#### Minutes of the

# **BUDGET COMMITTEE ON GOVERNMENT SERVICES**

Thursday, March 30, 2006 Roughrider Room, State Capitol Bismarck, North Dakota

Representative AI Carlson, Chairman, called the meeting to order at 9:00 a.m.

**Members present:** Representatives Al Carlson, Randy Boehning, Ron Carlisle, Kari Conrad, Jeff Delzer, Glen Froseth, Eliot Glassheim, Bette B. Grande, James Kerzman, Joe Kroeber, Ralph Metcalf, Darrell D. Nottestad, Ken Svedjan, Blair Thoreson, Dave Weiler, Alon C. Wieland; Senators Ed Kringstad, Elroy N. Lindaas, Stanley W. Lyson

**Members absent:** Representative Duane DeKrey; Senators Duaine C. Espegard, Aaron Krauter, Dave Nething

Others present: See Appendix A

It was moved by Representative Carlisle, seconded by Representative Kerzman, and carried on a voice vote that the minutes of the February 23, 2006, committee meeting be approved as distributed.

# DEPARTMENT OF CORRECTIONS AND REHABILITATION STRATEGIC PLAN

Mr. Dave Krabbenhoft, Fiscal Affairs Director, Department of Corrections and Rehabilitation, presented information on the number of inmates by location. Mr. Krabbenhoft said for the biennium to date through March 28, 2006, the number of female inmates has averaged 155 inmates, 18 more than the estimated average population of 137. Mr. Krabbenhoft said for the biennium to date through March 28, 2006, the actual male inmate population has averaged 1,243 inmates, equal to the estimated average population. Mr. Krabbenhoft said an extension was provided for the contract with the facility in Appleton, Minnesota, to house inmates there for one more year. He said the department houses an average of 50 inmates at the Appleton facility. A copy of the report is on file in the Legislative Council office.

In response to a question from Representative Carlson, Mr. Krabbenhoft said the potential effect on the 2005-07 biennium budget if the number of female inmates continues to exceed projections could total \$2 million.

In response to a question from Representative Froseth, Mr. Krabbenhoft said the total department deficiency could range from \$1 million to \$3 million. He said the department will have a better idea of the deficit amount over the next three to four months as it begins building the 2007-09 biennium budget. In response to a question from Representative Conrad, Mr. Tim Schuetzle, Prisons Division Director, Department of Corrections and Rehabilitation, said the department is trying to generate savings by keeping more inmates in house rather than pay for housing at county jails or the Appleton facility. He said the department would like to use a portion of any savings for pay increases for the guards.

In response to a question from Representative Carlisle, Mr. Krabbenhoft said even with the extension on the contract with the Appleton facility, the department would use county jails. He said the counties should not be counting on additional state inmates.

Mr. Krabbenhoft presented information relating to Department of Corrections and Rehabilitation programs supported by federal funding. He said the 2005-07 funding level from federal sources is \$3.96 million. He said the estimated funding from federal sources for the 2007-09 biennium is \$1.56 million based on President George Bush's 2007 federal budget. He said this could create a potential funding source loss of \$2.4 million. A copy of the report is on file in the Legislative Council office.

Representative Carlson said the value of some of these programs is it keeps people out of jail. He said the committee needs to look at the effect on the number of beds needed, not just the dollar amount of funding needed.

Representative Delzer said these funding decisions will be an issue for the Appropriations Committees during the 2007 Legislative Assembly. He said this committee needs to get a handle on how many prisoners there will be in the next two years and how they will be managed.

Representative Glassheim said the committee needs to consider the likely increase in the number of prisoners and whether diversion programs will keep new prisoners out of the prison system.

Representative Carlson said this committee has struggled with determining the appropriate number of beds that will actually be needed.

Representative Carlisle said the Commission on Alternatives to Incarceration met on March 21-22, 2006. He said the ShareHouse facility in Fargo, which has a 20-bed capacity, is full and has 57 people on a referral list. He said the commission will meet again in June 2006 to develop a list of proposals to be presented to the Governor for funding consideration in the 2007-09 biennium budget. In response to a question from Representative Carlson, Mr. Krabbenhoft said the 2007-09 agency budget request will include funding for the east cellhouse replacement project. He said the cost estimate for the replacement project is \$38.8 million. He said the department will also ask for additional full-time equivalent positions.

Chairman Carlson requested the department provide a copy of its budget request to the committee when it is submitted to the Office of Management and Budget.

In response to a question from Representative Delzer, Mr. Schuetzle said the cost for demolition of the east cellhouse is estimated at \$1.8 million.

The legislative budget analyst and auditor presented a bill draft [70060.0100] providing an exemption from nursing requirements for employees within a correctional facility as defined under North Dakota Century Code (NDCC) Section 12-44.1-01. He said the bill draft contains the language suggested in a bill draft presented by the North Dakota Association of Counties at the February 23, 2006, committee meeting. He said the facilities that would be exempted under Section 12-44.1-01 in the bill draft include city or county jails or detention centers, regional corrections centers, and juvenile detention centers.

Dr. Constance Kalanek, Executive Director, Board of Nursing, presented information relating to the current status of medication administration in jails from the perspective of the Board of Nursing. Dr. Kalanek said the Board of Nursing approved a medication assistant I program for the Department of Corrections and Rehabilitation in September 2004. She said Ms. Kathy Bachmeier, Medical Services Director, State Penitentiary, developed the training program and the policies and procedures for licensing correctional officers as medication assistants. She said the Board of Nursing has met with the North Dakota Association of Counties and with Senator Lyson to discuss the bill draft. A copy of the testimony is on file in the Legislative Council office.

In response to a question from Representative Carlson, Dr. Kalanek said she would like to review all the options before giving an opinion on the bill draft. She said she would like to be invited to a future meeting of the committee when more information is available.

Senator Lyson said there will be more meetings with the North Dakota Association of Counties, Sheriffs Association, and Board of Nursing. He said they will come to an agreement that is beneficial to inmates, counties, and nurses.

Chairman Carlson asked Senator Lyson to notify committee members when a meeting is taking place in their area.

Ms. Wanda Rose, representing the North Dakota Nurses Association, provided testimony regarding the bill draft. Ms. Rose said the North Dakota Nurses Association opposes persons who provide medications to inmates within correctional facilities being exempt from Board of Nursing requirements. She said the association is concerned there will not be any safeguards in place to protect the inmates. A copy of her testimony is on file in the Legislative Council office.

Ms. Leann K. Bertsch, Director, Department of Corrections and Rehabilitation, presented information relating to the department's strategic plan. A copy of the information is on file in the Legislative Council Ms. Bertsch said the number of inmates office. continues to grow. She said there were 1,100 new arrivals into the prison system in 2005. She said the solution to the problem of population growth is to have an offender management plan that is based on transition from prison to community. She said this strategy reduces risk and manages the risk that cannot be reduced. She said 97 percent of inmates will eventually return to the community. She said the goal is to provide the programming needed to reduce the risk of committing new crimes and returning to prison.

Ms. Bertsch said three components are needed to implement the plan:

- 1. Salary for staff;
- 2. Adequate staffing levels throughout the department; and
- 3. Sufficient number of traditional and nontraditional beds.

Ms. Bertsch said the department's preferred plan of action is to renovate the existing facility and add more secure beds. She said this option would replace the east cellhouse with a 300-bed cellhouse. She said the plan would include a larger orientation unit, new infirmary and clinic, and a 90-bed administrative segregation unit. She said an advantage to this plan is that there would be adequate secure beds within the prison system through 2014. The total cost is estimated to be \$38.8 million and also includes funding for a warehouse, laundry facility, demolition, and site work, including parking. A copy of the architect's update, cost estimates, and timelines is attached as Appendix B.

Ms. Bertsch said the project would take two years to complete. She said the department would need to demolish the old cellhouse and break ground by July 2007 to meet the projected completion date of July 1, 2009.

Ms. Bertsch said another plan of action would be to increase the use of contract transitional housing. She said additional beds could be added in Fargo, Grand Forks, and throughout the state in smaller counties. She said both contract nonprofit providers and county correctional facilities could be used for transitional programs.

In response to a question from Representative Conrad, Ms. Bertsch said vendors need to have approximately 50 beds for a treatment center to be financially feasible.

In response to a question from Representative Conrad, Mr. Warren Emmer, Field Services Director, Department of Corrections and Rehabilitation, said the decision for where transition centers will be located is mostly driven by the parolee plan. He said the centers need to be in communities where the offenders will be returning.

Mr. Emmer said he met with Representative Klein on March 28, 2006. He said they discussed a committee being formed in Minot to develop a business plan and consider resources for developing a transitional program in Minot.

In response to a question from Representative Conrad, Mr. Emmer said he would provide information on the total number of transitional beds that would be available if projects are completed.

In response to a question from Representative Conrad, Mr. Emmer said he would provide information regarding the projected number of beds needed and the policy for determining where transition centers will be located.

In response to a question from Representative Wieland, Ms. Bertsch said the department considers the replacement project to be a long-term solution. She said there is still value in most of the existing prison facilities. She said construction of a new allencompassing facility would cost at least \$120 million, have a negative impact on Jamestown and New England, and disregard the value of existing facilities.

In response to a question from Representative Wieland, Ms. Bertsch said the use of interactive television in providing treatment programs at smaller jails has not proven to be effective and is not an evidence-based practice.

Representative Froseth expressed a concern over asking the Emergency Commission for project design work funding a year before the 2007 Legislative Assembly meets. He said the 2007 Legislative Assembly may not approve of the plan.

In response to a question from Representative Carlson, Mr. Krabbenhoft said the funding for the drawings and estimates already completed was from the preliminary planning revolving fund. He said the Budget Section approved the use of the funds in 2004.

In response to a question from Representative Boehning, Mr. Schuetzle said the design presented does contain additional beds that were not in the original design provided to the committee in 2005.

In response to a question from Representative Carlson, Mr. Schuetzle said the placement of the segregation unit may be reconsidered. He said the advantage to having the segregation unit apart from the rest of the population is that the inmates will not disturb the rest of the population.

Representative Froseth said the committee is not done with its work yet. He expressed a concern that the Department of Corrections and Rehabilitation hiring design architects could send the wrong message to the public that a decision has been reached.

In response to a question from Representative Glassheim, Mr. Schuetzle said the department would

request approval to spend approximately \$1.8 million in the 2005-07 biennium to start the project.

Mr. Krabbenhoft said the department would pursue requesting additional design funds from the preplanning fund to update the plans. He said the department would request an emergency clause be attached to the bill presented to the 2007 Legislative Assembly to allow it to begin the project as soon as possible after the bill passes.

Ms. Kelly Durham, Senior Director of Business Development, Corrections Corporation of America (CCA), Nashville, Tennessee, presented information regarding options North Dakota may consider for addressing its incarceration needs. A copy of the information provided is on file in the Legislative Council office. Ms. Durham said CCA is the nation's largest provider of outsourced corrections management services to federal, state, and local She said CCA manages over governments. 52 percent of all beds under contract with private operators in 63 facilities in the United States.

Ms. Durham said CCA's operational costs average 5 to 20 percent less than public facilities. She said more than 80 percent of CCA facilities have received certification from the American Correctional Association (ACA). She said CCA has not had any contracts canceled for default or poor performance.

In response to a question from Representative Carlson, Ms. Elizabeth Kaegi, Director, State Customer Relations, Corrections Corporation of America, Nashville, Tennessee, said CCA assumes responsibility for lawsuits in facilities it owns or manages. She said CCA would pay all legal fees and judgments.

In response to a question from Representative Carlson, Ms. Durham said contracts for management of a facility are typically three years in length but can be longer.

Ms. Durham said CCA has identified two options for North Dakota's incarceration and facility needs-out-of-state placement or construction of a new instate facility. Ms. Durham said if North Dakota needs more out-of-state beds than currently under contract, they would be available in Georgia, Oklahoma, and Arizona. She said CCA could construct a new in-state facility in 12 to 24 months, with no capital expenditure from the state. She said the state would pay no costs until the first inmate is brought into the facility. Ms. Durham said location, prevailing wage rates, and property taxes affect the cost of the project. She said construction costs for a new 1,000-multicustody-bed facility would range from \$55,000 to \$60,000 per bed with an operational per diem ranging from \$50 to \$57. She said construction costs for a new 2,500multicustody-bed facility would range from \$50,000 to \$55,000 per bed with an operational per diem ranging from \$48 to \$55.

In response to a question from Representative Weiler, Ms. Durham said the operational per diem is based on the terms in the contract for services provided. In response to a question from Representative Carlson, Ms. Durham said the operational costs identified in the handout are based on basic programming. She said specialized treatment needs would raise the operational cost.

In response to a question from Representative Delzer, Ms. Durham said CCA has not conducted a feasibility study for constructing a facility in North Dakota. She said she would provide information to the committee on the cost and length of time needed to conduct a feasibility study.

In response to a question from Representative Delzer, Ms. Durham said CCA typically hires locally for construction work and staffing the facility.

In response to a question from Senator Kringstad, Ms. Durham said wages paid by CCA are competitive within the community where the facility is located.

In response to a question from Senator Lyson, Ms. Durham said she would provide information to the committee relating to the number of lawsuits brought by offenders for not being close to their families when placed in out-of-state facilities.

In response to a question from Representative Kerzman, Ms. Durham said the offenders are inmates of the state before going to a CCA facility. She said responsibility for orientation and transition would remain with the state.

Representative Kerzman expressed concern that the problem of overcrowding in orientation would not be eliminated.

In response to a question from Representative Weiler, Ms. Durham said she would provide information to the committee regarding CCA costs for treatment related to methamphetamine use.

In response to a question from Representative Glassheim, Ms. Durham said she would provide information to the committee regarding the cost per bed for a 500-bed facility.

In response to a question from Representative Conrad, Ms. Durham said CCA does not have information on recidivism because it has no means of tracking inmates once they leave the facility. She said CCA is not involved with supervision of offenders on parole or probation.

Chairman Carlson requested the Legislative Council staff provide CCA with a copy of the contract between the state and Dakota Women's Correctional and Rehabilitation Center in New England.

Mr. Daren Swenson, Warden, Prairie Correctional Facility, Appleton, Minnesota, said his facility is the largest employer in a five-county area with a \$14 million payroll and 380 staff. He said the contract with CCA is for programming and housing. He said it does not include transportation or medical services. He said methamphetamine use is a growing problem for his facility with 50 to 60 percent of incoming offenders having methamphetamine-related problems. Mr. Swenson said his facility can take medium security inmates.

The committee recessed for lunch at 12:15 p.m. and reconvened at 1:10 p.m.

## COMMITTEE COMMENTS REGARDING NORTH DAKOTA CORRECTIONAL FACILITY NEEDS

Chairman Carlson asked members of the committee who were not present at the February 2006 meeting to comment on the future of North Dakota's incarceration and facility needs.

Representative Grande said she would like to finish looking at what a private system has to offer. She said she would also like to consider the addition of new "pods" at the current Penitentiary. She said she would like to see a rehabilitation component specific to nonviolent drug offenders to help lessen the burden on the prison system.

Representative Delzer expressed concern with money being spent in relation to civil commitment of sex offenders. He said major legislative changes need to be made. He suggested issuing a request for proposal (RFP). He said the committee needs a plan for the next 15 to 20 years. He said the committee needs a payment scheme that does not include bonding. He suggested selling the Missouri River Correctional Center land.

Representative Froseth said short-term goals should include improvements to the east cellhouse and infirmary. He suggested research of the private sector for long-term solutions.

Representative Wieland suggested spending additional money for a new facility while retaining use of the old facility. He said there is more to be learned before he can make a decision. He expressed concern about the higher construction costs associated with construction inside a secure facility.

Representative Delzer said longer criminal sentences need to be provided to reduce civil commitments of sexual predators.

Representative Nottestad said individuals under civil commitment cannot be housed in prisons. He said there will be even more civil commitments in the future.

Representative Kerzman expressed concern over relying too much on the private sector. He said the committee needs to also consider the treatment needs of the inmates.

Representative Glassheim said the private sector is appealing but would set plans back a year to a year and a half. He said use of the private sector would still require the state to provide orientation and transition programs. He expressed concern that the private sector would provide no medical care and limited treatment programs. He said the Department of Corrections and Rehabilitation's plan to build a new cellhouse makes sense. He said when there is a need for more beds in later years, the state can build again.

Representative Svedjan said the committee is not qualified to make the decision on what would be the best solution. He suggested asking the private sector for thoughts on how to proceed. He suggested looking at a project of greater scale that would allow for expansion. He said there is a need for an unbiased third-party objective comparative analysis.

Representative Conrad said she does not see the need for a long-term criminal facility. She said there is a need for a drug rehabilitation program.

Representative Carlisle said he agrees with having alternatives to incarceration. He said something needs to be done with the east cellhouse. He expressed a concern about the cost of long-term treatment associated with civil commitments.

Mr. Duane Houdek, Legal Counsel, Governor's office, said the Governor's Task Force on Violent and Sexual Offenders has been meeting. He said the 2005 Legislative Assembly passed enhanced penalties for violent and sex crimes, in some cases doubling the sentence term. He said the task force is developing additional recommendations for more enhanced penalties.

In response to a question from Representative Carlson, Mr. Houdek said changes in law could have an effect on the prison population.

Representative Delzer asked the Legislative Council staff to research the requirements on the state regarding civil commitments and any appropriation limitations.

Representative Metcalf expressed a concern related to the impact of civil commitments on the Department of Human Services. He said the Department of Human Services is required to provide treatment to individuals who have been civilly committed.

Chairman Carlson asked Mr. Houdek to keep the committee informed on actions taken by the task force.

Chairman Carlson requested committee members bring ideas to the May 2006 meeting regarding solutions to the state's incarceration and facility needs.

Ms. Deb Schuler, President, North Dakota Community Corrections Association, Grand Forks, presented information regarding community service alternative activities provided to cities, counties, and the state. She said the North Dakota Corrections Corporation of America has 15 member agencies that provide community service supervision as well as other programs and services. She said 11 of these agencies have received funding from the Department of Corrections and Rehabilitation since their inception. During fiscal year 2005, she said, 12 of the member organizations collectively provided services to over 4,700 offenders. She said the offenders provided over 138,000 hours of community service, valued at over \$750,000. She said some of the agencies may have to close if they are unable to secure funding to replace the grants provided by the department. A copy of the information is on file in the Legislative Council office.

In response to a question from Representative Carlson, Ms. Schuler said approximately one-third of the budget for the Grand Forks community service and restitution program came from the Department of Corrections and Rehabilitation. She said the program is replacing some of that with income from conducting drug tests. She said she is expecting a \$5,000 deficit this year.

In response to a question from Representative Svedjan, Ms. Schuler said the judges will have to find another source for supervision if they continue to order community service.

Ms. Joni Brunner, Community Service Program, Minot, said the program will be losing almost half of its funding. She said she is trying to replace the grant funding with income from conducting drug tests.

Ms. Carrie Bolstad, Community Service North Dakota, Williston, said the program will look to the cities and counties for additional funding.

Mr. David Hatten, Community Service and Restitution Program, Jamestown, said the program will try to make up the grant loss with other sources, including funding from the city of Jamestown.

Ms. Eileen Pfau, Southwest Community Service and Restitution Program, Dickinson, said the program will look for more grants. She said it already receives funding from the counties it serves. She said she expects a \$25,000 deficit this year. She said closure of the agency is imminent if additional funding is not found.

Ms. Janelle Pepple, Wells County Community Service, Fessenden, said the program received approximately 50 percent of its budget from Department of Corrections and Rehabilitation grants. She said the funding is part of the sheriff's budget. She said the county commissioners will determine how to make up for the loss of funding.

Ms. Nancy Keating, Central Dakota Community Service and Restitution, Bismarck South Central Urban, said the program received approximately 50 percent of its budget from Department of Corrections and Rehabilitation grants. She said the program has received a funding commitment from Burleigh County. She said the program will have to close its doors July 1, 2006, if no additional funding is found.

Mr. Chuck Teigen, Community Service and Restitution, Rugby, said as of July 1, 2006, the program will no longer provide services to the Department of Corrections and Rehabilitation.

Mr. Andy Horner, Lake Region Community Service and Restitution Program, Devils Lake, said the program will replace some of the grant funding with income from conducting drug tests. He said the program may be able to continue for one more year without the grant revenue. In response to a question from Representative Carlisle, Mr. Krabbenhoft said the department intends to request funding for community service grants as part of the 2007-09 optional budget package.

In response to a question from Representative Delzer, Mr. Krabbenhoft said along with the increase in supervision fees authorized by the 2005 Legislative Assembly there was \$204,000 cut from the general fund. He said the department had to prioritize its spending.

In response to a question from Representative Delzer, Mr. Emmer said \$233,000 was given in raises to Field Services employees. Mr. Krabbenhoft said the funding for raises came from a savings through negotiations for assessment center services, contract relapse services, and Bismarck Transition Center services for the 2005-07 biennium.

In response to a question from Representative Kroeber, Mr. Krabbenhoft said collection of supervision fees is at 80 percent. He said this is below budget projections.

#### STATE-OWNED REAL ESTATE

The legislative budget analyst and auditor presented information relating to provisions included in NDCC Section 54-01-05.1 regarding the sale of real property of the state. A copy of the information is on file in the Legislative Council office.

In response to a question from Representative Carlson, the legislative budget analyst and auditor said the Department of Corrections and Rehabilitation is authorized under NDCC Section 54-23.3-04 to sell land without legislative approval. He said the proceeds from the sale are to be deposited into the Penitentiary land fund. He said the usual practice for the sale of state land is that it is authorized by a specific bill passed by the Legislative Assembly.

In response to a question from Representative Carlisle, the legislative budget analyst and auditor said the common practice to initiate a sale would be to obtain a current appraisal and prepare a bill authorizing the land sale.

#### PERFORMANCE AND ACCOUNTABILITY SYSTEM PILOT PROJECT

Mr. Mike Ressler, Interim Director, Information Technology Department (ITD), provided information on the department's strategic planning and performance measurement process. Mr. Ressler said the department has developed a plan based on its mission statement. He said the plan has four vision statements which are centered around the customer. He said the plan has 7 goals and 18 objectives which are each tied to a vision statement. He said the department issued its first statewide ITD plan in 1998 and its first annual report in 2001. Copies of the 2005-07 ITD strategic plan and the 2004-05 annual report are on file in the Legislative Council office. outside assistance in developing the strategic plan. Mr. Shane C. Goettle, Commissioner, Department Commerce, provided information on of the department's performance and accountability system. He said the accountability measures are included in the department's appropriation bill--2005 Senate Bill No. 2018. He said the accountability measures include the six economic goals and associated benchmarks identified in the North Dakota Economic Development Foundation's strategic plan. He said the department reports annually to the Budget Section regarding these measures and last did so on September 6, 2005.

Mr. Goettle said the strategic plan was developed with the assistance of a group of consultants that included AngelouEconomics, MGT of America Inc., and Paragon Decision Resources. He said the plan was finalized in September 2002 and updated in June 2005.

Mr. Goettle said the plan outlines the following goals for economic development in North Dakota:

- 1. Develop a unified front for economic development based on collaboration, accountability, and trust.
- 2. Strengthen linkages between the state's higher education system, economic development organizations, and private businesses.
- 3. Create quality jobs to retain North Dakota's current workforce and attract new high-skilled labor.
- 4. Create a strong marketing image to build on the state's numerous strengths, including workforce, education, and quality of place.
- 5. Accelerate job growth in diversified industry targets to provide opportunities for the state's long-term economic future.
- 6. Strengthen North Dakota's business climate to increase global competitiveness.

Mr. Goettle said the purpose of the performance measurement system is to communicate how effectively North Dakota is meeting these goals. A copy of his testimony and the strategic plan is on file in the Legislative Council office.

Mr. Goettle said he will be conducting an assessment in the next few months to determine if there are any missing links between the strategic plan and organizational activities. He said he will also be reviewing employee job descriptions to align them with the department's mission and the mission of each division.

In response to a question from Representative Glassheim, Mr. Goettle said the Department of Commerce's role in the growth of the state's economy can be measured, in part, by the success of the department's efforts in out-of-state media exposure.

In response to a question from Representative Carlson, Mr. Goettle said the department's accountability legislation will provide additional information on the department's impact on economic development.

Representative Carlson said agencies with successful strategic plans have had outside assistance in the plan development.

# COMMITTEE DISCUSSION AND STAFF DIRECTIVES

Chairman Carlson announced the next committee meeting is tentatively scheduled for Tuesday, May 16, 2006, in Bismarck.

The committee adjourned subject to the call of the chair at 3:45 p.m.

Becky Keller Fiscal Analyst

Jim W. Smith Legislative Budget Analyst and Auditor

ATTACH:2