

PRIVATIZATION AND CONTRACTING IN CORRECTIONS: RESULTS OF AN NIC SURVEY

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Introduction

The National Institute of Corrections (NIC) initiated this study in response to increasing interest on the part of corrections administrators. Though corrections has long been involved in contracting for offender treatment and other agency functions, it is only comparatively recently that full scale privatization of the operation of secure adult prison facilities has been accomplished.

Issues related to facility privatization were discussed at a November 1995 NIC program for deputy directors of state corrections departments (DOCs). This study explores these issues from the perspective of the DOCs themselves. The study also summarizes current DOC activity in contracting for services, both in terms of scope and related costs, and examines issues in contract management.

A final aim of the survey was to obtain DOC input on the need for information or other assistance from NIC in the areas of privatization and contracting. The primary finding is that agencies' greatest need is for information about what is taking place in other jurisdictions—a need this report begins to address.

Method

The NIC Prisons Division and Information Center developed a survey instrument that was sent in December 1995 to the DOCs in the fifty states, the District of Columbia, the U.S. Territories, and the Federal Bureau of Prisons. Surveys were received from forty-seven states, the District of Columbia, and Puerto Rico. Basic information on agencies' status with regard to privatization was obtained by telephone from two agencies that had been unable to return the survey instrument. Staff also contacted several other DOCs for supplemental data or clarifications.

The resulting report is in two parts:

- Part 1 addresses facility privatization, covering DOC involvement, inmate populations, and costs as well as issues in contracting and facility development,
- Part 2 covers contracting for correctional services, providing a look at the scope of contracting by DOCs and related costs.

Appendix A presents DOC contact information for persons interested in networking on aspects of privatization and/or contracting.

Part I. Private Operation of Secure Adult Prison Facilities

Status of Prison Privatization

The first section of the survey requested information on the private operation and management of entire prison facilities. The survey purposely focused on prisons rather than any form of transitional or treatment facility in the community, and it did not address contracting for jail beds.

The status of facility privatization in the DOCs is summarized in Table I. Findings include:

- In twelve jurisdictions, privately operated prisons are currently in operation or are being developed. Seven DOCs now have inmates in private prisons: Florida, Louisiana, Mississippi, New Mexico, Tennessee, Texas, and Puerto Rico. In three states—Ohio, North Carolina, and Virginia—privately operated facilities will open in the near future. The Oklahoma DOC is authorized to place inmates in private prisons, pending appropriation of funds, and the Nevada DOC has recently released a request for proposals for a privately operated facility.
- Sixteen DOCs reported that private management of prison facilities is currently being considered. The Pennsylvania DOC has released a request for information regarding the possible private operation of a facility planned to open in 1997. Vermont had allocated funds for a privately operated women's prison but postponed it for budget reasons.
- Four DOCs (California, Delaware, Kansas, and New York) reported that facility privatization has been considered and rejected. Survey respondents in Kansas and New York specifically pointed to concern about turning over the custodial care of prisoners to a profit-making company.
- Seventeen jurisdictions have not formally considered privatizing the operation or management of secure adult correctional facilities. In some cases, a negative legal environment has made facility privatization a moot issue.

Overview of privately-operated facilities. Basic data about privately operated facilities, including comparisons of per diem costs where available, are presented in Table II. Additional details provided by the DOCs are as follows:

- **Florida.** Each of the DOC's three privately operated prisons has a combination of minimum and medium security beds. Two are 750-bed facilities for males, and the third houses up to 992 females.
- **Louisiana.** The DOC built three identical facilities and contracted for the operation of two. The two privately operated facilities hold a total of 2,948 medium to maximum security inmates.
- **Mississippi.** Two 1,000-bed facilities are now being built, each by a separate provider. The facilities will be occupied in mid- 1996. The providers have guaranteed that the total costs of contracting for these facilities will be at least 10 percent less than state costs for housing inmates.
- **Nevada.** The DOC has requested bids for the private operation of a 400-bed facility.
- **New Mexico.** The DOC contracts for the operation of a 294-bed facility for women. Security levels range from minimum security to administrative segregation.
- **North Carolina.** Proposals have been requested for the operation of either one 1,000-bed facility or two 500-bed facilities.
- **Ohio.** The DOC is in the planning stages for one facility that will be privately operated.
- **Oklahoma.** The DOC is authorized to house 2,178 inmates in private facilities. One is already in use but does not yet house Oklahoma inmates; the other is under construction.

Table I. Status of Privatization of Adult Prison Facilities

	Privately Operated Prisons/Are In Use or Are Planned	Private Operation of Prisons Is Being Considered	Private Operation of Prisons Has Been Considered and Rejected	Private Operation of Prisons Has Not Been Formally Considered
Alabama		✓		
Alaska		✓		
Arizona				✓
Arkansas		✓		
California			✓	
Colorado		✓		
Connecticut				✓
Delaware			✓	
D.C.		✓		
Florida	✓			
Georgia		✓		
Hawaii		✓		
Idaho				✓
Illinois				✓
Indiana				✓
Iowa	(Privatization has been discussed; further consideration is on hold.)			
Kansas			✓	
Kentucky		✓		
Louisiana	✓			
Maine				✓
Maryland	(Information not available)			
Massachusetts				✓
Michigan		✓		
Minnesota				✓
Mississippi	✓			
Missouri				✓
Montana		✓		
Nebraska				✓
Nevada		✓		
New Hampshire				✓
New Jersey		✓		
New Mexico	✓			
New York			✓	
North Carolina	✓			
North Dakota				✓
Ohio	✓			
Oklahoma	✓			
Oregon				✓
Pennsylvania		✓		
Rhode Island				✓
South Carolina				✓
South Dakota				✓
Tennessee	✓			
Texas	✓			
Utah	(Information not available)			
Vermont		✓		
Virginia	✓			
Washington		✓		
West Virginia				✓
Wisconsin				✓
Wyoming		✓		
Puerto Rico	✓			
U.S. Bureau of Prisons		✓		
TOTALS	12	16	4	17

- **Tennessee.** A medium/maximum security facility is now in operation and houses 1,301 inmates.
- **Texas.** The DOC is housing more than 4,000 inmates at seven privately operated, minimum security prisons. Each facility was constructed by the provider, construction and operation of privately operated facilities have been addressed in separate contracts.
- **Virginia.** A 1,500-bed medium security facility is scheduled to open November 1997.
- **Puerto Rico.** One minimum/medium security, privately operated facility houses 150 inmates.

Legal Authority for Private Operation of Prisons

Authority for contracting with the private sector for operation of prisons is summarized in Table III.

- In all the states with privately operated prisons, state statutes provide specific authorization for private management of correctional facilities.
- Statutes specifically authorize privatization in an additional three states--Arkansas, Colorado, and Georgia--but there has been no decision to move forward. (Alaska had similar legislation pending at the time of this study.) Two states (Delaware and Georgia) that do not currently contract for facility operations cited potential authority to do so under their general contracting authority rather than as a result of a specific statutory provision.

Table II. Summary of Privately Operated Prisons, 1995

	Number of Privately Operated Prisons	Security Level of Facilities	Contract Award	Inmates Housed	Total DOC Population	Per Diem Costs	
						Private facility/ies	Public facilities
Florida	3	Min.-med.	(Not available)	±2,000	(Information not available)		
Louisiana ¹	2	Med.-max.	(Not available)	2,948	25,424	a) \$23.49 b) \$24.24	c) \$24.96 d) \$33.02
Mississippi	2	(Not available)	(Not available)	2,000	(Information not available)		
Nevada	1	(Not available)	(Pending)	400	(Information not available)		
New Mexico	1	Min.-admin.seg.	\$7,504,700	294	4,209	\$90.19 ²	\$76.89
North Carolina	1 or 2	(Not available)	(Pending)	1,000	(Information not available)		
Ohio	1	(Not available)	(Pending)	(Information not available)			
Oklahoma	2	(Not available)	(Pending)	2,178	(Information not available)		
Tennessee	1	Med.-max.	\$15,761,448	1,301	12,540	\$34.75	\$52.66
Texas	7	Min.	\$37,040,671	4,120	N/A	\$29.12	\$44.40
Virginia	1	Med.	(Not available)	1,500	23,622	(Not available)	\$46.39
Puerto Rico	1	Min.-med.	\$9,500,000	150	11,500	\$38.90	N/A

1. Figures for the Louisiana DOC include separate per diems for each of two private facilities at (a) and (b). Comparative per diem data: (c) is a facility identical to the private facilities; the figure at (d) includes all DOC facilities.
 2. This facility is a 294-bed women's prison.

- In three states (Illinois, Kansas, and West Virginia), private operation of facilities is specifically prohibited by law. Connecticut law permits the DOC to contract with public or private parties to house up to 500 state prisoners, but only if the inmates will be housed out of state.
- Respondents in two other states (Idaho and Rhode Island) indicated that factors other than statute prohibit the privatization of correctional facilities. For example, the Rhode Island correctional officers' union contract contains a no-subcontracting provision. Union concerns were also cited as a deterrent by respondents in other jurisdictions.

Issues in the Development of Privately Operated Prisons

Who first promoted privatization. In jurisdictions in which secure adult facilities are operated by private contractors, it is interesting to note where the idea first originated:

- **State legislature** - The privatization of adult correctional facilities was first promoted by the state legislature in Mississippi, Ohio, and Tennessee.
- **Corrections agency** - Promotion of contracting for facility operation originated with the DOC in two states: New Mexico and Texas.
- **Governor's office**- The governor's office first promoted the idea in four jurisdictions: Florida, Michigan (where legislation is also pending), North Carolina, and Puerto Rico.
- Other-Virginia's initiative originated with lobbyists for several private companies; in Oklahoma, community-based groups developed the facilities and sought DOC inmates.

Construction and financing of facilities. Information on construction and financing could be obtained from just seven of the twelve DOCs with privately operated prisons. In five of these jurisdictions, the facilities have been or will be constructed and/or financed by the contractor. Public dollars and construction have been or are expected to be used by two DOCs.

- Private contractors constructed or renovated the privately managed facilities in Oklahoma, Texas, and Mississippi and will build the planned Nevada facility. In Texas, these facilities were built with state bond funds and their ownership will revert to the state after twenty years; the DOC was involved in overseeing construction and approved the finished construction.
- In Louisiana, the state constructed the facilities that were to become privately managed. Although Ohio has not yet decided who will be responsible for construction, the state is leaning toward state responsibility for its planned project.

Facility design. Where facilities have been built by the private sector, the degree of agency involvement in design also has varied from DOC to DOC. For example, the Texas DOC approved the design and specifications for its privately operated facilities. The Mississippi DOC had no involvement in design control or review.

DOC Concerns

Despite having turned over the management of adult correctional facilities to private contractors, DOCs identified several potentially troubling aspects of privatization. Concerns noted by more than one respondent include:

- Enforcement of department policy;
- Costs and the basis for cost comparisons;
- General quality issues;
- Legal liability;
- Use of force; and
- Accreditation.

Other concerns were related to financing construction within state statutes, cross training on custody discipline hearings, jobs for work release inmates in contracted facilities, and uncertainty about whether the contractor might walk away from the contract.

DOCs address these concerns through a variety of approaches to contract monitoring, auditing, and training. New Mexico, Texas, and Virginia provide an

Table III. Legal Authority for Private Operation of Adult Prisons

	Favorable Legal Environment			Unfavorable Legal Environment			Legal Environment Not Known
	Statute	AG Interpretation	Other	Statute	AG Interpretation	Other	
Alabama							✓
Alaska	✓	(Legislation pending)					
Arizona	✓						
Arkansas	✓						
California	✓						
Colorado	✓						
Connecticut							✓
Delaware			✓				
D.C.							✓
Florida	✓						
Georgia			✓				
Hawaii							✓
Idaho						✓	
Illinois				✓			
Indiana							✓
Iowa							✓
Kansas				✓			
Kentucky							✓
Louisiana	✓						
Maine							✓
Maryland	(Information not available)						
Massachusetts							✓
Michigan							✓
Minnesota							✓
Mississippi	✓	✓					
Missouri							✓
Montana							✓
Nebraska							✓
Nevada	(Information not available)						
New Hampshire							✓
New Jersey							✓
New Mexico	✓						
New York							✓
North Carolina	✓						
North Dakota							✓
Ohio	✓						
Oklahoma	✓						
Oregon							✓
Pennsylvania							✓
Rhode Island						✓	
South Carolina							✓
South Dakota							✓
Tennessee	✓						
Texas	✓						
Utah	(Information not available)						
Vermont							✓
Virginia	✓						
Washington							✓
West Virginia				✓			
Wisconsin							✓
Wyoming	✓						
Puerto Rico							✓
U.S. Bureau of Prisons	(Information not available)						

on-site DOC employee to monitor the facility. The Virginia DOC has also developed its own board of corrections standards for private prisons.

Contract Monitoring and Sanctions for Non-Compliance.

Ten of the twelve corrections agencies that contract for prison operation indicated that they track contract compliance through performance-based criteria or will do so when their facility opens.

In most jurisdictions, sanctions for non-compliance may include termination of the contract. DOCs described a variety of approaches to monitoring performance and addressing non-compliance:

- In California, which has extensive contracting for community-based facilities, including twelve secure community corrections facilities, audit findings are addressed through a report to the contractor. The contractor is then required to respond to the findings and submit a plan for resolution. Failure to resolve issues may result in an assessment of a non-compliance penalty and/or actual termination of the contract.
- Contracts with the Florida DOC are subject to cancellation, with the facility reverting to state control. Financial penalties may be assessed for such things as excessive vacancies.
- Louisiana's contracts include default and termination sections that define a time frame to remedy non-compliance with approval of the DOC. The DOC may terminate a contract with or without cause, with 120 days notice.
- The process in New Mexico is: 1) written notification of concerns; 2) verbal negotiations; and 3) termination of contract.
- In North Carolina, bi-monthly monitoring will be performed through visits and observation. The contractor will be required to report daily offender population statistics. The DOC has the right to terminate any contract with a written notice within sixty days. Contractors are not relieved of liabilities to the DOC for damages sustained by breach of contract.
- Tennessee contract language provides the following remedies: 1) actual damages and any other remedy at law or equity; 2) liquidated damages; and 3) partial default termination.
- Contracts in Texas specify that "In the event of a material failure of Operator to comply and for which the Operator has not received a variance, when the failure continues for 20 days after written notice without an approved plan to cure the Event of Default, TDCJ may: reduce its claims to a judgment; take action to cure the default and offset its costs against payments owed the operator; assess liquidated damages; or terminate and remove Operator. Absent an Event of Default, either party may terminate the agreement for any reason at any time, upon 120 days written notice to the other party."
- Virginia will place a DOC full-time liaison in the facility, planned to open in 1997. Periodic inspections will be conducted. The DOC will be able to terminate for breach of contract or for the convenience of the Commonwealth.

For Further Information

A list of state contacts in the area of facility privatization is presented in Appendix A.

Part II. Contracting for Services

Scope of Contracting

Part II of the survey requested information on services contracted out by DOCs and on related processes and concerns of the responding agencies. Essentially all of the DOCs—with the exception of Colorado and Puerto Rico—reported that they contract for some type of program or service. Based on the 1995 data provided by the DOCs, contracting for services is an industry of not less than \$1 billion annually.

Table IV shows a national overview of the main areas in which DOCs contract for correctional services. Table V follows, presenting further detail on services contracted by DOCs, including contract funds awarded in specific areas. DOC-reported figures are totalled for each category.

Findings indicate:

- DOCs contracted for at least \$1,122,131,865 in programs and services in 1995.
- Health care services are most commonly contracted, with forty-four DOCs reporting some level of involvement. Agencies reported total contract awards of \$706 million in this area for 1995. This represents 63 percent of all contract funds reported by DOCs.
- Mental health care is included in medical services contracts in eight DOCs; in an additional twenty-four agencies, mental health care is provided under separate contracts, totalling \$92 million.
- Offender programming is also a major area of contracting, totalling at least \$195 million nationwide. Costs for contracted substance abuse treatment programs totalled \$67 million, educational and vocational programs \$29 million, and sex offender treatment \$5 million.

- Contracts for community-based facilities and programs were reported by fourteen agencies, at a total 1995 cost of \$67 million.
- Food services contracts were reported by fifteen DOCs and totalled \$42 million.

Limitations of the data. Information on contracting gathered through this brief study is not considered definitive. DOCs were sometimes unable to report any cost data, they reported a mix of calendar and fiscal year data, and they may not have reported all actual contracting activity.

Further, in areas such as contracting for mental health services, it is not clear whether DOCs are contracting with a public agency or a private provider. And, though the survey did not specifically ask for information on contracting for inmate beds, some states provided data in that area. This information is reported but is not considered complete. Further study would be needed to create a more complete and detailed picture of contracting in corrections.

Issues in Contracting for Services

Process for developing RFPs. The typical Request for Proposals (RFP) is a complex document addressing programmatic requirements, legal considerations, and technical issues. The procedures for developing RFPs for contracted services vary greatly among correctional agencies. Most states, districts, or territories have some guidelines for RFPs, which their correctional agencies must follow. Variations inevitably arise from the differing structures of state governance.

DOCs including Idaho, Montana, and Vermont have relatively open procedures, centered within the agency, that involve moderate oversight by other state agencies. Other DOCs are required to follow fully specified procedures established for all state agencies; these include Arkansas, Georgia, Illinois, Massachusetts, Michigan, South Carolina, and Tennessee.

- Approximately 20 percent of the DOCs reported that offices outside of the DOC have the major responsibility for developing RFP. Such offices include departments of administrative services, purchasing offices, material management offices, and general services offices.
- Eighty percent of the DOCs write at least the initial drafts of RFPs for contracted services. Usually, staff with expertise in the area to be contracted are responsible for drafting the RFP. In approximately one-third of the agencies, however, a DOC contracting office or legal office is also involved in this process.
- One correctional agency reported using a private contract consultant to work on RFPs.

The following examples illustrate the variety of approaches DOCs use in developing RFPs:

- In Iowa, RFP development is a joint effort of the DOC, General Services, the Attorney General, and the Department of Management.
- The Wisconsin DOC uses a standard RFP document that provides the basic framework and legal requirements. Objectives and requirements for specific services are defined by the appropriate program personnel. The objectives are weighted in order of significance, and benchmarks are established to evaluate proposers' responses. Evaluation teams are designated to score proposals and recommend awards. The RFP process is monitored by the DOC's purchasing section, which generally develops RFPs for agency-wide services.
- The South Carolina DOC follows guidelines provided by the state's Materials Management Office, within the Budget and Control Board.
- The Administrative Bureau of the Pennsylvania DOC develops the framework for the RFP, and the program area develops the "services requested" portion of the document. Both offices review the entire RFP prior to its release.

- In Kentucky, RFPs are developed by committee. Existing contracts from the DOC and other agencies are used as a guide and resource. After the RFP is approved by the DOC Commissioner, it is submitted to the state Finance and Administrative Cabinet for review. The final RFP is issued by the Finance and Administrative Cabinet on behalf of the DOC.

Sanctions for contract non-compliance. As with contracts for private facility operation, contracts for service provision nearly always provide for possible contract cancellation for continued non-compliance. Other, intermediate contract provisions for inadequate performance include such sanctions as:

- Monetary penalties assessed for lack of compliance or failure to cure a default;
- Surrender of a specified performance bond; and
- Reassignment of service components to another contractor, with the primary contractor being held fiscally responsible for excess costs.

Contractor turnover. Thirty of the forty-six agencies that reported contracting for some services indicated that they had at some time changed service providers. Most changes occurred through the regular RFP process, but some providers were terminated for cause during the contract period.

The most frequently cited reasons for changing providers were cost and quality of service. Occasionally, however, the providers themselves canceled their contracts, and in one instance a potential conflict of interest led to the change.

Overall, the survey responses suggest that provider performance is carefully monitored and that cost effectiveness is constantly assessed.

For Further Information

State contacts for further information on contracting for programs and services are listed in Appendix A, where they are organized by category.

Table IV. Contracting for Correctional Programs and Services

	Medical Services	Mental Health Services	Treatment/Programs	Community Residential Programs	Food Service	Other	Total Direct Costs, FY 1995
Alabama	✓	✓			✓		\$19,337,077
Alaska	✓	✓	✓	✓		✓	(Not available)
Arizona	✓	✓	✓		✓		37,924,000
Arkansas	✓						17,011,893
California			✓	✓			63,995,317
Colorado	(DOC reports no contracting activity)						
Connecticut	✓	✓		✓			16,622,799
Delaware	✓	✓	✓			✓	10,000,176
D.C.	✓	✓	✓	✓	✓		18,761,635
Florida	✓	✓	✓		✓	✓	101,812,900
Georgia	✓	✓	✓				61,261,000
Hawaii	(Information not available)						
Idaho	✓						(Not available)
Illinois	✓	✓	✓	✓	✓	✓	48,375,000
Indiana	✓	✓					209,276
Iowa	✓						2,000,000
Kansas	✓	✓	✓	✓		✓	25,376,754
Kentucky	✓	✓		✓			14,940,800
Louisiana	✓	✓		✓		✓	4,059,610
Maine	✓	✓					1,216,655
Maryland	(Information not available)						
Massachusetts	✓	✓	✓	✓	✓	✓	46,782,923
Michigan	✓	✓	✓				113,009,100
Minnesota	✓	✓	✓		✓		7,592,118
Mississippi	✓	✓			✓		4,947,272
Missouri	✓						23,307,061
Montana	✓	✓					558,150
Nebraska	✓	✓	✓		✓	✓	4,340,525
Nevada	(Information not available)						
New Hampshire	(Information not available)						
New Jersey	✓	✓	✓				62,500,000
New Mexico	✓				✓		(Not available)
New York	✓		✓	✓		✓	38,589,997
North Carolina			✓				(Not available)
North Dakota	✓	✓	✓			✓	374,154
Ohio	✓	✓	✓		✓	✓	45,945,673
Oklahoma	✓		✓	✓			9,174,808
Oregon	✓		✓		✓	✓	6,368,403
Pennsylvania	✓	✓	✓	✓		✓	73,161,800
Rhode Island	✓	✓	✓				1,976,000
South Carolina	✓						7,807,761
South Dakota	✓	✓	✓			✓	4,204,617
Tennessee	✓	✓					18,386,000
Texas	✓	✓	✓				165,685,000
Utah	(Information not available)						
Vermont	✓	✓	✓		✓		1,693,270
Virginia	✓	✓	✓			✓	12,200,000
Washington	✓	✓	✓				12,870,879
West Virginia	✓				✓		5,000,000
Wisconsin	✓	✓	✓			✓	8,037,455
Wyoming	✓		✓			✓	4,714,007
Puerto Rico	(DOC reports no contracting activity)						
U.S. Bureau of Prisons	(Information not available)						
TOTAL, ALL CONTRACTED PROGRAMS AND SERVICES:							\$1,122,131,865

Table V. FY 1995 Expenditures for Contracted Programs and Services

Part 1. Health Care Contracting

States Reporting Relevant Contracting Activity	Contract Award, Medical Services			Contract Award, Mental Health Services
	All Medical Services Throughout DOC	All Medical Services At One or More Facilities	Some Medical Services At One or More Facilities	
Alabama	\$19,328,367	—	—	(Incl. in medical services)
Alaska	—	—	(Not available)	(Not available)
Arizona	—	—	\$16,300,000	\$25,000
Arkansas	17,011,893	—	—	—
Connecticut	—	—	1,920,080	1,081,500
Delaware	8,400,000	—	—	(Incl. in medical services)
D.C.	12,921,272	—	—	488,852
Florida	22,023,900	—	—	4,206,000
Georgia	—	\$54,000,000	—	3,400,000
Idaho	—	—	(Not available)	—
Illinois	—	1,200,000	14,000,000	(Included in some medical contracts)
Indiana	—	160,351	—	48,925
Iowa	—	1,500,000	500,000	—
Kansas	16,626,404	—	—	108,617
Kentucky	—	—	1,105,000	517,300
Louisiana	—	—	2,106,032	(Incl. in medical services)
Maine	—	—	1,216,655	(Incl. in medical services)
Massachusetts	39,000,000	—	—	315,738
Michigan	35,000,000	—	—	66,100,000
Minnesota	—	547,111	6,100,000	24,750
Mississippi	3,468,403	—	—	3,991
Missouri	23,307,061	—	—	—
Montana	431,997	—	—	126,153
Nebraska	2,342,471	—	—	108,591
New Jersey	54,500,000	—	—	8,000,000
New Mexico	9,217,412	—	—	—
New York	—	13,622,150	12,012,192	—
North Carolina	—	(Not available)	—	—
North Dakota	156,825	—	—	53,914
Ohio	41,090,506	464,438	—	384,822
Oklahoma	—	—	633,000	—
Oregon	—	—	2,075,497	—
Pennsylvania	—	—	56,413,000	(Incl. in medical services)
Rhode Island	821,000	—	—	300,000
South Carolina	—	7,807,761	—	—
South Dakota	3,352,518	—	—	(Incl. in medical services)
Tennessee	—	10,501,000	6,135,800	1,749,200
Texas	157,300,000	—	—	4,237,614
Vermont	—	—	884,353	327,610
Virginia	12,000,000	—	—	(Incl. in medical services)
Washington	10,476,462	—	—	735,499
West Virginia	—	3,000,000	—	—
Wisconsin	—	—	246,955	88,400
Wyoming	2,639,262	—	—	—
TOTAL	\$491,415,753	\$92,802,811	\$121,648,564	\$92,432,476
TOTAL, ALL CONTRACTED MEDICAL SERVICES			\$705,867,128	—

Table V. FY 1995 Expenditures for Contracted Programs and Services

Part 2. Contracting for Offender Programs

States Reporting Relevant Contracting Activity	Contract Award, Substance Abuse Treatment	Contract Award, Sex Offender Treatment	Contract Award, Community-Based Programs ¹	Contract Award, Educational/Vocational Programs	Contract Award, Other Offender Programs ²
Alaska	(Not available)	(Not available)	(Not available)	(Not available)	
Arizona	\$1,430,000	\$169,000	—	—	—
California	—	—	—	—	\$3,300,000
Connecticut	—	—	\$13,621,219	—	—
Delaware	1,600,176	—	—	—	—
D.C.	86,000	—	5,265,511	—	—
Florida	30,528,000	—	—	\$1,100,000	(Not available)
Georgia	723,000	—	—	—	3,138,000
Illinois	3,600,000	275,000	6,600,000	20,000,000	—
Kansas	2,754,000	1,141,018	177,746	4,357,862	211,062
Kentucky	—	—	13,270,500	—	48,000
Louisiana	—	—	1,842,293	—	201,715
Massachusetts	2,802,997	2,804,912	775,014	—	(Not available)
Michigan	11,909,100	—	—	—	—
Minnesota	—	—	—	579,000	(Not available)
Nebraska	—	—	—	1,223,670	40,938
New Jersey	(Incl. in mental health contract)	—	—	—	—
New York	—	—	(Not available)	—	12,955,655
North Carolina	(Not available)	—	—	—	—
North Dakota	—	—	111,065	—	46,620
Ohio	924,716	—	—	156,507	2,170,264
Oklahoma	160,000	—	6,364,908	220,000	226,000
Oregon	2,596,419	—	—	—	96,487
Pennsylvania	264,000	456,000	14,941,000	992,000	95,000
Rhode Island	460,000	60,000	—	150,000	185,000
South Dakota	—	(Incl. in medical services contract)	—	—	—
Texas	4,147,000	—	—	—	—
Vermont	11,010	298,811	—	—	130,186
Virginia	—	—	—	—	200,000
Washington	1,658,918	—	—	—	(Not available)
Wisconsin	905,000	63,100	2,510,000	—	4,118,000
Wyoming	189,370	—	1,885,375	—	—
TOTAL	\$66,749,706	\$5,267,841	\$67,364,631	\$28,779,039	\$27,162,927
TOTAL, ALL CONTRACTED OFFENDER PROGRAMS					\$195,324,144

1. This category includes such services as minimum security community corrections facilities, electronic monitoring services, work release programs, and halfway house beds. See contacts list in Appendix A for detail on the types of programs contracted by the DOCs.
2. This category includes a wide range of programs, e.g., chaplaincy work, discharge planning, parenting programs, and industries. See contacts list, Appendix A, for details. The contract awards reported in this column reflect the total of the data provided by each agency; because a specific figure was not always available for each of the programs included in this column, the actual total for some agencies may be higher.

Table V. N 1995 Expenditures for Contracted Programs and Services

Part 3. Other Contracted Functions

States Reporting Relevant Contracting Activity	Contract Award, Food Services	Contract Award, Professional Services ¹	Contract Award, Inmate Beds ²	Contract Award, Other Functions ³
Alabama	\$8,710	—	—	—
Alaska	—	—	(Not available)	—
Arizona	20,000,000	—	—	—
Delaware	—	—	—	(None—commissary contractor retains profit from sales)
D.C.	685,582	—	—	—
Florida	11,039,000	\$2,516,000	\$4,000,000	\$3,400,000
Illinois	2,700,000	—	—	—
Louisiana	—	102,633	—	—
Massachusetts	1,400,000	—	—	(None—commissary contractor retains 6.5% of sales)
Minnesota	341,257	—	—	—
Mississippi	1,474,879	—	—	—
Nebraska	206,797	185,674	—	154,303
New Jersey	(Not available)	—	—	—
New Mexico	(Not available)	—	—	—
North Dakota	—	—	—	5,730
Ohio	754,420	—	—	—
Oklahoma	—	—	3,970,900	—
Oregon	1,600,000	—	—	—
South Dakota	—	—	898,099	—
Vermont	41,300	—	—	—
West Virginia	2,000,000	—	—	—
Wisconsin	—	—	—	106,000
TOTAL	\$42,251,945	\$2,804,307	\$8,868,999	\$3,666,033
TOTAL, ALL OTHER DOC CONTRACTING				\$57,591,284

1. Included in this category are contracts for consultants, legal services, etc.
2. This category reports on contracts for jail and private beds in or out of state. Though contracting for bedspace was not directly addressed in the survey instrument, some DOCs provided related information. These data are not considered comprehensive.
3. This category includes operations ranging from commissary services to drug testing to transportation. See contacts list, Appendix A, for details.

Appendix A. DOC Contacts

Facility Privatization

Thomas A. Gilkeson
Director of Research, Monitoring and Evaluation
Alabama DOC
50 No. Ripley Street
Montgomery, AL 36130
(334) 242-9400; fax (334) 242-9399/1441

Carl E. Nink
Assistant Director/Community Corrections Division
Arizona DOC
363 North First Avenue
Phoenix, AZ 85003
(602) 255-4232; fax (602) 255-4235

G. David Guntharp, Deputy Director
Arkansas DOC
P.O. Box 8707
Pine Bluff, AR 71611
(501) 247-6301; fax (501) 247-3370

Lori Hara
Community Correctional Facilities Administrator
California DOC
P.O. Box 942883
Sacramento, CA 94283-0001
(916) 445-1210; fax (916) 327-4461

Howard Young, Director, Special Programs
Delaware DOC
80 Monrovia Avenue
Smyrna, DE 19977
(302) 739-5601; fax (302) 739-6740

Clydie Smith, Special Assistant to the Director
District of Columbia DOC
1923 Vermont Avenue, NW
Washington, DC 20001
(202) 673-3457; fax (202) 673-2325

James N. Bidy, Deputy Director
Office of Management and Budget
Florida DOC
2601 Blair Stone Road
Tallahassee, FL 32399-2500
(904) 488-8306; fax (904) 922-2995

David M. Boots, Manager, Planning and Research
Illinois DOC
P.O. Box 19277-1201 Concordia Court
Springfield, IL 62794-9277
(217) 522-2666; fax (217) 522-9159

Sally Chandler Halford, Director
Iowa DOC
523 E. 12th
Des Moines, IA 50319
(515) 281-6819; fax (515) 281-7345

William Kline, Attorney
Louisiana DOC
P.O. Box 94304, Capitol Station
Baton Rouge, LA 70804
(504) 342-6743; fax (504) 342-3278

David Viele, Administrator
Bureau of Fiscal Management
Michigan DOC
P.O. Box 30003
Lansing, MI 48909
(517) 373-4568; fax (517) 335-0045

Joe Goff, Special Assistant to Attorney General
Mississippi DOC
(601) 359-5672; fax (601) 359-5624

Dora Schriro, Director
Missouri DOC
P.O. Box 236
Jefferson City, MO 65102
(573) 751-2389; fax (573) 7514099

Bob Anderson, DOC Special Services
Doug Barnes, Pre-release Facilities Unit Manager
Montana DOC
1539 Eleventh Avenue
Helena, MT 59620
(406) 444-3904/4910; fax (406) 444-4920

Stan Repko
New Jersey DOC
CN 863
Trenton, NJ 08625
(609) 9844578; fax (609) 633-6567

Manuel D. Romero, Director, Adult Prisons Division
New Mexico DOC
P.O. Box 27116
Santa Fe, NM 87502-0116
(505) 827-8767; fax (505) 827-8801

Dennis Dawson, Program Director
North Carolina DOC
320 West Jones Street
Raleigh, NC 27603
(919) 715-5955; fax (919) 715-5958

David Baker, Deputy Director, Administration
Ohio DOC
(614) 752-1339; fax (614) 752-1598

Tomas C. Sifanter, Coordinator of Privatization
Puerto Rico DOC
P.O. Box 19083
San Juan, PR 00910
(809) 725-4560

Tonya McKissick
Tennessee DOC
320 6th Avenue, North
Nashville, TN 37243-0465
(615) 741-6085; fax (615) 741-4605

Sharon B. Keilin
Assistant Director for Support Administration
Texas DOC
P.O. Box 99
Huntsville, TX 77342
(409) 294-2468; fax (409) 294-2751

Russell L. Boraas, Private Prison Administrator
Virginia DOC
6900 Atmore Drive
Richmond, VA 23225
(804) 674-3300; fax (804) 674-3509

Jim Blodgett, Deputy Director, Division of Prisons
Washington DOC
P.O. Box 41123
Olympia, WA 98504-1123
(360) 753-1504

Contracting for Medical Services

Thomas A. Gilkeson, Director of Research
Alabama DOC
(334) 242-9400

(Alaska DOC: Contact information not available.)

(Arizona: Contact information not available)

John Byus, Administrator, Medical Services
Arkansas DOC
(501) 247-6331

Joel R. Ide, Grants and Contract Manager
Connecticut DOC
(860) 251-7406

Larry Sussman, Administrative Officer
Delaware DOC
(302) 739-5601

David E. Link, Health Services Administrator
District of Columbia DOC
(202) 673-7316

John G. Burke, Chief, Health Services Administration
Florida DOC
(904) 922-6645

Mike Spradlin
Georgia DOC
(404) 656-4593

(Idaho: Contact information not available.)

Maryann Howard, Procurement Coordinator
Illinois DOC
(217) 522-2666 ext. 4103

(Indiana: Contact information not available.)

Dr. Lueffelholz, IMCC
Iowa DOC
(319) 626-2391

Roger Werholtz, Deputy Secretary
Kansas DOC
(913) 296-3310

Phil Webb, Assistant Director of Operations
Kentucky DOC
(502) 564-2220

(Louisiana: Contact information not available.)

Bruce Wentworth, Deputy Warden
Maine DOC
(207) 354-2535

John Noonon, Deputy Director
Health Services Division
Massachusetts DOC
(617) 727-8528 ext. 131

Rich Russell
Michigan DOC
(517) 373-0720

Dana Baumgartner, Health Care Coordinator
Minnesota DOC
(612) 642-0248

Bill Steiger, Hospital Administration
Mississippi DOC
(601) 745-4104

Randee M. Kaiser, Assistant Director, Health Services
Missouri DOC
(314) 751-2389

Janie Wunderwald
Montana DOC
(406) 444-3930

Robin Spindler, Budget Officer
Nebraska DOC
(402) 471-2654

Laura Kay, Executive Assistant to the Commissioner
New Jersey DOC
(609) 292-4224

(New Mexico: Contact information not available.)

Stephen Rajozewski, Chief Budget Analyst
New York DOC
(518) 457-5562

Bev Johnson, Fiscal Officer
North Dakota DOC
(701) 328-6135

Rocky Henson
Oklahoma DOC
(405) 425-2500

Catherine Knox, Health Services Administrator
Oregon DOC
(503) 945-2823

Tim Ringle, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

Joseph Morocco, Chief, Health Care
Rhode Island DOC
(401) 464-2266

Dr. Hunter Rentz
Deputy Director for Medical Services
South Carolina DOC
(803)896-2707

Richard Decker, Finance Administrator
South Dakota DOC
(605)773-3478

Fred Hix, Director of Budget
Tennessee DOC
(615) 741-6932

James E. Riley, Executive Director, CMHC
Texas DOC
(409) 294-2970

Richard Turner, Director, Correctional Services
Vermont DOC
(802)241-2276

Larry Ray
Virginia DOC
(804)674-3000

Beth Anderson
Washington DOC
(360)758-3292

Nancy L. Swecker, Director of Administration
West Virginia DOC
(304)558-2086

(Wisconsin: Contact information not available.)

Jim Davis, Health Services Administrator
Wyoming DOC
(307)777-7208

Contracting for Mental Health Services

(Alabama: Mental health care is included in medical services contract.)

(Alaska: Contact information not available.)

(Arizona: Contract information not available.)

Joel R. Ide, Grants and Contract Manager
Connecticut DOC
(860)251-7406

Larry Sussman, Administrative Officer
Delaware DOC
(302)739-5601

David E. Link, Health Services Administrator
District of Columbia DOC
(202)673-7316

John G. Burke, Chief, Health Services Administration
Florida DOC
(904) 922-6645

Ronnie Lane
Georgia DOC
(404) 656-4593

(Illinois: Mental health care is included in medical services contract.)

(Indiana: Contact information not available.)

Roger Werholtz, Deputy Secretary
Kansas DOC
(913) 246-3310

Phil Webb, Assistant Director of Operations
Kentucky DOC
(502)564-2220

(Louisiana: Contact information not available.)

(Maine: Mental health care is included in medical services contract.)

Peter Macchi, Director of Administrative Services
Massachusetts DOC
(617)727-3300 ext. 214

Franklyn Giampa
Michigan DOC
(517) 373-0720

Dana Baumgartner, Health Care Coordinator
Minnesota DOC
(612) 642-0248

Bill Steiger, Hospital Administration
Mississippi DOC
(601) 745-4104

Janie Wunderwald
Montana DOC
(406)444-3930

Robin Spindler, Budget Officer
Nebraska DOC
(402)471-2654

Laura Kay, Executive Asst. to the Deputy Commissioner
New Jersey DOC
(609) 292-4224

Bev Johnson, Fiscal Officer
North Dakota DOC
(701) 328-6135

Sharon Aungst, Deputy Director
Ohio DOC
(614) 752-1627

Tim Ringler, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

Joseph Morocco, Chief of Health Care
Rhode Island DOC
(401) 464-2266

(South Dakota: Mental health care is included in medical services contract.)

Fred Hix, Director of Budget
Tennessee DOC
(615) 741-6932

Cathy Martinez, Health Services Division
Texas DOC
(409) 294-2447

Richard Turner
Vermont DOC
(802)241-2276

Larry Ray
Virginia DOC
(804)674-3000

Ted Wilson
Washington DOC
(360)664-0938

(Wisconsin: Contact information not available.)

Contracting for Offender Programs

Substance Abuse Treatment

(Arizona: Contact information not available.)

Deborah Craig, Management Analyst
Delaware DOC
(302) 739-5601

Regina Gilmore, Chief of Special Needs
District of Columbia DOC
(703)643-6813

Sherry Sanders, Director, Substance Abuse Programs
Florida DOC
(904) 488-9169

Ronnie Lane
Georgia DOC
(404) 656-4593

(Illinois: Contact information not available.)

Roger Werholtz, Deputy Secretary
Kansas DOC
(913) 246-3310

Darcy Bens, Contract Manager
Massachusetts DOC
(617) 727-3300 ext. 218

Gerry Gordon
Michigan DOC
(517) 373-0720

(New Jersey: Substance abuse treatment is included in mental health services contract.)

(North Carolina: Contact information not available.)

Carol Upchurch, Recovery Services Administrator
Ohio DOC
(614) 752-1732

Gary Field, Alcohol and Drug Program Manager
Oregon DOC
(503)945-9750

Tim Ringler, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

(Rhode Island: Contact information not available.)

Debbie Roberts, Assistant Director
Texas DOC
(409) 294-2193

Richard Turner
Vermont DOC
(802)241-2276

Patty Terry
Washington DOC
(360) 586-8789

(Wisconsin: Contact information not available.)

Jim Davis, Health Service Administrator
Wyoming DOC
(307)777-7208

Sex Offender Treatment

(Arizona: Contact information not available.)

(Illinois: Contact information not available.)

Roger Werholtz, Deputy Secretary
Kansas DOC
(913) 246-3310

Tim Ringler, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

(Rhode Island: Contact information not available.)

(South Dakota: Mental health care is included in medical services contract.)

Richard Turner
Vermont DOC
(802)241-2276

(Wisconsin: Contact information not available.)

Educational/Vocational Programs

Marcellas Durham
Assistant Secretary, Youthful Offenders
Florida DOC
(904) 487-3865

(Illinois: Contact information not available.)

Roger Werholtz, Deputy Secretary
Kansas DOC
(913) 246-3310

Marge Wolf, Accounting Director
Minnesota DOC
(612) 642-0206

Robin Spindler, Budget Officer
Nebraska DOC
(402) 471-2654

Jerry McGlone, Superintendent
Ohio DOC
(614) 752-0305

Arnold Waggoner
Oklahoma DOC
(405) 425-2500

Tim Ringler, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

(Rhode Island: Contact information not available.)

Other Offender Treatment/Programming

• Chaplaincy

Ronnie Lane
Georgia DOC
(404) 656-4593

(Louisiana: Contact information not available.)

Robin Spindler, Budget Officer
Nebraska DOC
(402) 471-2654

David Schwartz, Religious Services Administrator
Ohio DOC
(614) 752-1164

• Counseling

Ronnie Lane
Georgia DOC
(404) 656-4593

(Wisconsin Contact information not available.)

• Discharge planning

(Rhode Island: Contact information not available.)

• Domestic violence

(Rhode Island: Contact information not available.)

• Industries

(District of Columbia: Contact information not available.)

Winn Peeples, Industries Project Manager
Florida DOC
(904) 488-7240

Robert Feneis, CEO, MINNCOR
Minnesota DOC
(612) 627-6031

Debra Dawes, Executive Assistant
Oregon DOC
(503) 378-4449

Jill Will
Washington DOC
(360) 586-5264

• Library services

Ronnie Lane
Georgia DOC
(404) 656-4593

- **Life skills**

Marcellas Durham
Assistant Secretary, Youthful Offenders
Florida DOC
(904) 487-3865

Larry Ray
Virginia DOC
(804) 674-3000

(Wisconsin: Contact information not available.)

- **Parenting**

Tim Ringler, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

Richard Turner
Vermont DOC
(802) 241-2276

(Wisconsin: Contact information not available.)

- **Pre-release programs**

Steve O'Brien, Director
Community Residential Services
Massachusetts DOC
(617) 727-9409/9496

Susan Henderson
Prerelease Coordinator
Ohio DOC
(614) 877-2306

- **Nursing home consultation**

Phil Webb, Assistant Director of Operations
Kentucky DOC
(502) 564-2220

- **Recreation**

Richard Turner
Vermont DOC
(802) 241-2276

- **Violent offenders**

Richard Turner
Vermont DOC
(802) 241-2276

- **Visitation**

Helen McCullough
California DOC
(916) 323-0125

John W. Noble, Administrator C.R.P
District of Columbia DOC
(202) 673-7316

Roger Werholtz, Deputy Secretary
(913) 246-3310

- **Miscellaneous**

(Alaska: Contact information not available.)

Robin Spindler, Budget Officer
Nebraska DOC
(401) 471-2654

Fred Simon, Associate Budget Analyst
New York DOC
(518) 457-8141

Bev Johnson, Fiscal Officer
North Dakota DOC
(701) 328-6135

Dennis Cunningham, Executive Assistant to the
Chief of Staff and Operations
Oklahoma DOC
(405) 425-2616

(Virginia: Contact information not available.)

Contracting for Community-Based Services

General

(Alaska: Contact information not available.)

Joel R. Ide, Grants and Contract Manager
Connecticut DOC
(860) 251-7406

John W. Noble, Administrator C.R.P.
District of Columbia DOC
(202) 673-7316

Steve O'Brien, Director
Community Residential Services (women's programs)
Massachusetts DOC
(617) 727-9409/9496

Darcy Bens, Contract Manager (men's programs)
Massachusetts DOC
(617) 727-3300 ext. 218

Fred Simon, Associate Budget Analyst
New York DOC
(518)457-8141

Tim Ringler, Fiscal Management Chief
Pennsylvania DOC
(717) 975-4896

Dolores Meyer, Community Corrections Coordinator
Wyoming DOC
(307) 777-2708

Electronic monitoring

(Illinois: Contact information not available.)

Patty Davis
Oklahoma DOC
(405) 527-5676

Halfway houses

Roger Werholtz, Deputy Secretary
Kansas DOC
(913) 246-3310

Linda Allen
Oklahoma DOC
(405) 527-5676 ext. 326

(Wisconsin: Contact information not available.)

Intensive supervision (juveniles)

Bev Johnson, Fiscal Officer
North Dakota DOC
(701) 328-6135

Work release

(Illinois: Contact information not available.)

(Louisiana: Contact information not available.)

Contracting for Other Functions

Commissary

Larry Sussman, Administrative Officer
Delaware DOC
(302) 739-5601

Peter Macchi, Director, Administrative Services
Massachusetts DOC
(617) 727-3300 ext. 214

Computer Operations

Earl Kellow, Chief, M.I.S.
Florida DOC
(904) 488-5963

Contract Bedspace

Richard Nimer, Corrections Programs Administration
Florida DOC
(904)487-3638

Dennis Cunningham
Executive Assistant to the Chief of Staff and
Operations
Oklahoma DOC
(405)425-2616

(South Dakota: trusty beds. Contact information not available.)

Drug Testing

Harry Dodd, Assistant Secretary, Programs
Florida DOC
(904) 488-9940

Engineering/Architecture

Robin Spindler, Budget Officer
Nebraska DOC
(402)471-2654

Food Service

Nutrition Expert
Alabama DOC
(334)242-9400

(Arizona: Contact information not available.)

(District of Columbia: Contact information not available.)

Bill Bowers, Food Services Director
Florida DOC
(904) 488-0123

(Illinois: Contact information not available.)

Peter Szafir, Director, Food Services
Massachusetts DOC
(617)727-4959/3767

Marge Wolf, Accounting Director
Minnesota DOC
(612)642-0206

Ed Henson, Director of Purchasing
Mississippi DOC
(610) 745-2314

Donita Peterson, Materiel Administrator
Nebraska DOC
(402)471-2654

Julia Marian, Executive Assistant
New Jersey DOC
(609) 292-4224

(New Mexico: Contact information not available.)

Emma Olan, Food Services Administrator
Ohio DOC
(614) 752-1737

Rick Hannen, Contracts Coordinator
Oregon DOC
(503)945-9087

Richard Turner
Vermont DOC
(802)241-2276

(West Virginia: Contact information not available.)

Janitor/security services

Robin Spindler, Budget Officer
Nebraska DOC
(402)471-2654

Laboratory processing

Robin Spindler, Budget Officer
Nebraska DOC
(402)471-2654

Legal services

Robin Spindler, Budget Officer
Nebraska DOC
(402)471-2654

Presentence investigations

Bev Johnson, Fiscal Officer
North Dakota DOC
(701) 328-6135

Personnel services

Robin Spindler, Budget Officer
Nebraska DOC
(402)471-2654

Quality assurance (health care)

(Wisconsin: Contact information not available.)

Staff training

Rick Maxey, Chief, Staff Development
Florida DOC
(904)487-2875

(Wisconsin: 'Contact information not available.)

Transportation

Jerry Hewett, Corrections Programs Administration
Florida DOC
(904)487-2848

Veterinary care

(Louisiana: Contact information not available.)

