

Department Overview

According to the Wisconsin Blue Book, the Department of Corrections administers Wisconsin's state prisons, community correctional centers and juvenile corrections programs. The Department supervises the custody and discipline of all prisoners in order to protect the public and seeks to rehabilitate offenders and reintegrate them into society. The Department also supervises offenders on probation, parole and extended supervision in the community.

The Department is administered by a cabinet-level Secretary, employs approximately 10,000 staff, manages 23,000 adult inmates, supervises 73,000 offenders in the community, provides services to approximately 800 juveniles in the institutions and community, provides victim services and programs and services to detention facilities and local jails throughout the State. The annual cost for the provision of correctional services in Wisconsin presently exceeds \$1 billion a year.

Department of Corrections Mission & Goals

The mission of the Wisconsin Department of Corrections is to protect the public through the constructive management of offenders placed in its charge.

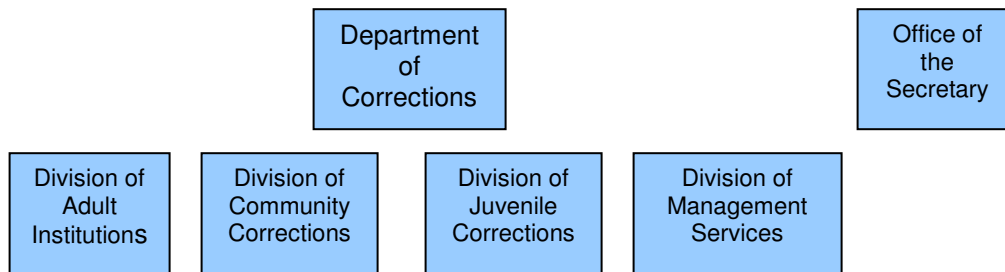
This mission is accomplished in the following ways:

- Providing levels of supervision and control consistent with the risk posed by the offender.
- Assuring that staff and offenders are safe.
- Assuring that staff functions professionally, honestly and with integrity.
- Being responsive and sensitive to victims, victims' families and a diverse community.
- Providing for the humane and respectful treatment of offenders.
- Providing opportunities for the development of constructive offender skills and the modification of thought processes related to criminal behavior and victimization.
- Treating a diverse workforce as valued partners by fostering staff development and effectiveness.
- Providing and managing resources to promote successful offender integration within the community.
- Holding offenders accountable for their actions through sanctions, restitution, and restoration.
- Developing individualized correctional strategies based on the uniqueness of each offender.
- Being accountable to taxpayers through efficient, effective and innovative management of resources.
- Actively responding to staff victimization and promoting wellness.
- Educating the public on what we do and how we do it.

In furtherance of this mission, the Vision of the Department of Corrections is to reduce criminal behavior and restore a sense of safety to victims and the community. To achieve this vision the DOC builds on its Mission Statement in the following ways:

- Share ownership for justice through partnerships with the criminal justice system and the community.
- Learn from the community and promote opportunities for the community to learn from us.
- Hold offenders accountable by requiring them to contribute to the recovery of victims and the community.
- Work with the community to engage offenders and prevent them from becoming anonymous.
- Promote the integration of offenders into the community so that they become valued and contributing members.
- Create a sense of community and mutual responsibility in the workplace.

The Department is organized into four major divisions and a series of specialized functional units that are attached to the Secretary's office:



The facilities that were assessed in conjunction with the Ten Year Correctional Facility System Development Plan are under the management of the Division of Adult Institutions and the Division of Juvenile Corrections.

The mission of the Division of Adult Institutions (DAI) is to protect the public through secure and humane treatment of inmates committed to its custody and afford inmates the opportunity to gain skills and insight into their criminal behavior that are needed to support a crime-free life upon release to the community.

In order to advance this mission the DAI has established the following goals:

- Promote public safety and offender success from admission to custody through re-entry and supervision in the community.
- Provide safe and secure correctional institutions for the public, staff, and offenders.
- Provide productive inmate programs and work activities.
- Maintain positive institution living and work environments.
- Responsibly manage human and fiscal resources.
- Maintain cooperative working relationships with the external environment.

The mission of the Division of Juvenile Corrections (DJC) is to promote a juvenile justice system that balances protection of the community, youth accountability and competency building for responsible and productive community living.

In order to achieve this mission the DJC has established the following goals:

- Promote community safety through effective, humane custody and supervision of youth.
- Promote positive lifestyle changes and law-abiding behaviors through youth participation in treatment programs, education and job skill development.
- Develop meaningful evaluation and accountability processes for effective management of resources.
- Assist in the recovery of victims of crime.
- Build, maintain and empower a diverse, competent and professional workforce.
- Research, develop and utilize technological innovations to insure effective and efficient decision making by DJC.
- Build partnerships with counties, law enforcement, schools, public and private community based agencies, courts and elected officials.
- Provide leadership in DOC and the juvenile justice community.

The mission of the Division of Community Corrections (DCC) is to enhance public safety through the management and reduction of offender risk by providing supervision and collaboration with community partners to assist offenders to change their behavior and repairing the harm they have done.

The mission of the Division of Management Services (DMS) is to provide the analytical and operational services that support all Department of Corrections' policies, programs, and service delivery initiatives. The Division serves as a resource in the areas of personnel, employment relations, diversity and employee services, payroll and benefits, training, risk management and safety, budgeting, internal auditing, accounting, fiscal services, purchasing and procurement, facilities management, telecommunications, general support services, information systems, and technology management.

In recent years, the Department has faced numerous challenges in its ability to meet its mission and respond to the increased demand for prison capacity, driven by continued criminal behavior and legislative responses which have impacted the rate of incarceration and commensurate sentencing practices. In order to responsibly address these conditions, the Department of Corrections felt the need to evaluate their present correctional facilities and to initiate a master plan for development of those facilities to better address the needs of the increasing incarcerated population. The department chose to contract with a private consultant to objectively review the correctional system and prepare the recommended correctional system development plan. The prime Consultant, Mead & Hunt, Inc., Madison, Wisconsin, hereafter, the Consultant, was selected to prepare this Ten Year Correctional Facility System Development Plan.

Objectives of the Study

The primary objectives of this study were to develop a factual analysis of existing adult and juvenile facilities, to assess these facilities' adequacies for continued use based on models established for comparison and to identify the potential for modification, expansion, or contraction of the existing Wisconsin adult and juvenile correctional facilities. The process required an evaluation of each existing institution's physical condition; security, health and safety issues; and adequacy of housing, program, health and food service operations. The plan also examined the need for new facilities over a ten year period from 2009 through 2019 based on the adult offender population projections developed by the Applied Population Laboratory, University of Wisconsin-Madison and subsequently accepted by the Department of Corrections.

In order to meet these primary objectives, specific activities were required of the Consultant, to include:

- An evaluation of the condition of existing buildings of all state owned facilities, previously constructed at each site, using a standardized format developed by the Consultant. This analysis included the general condition of building envelopes, fixed major equipment, finishes and overall building life expectancy; and an identification of needed maintenance, health, safety, and barrier-free accessibility issues as they related to the continued use of the facility. The identification of those facilities which meet the current operational or future expansion needs of the department would form the basis for recommendations regarding future building projects.
- A general review of the Department of Commerce code requirements for existing buildings at all institutions, particularly with respect to fire safety and exiting requirements. The review was not intended to be a Life Safety assessment but any major compliance issues would be noted.

- An examination and identification of the long-term needs of each institution physical plant, including plumbing, heating, ventilating and air conditioning systems, electronic security, electrical and emergency power, site lighting, and perimeter security.
- Conduct a survey of the existing facilities to establish housing, support, and program space availability and to define the adequacy of these existing spaces to meet the Department of Corrections objectives for each institution. Establish models for each type of functional space based on population occupancy levels established for the Consultant by the DOC staff. These models shall be applied to the existing facilities and a determination of the current limitations of existing facilities identified for consideration in future remodeling, expansion, or contraction of each facility.
- An evaluation of the adequacy of existing physical plant and potential on-site expansion or contraction capability to meet future program requirements; identification of major remodeling and/or new construction projects needed and a probable estimate of the project cost using the 2008 Means Cost Index. An evaluation of the cost-effectiveness of remodeling existing facilities in comparison to new construction on a life cycle cost basis was completed where appropriate.
- Establish, in conjunction with the facility development priorities of the Department of Corrections, the recommended facility and physical plant improvements during the next ten years. Prepare estimates of the probable cost on the basis of the legislative biennial budget cycles including project completion dates for the recommended alternatives. The projected future demand for correctional institution capacity and the level of importance of each project will be critical considerations.
- Prepare a statewide ten year correctional facility system development plan that will be responsive to the Department's objectives, document the need for the changes and offer the most cost-effective recommendations for housing the projected offender populations.

Population Projection Summary

The adult population projections used for the purposes of this Ten Year Correctional Facility System Development Plan (see Appendix B for methodology and assumptions) were prepared for the Department of Corrections by the Applied Population Laboratory (APL), University of Wisconsin-Madison. The Consultant did not duplicate the population projection model developed for the Department. The final projections and the anticipated inmate populations form the basis for the facility recommendations that are contained in the Plan.

The total male institutionalized population under the control of the Department of Corrections on May 9, 2008 was reported to be 21,479. Based on the projections prepared by the APL, the Department can anticipate an increase of 3,310 male offenders from July 2008 to July 2020.

The total female institutionalized population under the control of the Department of Corrections on May 9, 2008 was reported to be 1,432. Based on the projections made by the APL, the Department can anticipate an increase of 136 female offenders from July 2008 to July 2020.

The adult population projections were viewed by the Consultant as conservative in nature, in part because of all the unknown factors that can influence prison admissions that go beyond changes in the size of the general population of the State. This Ten Year Correctional Facility System Development Plan will accommodate the projected increases and will also present alternatives that address the existing severe overcrowding in the

system and offer options for the management of future institutionalized population increases, should the projections be exceeded.

The Consultant also recognized that any concerted efforts to expand and enhance population reduction programs, alternatives to incarceration, prison diversion programs and possible legislative changes related to current sentencing practices will only serve to improve the management of the present severe crowding in the correctional system. Such changes in incarceration policies and practices must continue to be aggressively pursued.

Limitations of Existing Correctional System Facilities

Institution Crowding

The current operating condition of the adult correctional facilities is that they continue to be extremely crowded. On May 9, 2008 the total adult population under the control of the DOC was 22,911. At that time, the established capacity as determined by the Department of Corrections for adult offenders in the DOC institutions was 21,084. According to the Division of Adult Institutions, the number of adult male inmates under the control of the department on that date was 20,261. An additional 1,218 adult male offenders were also being housed in local jails that are under contract to the State and the Wisconsin Resource Center, operated by the Department of Health Services. Even though the recent rate of population growth of the adult male offenders has been slower than the female population, significant crowding exists.

The population growth of the adult female offenders has actually increased at a proportionately greater rate than the adult male offenders. As determined by the Department of Corrections at the time of this report, the established capacity for the adult female offenders was 1,123. On May 9, 2008, according to the Division of Adult Institutions, there were 1,432 female inmates in DOC facilities.

Throughout the adult correctional system these increased population demands have had undesirable effects on the facilities including, but not limited to, excessive multiple occupancy of rooms and cells; insufficient space and areas to conduct educational, clinical, treatment, and educational/vocational programs; lack of recreational facilities; and over-use of food service and laundry production areas, health services, and visiting. Inmate idleness also continues to be a concern for staff and inmates alike.

The current and future projected demand for secure juvenile correctional institutions remains significantly less than the available capacity. Given this situation, the existing secure juvenile correctional institutions present opportunities for improved operating efficiencies and best use of the available capacities. These issues will be addressed in this development Plan and incorporated in the recommended projects. As of May 9, 2008 there were 569 juveniles housed at the Department of Corrections facilities. The designated operating capacity of these juvenile institutions is 709, resulting in unused capacity and an eighty percent level of occupancy.

Geographic Distribution of the Institutions

The adult offender population has generally been assigned to the various facilities based on the inmates' custody requirements and available institution programs and services. These requirements as well as the crowded conditions limit the ability of the Department to house offenders in close proximity to the communities to which they will most likely return. The majority of offenders are committed to the adult correctional system

primarily from the southern and southeast counties in the state while the majority of beds are located in the central, northeast, northwest and southwest areas of the state. This often results in fewer visits, limited transitional planning and work release opportunities prior to release and challenges in the ability of the offenders to successfully integrate themselves back in to the community. To the extent possible, efforts should be directed to expanding or locating correctional institution beds in those areas where the majority of offenders are released as part of the various re-entry and re-integration programs. This is especially true of minimum security and work release community correctional centers.

Similar challenges regarding transitional planning and reintegration resulting from location also affect the juvenile correctional institutions where the options are significantly fewer. The two major juvenile correctional institutions for boys are located in northern Wisconsin and far southeastern Wisconsin. In fact, the Lincoln Hills School opened in the summer of 1970 in Irma, Wisconsin because of the statutory requirement to provide a secure juvenile institution for delinquent boys in northern Wisconsin as required by s301.20, Wis.Stats. Boys are generally received at the facility in closest proximity to their county of commitment. All girls are served by Southern Oaks School in far southeast Wisconsin.

Given their locations, many adult and juvenile institutions are also challenged to recruit and retain the necessary professional, health service, security and program staff to address the needs and cultural diversity of their populations.

Community Re-entry & Reintegration

One of the primary goals of the correctional system is to provide motivated offenders, adults and juveniles, with the opportunity for successful re-entry and re-integration into their community. Particularly with the increasing number of adult inmates, the ability to provide the programs and services needed in order to be successful upon their release from prison becomes a significant challenge.

Within the available capacity and space, the correctional system affords inmates who are interested in self improvement an array of program opportunities, treatment for behavioral disorders and chemical dependency, vocational training, pre-employment training and work release programs. The educational programs offered include Adult Basic Education (ABE), High School Equivalency Diploma (HSED) studies, Title 1 instruction, higher education courses, and special education courses covering cognitive development, behavioral, emotional, and learning disabilities. The treatment services offered range from Alcohol and Other Drug Addiction (AODA) treatment and education, sex offender treatment (SOT), anger management, domestic violence, cognitive interventions (CGIP), childhood abuse, and parenting. In addition, other services that are provided to the offender include medical, dental, and psychological services, recreational opportunities, spiritual and religious services, food services, commissary, and laundry service. The employment opportunities offered by Badger State Industries (BSI) within the Department of Corrections system assist inmates to prepare for employment upon their return to the community. Within each institution inmates are also able to perform institutional related jobs in custodial work, buildings and grounds maintenance, library, and food service production.

The physical plant and facility resources for educational, vocational, treatment and employment programming have not kept pace with the population increases throughout the correctional system. The limitations in the physical spaces and availability of programs and employment have contributed to the currently high number of

offenders that are in an “unassigned” status. The resulting idleness is a concern from a correctional management perspective as well as adequately preparing those offenders interested in improving themselves for eventual release. The individual facility evaluations will address these issues and conditions as necessary.

Recommendations for Future Growth

It has been a number of years since a new adult facility has opened in Wisconsin. The most recently constructed new facility, completed in 2002 and opened in 2004, was the New Lisbon Correctional Institution (NLCI). Despite the fact that 7,538 inmate beds have been added to the adult correctional system from 1996-2004, the DOC continues to operate under severely overcrowded conditions, often creating seriously needed increased housing capacity without providing the necessary improvements to the infrastructure and program or service support systems. While this response to the increasing population has eliminated the housing of inmates in out-of-state correctional institutions, operationally it has placed a significant burden on the support buildings and infrastructure of the existing institutions.

To begin to systematically address the increased strain on the existing facilities, this plan is recommending that the Department of Corrections adopt a four-step facility development approach. The four steps basically involve: increasing the housing capacity at those institutions that have the potential capacity and are also able to support the increased beds; decreasing the occupancy of designated housing units determined to be severely crowded as a result of multiple occupancy of spaces unintended for such use; eliminating the double occupancy in disciplinary segregation cells; and providing the necessary improvements and expansion of inmate program and support facilities where possible.

Increasing housing capacity at institutions that are able to support an increase

Various facilities within the correctional system have the capacity to expand on their existing sites. The newer facilities, Jackson Correctional Institution (JCI), New Lisbon Correctional Institution (NLCI) and Redgranite Correctional Institution (RGCI) were originally planned and designed to allow for future housing units to be added on to their respective sites. In other locations, such as at Fox Lake Correctional Institution (FLCI), state owned land beyond the existing secure perimeter is available to accommodate the expansion of inmate housing. Other institutions that have space within the secure perimeter and could be considered for expansion include Kettle Moraine Correctional Institution (KMCI), Dodge Correctional Institution (DCI), Columbia Correctional Institution (CCI) and Green Bay Correctional Institution. Those locations that are selected for major expansions would also benefit from having a “site-specific” individual master plan prepared for the institution. This will assure proper planning and consideration of the totality of the conditions that will be impacted by a major increase of housing capacity.

Decreasing bed space at housing units determined to be overcrowded

Throughout the correctional system, inmate populations have increased beyond the acceptable operating capacity or recommended levels of occupancy. The maximum capacity generally recommended for safe operation of a housing unit is a factor of 85% of the available beds and/or cells being occupied at any given time. Multiple occupancy of individual housing spaces is acceptable when the institution was planned and designed to accommodate it. The ongoing demands for secure confinement do not lend themselves to this approach under the current circumstances. Many institutions throughout the system have reached a point of saturation in terms of the number of inmates housed in their available capacity.

The Consultant is strongly recommending that future consideration also be given to the elimination of the multiple occupancy in the outdated cell halls at the WCI (875 beds) and the GBCI (525 beds); elimination of double occupancy in segregation at various locations (300 beds); and elimination of substandard sleeping quarters (300 mattresses on the floor) used to accommodate the population influx.

Summary

It is imperative that the DOC begin to address the current crowding and projected shortfalls in bed capacity as soon as possible. The guiding principles that were applied to the recommendations for the expansion, improvement and repair of the existing correctional facilities were:

- The Department must request planning funds from the Legislature for approval in the fall of 2008 to begin the planning process for the recommended institution expansion projects at Dodge Correctional Institution, Red Granite Correctional Institution, Jackson Correctional Institution, Prairie Du Chien Correctional Institution, the Sturtevant Transitional Facility, Taycheedah Correctional Institution and the Robert Ellsworth Correctional Center.
- The recommended expansion projects call for a master plan to be developed for each of the sites undergoing a major expansion, assuming one does not presently exist.
- The Plan recommends that it is in the interest of the State and the DOC that if a site is approved for expansion it should be built to the maximum capacity of the location; no partial build outs should occur. This will allow for the most cost effective development at each site, particularly given the added construction cost of performing major work within an existing perimeter.
- The priority that was established for the proposed expansion projects further recommends that certain projects that would effectively take secure beds off-line be deferred until sufficient replacement bed capacity is available.

A detailed listing, proposed project timeline and estimates of probable costs for the major expansions, new construction and remodeling can be found in Section 11, Development Plan Recommendations.