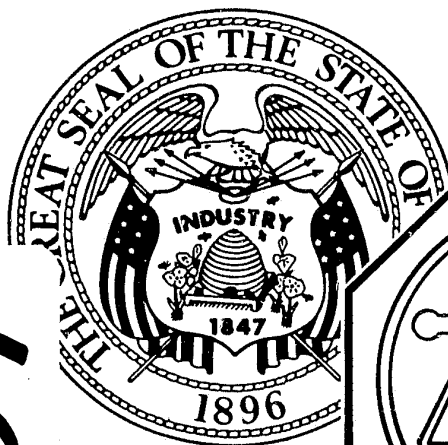
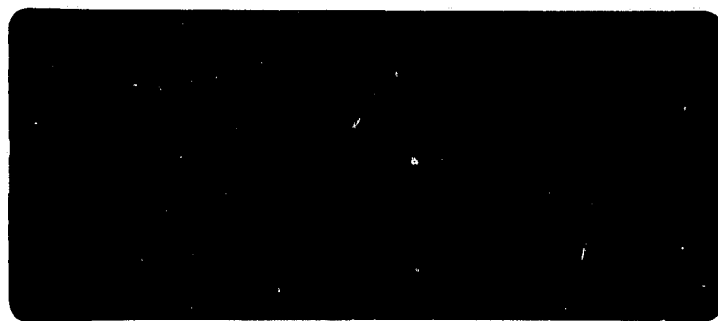


✓ UTAH STATE DIVISION OF CORRECTIONS



67651

RESEARCH & STATISTICS

✓
A COMPARATIVE COST AND PROGRAM ANALYSIS OF
FEMALE CORRECTIONS FACILITIES
IN THE STATE OF UTAH

Conducted for
Dorothy Owens
of the
Utah State Budget Office

November 15, 1979

Bruce Dunn and R. Kim Wilde, Analysts

November 15, 1979

Dorothy Owen
State Budget Office
Room 121
Utah State Capitol Building
Salt Lake City, UT 84114

Dear Dorothy:

This report includes a cost analysis of, and budget/program recommendations for women's correctional facilities in Utah. The data represent five weeks of study on the fiscal and political aspects of women's corrections in Utah. We feel the results display the most accurate and comprehensive analysis possible, given the time and location constraints.

The report is organized into five sections with the cost, program, and political consequences of various alternatives emphasized. The final section will outline our recommendations for the future of women's correctional facilities in both the short term (the coming fiscal year) and the long term.

In general, we found Utah's two community corrections centers to be more cost effective than the prison facility, especially in additional cost per resident during increases in volume. The cost differences between the two types of facilities do not, however, alone justify elimination of the prison program. We feel some modifications of the prison situation can help make such a program complement the community correction center concept.

Sincerely,



Bruce Dunn



R. Kim Wilde

TABLE OF CONTENTS

	<u>Page</u>
<u>Section 1: Introduction</u>	1
<u>Section 2: Cost Analysis</u>	
Explanation of Purpose	5
Major Assumptions	5
Use of 1978-1979 Data	6
1980 Cost Levels	6
Women's Program at Prison	6
Community Correction Centers	7
Cost Comparison	12
Cost Implications	12
Types of Costs	13
<u>Section 3: Sensitivity Analysis</u>	
Cost Changes	14
Inflation	14
Personnel	15
Facilities	15
Volume Changes	16
Increase to Capacity	16
Complete Reduction at Prison	16
Reduction to One-Quarter Capacity	17
<u>Section 4: Alternatives</u>	
Closing the Prison	19
Cost Consequences	19
Program Consequences	20
Political Consequences	21
Closing the Community Correction Centers	22
Cost Consequences	22
Program Consequences	23
Political Consequences	24
<u>Section 5: Recommendations</u>	
Short Term	25
Long Term	26

TABLE OF TABLES

	<u>Page</u>
2-1: Cost Analysis of the YWCA Women's Community Correction Center (Salt Lake City)	8
2-2: Cost Analysis of the Parkview Women's Community Correction Center (Ogden City)	9
2-3: A Comparison of Classified Personnel at Utah's Two Community Correctional Facilities	10
2-4: Cost Analysis of the Women's Correction Facility at the Utah State Prison	11
3-1: Cost Consequences of Increasing the Volume of Community Correction Centers to Capacity	16
3-2: Cost Consequences of Eliminating Female Inmates at the State Prison	17
3-3: Cost Consequences of Reducing the Volume of Female Inmates at the State Prison to One-Quarter Capacity	18

SECTION I

INTRODUCTION

Community corrections centers are a recent development in correctional systems. A few years ago, the only alternatives in correctional methods were probation or incarceration. Both of these alternatives have in many cases been inadequate. Probation has often been ineffective because it provides neither sufficient structure nor adequate services for preventing the continuance of criminal behavior. Incarceration has also been inappropriate at times because it has fostered the development of more hardened criminality. Because of these problems in the traditional correctional methods, prison officials have been experimenting with alternative methods involving the community in order to try and develop correctional methods that would be more appropriate for prisoners.

One of these new methods involving the communities is community correction centers. This new method is largely the innovation of the federal government. Federal community centers first opened in 1961 in Los Angeles and New York. At present there are federal community centers in such cities as Chicago, Detroit, Houston, Atlanta, Kansas City, Los Angeles, and Oakland. "Federal community centers house approximately twenty-five men, most of them in their twenties and thirties. There are few restrictions. . . . Prisoners are sent to centers located in areas where they have relatives and friends."¹

Soon after the federal community centers were established, the idea spread to the states. Many states have opened similar facilities

in several communities across the country. These facilities offer many programs, but perhaps one of the most common and most important is the community work training program.

Many residents from the prison population must overcome various problems before they can obtain adequate employment in the community. Certain residents will not have the sophistication, training, and basic presence necessary to secure employment. Some residents will have difficulty in completing the simplest employment application and must be schooled in filling out job applications. Employment guidance specialists at the center provide attention to those residents who need training in some marketable skill and instruction in how to compete for job opportunities in the open market.²

The State of Minnesota was one of the first states to implement a community based corrections program. A law was passed in 1972 by the Minnesota legislature, the Community Corrections Act, that combined existing fragmented policies into an overall strategy to decentralize responsibility for the delivery of correctional services by shifting the focus from the state to the local county level.

The act encourages local counties to divert non-dangerous offenders from state correctional institutions by offering a financial reward for retaining them at the local level. Single counties or several adjacent counties electing to provide a full range of their own correctional services become eligible to receive from the commissioner of corrections substantial subsidy grants. Programs offered by the communities may include, but are not confined to, traditional probation, parole, prevention, pretrial, residential, detention, alcoholism treatment, school drug-abuse, and community youth worker services.³

Three major assumptions underlie the Minnesota plan. The first of these is that, in the case of the serious offender, incarceration within the prison setting will continue to be necessary. The second assumption is that crime and delinquency should be seen as symptoms of failure and disorganization at the community level. The third major assumption is that most offenders pose no threat to the community.

The changes that have resulted from Minnesota's corrections plan have been substantial. There has been a 30 percent reduction in the number of chargeable adults and a 40 percent reduction in the number of juveniles sent to state institutions. Minnesota now incarcerates fewer persons per 100,000 population than any state in the nation except North Dakota and New Hampshire.⁴ Probably the most significant result is that Minnesota's Department of Corrections can now focus on its most crucial responsibility, the "last resort" serious offender, without being overwhelmed by tremendous numbers of nonserious offenders who previously entered the state system.

In recent years, Utah, following the national trend, has begun to establish community corrections facilities. Several community corrections centers have been established in the state in order to accommodate the approximately 1,260 public offenders expected to be in need of reintegration into the community from the Utah State Prison in Fiscal Year 1981.⁵ On the last day of July, 1979, the community corrections centers in Utah housed a total of 207 residents. Of the 207 residents, 174 were male and 33 were female.⁶ The women offenders have two facilities, one in Salt Lake and one in Ogden.

Community corrections centers seem to be especially well adapted to women offenders. William Milliken, Director of Corrections in Utah, said he felt that most female offenders can be put in a community corrections center.⁷ One of these centers for women, the Parkview Community Corrections Center, is in its first year of funding. The program at Parkview provides the female offender with job counseling, educational opportunities through vocational rehabilitation, CETA, budget counseling, and leisure craft and athletic activities.

As a means of better handling many public offenders, community corrections facilities are rapidly becoming more popular. One author pointed out that after reviewing many of these programs it is becoming evident that large numbers of offenders may be retained in the community as safely, as effectively, and more cheaply than by being incarcerated.⁸ Because of these advantages and the skyrocketing costs of traditional incarceration methods, Utah and other states have endorsed the community corrections method as the most attractive alternative for the future.

SECTION 2

COST ANALYSIS

This section of the study will focus specifically upon an analysis of those costs presently incurred by the Salt Lake City and Ogden women's community corrections centers, and by the women's correctional facility at the State Prison.

Explanation of Purpose

A cost analysis at this point serves three functions. First, by isolating fixed and variable, continuing costs, a more realistic comparison of the facilities can be presented. Both total costs per prisoner/resident and variable costs per prisoner/resident statistics should be reasonable illustrations of resources being devoted to residents at either facility. Second, a cost analysis will help to identify differences in types of costs at each facility. Costs per resident vary substantially between facilities not only because of circumstances but also because of services offered. Finally, an accurate breakdown of cost elements will provide a basis for the sensitivity analysis to follow in the next section, and for any recommendations made as a consequence of this study.

Major Assumptions

Before proceeding, the reader should understand three critical assumptions which provide a foundation for this analysis.

Use of 1978-1979 Data

Actual expenditure data from the 1978-1979 fiscal year provide the most reliable measure of acceptable service costs available. Because of time constraints, an ideal "magnifying glass" study, considering the effect of fiscal fluctuations through service measures, could not be completed. Consequently, 1978-1979 actual expenditure data were selected in preference to 1979-1980 budget data because of (1) the abnormal fiscal constraints placed upon state services during the current budget year and (2) the more valid measure of actual expenditures as compared to budgeted estimates.

1980 Cost Levels

All 1978-1979 cost figures (with the exception of salaries and wages which are fixed by statute and union contract) can be translated to 1980 cost levels by increasing the 1978-1979 figures by 18.6 percent. Since food prices, medical expenses, education costs, utility rates, etc. cannot be surveyed and aggregated for the 1980 fiscal year, a suitable inflation figure for the 24-month period (July 1979-July 1981) in Utah must be applied. The figure of 18.6 percent was recommended by the Center for Business and Economic Research at Brigham Young University from estimates arrived at in recent economic forecasting literature.

Women's Programs at Prison

The portion of the Utah State Prison budget devoted to women's programs should be equal to the proportion of female inmates to total inmates (with the exception of budget items for salaries and wages). Since expenditures in the women's facility at the State Prison are not separated from total prison expenditures, this study assumes

that all non-salary costs can be separated into men's and women's programs using the same proportions as men and women at the facility (i.e., that men's programs and women's programs are identical).⁹

Community Correction Centers

Budgets for the community correction centers identify five basic line-items:

1. Salaries and wages
2. Travel (includes leases on vehicles, gas, and maintenance)
3. Rent (includes utilities)
4. Capital expense (usually equipment)
5. Other (includes supplies, food for residents under observation, and miscellaneous items)

To facilitate analysis, these line-items have been classified as fixed and variable with salaries and wages separate, as personnel costs change only with large, long-term changes in volume. (See Tables 2-1, 2-2)

The two centers (YWCA and Parkview) had similar volume and cost data in 1978-1979. Two interesting differences might be worthy of note, however. First, the personnel costs of YWCA Center were almost twice those of the Parkview Center in 1978-1979. Some of this inconsistency can be explained by the two additional FTEs at the Salt Lake Center in 1978, but when we compute 1980 estimates of personnel costs at the two centers (the YWCA having reduced its FTEs to 10—equal with the Ogden Center) personnel costs are still 35 percent higher. A further investigation of specific grades employed at each center indicates some discrepancy between positions required for similar programs. (See Table 2-3) Second, the variable cost per resident at the Parkview Center is slightly higher than at the YWCA in Salt Lake City. This appears to be a result of initial supply and equipment

TABLE 2-1

COST ANALYSIS OF THE
YWCA WOMEN'S COMMUNITY CORRECTIONS CENTER
(SALT LAKE CITY)

1978-1979 (Actual Expenditures)		1980-1981 (Estimate)
Salaries	\$190,599 (12 FTE)	\$215,234 ^a (10 FTE)
<u>Variable Expenses</u>		
Travel	\$4,489 ^c	\$5,324 ^b
Other	\$4,598	\$5,453 ^b
<u>Fixed Expenses</u>		
Rent	\$17,520	\$24,946 ^d
Capital	\$388 ^e	\$460 ^e
Total	\$217,594	\$251,417
Resident Capacity - 21		
Average Residents - 19		
Total costs per resident (per year)		\$13,232.00 ^g
Total costs per resident (per day)		\$36.25 ^g
Variable costs ^f per resident (per year)		\$567.00 ^g
Variable costs per resident (per day)		\$1.55 ^g

^aFigure obtained from Ronald Taggart: Financial Control, Division of Corrections, Department of Social Services.

^b1978-1979 data inflated by 18.6%. Figure obtained from Data Resources Review, October 1979, page 1.

^cDoes not include a one-time food expense of \$19,782 (policy has been changed to eliminate cost).

^d1979-1980 budgeted \$22,992; figure inflated by 8.5% (See Footnote for source).

^eCapital expenses are considered an annual cost in this case since most capital expenses are for improvements and equipment.

^fAssuming salaries as fixed.

^gIn 1980-1981 dollars.

TABLE 2-2

COST ANALYSIS OF THE
OGDEN CITY WOMEN'S COMMUNITY CORRECTIONS CENTER
(PARKVIEW)

1978-1979 (Actual Expenditures)		1980-1981 (Estimate)
Salaries	\$100,555 : \$134,073 ^a (10 FTE)	\$159,248 ^b (10 FTE)
<u>Variable Expenses</u>		
Travel	\$3,035 : \$4,047 ^a	\$4,800 ^c
Other	\$6,900 : \$9,177 ^a	\$10,884 ^c
<u>Fixed Expenses</u>		
Rent	\$28,100 : \$37,373 ^a	\$44,324 ^c
Capital	\$810 ^d : \$1,080	<u>\$1,281^c</u>
		\$220,537
Resident Capacity - 31 Average Resident - 20		
Total costs per resident (per year)		\$13,232.00 ^f
Total costs per resident (per day)		\$36.25 ^f
Variable costs ^e per resident (per year)		\$567.00 ^f
Variable costs per resident (per day)		\$1.55 ^f

^aFirst figure is actual expenditure for 9 months (the center did not open until October of 1978); the second figure is merely a prediction of 12 months, obtained by multiplying the first number by 1.33.

^bFigure obtained from Ronald Taggart: Financial Control, Division of Correction, Department of Social Services.

^c1978-1979 data inflated by 18.6%. Figure obtained from Data Resources Review, October 1979, page i.

^dAlthough this may not be the most representative indicator, capital expenses are considered an annual cost in this case since most capital expenses are for improvements and equipment.

^eIn 1980-1981 dollars.

^fAssuming salaries as fixed.

expenditures. Although this analysis has not incorporated the assumption into its estimates, one could reasonably assume that a portion of these costs will diminish once the center is satisfactorily equipped, bringing the comparative cost per resident more in harmony with the YWCA statistic.

TABLE 2-3

A COMPARISON OF CLASSIFIED PERSONNEL OF
UTAH'S TWO COMMUNITY CORRECTIONAL FACILITIES
(AS OF NOVEMBER, 1979)

Parkview Center (10 FTE)	YWCA (10 FTE)
Grade	Grade
Director - 27	Director - 27
Counselor - 19	Counselor - 21
Counselor - 19	Counselor - 21
Counselor - 19	Counselor - 21
Counselor - 19	Counselor - 21
Technician - 15	Counselor - 21
Technician - 15	Counselor - 21
Technician - 15	Counselor - 21
Technician - 15	Counselor - 21
Secretary - 12	Secretary - 12

One additional reason for discrepancy between community correctional center's cost data may be the mix of residents. Tables 2-1 and 2-2 are calculated on an average residents per month figure. This figure assumes a similar combination of transferred inmates, probationers, and 90-day observers. Since some residents may require more support than others (90-day versus transferred inmates), a difference in combination may account for a difference in costs.

TABLE 2-4

COST ANALYSIS OF THE
WOMEN'S CORRECTIONAL FACILITY AT THE
UTAH STATE PRISON

1978-1979 (Actual Expenditure)		1980-1981 (Estimate)
Salaries	\$199,185 (11 FTE)	\$230,614 ^a (9.5 FTE)
<u>Variable Expenses</u>		
Travel	\$ 21,398 : \$ 599 ^b	\$ 710 ^c
Food	\$610,686 : \$17,099 ^b	\$20,279 ^c
Inmate Salaries and Medical Expenses	\$405,498 : \$11,354 ^b	\$13,466 ^c
Other	\$782,225 : \$21,902 ^b	\$25,976 ^c
Education Payments	\$539,295 : \$15,100 ^b	\$17,909 ^c
<u>Fixed Expenses</u>		
Utilities	\$201,537 : \$5,643 ^b	\$6,692 ^c
Building and Grounds	\$126,441 : \$3,540 ^b	\$4,198 ^c
Other	\$ 49,658 : \$1,390 ^b	\$1,648 ^c
		\$321,492
Resident Capacity - 25.0		
Average Residents - 23.6		
Total costs per resident (per year)		\$13,622.00 ^d
Total costs per resident (per day)		\$ 37.32 ^d
Variable costs ^e per resident (per year)		\$ 3,319.00 ^d
Variable cost per resident (per day)		\$ 9.09

^a Actual 1980 budget request - \$16,000 for the loss of a grade 19.

^b First figure is the total prison expenditure of that line-item. Since women prisoners comprised 2.8% of the average total prisoner load in 1978-1979 (23.6 to 840.3), the first figure is multiplied by .028 to obtain an estimate of the expense of that item directly attributable to the women's program.

^c 1978-1979 data inflated by 18.6%. Figure obtained from Data Resources Review, October 1979, page i.

^d In 1980-1981 dollars.

^e Assuming salaries as fixed.

Cost Comparison

These cost figures (illustrated in Tables 2-1, 2-2, 2-4) should now be considered from two perspectives: (1) the implications of the derived cost statistics, (2) the differences in types of costs between programs.

Cost Implications

Total cost per resident and variable cost per resident statistics are two excellent measures for assessing program cost-effectiveness; however, they do possess inherent limitations that must be considered. First, because total cost figures distribute fixed costs among residents, they are highly dependent upon a constant residents rate. A constant number of residents is unusual, however, and more typically fluctuates by two to five residents periodically. At the YWCA, for example, a more accurate indication of total costs per resident per year would be the range of \$15,714 to \$11,972. Second, total cost figures do not indicate the potential costs or savings of expanding or contracting service by any marginal amount. Fixed expenses and salaries will not change with the addition of residents. A more accurate indication of these costs can be obtained from the variable costs per resident figure.

In general, the statistics obtained during our cost analysis indicate that although total costs do not significantly vary between facilities, the variable cost per resident is substantially lower at community correction centers than at the state prison women's facility. This is due primarily to the types of costs incurred by the differing programs.

Types of Costs

Over \$51,000 of the prison's \$78,340 in variable costs is directly attributable to a difference in correction programs at the facility. The prison program focuses on limited interaction with the community. Consequently, inmates receive wages from work at the prison. In addition, food and educational expenses are incorporated into the prison budget. By contrast, community correction centers emphasize employment in the community. Food expenses are met by wages received from other segments of the public or private sector. Resident education is financed by individual grant from state or federal education assistance programs.

Medical expenses, a budgeted item at the prison, are not considered at the community corrections centers. In essence, any residents who have had prior contact with the prison are referred there for treatment--expenses being attributed to the prison's medical budget. Other short-term residents are assisted through appropriate state or county medical programs.

If the prison and community corrections centers were made directly comparable by eliminating inmate salaries, education payments, and medical expenses, the prison's women's facility would have comparable variable costs, with fixed costs actually lower due to ownership of buildings.

SECTION 3

SENSITIVITY ANALYSIS

This section will consider the impact of both cost and volume changes on the previous analysis.

Cost Changes

The data presented in the previous section is based upon a series of assumptions about future costs. Should these assumptions be incorrect, the conclusions drawn from the data could be erroneous. Three assumptions will be considered: (1) inflation, (2) personnel, (3) facilities.

Inflation

The 1978-1979 fiscal year data in the previous section was inflated where appropriate by a figure of 18.6 percent to arrive at a cost estimate in 1980-1981 dollars. This figure was selected from estimates by the Data Resources Review. If the estimate is low, variable costs would rise in greater proportion than fixed costs, since salaries and rent do not respond as quickly to inflation as consumer products. For example, a figure of 20 percent would result in a variable cost per resident of \$574 for the YWCA, \$793 for the Parkview Center, and \$3,359 for the prison facility. In general, each .1 percent change in the inflation figure results in a 50 cent change in variable cost per resident at the YWCA, a 64 cent change at the Parkview Center, and a \$2.86 change at the prison facility. As a

conclusion, an inaccurate estimation of the inflation rate over the 24-month period would not have a dramatic effect on the credibility of the cost analysis data.

Personnel

Personnel costs account for from 70 percent to 85 percent of women's correction facilities' budgets. Obviously, changes in personnel costs will most readily impact total cost statistics. Should salaries increase by three percent, total cost per resident at the YWCA would increase to \$13,572, at the Parkview Center to \$11,266, and at the prison facility to \$13,916. In general, each one percent change in salaries results in a \$113 change in total costs per resident at the YWCA, a \$80 change at the Parkview Center, and a \$98 change at the prison facility. As a conclusion, although salaries are relatively fixed for the coming budget year, any change could result in a significant deviation in total cost estimates.

Facilities

Rent costs comprise 10 percent to 20 percent of community correction centers' budgets. The absence of rent costs at the state prison account for the comparable total costs in comparison to higher variable costs. If rent costs were eliminated at community correction centers, total costs per resident would diminish by 10 percent to 20 percent. If rent were eliminated at the YWCA only, for example, total costs would then be very similar to total costs at the Parkview Center. If rent costs were eliminated at both centers, fixed costs would practically be limited to salaries and wages. We recommend that the alternative of purchasing or constructing community correction centers be seriously considered.¹⁰

Volume Changes

The previous cost analysis section indicates resident costs at the present level of volume. The impact of volume changes on costs should be investigated before any recommendations can be made. We will look at three possible volume shifts: (1) increase to capacity at all facilities, (2) complete reduction at the prison facility (no residents), (3) reduction at the prison facility to one-quarter capacity.

Increase to Capacity

The cost consequences of this volume change are as follows:

TABLE 3-1			
COST CONSEQUENCES OF INCREASING THE VOLUME OF COMMUNITY CORRECTION CENTERS TO CAPACITY			
Facilities		Percent Change	
<u>YWCA</u>			
Total budget	\$252,547	+	.4
Total cost/resident	\$ 12,026	-	9.1
<u>Parkview</u>			
Total budget	\$229,157	+	3.9
Total cost/resident	\$ 7,392	-	33.0
<u>Prison</u>			
Total budget	\$326,127	+	1.4
Total cost/resident	\$ 13,045	-	4.2
Total Budget Costs	\$807,831		

Complete Reduction at Prison

The cost consequences of eliminating residents at the prison are as follows:

TABLE 3-2
COST CONSEQUENCES OF ELIMINATING
FEMALE INMATES AT THE UTAH STATE PRISON

YWCA (assuming capacity)	
Total budget	\$252,547
Parkview (assuming capacity)	
Total budget	\$229,157
"Maximum Security" ^a	
Cost in Colorado facility ^b	\$ 63,554
Remaining five inmates	
Cost in Colorado facility ^b	\$ 52,961
Medical Expenses ^c	
Budget cost	\$ 6,400
Fixed expenses at the facility	
Cost	<u>\$ 12,538</u>
Total Costs (includes cost of handling future new women--all facilities at capacity, rent or relocation)	<u>\$617,157</u>

^aDirector of facility estimates an average of six inmates that could not be released into the community.

^bFigure of \$29/day suggested by B. Vickory, Deputy Director of Division of Corrections

^cCommunity correction centers are currently using prison budget for this.

Reduction To One-Quarter Capacity

The cost consequences of reducing prison volume to one-quarter capacity (6) are as follows:

TABLE 3-3

**COST CONSEQUENCES OF REDUCING THE
VOLUME OF FEMALE INMATES AT THE
UTAH STATE PRISON TO ONE-QUARTER CAPACITY**

YWCA (at capacity)

Total budget \$252,547

Parkview (at capacity)

Total budget \$229,157

Remaining five inmates

Cost in Colorado facility^a . \$ 52,961

Prison

Variable costs \$ 19,914

Fixed expenses \$ 12,538

Salaries^b \$127,000

Total Costs (+future cost of . \$694,117
handling new women--all
facilities at capacity, rent
or relocation)

^aFigure of \$29/day suggested by B. Vickory, Deputy
Director of Division of Corrections.

^bEstimated personnel: see page 26, footnote a.

SECTION 4

ALTERNATIVES

This section will consider the two most complete alternatives to reducing costs in Utah's women's corrections program: (1) closing the women's facility at the state prison, (2) closing community corrections centers.

Closing the Prison

The consequences of eliminating the women's facility at the state prison can be considered from three perspectives: (1) cost consequences, (2) program consequences, (3) political consequences.

Cost Consequences¹¹

Eliminating the prison facility would increase the volume of Utah's two women's community correction centers to capacity. Consequently, the budgets at those facilities would increase by \$1,130 and \$8,620 (YWCA and Parkview respectively).¹² Additional costs resulting from the decision would include \$116,515 annual expense to support eleven transferred inmates at the Colorado State Prison (excess over community correction center's available space), approximately \$6,400 in medical expenses for inmates transferred to the community correction centers since the centers have no medical program,¹³ and a \$12,538 fixed expense for building and grounds at the state prison which was previously being included in the women's budget.¹⁴

In summary, total additional costs of this alternative would be \$126,265 while cost savings would be \$302,554--a net savings of \$176,289 in the first year.

Two additional cost consequences should be considered. First, elimination of the women's prison program would make available an additional 25 beds to the men's program. This could reduce some costs due to overcrowding being incurred at the prison at present. Second, eliminating the prison program would bring both of Utah's other women's corrections centers to capacity. Considering the high probability of increasing numbers of women arrested for major crimes in the next decade,¹⁵ and the amount of inmates transferred to out-of-state facilities by this decision, the costs of acquiring an additional facility seem inevitable. It has been estimated that the cost of building a new community corrections center in the Salt Lake valley would be 1.4 million dollars.¹⁶

Program Consequences

The impact of closing the women's prison would affect three major programs: (1) education, (2) employment, (3) medical facilities.

The education program would change mainly in the financial area. All educational costs at the prison are paid out of the prison budget. Educational costs at the community corrections centers, however, are paid through grants, loans, or additional sources other than through the corrections budget. If the rest of the women now in the prison were transferred to correction centers there may be initial problems in obtaining funds for financing education costs, however, the prison educational costs would be reduced.

Major changes would result in the employment program if the alternative was chosen. Employment opportunities at the community

correction centers are in the community, whereas employment opportunities at the prison are limited to jobs provided by the prison. There are several advantages to having jobs in the community. First of all, community jobs allow prisoners to adjust better to the outside world. Secondly, prisoners can pay their own way with community jobs. The disadvantages are that there may be some problem in obtaining jobs and the possibility of some criminal conduct at places of work. If the women's prison was closed, additional women would be able to take advantage of the benefits of outside employment.

Medical facilities would also change if the women's prison was closed. At present, all of the inmates at the prison receive regular medical treatment. This treatment is supported through the prison budget. Community correction centers, on the other hand, have no budget program for resident medical treatment. These residents who have been referred to the centers by state courts are encouraged to acquire medical assistance through county and state community health programs. Those residents who have been transferred from the prison are referred back to the prison for treatment, in effect relying on the prison budget. If the prison were closed, problems of medical treatment would not be resolved. It could take some time for medical support to be arranged on the county or state level.

Political Consequences

Closing the women's prison could result in negative political consequences. For instance, a massive influx of prisoners into the communities could cause undue alarm to many nearby residents across the state. It could result in having nearby residents putting political pressure on elected officials and turning the community

correction center issue into a political issue. If this happened, the consequences for the entire idea of community correction centers in Utah would be harmful.

Another factor to consider is that if the prison is closed, maximum security prisoners would have to be transferred to a nearby state. Other than the cost impact of this alternative, there is the correction's impact. The American Corrections Association does not recommend that prisoners be transferred to other states for corrections purposes. This idea is contrary to one of the main principles of corrections, that of maintaining prisoners close to their permanent residence.

Closing the Community Correction Centers

Similar to the last alternative, the consequences of this policy can be classified into three categories: (1) cost consequences, (2) program consequences, (3) political consequences.

Cost Consequences

Eliminating community correction centers would increase the demand for space at the state prison beyond capacity. Considering these consequences, costs are difficult to estimate. Roughly, variable expenses for 21 additional inmates¹⁷ would be \$69,699. Personnel costs could be expected to increase from \$62,500 to \$100,000.¹⁸ Fixed expenses would depend on the method chosen for housing the 19 excess capacity transfers. Supporting them at an out-of-state facility would cost \$201,253 while housing them at another building on the grounds would add the costs of relocating or eliminating the present operation in the second building.

Most realistically, closing the community correction centers would result in additional capital expenditures at the prison facility. Bill Minkley, facilities coordinator for the prison, estimates that construction of an additional 20 bed facility would cost over

Total cost savings to the state with this alternative would be \$471,954 plus potential educational rehabilitation assistance savings.

Program Consequences

The program impact of this alternative are again in the education, employment, and medical areas.

The impact of this alternative in educational programs would be in the financial area. All present offenders at the community correction centers would either have to be paroled or sent back to the prison. If they are sent back to the prison, then the prison budget for education would have to be increased, since education at community correction centers is financed from outside the corrections budget.

Employment opportunities would be restricted to those provided at the prison if community correction centers were closed. Offenders would not have the opportunity to adjust to outside employment conditions, nor would they be able to provide funds for facilities upkeep in the manner they do at community correction centers.

Medical facilities would only change if those offenders sentenced by the courts were sent to the prison. If this happened, then additional costs would arise in providing more medical benefits at the prison.

Political Consequences

Perhaps the major political impact of closing the community correction centers would be that of trying to obtain more money to expand the prison to accommodate additional prisoners. The money would either have to be transferred from another department in the state or revenues would have to be increased through a tax increase. With the tight budget restrictions in every department and the popular tax limitation sentiment, it seems unlikely that sufficient funds could be transferred or that additional revenue could be raised.

Another potential impact of closing community correction centers could occur in the relationship between political officials and corrections officials in the state. Most corrections officials and professionals favor community correction centers as a successful rehabilitation technique. Also, community correction centers are gaining in popularity and it appears as if they are the trend for the future. To close down community correction centers in the state in light of the views of corrections officials would very probably cause a serious disruption in the relationship between corrections officials and political officials in the state. This could result in negative consequences for the correction system in Utah.

SECTION 5

RECOMMENDATIONS

The recommendations of this study will be presented in the short term (coming budget year), and the long term:

Short Term

The results of this study indicate two consistent observations: first, that community corrections centers are generally more cost effective than the state prison women's facility; second, that community corrections centers provide more opportunity for criminal rehabilitation and generate more public and professional support as a correctional tool than do prison systems. In view of these findings, this study recommends that the two community correction centers in Utah be increased to capacity by transferring 10 to 12 suitable inmates from the state prison to the Parkview Center (the center is presently twelve residents below capacity).

The reduction in female inmates at the prison will temporarily leave a 25 bed facility at less than half capacity. It is estimated that from five to ten inmates at any one time would be unprepared to enter a correctional facility in the community. As sending these inmates out of state would be contrary to correction philosophy, however, we feel that their retention at the prison facility should be continued. This reduction in female inmates should prove acceptable

as the prison master plan at present anticipates an expansion of the women's facility, and this decision would probably eliminate the need for that expansion.

Reducing the prison volume to ten or less inmates permanently would likely result in the following costs (to the prison budget):

	<u>1980 Dollars</u>
Salaries	\$127,000 ^a
Variable Expenses	33,190 ^b
Fixed Expenses	<u>4,531</u>
Total	\$164,721

^a Loss of one grade 21, 1.5 grade 17, two part-time grade 13.

^b Women would be 1.2% of total prison volume.

Long Term

The long term recommendations of this study are two-fold. First of all, more community correction centers should be established throughout the state. Secondly, some action should be taken at the prison in order to accommodate the remaining prisoners on a cost effective basis.

More community correction centers should be established to accommodate the expected increase of women prisoners in the future (Utah's two centers will not be at capacity). New community correction centers should be distributed throughout the state in proportion equal to arrests so that prisoners will be able to return to the general area that they come from. This would enable prisoners to better adjust to their environment and help them make the transition back to the outside world. Also, the alternative of buying or constructing these centers

as opposed to renting should be carefully examined in light of the increasing costs of rent.

Some plan of action should be decided upon in order to accommodate the remaining women prisoners at the state prison. All correctional estimates conclude that, on average, some ten to twenty female inmates will be unprepared to enter a community correctional setting at any time and consequently must be retained at the prison facility. The present facility would most likely reach capacity with those medium to maximum security inmates within the next decade. This then should not require many changes in the present facility, but would require careful planning to make the facility cost effective (personnel and space costs).

FOOTNOTES

¹David Duffee and Robert Fitch, An Introduction to Corrections: A Policy and Systems Approach, (Pacific Palisades, California: Goodyear Publishing Co. Inc., 1976), p. 253.

²Ibid.

³Kenneth F. Schoen, "The Community Corrections Act", Crime and Delinquency, 24 (October 1978): p. 462.

⁴Ibid., p. 462.

⁵Annual Budget Request 1980-81, Department of Social Services, Community Correction Centers, State of Utah.

⁶Willy A. Diddens, "Monthly Report for the Month of July 1979", Department of Social Services, Community Corrections Centers, State of Utah.

⁷Utah Council on Criminal Justice Administration, An Evaluation of the Ogden Women's Center, August 1979, p. 12.

⁸Robert M. Carter and Leslie T. Wilkins, Probation, Parole, and Community Corrections (New York: John Wiley and Sons, Inc., 1976), p. 481.

⁹There is considerable debate on this question, the consequences of which merit future study.

¹⁰Bill Minkley, facilities coordinator for the Department of Social Services, indicated that some difficulty has been encountered in bids for construction of community correction centers during the past two years. This consideration should further emphasize the benefits of purchasing a correctional facility presently being used.

¹¹See Complete Reduction at Prison in Section 3.

¹²Iris Hemingway of the Parkview Center estimates that no additional personnel would be required to handle capacity volume.

¹³This expense may be reduced after the first year as other medical support is acquired through the usual community correction centers program.

Footnotes Continued

¹⁴ This expense is not an additional cost, but more an eliminated cost savings.

¹⁵ The F.B.I.'s Uniform Crime Report '77 (most recent available) indicates that total arrests of female offenders in the United States increased 57.6% from the period of 1968 to 1977, and 2.5% from 1976 to 1977 particularly.

¹⁶ Bill Vickory, Deputy Director, Division of Corrections.

¹⁷ Current residency at community correction centers minus an estimated nine diagnostics at each center.

¹⁸ Assuming 5 to 8 new grade 17 positions.