

Plan Highlights and Summary

As a direct result of the current and projected shortfall in the system capacity, the 10 Year Correctional Facility System Development Plan recommends a facilities expansion and improvement program to be approved in mid-2008 for implementation during 2009-2019. This ten-year period reflects the time needed to implement the recommended components of the plan that will address the anticipated growth in the inmate population and the elimination of certain existing temporary and/or unsuitable housing conditions in the Wisconsin Correctional System.

The principal components of the Plan include:

- **The construction of new housing at selected, existing institutions** over the course of ten years to handle the projected shortfall in bed capacity.
- **The preparation of “site-specific” Master Plans** at those selected institutions where expansions and major capacity changes are being recommended.
- **The elimination of the double cell occupancy in the maximum security institutions** where the square footage of the individual cell is less than 70 square feet.
- **The elimination of the double cell occupancy in disciplinary segregation** cells.
- **The continued reliance by the Department on the use of 1,000 contract jail beds** (see Appendix D) until such time that the inmate population growth does not require their use to address the capacity shortfall or until additional operating capacity is developed and available within the Department.
- **The flexibility or ability to modify or adjust the construction of new housing capacity in the future years of the Plan’s** implementation timetable, based on the actual population growth experienced by the Department, the success of alternatives to incarceration programs, legislative changes and policy initiatives.

The various recommendations contained in the Ten Year Correctional Facility System Development Plan propose a number of alternative projects with the potential to increase the capacity in the adult male and female correctional system during the period 2009 to 2019.

Female Inmate Capacity

The Ten Year Correctional Facility System Development Plan addresses the following conditions and considerations to meet the needs of the increasing female inmate population:

- The current operating capacity for the Wisconsin Women’s Correctional System is expected to need a minimum of an additional 136 beds to address the projected moderate growth in the population that will occur by 2020.
- The current housing at the Taycheedah Correctional Institution, the primary adult female facility, is inefficient in terms of the security design which results in costly staffing requirements in order to provide adequate supervision of maximum and medium security inmates in the housing units.
- The Department’s ability to provide an institutional environment that is responsive to the requirements of the Prison Rape Elimination Act of 2003 (PREA) remains an ongoing operational concern at all of the DOC correctional facilities. Any proposed facility expansions or improvements must address these conditions in a responsible manner.
- The existing imbalance in the available minimum security beds and the number of inmates classified as

requiring minimum security within the system should be addressed. The lack of minimum security beds means that women must be held at Taycheedah until appropriate minimum security space becomes available. In addition, significant overcrowding currently exists at each of the minimum facilities.

- The need for additional medium security capacity to relieve the current crowding at the Taycheedah Correctional Institution can be addressed by a more efficient re-use and development of the existing REECC facility located on the grounds of the Southern Wisconsin Center, Union Grove, Wisconsin.

Male Inmate Capacity

The Ten Year Correctional Facility System Development Plan addresses the following conditions and considerations to meet the needs of the increasing male population:

- In May 2008 the capacity shortfall for male inmates in the DOC institutions was 300. There were also 898 male inmates being housed in contract beds. There are currently no previously approved DOC construction projects underway that will increase the available bed capacity. The DOC capacity shortfall will increase to 1,943 by July 2013 and 3,824 by 2020 and the 1,000 contract jail beds will still be required.
- There is currently a shortage of Assessment and Evaluation (A&E) capacity for male inmates at the existing Reception Center at the Dodge Correctional Institution. While the A&E capacity at Dodge is 904 inmates, there were 1,227 inmates in Reception status as of mid-May 2008. The A&E population is projected to increase by more than 200 additional inmates from 2009 to 2019. If no additional capacity is provided at the DCI Reception Center, it will be forced to operate well in excess of the current design capacity, creating potential risks for the staff and inmates. Due to this overcrowding the institution is often forced to hold three men in a cell, in certain units, in cells that contain only 80 square feet. This condition as well as temporary beds everywhere in the system should be eliminated.
- There is a significant current shortage of medium security beds, which means that many inmates who require medium security settings must be held at maximum security institutions until openings are available. The result is severe overcrowding at the state's oldest facilities, namely Waupun and Green Bay Correctional Institutions. These two institutions contain significant double occupancy in cells as small as 49 and 54 square feet, respectively. In addition, by 2019 the male system will be in need of approximately 2,925 additional medium security beds and 1,330 maximum security beds, assuming the population projections hold true.
- The Department's ability to provide an institutional environment that is responsive to the requirements of the Prison Rape Elimination Act of 2003 (PREA) remains an ongoing operational concern at all of the DOC correctional facilities. Any proposed facility expansions or improvements must address these conditions in a responsible manner.
- The current minimum security facilities are operating significantly beyond their original design capacity. The need for minimum capacity is projected to increase to a need for almost 1,066 additional beds by 2019.
- The aging of the inmate population, increased lengths of stay in prison and other factors suggest that an increasing number of inmates will require medical care, accessible environments, and related programs and specialty services in the future.

Juvenile Offender Capacity

The Ten Year Correctional Facility System Development Plan addresses the following conditions and considerations to meet the needs of the juvenile population:

- The expected demand for secure correctional institution capacity in the next ten years is projected to grow at a modest one-percent increase annually, yielding a need for 572 beds for the juvenile males and 74 beds for the juvenile females by 2018. The current capacity of the system is 752 beds which include 695 beds for males and 57 beds for females.
- The need to plan and construct a cost-effective, secure juvenile male facility in proximity to the existing LHS facility will be necessary if the population growth for adult males exceeds the current projections and a future decision to convert and expand the use of LHS as an adult male facility is made. This smaller juvenile unit should be sized to address the needs of the northern counties of the state and youth from other parts of the state that are currently housed there should be transferred to Ethan Allen School in Wales, Wisconsin.

Capacity for Special Inmate Needs

Two other critical components of the correctional system capacity that must also be considered include the ability to provide adequate medical care and the ability to segregate disruptive inmates from the general prison population.

- **Medical Care**

The existing Health Services Unit and Infirmary, constructed at the Dodge Correctional Institution in response to the 1990 Facility Development Plan recommendations, was designed to afford vertical expansion capability when additional acute care facility capacity was needed. This expansion, although possible, does not directly address the need for a long term acute care health service facility for inmates who do not require a maximum security institution. This Plan recommends that consideration be given to the construction of this type of facility at an existing medium or secure minimum security facility, for example, the Oakhill Correctional Institution. The primary purpose of this facility would be to serve medium and minimum security inmates who do not require hospitalization but are infirmed and cannot be housed with the general population at other correctional institutions. The growing number of inmates with specialized medical conditions, the significant aging of the inmate population as a result of increasing lengths of confinement and the need to minimize escalating medical costs are all factors that support this recommendation.

In addition, the plan recommends consideration of institution-based clinics at those facilities which do not currently have adequate capacity to respond to the outpatient medical needs of inmates.

- **Segregation Housing**

The recommended national standard for segregation housing suggests that correctional institutions should attempt to provide segregation capacity equivalent to approximately 10% of their overall housing capacity. The actual amount required will vary at each institution. As of May 2008, the disciplinary segregation capacity and STEP/transitional segregated capacity in the Wisconsin male institution system included 1,668 beds at various institutions throughout the system. In order to accommodate the projected population of 25,105 adult males by 2020, the system would need a total of 2,510 segregation beds; an increase of 842 above the current level in order for the DOC institutions to effectively manage difficult inmates.

The Ten Year Correctional Facility System Development Plan recommends that existing shortages in segregation housing be addressed at all major institutions that will experience a significant capacity expansion as well as those facilities with an existing shortage of segregation capacity based on the continued occupancy levels that have been established for them.

Any increased general population capacity at existing DOC facilities constructed in response to this Plan should ensure that adequate segregation housing be a priority and included in the site specific master plans for these institutions.

Repair and Maintenance of Existing Facilities

Even though the primary focus of the Ten Year Correctional Facility System Development Plan was the expansion potential at the existing correctional facilities, the Consultant felt it was important to document the numerous conditions at existing facilities which need to be addressed, even in light of the limited funds available for routine repairs and facility maintenance. The current overcrowded conditions and the impact of the overcrowding results in excessive use of many aging infrastructure systems and buildings. These conditions make repair and maintenance of the DOC institutions imperative if the current designated capacities are to be preserved and the institutions continue in full operation. The eventual result of not attending to the current routine facility building and systems needs will be a loss of institutional bed space.

The plan identifies specific repair and maintenance projects that were noted during the site visits at most locations.

Ten Year Correctional System Development Plan: 2009- 2019

The previous discussion summarizes the general components and recommended actions which should begin now, in 2008, to address shortfalls in the DOC institution bed capacity during 2009-2019. The Applied Population Laboratory Projections anticipate a need for 3,310 additional beds for adult males and 136 additional beds for adult females during the period 2008-2020 just to meet the growth in demand for secure confinement in the system. These projections do not recognize the current levels of crowding in the DOC institutions and the continued reliance on almost 1000 contract jail beds to house the current population under the custody and control of the system.

The Consultant, after touring the forty DOC institutions, talking with staff and inmates, and observing the toll that the current overcrowding is taking on facilities, staff and inmates, is recommending that proposed capacity increases contained in this Plan and the institution specific capital programs be advanced as soon as possible. These actions must be taken to maximize the expansion potential at the existing DOC facilities in order to reduce the current overcrowding, especially at the maximum security institutions, and to responsibly address the projected population increases expected during the next two to three biennia.