

Report To The Mississippi Legislature



Mississippi Department of Corrections' FY 1998 Cost Per Inmate Day

December 30, 1998

For Fiscal Year 1998, the Department of Corrections' general cost per inmate day (for all security levels combined) in a 1,000-bed facility was \$45.28, including debt service for a facility. FY 1998 costs per inmate day for individual security classifications were as follows: minimum security, \$42.90; medium security, \$38.99; and, maximum security, \$56.19. MDOC's FY 1998 costs per inmate day for security classifications in a 500-bed psychiatric correctional facility were \$54.96 for medium security and \$62.19 for maximum security.

Cost figures presented in this report represent the actual costs to MDOC as required by law and do not represent costs for service delivery under a "most efficient organization." Thus PEER believes that private prison contracts should yield savings significantly above the ten percent required by law.

The PEER Committee

PEER: The Mississippi Legislature's Oversight Agency

The Mississippi Legislature created the Joint Legislative Committee on Performance Evaluation and Expenditure Review (PEER Committee) by statute in 1973. A standing joint committee, the PEER Committee is composed of five members of the House of Representatives appointed by the Speaker and five members of the Senate appointed by the Lieutenant Governor. Appointments are made for four-year terms with one Senator and one Representative appointed from each of the U. S. Congressional Districts. Committee officers are elected by the membership with officers alternating annually between the two houses. All Committee actions by statute require a majority vote of three Representatives and three Senators voting in the affirmative.

Mississippi's constitution gives the Legislature broad power to conduct examinations and investigations. PEER is authorized by law to review any public entity, including contractors supported in whole or in part by public funds, and to address any issues which may require legislative action. PEER has statutory access to all state and local records and has subpoena power to compel testimony or the production of documents.

PEER provides a variety of services to the Legislature, including program evaluations, economy and efficiency reviews, financial audits, limited scope evaluations, fiscal notes, special investigations, briefings to individual legislators, testimony, and other governmental research and assistance. The Committee identifies inefficiency or ineffectiveness or a failure to accomplish legislative objectives, and makes recommendations for redefinition, redirection, redistribution and/or restructuring of Mississippi government. As directed by and subject to the prior approval of the PEER Committee, the Committee's professional staff executes audit and evaluation projects obtaining information and developing options for consideration by the Committee. The PEER Committee releases reports to the Legislature, Governor, Lieutenant Governor, and the agency examined.

The Committee assigns top priority to written requests from individual legislators and legislative committees. The Committee also considers PEER staff proposals and written requests from state officials and others.

Mississippi Department of Corrections' FY 1998

Cost Per Inmate Day

December 30, 1998

The PEER Committee
Mississippi Legislature

The Mississippi Legislature

Joint Committee on Performance Evaluation and Expenditure Review

PEER Committee

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Executive Director

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December 30, 1998

Honorable Kirk Fordice, Governor
Honorable Ronnie Musgrove, Lieutenant Governor
Honorable Tim Ford, Speaker of the House
Members of the Mississippi State Legislature

On December 30, 1998, the PEER Committee authorized release of the report entitled **Mississippi Department of Corrections' FY 1998 Cost Per Inmate Day**. Cost figures presented in this report represent the actual costs to MDOC as required by law and do not represent costs for service delivery under a "most efficient organization." Thus PEER believes that private prison contracts should yield savings significantly above the ten percent required by law.

A handwritten signature in cursive script, appearing to read "Ezell Lee", written over a horizontal line.

Senator Ezell Lee, Chairman

**This report does not recommend increased
funding or additional staff.**

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Mississippi Department of Corrections' FY 1998 Cost Per Inmate Day

Executive Summary

December 30, 1998

Background

During its 1994 special session, the Legislature passed Senate Bill 2005 (now codified as MISS. CODE ANN. § 47-5-1201 et seq.) to address short- and long-term bed capacity within the state's correctional system. The bill created the State Prison Emergency Construction and Management Board to expedite the contracting and construction of proposed public and private prison facilities authorized by the bill.

MISS. CODE ANN. § 47-5-1211 (1) (3) (a) states:

No contract for private incarceration shall be entered into unless the cost of the private operation, including the state's cost for monitoring the private operation, offers a cost savings of at least ten percent (10%) to the Department of Corrections for at least the same level and quality of service offered by the Department of Corrections.

This section also requires PEER to contract annually with a certified public accounting firm to establish a state cost per inmate day for a comparable state facility. Originally, cost was to be established for medium security inmates only. In subsequent years, MDOC has planned the housing of different classifications of prisoners and PEER has provided cost estimates for those classifications as well.

The law further requires that the state cost per inmate day be certified annually and that the certified cost be used as the basis for verifying the ten percent savings required for private contractor costs.

Chapter 964, *Laws of 1996* (Local and Private), established the East Mississippi Correctional Facility Authority. The bill authorized such authority to contract with MDOC for the private incarceration of up to 1,000 prisoners in compliance with the provisions of MISS. CODE ANN. Sections 47-5-1211 through 47-5-1227.

House Bill 1239 (Chapter 562, *Laws of 1998*) required the Department of Corrections to contract

with the City of Walnut Grove or the Walnut Grove Correctional Authority for operation of a maximum security juvenile facility. The act also required that the contracting process conform to MISS. CODE ANN. Section 47-5-1211 and required the PEER Committee, acting through a CPA firm, to determine MDOC's cost per day for comparable facilities. Presently the Department of Corrections has no juvenile facilities which may be used as comparables for a cost determination. Upon request, PEER could develop a general estimate of costs per day for a juvenile facility using data from the Department of Human Services' Division of Youth Services and other states.

Cost Per Day Determination

Smith, Turner & Reeves, P.A., provided cost per inmate day determinations for all security levels of inmates combined (i.e., MDOC's general cost per inmate day) and also on the basis of security classification (i.e., minimum, medium, or maximum) of inmates. Smith, Turner & Reeves also provided a cost per inmate day determination for a psychiatric correctional facility.

MDOC's FY 1998 general cost per inmate day for a 1,000-bed facility totaled \$45.28 and included the following components:

Direct Costs	
Basic housing & visitation	\$27.05
Education & training	1.70
Food	1.48
Farming	0.37
Medical	4.69
Parole Board	0.14
Allocated Administrative Costs	<u>2.28</u>
Total Operating Costs	\$37.71
Annual Debt Service	<u>7.57</u>
Total Average Daily Costs	\$45.28

MDOC's FY 1998 costs per inmate day for individual security classifications in a 1,000-bed facility were as follows: minimum security, \$42.90; medium security, \$38.99; and, maximum security, \$56.19. MDOC's FY 1998 costs per inmate day for

security classifications in a 500-bed psychiatric correctional facility were \$54.96 for medium security and \$62.16 for maximum security.

FY 1997 and FY 1998 Cost Disparities

This report presents a cost determination. PEER does not express any opinion on the reasonableness of any expenditure reported herein. In response to the rapid increase in the cost per inmate day between FYs 1995 through 1997, the PEER Committee recommended in its FY 1997 cost per inmate day report that MDOC conduct an internal efficiency and economy review to reduce these costs. Although MDOC has not conducted such a review, FY 1998's \$45.28 cost per inmate day is lower than FY 1997's cost of \$46.81. One possible

explanation of this reduction in overall cost is that the medium-security South Mississippi Correctional Institution became fully operational in FY 1998 and now has its proper complement of inmates while maintaining fixed operational costs. As a result, medium-security costs have dropped from the FY 1997 level of \$46.58 per inmate day to \$38.99 per inmate day in FY 1998.

In fact, FY 1998's minimum security's cost per inmate day (\$42.90) is notably higher than medium-security's cost per inmate day (\$38.99). Traditionally within corrections, it is less expensive to house minimum security inmates than medium security inmates. FY 1998's minimum-security cost per inmate day, which is based on Unit 25 at the Mississippi State Penitentiary at Parchman, could indicate inefficiencies in minimum costs at Parchman.

PEER cautions the reader that cost figures presented in this report represent actual costs to MDOC as required by law and do not represent costs for service delivery under a "most efficient organization." Thus PEER believes that private prison contracts should yield savings significantly above the ten percent required by law.

For More Information or Clarification, Contact:

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Smith, Turner & Reeves

A Professional Association
Certified Public Accountants / Financial Consultants

Mississippi Joint Legislative Committee on
Performance Evaluation and Expenditure Review
Jackson, Mississippi

Independent Accountants' Report

We have examined the accompanying Schedule of Average Daily Costs Per State Inmate for All Security Levels Combined (the Schedule) of the Mississippi Department of Corrections (MDOC) for the year ended June 30, 1998. Except as explained in the following paragraph, our examination was made in accordance with standards established by the American Institute of Certified Public Accountants and, accordingly, included such procedures as we considered necessary in the circumstances. The procedures were designed to determine the average costs per state inmate day based on historical data.

We were not engaged to examine the debt service costs, which are included in the Schedule. These costs were provided by the Joint Legislative Committee on Performance Evaluation and Expenditure Review.

In our opinion, except for debt service costs, the Schedule referred to above presents, in all material respects, average daily costs per state inmate for all security levels combined for the year ended June 30, 1998, in conformity with the measurement and disclosure criteria set forth in Note 2 to the Schedule. Because of the matters discussed in the preceding paragraph, the scope of our work was not sufficient to express, and we do not express, an opinion on the appropriateness of the debt service costs component.

This Schedule is based on the most accurate data and information available from MDOC staff at the time. However, should MDOC management significantly alter the assumptions in the design, construction, and operational concept for a 1,000-bed correctional facility as presented in this report, the costs per state inmate amount would change.

SMITH, TURNER & REEVES

Jackson, Mississippi
November 18, 1998

MISSISSIPPI DEPARTMENT OF CORRECTIONS
SCHEDULE OF AVERAGE DAILY COSTS PER STATE
INMATE FOR ALL SECURITY LEVELS COMBINED
YEAR ENDED JUNE 30, 1998

OPERATING COSTS:

Direct costs:	
Basic housing and visitation	\$ 27.05
Education and training	1.70
Food	1.48
Farming	0.37
Medical	4.69
Parole Board	0.14
Allocated administrative costs	<u>2.28</u>
	37.71
ANNUAL DEBT SERVICE	<u>7.57</u>
TOTAL AVERAGE DAILY COSTS	<u>\$ 45.28</u>

See accompanying Notes to Schedule.

MISSISSIPPI DEPARTMENT OF CORRECTIONS
NOTES TO SCHEDULE OF AVERAGE DAILY COSTS
PER STATE INMATE FOR ALL SECURITY LEVELS COMBINED

NOTE 1 - ORGANIZATION

Description of Entity

The Mississippi Department of Corrections (MDOC or the Department) has the responsibility for the care, custody, study, training, supervision, and treatment of adult offenders committed to the Department and to plan, develop, coordinate, and manage a state-wide comprehensive correctional system.

MDOC, for purposes of determining the average daily costs per state inmate day, includes the following entities:

- Mississippi State Penitentiary (MSP) - MSP is a correctional facility located in Sunflower County, Mississippi which incarcerates approximately 5,000 adult male felons.
- Central Mississippi Correctional Facility (CMCF) - CMCF is located in Rankin County, Mississippi. CMCF serves as the central receiving and classification center for MDOC and incarcerates 2,664 medium custody offenders, including all female offenders.
- South Mississippi Correction Institution (SMCI) - SMCI is located in Greene County, Mississippi and incarcerates 2,186 medium custody adult felons.
- MDOC operates restitution and work centers throughout the State which house inmates.
- MDOC also contracts with privately operated prisons and regional correctional authorities to incarcerate inmates. Inmates are also incarcerated in county operated jails. MDOC is responsible for certain administrative functions and medical care related to inmates incarcerated by others.

NOTE 2 - BASIS OF PRESENTATION

The costs per state inmate day for all security levels combined are derived by dividing the cost of operations for all inmate facilities included in MDOC above (i.e., MSP, CMCF, and SMCI) by the total inmate days incurred at all inmate facilities included in MDOC during the

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

fiscal year ended June 30, 1998. The number of inmate days used in this calculation was obtained from census reports prepared daily on a system-wide basis.

Operating costs were determined from MDOC's internal accounting records which reflect final unaudited costs by cost center. Operating costs are accounted for by functional cost centers.

Costs of basic confinement and prison programs are presented separately to facilitate an understanding of the operating costs. In arriving at amounts presented in the accompanying Schedule, certain reclassifications and allocations were necessary. Explanations of certain operating cost categories presented together with explanations of the significant reclassifications and allocations are as follows:

- Basic Housing and Visitation - Basic housing and visitation costs include the cost of non-program specific MSP salaries, as well as certain other housing related costs incurred at MSP, CMCF, and SMCI.
- Education and Training - Education and training costs include the cost of program-specific salaries for the following programs: Adult Basic Education, Alcohol and Drug, Vocational Education, Pre-Release, Recreation, and Life Skills Program, as well as specific costs of educational materials and facilities for MSP, CMCF, and SMCI.
- Food Costs - Direct purchases of food and supplies are recorded by facility. Certain purchases received at the main warehouse locations at MSP are subsequently transferred to other locations, including food produced by MSP farming operations. An overall average food cost per day amount was determined since records showing the value of food transfers are not consistent.
- Farming Costs - MSP maintains a prison operated farm in Sunflower County, Mississippi. The costs of agricultural products produced by the farm, net of the value of products sold within the system, are included in farming costs. Costs representing the value of food produced have been allocated to facilities which consume the goods on the basis of inmate days at each facility to total inmate days. The excess of farm costs over goods produced of approximately \$260,000 has been allocated to facilities which house inmates employed in farm operations.
- Medical Costs - Medical costs include salaries and other costs of MDOC facilities and payments to hospitals and physicians for inmates housed at MSP, CMCF, SMCI and county jails. Medical costs have been identified to each facility except county jails based on the ratio of inmate days at each facility to total inmate days for all facilities. Medical costs for prisoners in county jails are separately identified.

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

- Parole Board Costs - Parole Board costs have been allocated to specific facilities, including county jails, community work centers, and privately operated prisons, based on the ratio of inmate days at each facility to total inmate days at all facilities.
- Administrative Costs - Administrative costs include activities of the Office of the Commissioner, Office of the Deputy Commissioner, financial and administration, purchasing, buildings and grounds, personnel, and management information systems. These costs have been allocated to specific units, including county jails, community work centers, and privately operated prisons, based on the ratio of inmate days at each facility to total inmate days for all facilities.
- Debt Service Costs - These expenses relate to debt service on bonds issued to finance the construction of MDOC housing and support buildings. The Performance Evaluation and Expenditure Review Committee provided these expenditures which represent debt service costs associated with inmates held in medium security. Medium security debt service costs are hypothetical fifth year payments on “Bond Buyer” 20 year AA general obligation bond rates as of August 3, 1994. This medium security debt service figure is appropriate for use as a benchmark for the private 1,000-bed medium security facility in Marshall County awarded to Wackenhut Corrections on November 29, 1994, and the private 1,000-bed medium security facility in Leflore County operated by Corrections Corporation of America. This would not be the appropriate debt service figure to use as a benchmark for any new medium security facility. Any new medium security facility’s debt service would equal that of a minimum security facility.
- Support from Other State Agencies – Certain other state agencies provide support to the activities of MDOC. In some cases, MDOC is charged a service fee for services. These services include building construction and property management, purchasing, treasury and disbursement, legislative audit, legal, records management, and courier services. The charges for these services are included in allocated administrative costs in the accompanying Schedule. Although the State of Mississippi prepares an annual cost allocation plan which identifies costs by agency, costs attributable to MDOC are not specifically quantified due to the fact that MDOC does not administer a significant amount of federal grants. Management of MDOC estimates that services received but unbilled are insignificant to the total operating costs of the Department and are not included in the accompanying Schedule.
- Costs Not Included - Operating costs for MDOC have been adjusted to exclude costs applicable to construction of facilities.

Smith, Turner & Reeves

A Professional Association
Certified Public Accountants / Financial Consultants

Mississippi Joint Legislative Committee on
Performance Evaluation and Expenditure Review
Jackson, Mississippi

Independent Accountants' Report

We have examined the accompanying Schedule of Average Daily Costs Per State Inmate By Security Classification (the Schedule) of the Mississippi Department of Corrections (MDOC) for the year ended June 30, 1998. Except as explained in the following paragraph, our examination was made in accordance with standards established by the American Institute of Certified Public Accountants and, accordingly, included such procedures as we considered necessary in the circumstances. The procedures were designed to determine the average costs per state inmate day based on historical data.

We were not engaged to examine the debt service costs, which are included in the Schedule. These costs were provided by the Joint Legislative Committee on Performance Evaluation and Expenditure Review.

In our opinion, except for debt service costs, the Schedule referred to above presents, in all material respects, average daily costs per state inmate by security classification for a 1,000-bed correctional facility for the year ended June 30, 1998, in conformity with the measurement and disclosure criteria set forth in Note 2 to the Schedule. Because of the matters discussed in the preceding paragraph, the scope of our work was not sufficient to express, and we do not express, an opinion on the appropriateness of the debt service costs component.

This Schedule is based on the most accurate data and information available from MDOC staff at the time. MDOC facilities do not include a minimum or medium security facility which operates as a 1,000-bed correctional facility. Consequently, actual costs of operation of a 1,000-bed correctional facility may be materially different than those shown in the Schedule. Additionally, should MDOC management significantly alter the assumptions in the design, construction, and operational concept for a 1,000-bed correctional facility as presented in this report, the cost per state inmate amount would change.

SMITH, TURNER & REEVES

Jackson, Mississippi
November 18, 1998

MISSISSIPPI DEPARTMENT OF CORRECTIONS
SCHEDULE OF AVERAGE DAILY COSTS PER STATE
INMATE BY SECURITY CLASSIFICATION
(FOR ADULT MALE INMATES IN A 1,000-BED
CORRECTIONAL FACILITY)
YEAR ENDED JUNE 30, 1998

	<u>Security Classification</u>		
	<u>Minimum</u>	<u>Medium</u>	<u>Maximum</u>
OPERATING COSTS:			
Direct costs:			
Basic housing and visitation	\$ 22.80	\$ 21.68	\$ 38.20
Education and training	3.56	0.76	-
Food	1.48	1.48	1.48
Farming	0.39	0.39	0.31
Medical	4.69	4.69	4.69
Parole Board	0.14	0.14	0.14
Allocated administrative costs	<u>2.28</u>	<u>2.28</u>	<u>2.28</u>
	35.34	31.42	47.10
ANNUAL DEBT SERVICE	<u>7.56</u>	<u>7.57</u>	<u>9.09</u>
TOTAL AVERAGE DAILY COSTS	<u>\$ 42.90</u>	<u>\$ 38.99</u>	<u>\$ 56.19</u>

See accompanying Notes to Schedule.

MISSISSIPPI DEPARTMENT OF CORRECTIONS
NOTES TO SCHEDULE OF AVERAGE DAILY COSTS
PER STATE INMATE BY SECURITY CLASSIFICATION

NOTE 1 - ORGANIZATION

Description of Entity

The Mississippi Department of Corrections (MDOC or the Department) has the responsibility for the care, custody, study, training, supervision, and treatment of adult offenders committed to the Department and to plan, develop, coordinate, and manage a state-wide comprehensive correctional system.

MDOC, for purposes of determining the average daily costs per state inmate day, includes the following entities:

- Mississippi State Penitentiary (MSP) - MSP is a correctional facility located in Sunflower County, Mississippi which incarcerates approximately 5,000 adult male felons.
- Central Mississippi Correctional Facility (CMCF) - CMCF is located in Rankin County, Mississippi. CMCF serves as the central receiving and classification center for MDOC and incarcerates 2,664 medium custody offenders, including all female offenders.
- South Mississippi Correction Institution (SMCI) - SMCI is located in Greene County, Mississippi and incarcerates 2,186 medium custody adult felons.
- MDOC operates restitution and work centers throughout the State which house inmates.
- MDOC also contracts with privately operated prisons and regional correctional authorities to incarcerate inmates. Inmates are also incarcerated in county operated jails. MDOC is responsible for certain administrative functions and medical care related to inmates incarcerated by others.

NOTE 2 - BASIS OF PRESENTATION

Expenditures are presented by security classification and are based on the costs of operations at facilities considered by management and the Joint Legislative Committee on

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

Performance Evaluation and Expenditure Review to provide the most representative data for the security classifications presented as follows:

- Minimum Security - Unit 25 at MSP - 192-bed capacity
- Medium Security - SMCI - 2,186-bed capacity
- Maximum Security - Unit 32 at MSP - 1,000-bed capacity

Operating costs were determined from MDOC's internal accounting records which reflect final unaudited costs by cost center. Operating costs are accounted for by functional cost centers. Costs of basic confinement and prison programs are presented separately to facilitate an understanding of the operating costs. In arriving at amounts presented in the accompanying Schedule, certain reclassifications and allocations were necessary. Explanations of certain operating cost categories presented together with explanations of the significant reclassifications and allocations are as follows:

- Basic Housing and Visitation - Basic housing and visitation costs include the cost of non-program specific MSP salaries as well as certain other housing related costs incurred at MSP, CMCF, and SMCI.
- Education and Training - Education and training costs include the cost of program-specific salaries for the following programs: Adult Basic Education, Alcohol and Drug, Vocational Education, Pre-Release, Recreation, and Life Skills Program, as well as specific costs of educational materials and facilities for MSP, CMCF, and SMCI.
- Food Costs - Direct purchases of food and supplies are recorded by facility. Certain purchases received at the main warehouse locations at MSP are subsequently transferred to other locations, including food produced by MSP farming operations. An overall average food cost per day amount was determined since records showing the value of food transfers are not consistent.
- Farming Costs - MSP maintains a prison operated farm in Sunflower County, Mississippi. The costs of agricultural products produced by the farm, net of the value of products sold within the system, are included in farming costs. Costs representing the value of food produced have been allocated to facilities which consume the goods on the basis of inmate days at each facility to total inmate days. The excess of farm costs over goods produced of approximately \$260,000 has been allocated to facilities which house inmates employed in farm operations.

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

- Medical Costs - Medical costs include salaries and other costs of MDOC facilities and payments to hospitals and physicians for inmates housed at MSP, CMCF, SMCI, and county jails. Medical costs have been identified to each facility except county jails based on the ratio of inmate days at each facility to total inmate days for all facilities. Medical costs for prisoners in county jails are separately identified.
- Parole Board Costs - Parole Board costs have been allocated to specific facilities, including county jails, community work centers, and privately operated prisons, based on the ratio of inmate days at each facility to total inmate days at all facilities.
- Administrative Costs - Administrative costs include activities of the Office of the Commissioner, Office of the Deputy Commissioner, financial and administration, purchasing, buildings and grounds, personnel, and management information systems. These costs have been allocated to specific units, including county jails, community work centers, and privately operated prisons, based on the ratio of inmate days at each facility to total inmate days for all facilities.
- Debt Service Costs - These expenses relate to debt service on bonds issued to finance the construction of MDOC housing and support buildings. The Performance Evaluation and Expenditure Review Committee provided these expenditures which represent debt service costs associated with inmates held in medium security. Medium security debt service costs are hypothetical fifth year payments on “Bond Buyer” 20 year AA general obligation bond rates as of August 3, 1994. This medium security debt service figure is appropriate for use as a benchmark for the private 1,000-bed medium security facility in Marshall County awarded to Wackenhut Corrections on November 29, 1994, and the private 1,000-bed medium security facility in Leflore County operated by Corrections Corporation of America. This would not be the appropriate debt service figure to use as a benchmark for any new medium security facility. Any new medium-security facility’s debt service would equal that of a minimum security facility.
- Support from Other State Agencies - Certain other state agencies provide support to the activities of MDOC. In some cases, MDOC is charged a service fee for services. These services include building construction and property management, purchasing, treasury and disbursement, legislative audit, legal, records management, and courier services. The charges for these services are included in allocated administrative costs in the accompanying Schedule. Although the State of Mississippi prepares an annual cost allocation plan which identifies costs by agency, costs attributable to MDOC are not specifically quantified due to the fact that MDOC does not administer a significant amount of federal grants. Management of MDOC estimates that services received but unbilled are insignificant to the total operating costs of the Department and are not included in the accompanying Schedule.

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

- Costs Not Included - Operating costs for MDOC have been adjusted to exclude costs applicable to construction of facilities.

Smith, Turner & Reeves

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Certified Public Accountants / Financial Consultants

Mississippi Joint Legislative Committee on
Performance Evaluation and Expenditure Review
Jackson, Mississippi

Independent Accountants' Report

We have examined the accompanying Schedule of Average Daily Costs Per Psychiatric Inmate By Security Classification (the Schedule) of the Mississippi Department of Corrections (MDOC) for the year ended June 30, 1998. Except as explained in the following paragraph, our examination was made in accordance with standards established by the American Institute of Certified Public Accountants and, accordingly, included such procedures as we considered necessary in the circumstances. The procedures were designed to determine the average costs per state inmate day based on historical data.

We were not engaged to examine the debt service costs, which are included in the Schedule. These costs were provided by the Joint Legislative Committee on Performance Evaluation and Expenditure Review.

In our opinion, except for debt service costs, the Schedule referred to above presents, in all material respects, average daily costs per state inmate by security classification for a 1,000-bed psychiatric facility for the year ended June 30, 1998, in conformity with the measurement and disclosure criteria set forth in Note 2 to the Schedule. Because of the matters discussed in the preceding paragraph, the scope of our work was not sufficient to express, and we do not express, an opinion on the appropriateness of the debt service costs component.

This Schedule is based on the most accurate data and information available from MDOC staff at the time. MDOC facilities do not include a medium or maximum security facility which operates as a 500-bed psychiatric facility. Consequently, actual costs of operation of a 500-bed psychiatric facility may be materially different than those shown in the Schedule. Additionally, should MDOC management significantly alter the assumptions in the design, construction, and operational concept for a 500-bed psychiatric facility as presented in this report, the cost per state inmate amount would change.

SMITH, TURNER & REEVES

Jackson, Mississippi
November 18, 1998

MISSISSIPPI DEPARTMENT OF CORRECTIONS
SCHEDULE OF AVERAGE DAILY COSTS PER
PSYCHIATRIC INMATE BY SECURITY CLASSIFICATION
(FOR ADULT MALE INMATES IN A 500-BED PSYCHIATRIC FACILITY)
YEAR ENDED JUNE 30, 1998

	<u>Security Classification</u>	
	<u>Medium</u>	<u>Maximum</u>
OPERATING COSTS:		
Direct costs:		
Basic housing and visitation	\$ 27.36	\$ 38.20
Education and training	3.56	-
Food	1.48	1.48
Farming	0.39	0.31
Medical:		
Physical	4.69	4.69
Psychiatric	1.54	1.54
Parole Board	0.14	0.14
Allocated administrative costs	<u>2.28</u>	<u>2.28</u>
	41.44	48.64
ANNUAL DEBT SERVICE	<u>13.52</u>	<u>13.52</u>
TOTAL AVERAGE DAILY COSTS	<u>\$ 54.96</u>	<u>\$ 62.16</u>

See accompanying Notes to Schedule.

MISSISSIPPI DEPARTMENT OF CORRECTIONS
NOTES TO SCHEDULE OF AVERAGE DAILY COSTS PER
PSYCHIATRIC INMATE BY SECURITY CLASSIFICATION

NOTE 1 - ORGANIZATION

Description of Entity

The Mississippi Department of Corrections (MDOC or the Department) has the responsibility for the care, custody, study, training, supervision, and treatment of adult offenders committed to the Department and to plan, develop, coordinate, and manage a state-wide comprehensive correctional system.

MDOC, for purposes of determining the average daily costs per state inmate day, includes the following entities:

- Mississippi State Penitentiary (MSP) - MSP is a correctional facility located in Sunflower County, Mississippi which incarcerates approximately 5,000 adult male felons.
- Central Mississippi Correctional Facility (CMCF) - CMCF is located in Rankin County, Mississippi. CMCF serves as the central receiving and classification center for MDOC and incarcerates 2,664 medium custody offenders, including all female offenders.
- South Mississippi Correction Institution (SMCI) - SMCI is located in Greene County, Mississippi and incarcerates 2,186 medium custody adult felons.
- MDOC operates restitution and work centers throughout the State which house inmates.
- MDOC also contracts with privately operated prisons and regional correctional authorities to incarcerate inmates. Inmates are also incarcerated in county operated jails. MDOC is responsible for certain administrative functions and medical care related to inmates incarcerated by others.

NOTE 2 - BASIS OF PRESENTATION

Expenditures are presented by security classification and are based on the costs of operations at facilities considered by management and the Joint Legislative Committee on

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

Performance Evaluation and Expenditure Review to provide the most representative data for the security classifications presented as follows:

- Medium Security - Unit 24 at MSP - 346-bed capacity
- Maximum Security - Unit 32 at MSP - 1,000-bed capacity

Operating costs were determined from MDOC's internal accounting records which reflect final unaudited costs by cost center. Operating costs are accounted for by functional cost centers. Costs of basic confinement and prison programs are presented separately to facilitate an understanding of the operating costs. In arriving at amounts presented in the accompanying Schedule, certain reclassifications and allocations were necessary. Explanations of certain operating cost categories presented together with explanations of the significant reclassifications and allocations are as follows:

- Basic Housing and Visitation - Basic housing and visitation costs include the cost of non-program specific MSP salaries as well as certain other housing related costs incurred at MSP, CMCF, and SMCI.
- Education and Training - Education and training costs include the cost of program-specific salaries for the following programs: Adult Basic Education, Alcohol and Drug, Vocational Education, Pre-Release, Recreation, and Life Skills Program, as well as specific costs of educational materials and facilities for MSP, CMCF, and SMCI.
- Food Costs - Direct purchases of food and supplies are recorded by facility. Certain purchases received at the main warehouse locations at MSP are subsequently transferred to other locations, including food provided by MSP farming operations. An overall average food cost per day was determined since records showing the value of food transfers are not consistent.
- Farming Costs - MSP maintains a prison operated farm in Sunflower County, Mississippi. The costs of agricultural products produced by the farm, net of the value of products sold within the system, are included in farming costs. Costs representing the value of food produced have been allocated to facilities which consume the goods on the basis of inmate days at each facility to total inmate days. The excess of farm costs over goods produced of approximately \$260,000 has been allocated to facilities which house inmates employed in farm operations.
- Physical Medical Costs - Physical medical costs include salaries and other costs of MDOC facilities and payments to hospitals and physicians for inmates housed at MSP, CMCF, SMCI, and county jails. Medical costs have been identified to each

NOTE 2 - BASIS OF PRESENTATION (CONTINUED)

facility except county jails based on the ratio of inmate days at each facility to total inmate days for all facilities. Medical costs for prisoners in county jails are separately identified.

- Mental Medical Costs - Mental medical costs include salaries and other costs of MDOC facilities and payments to hospitals and physicians for inmates undergoing treatment or counseling for psychiatric illnesses.
- Parole Board Costs - Parole Board costs have been allocated to specific facilities, including county jails, community work centers, and privately operated prisons, based on the ratio of inmate days at each facility to total inmate days at all facilities.
- Administrative Costs - Administrative costs include activities of the Office of the Commissioner, Office of the Deputy Commissioner, financial and administration, purchasing, buildings and grounds, personnel, and management information systems. These costs have been allocated to specific units, including county jails, community work centers, and privately operated prisons, based on the ratio of inmate days at each facility to total inmate days for all facilities.
- Debt Service Costs - These expenses relate to debt service on bonds issued to finance the construction of housing and support buildings for a 500-bed psychiatric correctional facility for medium and maximum security inmates. The Performance Evaluation and Expenditure Review Committee provided these expenditures which were derived from “Bond Buyer” 20 year AA general obligation bond rates as of November 9, 1998.
- Support from Other State Agencies - Certain other state agencies provide support to the activities of MDOC. In some cases, MDOC is charged a service fee for services. These services include building construction and property management, purchasing, treasury and disbursement, legislative audit, legal, records management, and courier services. The charges for these services are included in allocated administrative costs in the accompanying Schedule. Although the State of Mississippi prepares an annual cost allocation plan which identifies costs by agency, costs attributable to MDOC are not specifically quantified due to the fact that MDOC does not administer a significant amount of federal grants. Management of MDOC estimates that services received but unbilled are insignificant to the total operating costs of the Department and are not included in the accounting schedule.
- Costs Not Included - Operating costs for MDOC have been adjusted to exclude costs applicable to construction of facilities.

Maximum Security Juvenile Facility

During the 1998 session, the Legislature enacted House Bill 1239 (Chapter 562, *Laws of 1998*), which requires the Department of Corrections to contract with the City of Walnut Grove or the Walnut Grove Correctional Authority for operation of a maximum security juvenile facility. The act also requires that the contracting process conform to MISS. CODE ANN. Section 47-5-1211 through 47-5-1227, which requires that the contract amount provide the state a savings of at least ten percent of what the state costs would be for incarceration at a state facility of the same level and quality of service. This section further requires the PEER Committee, acting through a CPA firm, to determine MDOC's cost per day for comparable facilities. Such a determination is to be used as a benchmark for setting the MDOC contract price.

PEER is unable to comply with Section 47-5-1211, since the Department of Corrections presently has no juvenile facilities which may be used as comparables for the required cost determination study. Should the Legislature so desire, PEER could develop a general estimate of costs per day for a juvenile facility using data from the Department of Human Services' Division of Youth Services and other states. Such an effort would take approximately two weeks to complete. While this approach would not comply with existing law, it would provide a general cost estimate upon which the Legislature could continue its deliberations.

The Legislative Budget Committee's FY 2000 recommendations for MDOC do not include funding for this facility. Unless the full Legislature chooses not to take this recommendation and appropriates funds, MDOC will have no funding for this facility during FY 2000 and a cost estimate will not be required. If a cost estimate becomes necessary for the 1999 session, PEER will provide the above-described estimate.

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