

Executive Summary

- The Plan addresses correctional institution capacity shortfalls based on the population projections prepared for the DOC by the Applied Population Laboratory, University of Wisconsin-Madison. It also addresses the current operating and occupancy conditions impacted by the serious overcrowding that presently exists. The Plan recommendations offer alternatives to increasing the capacity of various existing DOC institutions, which may or may not have to be initiated during the next ten years, depending on the actual population growth, the outcomes and actual experience of programs and policies that will impact population management, and the continued demand for secure confinement as a result of legislation such as Truth in Sentencing.
- The previous recommendations contained in the 1990 Correctional System Development Plan that identified the need for additional core and support facilities at the existing institutions have not been fully implemented while the population at these institutions continues to increase significantly. As a result, the lack of space for these functions has accelerated the decline of the existing physical plants, exaggerated the degree of inmate idleness, and limited inmate access to necessary services and programs.
- During the last 12 to 15 years, the absence of any system-wide master planning efforts or major improvements to aging and over-utilized facilities, the serious overcrowding, and the limited availability of funding has resulted in significant deterioration of the infrastructural systems as well as building systems and materials at many correctional institutions.
- Aging institutions with deteriorating infrastructures present special challenges as staffing, cost of upkeep, time required for repair and maintenance, and lack of equipment replacement parts all contribute significantly to the daily operational problems. This is particularly evident at facilities like Dodge, Kettle Moraine, Green Bay, Waupun, Fox Lake, Oakhill Correctional Institutions and the northern Correctional Centers.
- The existing emergency barracks/dormitory buildings that were built beginning in mid-1990 have reached the end of their useful life primarily because the material selection and design concepts that were used were based on a limited life expectancy for these buildings. They need to be replaced with permanent facilities that will provide safe and secure environments for staff and inmates and be energy efficient to operate.
- The double occupancy of inmates in the single cells at the oldest correctional institutions, namely Waupun and Green Bay, in cells with 54 sq. ft. or less, is far below current accepted correctional standards and this practice should be discontinued.
- Given the current overcrowding there is a critical concern that there is simply no space available to handle any additional growth or to accommodate the relocation of inmates from one institution to another in the event of an emergency, natural disaster or system breakdown. There is no space available and short of triple celling or placing inmates on floors in dayrooms or gymnasiums, there is no where to go with people should the need arise.
- The return of approximately 5000 inmates previously confined in out of state contract facilities during the 1990's had a positive effect on those inmates and their families. Their return, however, significantly accelerated the overcrowding in the DOC institutions and further restricted access to the programs and services required by the inmates prior to their eventual return to the community.

- The Prisoner Rape Elimination Act (PREA) of 2003 must be addressed in both the male and female institutions. Hidden places and poor site lines in older institutions that do not lend themselves to proper observation of the inmates by the staff need to be renovated or buildings replaced in order to correct the existing security problems. The Robert E. Ellsworth Correctional Center is one example of a facility that requires replacement, in part, for this reason.
- The Plan places an emphasis on planning and construction during the early biennia of the ten year period to address the current shortfall of bed capacity in the adult system and to offer much needed relief from the overcrowding in the most immediate, cost effective and responsible way while the department continues to serve almost 23,000 inmates on a daily basis.
- All of the proposed construction and new housing capacity will occur at selected, existing DOC institutions located on state owned land. Ideally this preferred approach to facility development will allow the planning and construction process to occur in an expedient and efficient manner and have the support and acceptance of the local community. The conversion of Lincoln Hills School (LHS) to an adult male medium institution and the construction of a smaller, more cost effective to operate juvenile correctional facility, to be built on that site to replace LHS, are also recommended.
- The estimates of probable cost for the projects contained in this Plan are based on a single start date of August 1, 2008. Requests for any of these projects in subsequent years will require the necessary budget adjustments to reflect any cost increases due to inflation. In addition, all of the cost estimates for major new work include a 15% incremental increase for sustainable design features to help increase building energy performance and reduce operating costs.
- The increased bed capacity recommendations in this Plan assume that the Department will have continued access and funding for 1000 contract jail beds for at least six years, through 2015. Ideally, the need for those beds would diminish in time but for now they are integral to managing the current and future inmate population. Renting jail space may not be a sustainable practice or long term solution, especially in light of the fact that the availability of beds in local jail facilities experiences daily fluctuation and local needs can impact the supply and cost.
- In the event that the projected population increases are not realized for any number of reasons, the Plan's flexibility allows the Department to not build projects in the latter half of the ten year period or delay those projects until such time as the need for additional beds occurs. However, it is critical that the DOC request the Legislature to approve a limited amount of planning funds in the current biennium to allow the planning and design process for certain critically needed projects in the FY09-11 biennium to be started immediately.
- The continued use and expansion of alternatives to incarceration for certain offenders and the implementation of new programs, as appropriate, may minimize the number of new beds that need to be constructed. However, balancing the use of alternatives and the construction of prison beds will need to be pursued as parallel solutions to the problem of the increasing inmate population and existing overcrowding. Neither approach, without a commitment to the other, will yield an effective solution to the problem.

TEN YEAR CORRECTIONAL FACILITY SYSTEM DEVELOPMENT PLAN
Summary of Estimate of Probable Costs and Bed Capacity Expansion Options**

Facility Development Projects	2009-2011		2011-2013		2013-2015		2015-2017		2017-2019	
	New beds	Cost (millions)	New beds	Cost (millions)	New beds	Cost (millions)	New beds	Cost (millions)	New beds	Cost (millions)
Adult Males - Institutions										
New Bed Capacity	1915	\$182.7	2010	\$194.8	1205	\$192.3	400	\$21.8	2350	\$299.2
*Replacement Bed Capacity	150		650	\$9.5	545				650	
Improvements to Sustain Capacity		\$12.5		\$90.5		\$19.4				
Total	2065	\$195.2	2660	\$294.8	1750	\$211.7	400	\$21.8	3000	\$299.2
Adult Males - Centers										
New Bed Capacity			300	\$23.8	150	\$9.9				
*Replacement Bed Capacity					36	\$5.8				
Improvements to Sustain Capacity				\$3.8		\$4.2				
Total	0	\$0.0	300	\$27.6	186	\$19.9				
Adult Female System										
New Bed Capacity	240	\$12.8	350	\$80.2						
*Replacement Bed Capacity	350	\$19.8	150							
Improvements to Sustain Capacity		\$6.5		\$5.9		\$10.3				
Total	590	\$39.1	500	\$86.1		\$10.3				
Juvenile System										
New Bed Capacity										
*Replacement Bed Capacity							150	\$27.6		
Improvements to Sustain Capacity				\$0.4		\$1.6				
Total		\$0.0		\$0.4		\$1.6	150	\$27.6		
Grand Total										
New Bed Capacity	2155	\$195.5	2660	\$298.8	1355	\$202.2	400	\$21.8	2350	\$299.2
*Replacement Bed Capacity	500	\$19.8	800	\$9.5	581	\$5.8	150	\$27.6	650	
Improvements to Sustain Capacity		\$19.0		\$100.6		\$35.5				
Total	2655	\$234.3	3460	\$408.9	1936	\$243.5	550	\$49.4	3000	\$299.2

1. New Bed Capacity: Additional new beds constructed to expand the capacity at existing DOC facilities.
2. Replacement Bed Capacity: Beds constructed at existing DOC facilities to replace old, aged, obsolete, and unsafe existing housing.
3. Improvements to Sustain Capacity: Projects needed to improve current deficiencies in the core, support services, infrastructure, and building systems at existing DOC facilities.

*Costs for projects involving both new & replacement beds at the same facility are included under New Bed Capacity Cost if recommended in the same biennium.

****These identified bed capacity increases reflect various alternative expansion options available depending on future population increases, future loss of contract bed capacity, demand for DOC institution capacity and the suitability of and potential for existing institution sites to expand based on the analyses completed as part of this Plan.**

Scope of Study

Prison overcrowding is one of the most challenging problems faced by criminal justice systems worldwide. It is a problem that continues in spite of limited increases in the crime rate and the significant investment in facility construction programs that has taken place in the past fifteen to twenty years. Conditions for the state of Wisconsin are no exception. In order to provide for a systematic assessment of the current conditions and to address the future demand for prison capacity, in 2006, at the request of the Department of Corrections, the Wisconsin Building Commission authorized the preparation of a Ten Year Correctional Facility System Development Plan for the Wisconsin adult and juvenile correctional facilities. In August 2006, Mead & Hunt, Inc. was retained to prepare the study. This report, the State of Wisconsin Ten Year Correctional Facility System Development Plan, contains their findings and recommendations.

The prime Consultant, Mead & Hunt, Inc., Madison, Wisconsin, reviewed the planning, architecture, interior, mechanical, electrical, and electronic security systems of the existing correctional facilities for adults and juveniles. A sub-consultant, Mackesey and Associates, LLC, Madison, Wisconsin, evaluated the food service and institution laundry operations.

The Consulting team worked in partnership with Mr. John Rakocy, project manager for the Department of Administration, Division of State Facilities, and Mr. Robert Nikolay, former project manager, and Mr. Earl Fischer, current project manager, for the Department of Corrections, designated by former Secretary Matthew Frank and current Secretary Rick Raemisch. The Consulting team would also like to extend a sincere thank you to all of the Department of Corrections administrative and institution staff whose assistance in the completion of this report was invaluable; their time, dedication to their profession, energy and enthusiasm about this project was genuinely appreciated.

The Ten Year Correctional Facility System Development Plan was completed during 2007 and 2008. The work included, but was not limited to, the following:

- On-site evaluations of all forty existing adult institutions, centers, camps, and juvenile facilities to assess their current physical conditions, environmental, health and safety issues, physical security, housing, educational and vocational program spaces, food service operations, laundry facilities, mechanical, plumbing and electrical systems, and security controls.
- A review and determination of the institutional capacity of the correctional system based on the mission of the Department of Corrections and current institutional occupancy levels as provided by the Department of Corrections.
- Inmate population counts, current and projected, provided by the Department, to assist in the determination of capacity shortfalls over the next ten years.
- Site-specific recommendations and budgets required to address capacity and facility shortfalls along with proposed implementation schedules and phasing recommendations for the next ten years.

Background

The first comprehensive master plan developed for the Wisconsin Correctional System in recent history was issued in 1977. That Six Year Master Plan projected a substantial increase in prison populations and recommended a major expansion of system capacity in order to address the correctional system needs through 1985. At the time of the issuance of that Plan, the Wisconsin Correctional "System" operated as one of the program divisions within the

Department of Health and Social Services and was comprised of 21 institutions. Three of those institutions incarcerated juveniles; two incarcerated adult female inmates, with Taycheedah Correctional Institution providing housing for both men and women; and sixteen facilities incarcerated adult males. The total incarcerated population included 3,258 males, 153 females and 675 juveniles. These 4,038 incarcerated offenders represented only 15% of the total correctional population committed to the custody of the State system. The remaining 85% of the offenders were under supervision in the community. The average length of stay for incarcerated adults, at that time, was 21.2 months.

The 1977 Master Plan recognized that the bed capacity in the Wisconsin Correctional System was less than 3,000, resulting in overcrowding in seriously outdated facilities. Furthermore, the conservative population projections utilized for that Master Plan anticipated a growth of more than 2,600 inmates by 1985 if nothing was done to the existing system. The 1977 Master Plan resulted in a series of recommendations from Governors Dreyfus, Earl, and Thompson to the Legislature and State Building Commission. Their support and positive actions provided for a \$167 million expansion of system capacity and a \$70 million investment in repair and maintenance of the existing facilities that was intended to sustain their useful life. The opening of the Racine Correctional Institution in 1991 concluded the various state actions taken in response to the 1977 Master Plan.

In the years following the 1977 study, Wisconsin and other states experienced unprecedented growth in inmate populations. As a result, prison crowding persisted as a significant issue confronting the State. Responding to this condition, in late 1989, Governor Thompson and the Secretary of the newly created Department of Corrections, Stephen Bablitch, identified the critical need for a new facilities master plan. They specifically requested an independent assessment of the extent to which the existing facilities, which continued to operate under crowded conditions, required major repairs and maintenance and also an assessment of the future need for new facilities and increased institutional capacity in the decade of the 1990s was to be prepared. In January 1990, the State Building Commission authorized the preparation of the Correctional System Development Plan.

At the time of the preparation of the 1990 Plan, the Wisconsin Correctional System was comprised of 27 institutions and correctional centers that served the 6,944 adult males and females under the custody of the recently created Department of Corrections. The adult male system included nine major institutions, twelve state owned correctional centers and three leased correctional centers. The adult female system included one major correctional institution and two leased correctional centers. The juvenile correctional institutions remained under the administration of the Department of Health and Social Services.

The major conclusions of the study, completed in 1991, suggested that a continuation of the existing criminal justice system policies would result in further, significant growth in Wisconsin inmate populations. In order to responsibly address the anticipated growth, a substantial investment in the existing facilities and a major expansion of the correctional system were required. The 1990 Plan resulted in an initial series of recommendations that provided for a \$145.4 million facility investment and a 1,684 bed expansion of prison capacity. The opening of New Lisbon Correctional Institution in 1995 and Red Granite Correctional Institution in 1996 concluded the various state actions taken in response to the 1990 Correctional System Development Plan.

During the past thirty years since the preparation of the 1977 Master Plan, the correctional system has grown from 21 to 43 institutions, centers and juvenile correctional institutions. Four of the institutions are utilized for incarcerated juveniles; four are used for incarcerated female inmates, with St. Croix providing housing for both men and women; thirty-three facilities for incarcerated adult males; and one adult male and one juvenile male facility, both operated by the Department of Health Services, which provide specialized mental health treatment. At the

conclusion of 2007, the total incarcerated population included 21,198 males, 1,492 females and 594 juveniles. Today, these 23,284 incarcerated offenders represent 24.5% of the offenders under the custody of the State, by comparison to 15% of the total correctional population incarcerated in the State system in 1977. The remaining 75.5%, as compared to 85% in 1977, are under the supervision of the Division of Community Corrections. The average length of stay for adults in 1977 was approximately 21.2 months. Data for the inmates released in 2007 varies. Those inmates whose recent period of incarceration was not the result of a revocation of their community supervision experienced an average length of stay of 37.7 months. This increase is attributable, in large part, to offenders admitted for offenses committed on or after December 31, 1999, who were sentenced under 1997 Wisconsin Act 283, Truth in Sentencing. Those inmates whose recent confinement was the result of a revocation of their community supervision experienced an average length of stay of 20.0 months.

Experience across the country and in the State of Wisconsin supports the inevitability of correctional agencies not being able to “build their way out” of the demand for prison capacity as a response to criminal behavior. The Wisconsin Department of Corrections continues to confront a number of significant challenges to its ongoing management of the correctional system. National trends, reflected in similar experience in Wisconsin, suggest that the increasing incarceration rate, not driven exclusively by increased crime, is a major contributor to the continued population pressure in the correctional system. In addition, tougher sentencing laws are demanding that those offenders who get sent to prison will be required to serve significantly more time in confinement than they would have in the 1990s. The consequential overcrowding in the state’s correctional facilities has generated serious operational problems and concerns about the impact of this current overutilization and the deterioration of many facilities in the system. The operational reality is that many of the institutions currently housing inmates in Wisconsin have likely been extended well beyond their useful life span and may require extensive renovation to allow them to remain operational and viable resources for the future.

The ramifications of these situations are serious for an already overburdened system that is facing ever increasing pressure to find additional bed space and provide necessary support services. The sustained overcrowding of the system creates significant challenges for correctional staff and undermines the ability of the prison system to meet basic needs of prisoners, often compromising the provision of rehabilitation programs and services. This, in turn, directly impacts the rate of recidivism as too many offenders, often not prepared for a new start in the community, soon revert to crime or misconduct that results in their return to prison. Given such circumstances, the ensuing challenges for the Division of Community Corrections and its ability to effectively use alternatives to incarceration for persons on probation, parole and extended supervision are also significant.

Facility Evaluations

The Consultant provided teams to tour and investigate each of the adult and juvenile facilities within the Correctional System. The primary focus at each location was the determination of the expansion potential of the site. The individual site evaluations also allowed the Consultant to prepare a general assessment of each institution and correctional center and give attention to the security systems, infrastructure, housing, and program and support services. In addition, the operational needs, problems, constraints and physical plant improvements needed to sustain the current operations and possibly provide opportunities for future expansion capability were addressed as necessary.

Institutional Capacity

Historically, the institutional capacity of the Wisconsin Correctional System was equated with the number of available cells. Viewed in its most simplistic terms, if the facility system had 5,000 cells, it was assumed to have a capacity for 5,000 inmates. However, with the introduction of the 1990 Correctional System Development Plan a

concerted effort was made to more accurately reflect the totality of conditions that impacted each institution's ability to confine inmates. The resulting concept came to be recognized as the "operating capacity" which allowed for a variety of factors related to the housing capability and other core conditions to be applied in determining institutional bed capacity.

As defined in the 1990 Plan, "operating capacity" meant the number of inmates an institution could manage effectively. Rather than relying solely on the number of available housing cells, "operating capacity" was determined by such factors as (i) the mission established for state correctional facilities; (ii) state housing guidelines which accept partial multiple occupancy of cells; (iii) space and equipment needed for medical care, food service, visiting, inmate programs, site infrastructure; and (iv) regulatory requirements.

The principle of operating capacity in the 1990 Correctional System Development Plan was that the number of inmates should not exceed the designated capacity of an institution, except during an emergency loss of capacity, such as caused by fire, a riot or act of nature. In Wisconsin, despite substantial increases in the institutional system bed capacity, inmate populations have exceeded the current operating capacity at some facilities for several years. As a consequence, the State's goals for the correctional system cannot be fully implemented; physical deterioration of facilities has accelerated and compliance with regulatory requirements is difficult to achieve.

As of May 9, 2008 the Department of Corrections established the capacity of the adult institutions to be 19,961 for males and 1,123 for female inmates. The number of inmates incarcerated in state DOC facilities on that date was 21,693 offenders; an additional 1,218 male inmates were being housed in Wisconsin jails and the Wisconsin Resource Center, operated by the Department of Health Services.

Population Projections

Inmate populations are expected to increase throughout the next decade. The projected growth assumes a continuation of crime, arrest, and sentencing patterns which prevailed in the 2000s as demonstrated by the number of commitments to prison. As a result, the capacity shortfall will continue to increase unless additional new space is provided and alternatives to incarceration can continue to expand and be successful.

Based on the Department of Corrections actual population growth experience from 1998-2007, the overall growth rate during that ten year period was 2.2%; a 2.6% increase for adult males and a 3.5% increase for females. The Consultant considered this recent trend with a certain amount of caution and concern that, to the extent it is replicated in the years ahead, it is possible that the inmate populations would exceed the most recent projections used in the development of this Plan. Any continuation of these trends, even at a slower rate, could yield a greater capacity shortfall than currently planned for in the Ten Year Correctional Facility System Development Plan, the basis of which is the University of Wisconsin, Applied Population Laboratory projected populations for adult males and females.

The Department of Corrections contracted with the Applied Population Laboratory, University of Wisconsin-Madison, for the preparation of a population study to investigate the current and future growth within the correctional system. The resulting population projections form the basis for the increases in the institutional capacity being recommended in this Plan in addition to facility recommendations that address the current overcrowding in the System.

Implementation

The correctional system has continued to expand significantly during the last fifteen years and is to a point where the facilities require additions, replacements or expansions to effectively and efficiently meet the demands of the current and future incarcerated population. As part of this Plan, all of the institutions, centers, and juvenile schools were reviewed to determine the best use of each facility to support its mission.

The specific recommendations of the 10 Year Correctional Facility System Development Plan will provide opportunities for bed capacity increases that reflect various alternative expansion options at the existing DOC facilities. The future need to construct additional bed capacity for the System will be dependent on future population growth, any potential loss of contract bed capacity and the continued demand for secure confinement. The options provided carefully examine the suitability of and potential for existing institution sites to expand based on the detailed analyses completed at each location as part of the development of this Plan. The specific recommendations and options are presented in Section 11 – Development Plan Recommendations.

This report also contains the results of the planning effort which include the analysis of the goals and objectives of the existing correctional system, an examination of the population trends, projections and their composition, a survey of the existing correctional facilities, and recommendations for the implementation and phasing of capital projects that are needed to meet the future population needs over the next ten years.